2018 TOWN OF WRIGHTSTOWN COMPREHENSIVE PLAN UPDATE

Brown County Planning Commission, 305 E Walnut Street, Room 320, PO Box 23600, Green Bay, WI 54305-3600 Adopted 12/19/2018





Town of Wrightstown Comprehensive Plan 2018 Update

Adopted: December 19, 2018

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CHAPTER 1 Issues and Opportunities

Introduction

The Town of Wrightstown is located in southwestern Brown County, Wisconsin (Figure 1-1). The Town is primarily rural in nature with agricultural uses dominating the landscape. Residential uses are located along the town roads, with the unincorporated community of Greenleaf located in the center of the Town. The Town of Wrightstown is bordered on the north by the Towns of Rockland and Lawrence, on the east by the Towns of Glenmore and Morrison, on the south by the Town of Holland, and on the west by Outagamie County (the Towns of Buchanan and Kaukauna). The Village of Wrightstown is located along the far western boundaries of the Town. The defining natural features of the Town include the Niagara escarpment running south to north through the center of the Town, the Fox River in the western part of the Town, and the East River with its associated lowlands in the east-central part of the Town.

Purpose and Intent

A comprehensive plan is an official public document adopted by ordinance by the local government that sets forth its major policies concerning the future physical development of the community. The primary purposes of this plan are to generate goals for attaining a desirable development pattern, devise strategies and recommendations the Town can follow to achieve its desired development pattern, and meet the requirements of the State of Wisconsin Comprehensive Planning Law. The following list identifies the State of Wisconsin goals for comprehensive planning. Therefore, not all may pertain to the Town of Wrightstown, but they would apply to the State as a whole.

- 1. Promotion of the redevelopment of lands with existing infrastructures and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial areas.
- 2. Encouragement of neighborhood designs that support a range of transportation choices.
- 3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
- 4. Protection of economically productive areas, including farmland and forests.
- 5. Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state governmental, and utility costs.
- 6. Preservation of cultural, historic, and archeological sites.
- 7. Encouragement of coordination and cooperation among nearby units of government.
- 8. Building of community identity by revitalizing main streets and enforcing design standards.
- 9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
- 10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
- 11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.
- 12. Balancing individual property rights with community interests and goals.
- 13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
- 14. Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

Figure 1-1 General Location OWN OF WRIGHTSTOW Town of Wrightstown, Brown County, Wisconsin Oconto **VILLAGE OF** PULASKI VILLAGE OF **TOWN OF SUAMICO PITTSFIELD TOWN OF TOWN OF GREEN BAY** SCOTT **VILLAGE OF HOWARD CITY OF GREEN BAY TOWN OF** Kewaunee HUMBOLDT VILLAGE **OF HOBART** VILLAGE OF **VILLAGE OF** ASHWAUBENON ALLOUEZ **VILLAGE OF BELLEVUE** CITY OF DE PERE TOWN OF EATON TOWN OF LEDGEVIEW TOWN OF **TOWN OF** TOWN **LAWRENCE** OF NEW **ROCKLAND TOWN OF** DENMARK **GLENMORE** VILLAGE OF DENMARK **TOWN OF WRIGHTSTOWN** WRIGHTSTOWN 4 ⊒Miles Outagamie 1 in = 3 miles Municipalities **TOWN OF** Town of Wrightstown **MORRISON TOWN OF HOLLAND**

Source: Brown County Planning Commission, 3/2018

Calumet

The Town of Wrightstown Comprehensive Plan is adopted by ordinance and should be used by Town officials when revising and administering its zoning and other land-related ordinances. The plan should be the basis for siting future developments and should be a guiding vision so that there is a consistent policy to follow and a clear goal for the future for the residents of the Town of Wrightstown. The maps and graphics contained within this plan are general in nature and are based on the best information available and should not be utilized for detailed site planning.

Comprehensive Planning Process

The most recent comprehensive plan for the Town of Wrightstown was adopted in 2005 and was in need of its 10-year update. The Brown County Planning Commission (BCPC) was contracted to provide professional planning assistance. Staff from BCPC prepared the background information and the recommendations of this plan based upon the consensus opinions of the town planning commission members, public input, town-wide visioning session, and sound planning principles.

This document is comprised of nine chapters reflecting the requirements in the Comprehensive Planning Law: Issues and Opportunities; Housing; Transportation; Utilities and Community Facilities; Natural, Cultural, and Agricultural Resources; Economic Development; Intergovernmental Cooperation; Land Use; and Implementation. Although all of these chapters have their own goals, objectives, and recommendations, the elements are all interrelated, and, therefore, the goals, objectives, and recommendations are also. This plan was developed with the interrelationships of the elements in mind. The future land use plan contained within the Land Use Chapter of the comprehensive plan provides the vision of how the Town of Wrightstown could look 20 years from now. While there are recommendations regarding the location, density, and design of future development, agricultural production is anticipated to continue to be the primary activity in the Town. Since agriculture is such an important part of Wrightstown's past and future, throughout the document the terms "agriculture" and "farming" are both used and are intended to be used interchangeably. The future land use map is the composite of the goals, objectives, and recommendations contained in all of the chapters.

The final part of the plan involves implementing the recommendations. A comprehensive plan is only effective when it is actually used. This includes both using the plan on a routine basis when making policy and administrative decisions and when creating and revising municipal ordinances, such as the zoning ordinance, to control and guide development consistent with the plan.

This document is not the end of the planning process. For the Town of Wrightstown to succeed in achieving its vision for the future, planning must be a continual, ongoing exercise.

Community Goals and Objectives

A major element of the comprehensive planning process is the identification and development of community goals and objectives. Goals and objectives act as the foundation for a comprehensive plan and set the overall direction for recommendations contained in each chapter. The recommendations include measures to move the Town of Wrightstown toward its identified goals and objectives. The identification of an agreed-upon set of goals and objectives for a community can be difficult because the values held by its citizens are complex and people vary widely in their values and the degree to which they will accept differing attitudes.

In order to identify the Town's priorities for community development, as well as key issues and concerns to be addressed in the comprehensive plan, the Brown County Planning Commission staff facilitated a public visioning session, which utilized the nominal group method, on March 7, 2017, at Alleluia Lutheran Church. The visioning session was advertised using a Town-wide mailer to all households in Wrightstown. Thirty-eight residents attended the visioning session to provide their initial thoughts about the future of

the Town and twenty-seven surveys ranking the results of the visioning session were returned. The following are the attendees' top ten issues resulting from the visioning session and follow-up survey:

Rank

- 1. Keep working on incorporation, border agreements, or other options to prevent annexation and preserve Town borders.
- 2. Keep farmers responsible for cleaning equipment and keeping dirt off of roads.
- 3. Increase maintenance of roads, culverts, bridges, ditches, and storm sewers.
- 4. Keep wind turbines out of the Town.
- 5. Maintain high caliber of Town Board (cooperation, responsiveness, etc.).
- 6. Maintain excellent fire department.
- 7. Provide information on where to dispose of household hazardous waste, bulk waste, or yard waste.
- 8. Maintain excellent schools.
- 9. Increase high-speed Internet options.
- 10. Begin planning for a new town hall with kitchen facilities, chairs, and tables that could be rented out.

Appendix D contains the complete listing of nominal group workshop and survey results. The nominal group workshop and survey along with input from the Town of Wrightstown Planning Commission and sound planning and engineering principles form the basis for the development of the following goals and objectives.

Goals and Objectives

There are some issues identified during the visioning session and follow-up survey that the Town has direct control over, such as developing a community compost site (#9), while there are others that include other units of government or non-profit groups (Maintain excellent fire department (#9). However, the results provide insight into those aspects of the Town that residents value and should be discussed during development of the comprehensive plan.

The nominal group session, town-wide survey, input from the citizens advisory committee, the State of Wisconsin Comprehensive Planning Law, and sound planning principles formed the basis for the development of the goals and objectives of the plan.

Goals and objectives each have a distinct and different purpose within the planning process. Goals describe desired situations toward which planning efforts should be directed. They are broad and long-range. They represent an end to be sought; although, they may never actually be fully attained. Objectives describe more specific purposes, which should be sought in order to advance toward the achievement of the overall goals. The third part of the planning process – policies and programs – is discussed in each chapter specific to that comprehensive plan element.

The comprehensive plan and future development of the Town are based on the following goals and objectives. The numbering of the objectives is not to rank or prioritize them, but rather to aid in discussion and reference.

Land Use Goal

Promote land use development throughout the Town that supports a diverse economy and business growth opportunities while retaining the Town of Wrightstown's small town identity.

Objectives

1. Identify, adopt, and implement planning tools and techniques that minimize the impact of development on the Town's small town, rural character.

- 2. Concentrate growth into the sanitary district and encourage preservation of economically-viable agricultural lands.
- 3. Identify policy options to discourage annexations from the Town of Wrightstown.
- 4. Identify and reserve an appropriate supply and mix of future residential, commercial, and industrial development and seek ways to integrate these uses with nearby land uses.
- 5. Ensure that private property rights are protected by continuing to give landowners and residents a voice in planning and development policies.
- 6. Discourage strip commercial development in favor of clustering commercial activities at designated nodes along state and county highways.
- 7. Promote additional small-scale commercial and industrial developments that contribute to the Town's economy and provide goods or services for residents.
- 8. Ensure the compatibility of adjoining land uses for both existing and future development.
- 9. Coordinate the layout of new developments with the need for traffic circulation and pedestrian facilities.
- 10. Promote residential conservation by design developments and appropriate residential lot standards to preserve the Town's rural character.
- 11. Identify, adopt, and implement adequate regulations to address large-scale livestock facilities to minimize their impacts on the Town and its residents.

Transportation Goal

Develop a safe, cost-effective, and efficient multi-modal transportation system for the movement of people and goods through the Town of Wrightstown.

Objectives

- 1. Anticipate and plan for improvements of the Town's transportation system.
- 2. Maximize street connectivity within and between subdivisions to distribute traffic evenly and maximize mobility and accessibility for all residents.
- 3. Maximize safety and accessibility at the Town's intersections.
- 4. Use Wisconsin's Pavement Surface Evaluation and Rating (PASER) system to evaluate the condition of the Town's roads and prioritize them for maintenance.
- 5. Consider traffic calming techniques in the Town where slower traffic is desired.
- 6. Maintain and foster communication with DOT, Brown County, and neighboring communities in order to coordinate future improvements.
- 7. Provide safe and convenient pedestrian and bicycle connections to destinations, such as parks, schools, employment centers, shopping areas, and between/within subdivisions in Greenleaf and other areas.
- 8. Encourage development of a safe and efficient multi-modal transportation system.
- 9. Seek federal and state grants to help fund the development of the Town's multi-modal transportation system.
- 10. Keep farmers responsible for cleaning equipment and keeping dirt off of roads.
- 11. Increase maintenance of roads, culverts, bridges, ditches, and storm sewers.
- 12. Develop weight limits for heavy trucks.
- 13. Trim brush on Town roads to improve visibility at intersections for vehicles.

Economic Development Goal

Broaden the tax base and strengthen Wrightstown's economy and employment base through a mixture of large and small-scale commercial and industrial activity.

Objectives

- 1. Identify appropriate locations for future businesses to locate in the Town.
- 2. Encourage the use of government programs to aid in the retention of existing and attraction or promotion of new industrial and commercial activities.

- 3. Encourage development and redevelopment of Greenleaf to help foster community identity, strengthen the local tax base, and serve as focal points for development.
- 4. Recognize farming as an important component of the local economy and support those farmers who wish to remain active in the Town.
- 5. Develop economic development partnerships with agencies, such as Advance, Brown County Planning, and the Wisconsin Economic Development Corporation (WEDC).

Housing Goal

Provide a range of quality of housing opportunities for all segments of the Town's population that supports the Town's rural character.

Objectives

- 1. Promote an adequate supply and mix of housing types for individuals of all life stages, physical abilities, and income levels.
- 2. Promote the enhancement and reinvestment of the existing housing stock within the Town.
- 3. Identify residential development areas to take advantage of existing utilities and public services.
- 4. Develop and implement a property maintenance code for nuisance issues like junk cars and building dilapidation.
- 5. Promote residential conservation by design developments to help preserve the Town's rural character.
- 6. Identify and utilize government programs, such as Brown County's Community Development Block Grant Housing loan program and the Wisconsin Housing and Economic Development Authority (WHEDA), to improve aging residential stock and assist first-time homebuyers.

Community Facilities Goal

Promote a quality living environment through the timely provision of adequate and efficient recreation, utility, emergency, and other public facilities and services affecting Town of Wrightstown residents and businesses.

Objectives

- 1. Maintain the Town's current level of municipal services and evaluate the need for additional services as the Town continues to grow.
- 2. Coordinate future parks and greenspace with adjoining communities and the recommendations in the Brown County Parks and Outdoor Recreation Plan.
- 3. Maintain the Town's existing public facilities and replace aging/obsolete infrastructure and equipment in a timely fashion.
- 4. Ensure that necessary infrastructure is expanded in the most orderly, cost-effective, and efficient manner possible.
- 5. Remain current on wind turbine siting regulations to be consistent with state requirements.

Agricultural, Natural, and Cultural Resources Goal

Capitalize on the amenities offered by the Town of Wrightstown's natural, cultural, and agricultural resources and integrate these resources into future development to enhance the rural character of the Town.

Objectives

- 1. Preserve the natural features of the Town, such as its wetlands, floodplains, and other environmental areas, to link various parts of the Town and to serve as wildlife corridors and storm water management areas.
- 2. Enhance accessibility to the Fox and East Rivers.
- 3. Enhance the appearance and community identity of the Town through the use of commercial and industrial building design standards, landscaping, attractive signage, and other beautification techniques.
- 4. Identify and preserve historic and scenic sites in the Town.
- 5. Obtain a balance between continued agricultural operations and continued growth and development to preserve the Town's rural character.

- 6. Identify the productive agricultural land in the Town and identify methods to encourage farming on this land.
- 7. Inform new residents that the Town is an active agricultural community.
- 8. Provide adequate regulations to manage large-scale farming operations.
- 9. Promote the Niagara escarpment as a critical environmental feature.
- 10. Recognize the need for nonmetallic mineral resources while requiring quarries to be operated in an environmentally sensitive manner.
- 11. Encourage Town farmers to continue to implement environmentally-sound agricultural practices.

Intergovernmental Cooperation Goal

Work with the surrounding communities, school districts, Brown County, and State of Wisconsin to cooperatively plan and develop the Town and region.

Objectives

- 1. Enhance Town outreach efforts to Wrightstown citizens and neighboring communities.
- 2. Work with the surrounding communities to resolve boundary issues, coordinate municipal services, and address other issues of mutual concern.
- 3. Maintain open lines of communication with the Wrightstown School District regarding future facility needs.
- 4. Work with the surrounding communities, counties, and WisDOT to plan the STH 96, STH 32/57, and county trunk corridors.
- 5. Identify existing conflicts with the surrounding communities and work with the communities and counties to resolve these conflicts.

Demographic Trends

From 1960 to 2010, the Town of Wrightstown's population increased from 1,301 residents to 2,221 residents. More recently, between the years of 2000 and 2010, the Town's population increased by 208 residents, or 10.9 percent. Additionally, the Wisconsin Department of Administration (WDOA) develops annual population estimates based on past and current trends in each community across the State. WDOA estimates the 2016 population for the Town of Wrightstown to be approximately 2,275 residents, which would be consistent with past population growth trends. Figures 1-2 and 1-3 depict the historic population growth trends in the Town.

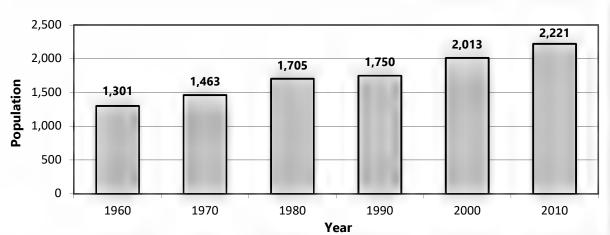


Figure 1-2: Town of Wrightstown Historic Growth Trend, 1960-2010

Source: U.S. Census of Population, 1960-2010.

30.0% 26.5% 25.0% 20.0% 16.5% 16.5% 15.0% 15.0% 12.5% 10.3% 10.9% 11.0% 10.8% 10.0% 5.0% 2.6% 0.0% 1960-1970 1970-1980 1990-2000 2000-2010 Year ■T. Wrightstown ■ Brown County

Figure 1-3: Town of Wrightstown and Brown County Percent Population Change, 1960-2010

Source: U.S. Census of Populations, 1960-2010.

Age Distribution

Figure 1-4 compares the percentages of Town of Wrightstown residents within census defined age ranges in 2000 and 2010. The graph depicts a rather balanced population without many large spikes in population changes. The most noticeable changes are the percentage decrease in 25 to 34 year olds and the percentage increases in those greater than 45 years of age. Additionally, Census figures indicate the 2015 estimated median age of the Town of Wrightstown was 34.4, as compared to the 2000 median of 33.2.

The increase in median age is consistent with trends both in the state and nationally, which has experienced an increasingly older population due to an aging of the "baby boom" generation and lengthening life expectancies. This is reflected somewhat in the increasing percentages of those aged greater than 45 in 2010. In terms of planning for the Town, issues such as elderly care, alternative transportation, health care, and emergency response will become increasingly important as the Town continues to age. Figure 1-4 compares Town of Wrightstown residents' age as a percentage of total population for 2000 and 2010.

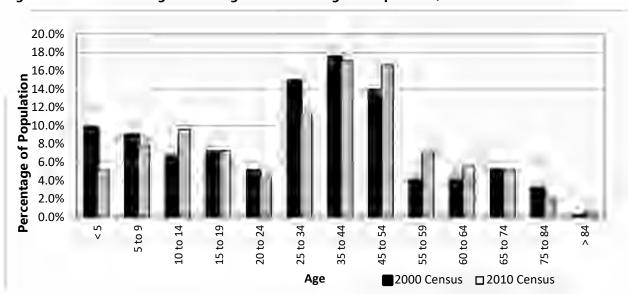


Figure 1-4: Town of Wrightstown Age as a Percentage of Population, 2000 and 2010

Source: U.S. Census of Population, 2000 and 2010

Income Levels

According to the Wisconsin Department of Revenue-Division of Research and Analysis, the Town of Wrightstown's adjusted gross income (AGI) per tax return has experienced a general upward trend over the past nine years. The most recent year for which information is available lists the year 2015 AGI for the Town of Wrightstown at \$65,369, as compared to Brown County at \$59,421 and the State of Wisconsin at \$54,227. AGI per tax return for the Town of Wrightstown has been consistently higher than both Brown County and the State of Wisconsin for the past nine years.

When reviewing this data it is important to note that Wisconsin adjusted gross income per tax return includes only income subject to tax and income of persons filing tax returns. Second, income per return is not necessarily indicative of income per household because tax filings may not necessarily correspond with households. This is because several members of a single household may file individual tax returns, and the very high or very low (negative) income of a few tax filers may distort the total income and income per return of a given municipality. Figure 1-5 depicts the AGI trend for the Town of Wrightstown, Brown County, and State of Wisconsin since 2007.

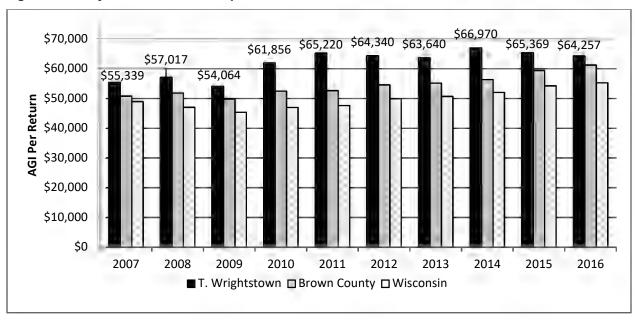


Figure 1-5: Adjusted Gross Income per Tax Return, 2007-2015

Source: Wisconsin Department of Revenue-Division of Research and Analysis, Wisconsin Municipal per Return Income for 2007-2015.

The American Community Survey (ACS) is a rolling national survey that samples a representative portion of the American people every year. Based upon the results of the survey, estimates for each community are prepared in one and five-year increments. The ACS provides ranges for gross household income levels. Based on the results of the ACS, the largest percentage income group in Wrightstown is those households with \$75,000 to \$99,999 in annual gross income, and the \$100,000 - \$149,999 ranges, which is significantly higher than the data from Figure 1-5. This is likely due to the differences between "adjusted" and "gross" income. According to the ACS, the median gross household income for the Town of Wrightstown is approximately \$71,759. The gross household income percentages are displayed in Figure 1-6. The Town has a lower percentage of households with incomes less than \$10,000 up to \$49,000 compared to the state and Brown County. For household incomes over \$50,000 and up the Town has a higher percentage of households compared to the state and the county.

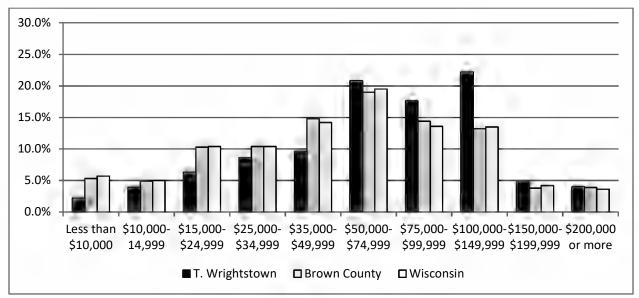


Figure 1-6: Estimated Household Income Percentages in 2016 Inflation-Adjusted Dollars

Source: U.S. Bureau of the Census, Selected Economic Characteristics, 2012-2016 American Community Survey 5-Year Estimates.

Housing Characteristics

As depicted in Figure 1-7, the Town of Wrightstown has mirrored a trend experienced in Brown County and the State of Wisconsin. The average household size (persons per household) has generally trended downward for the past 30 years as families become smaller, more empty-nesters remain in their homes, and the number of single-parent families increased. All of these trends have generally pushed the average number of persons per household lower. Figure 1-7 identifies the 1990-2010 trends in persons per household for the Town, county, and state. Chapter 5 – Housing provides additional background, detail, and recommendations regarding housing within the Town of Wrightstown

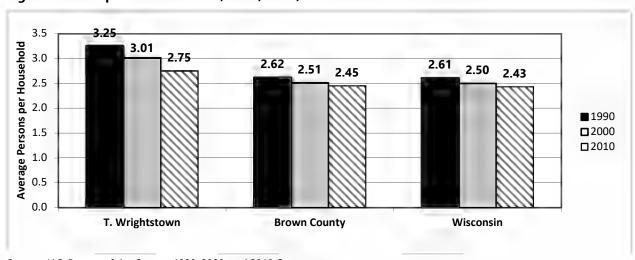


Figure 1-7: People Per Household, 1990, 2000, and 2010

Source: U.S. Bureau of the Census, 1990, 2000, and 2010 Census.

Education Levels

As is evident from Figure 1-8, similar to Brown County and the State of Wisconsin, the largest percentage of Town of Wrightstown residents' highest level of educational attainment is a high school diploma. The Town also has a higher percentage of residents with some college and those with an associate degree than either Brown County or State of Wisconsin.

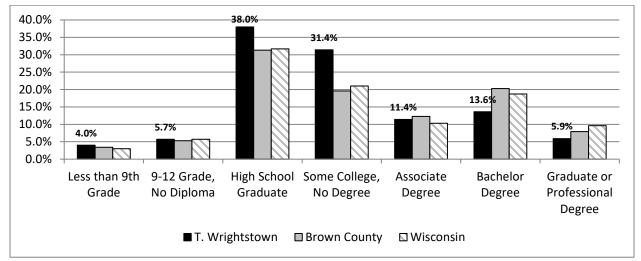


Figure 1-8: Estimated Educational Attainment

Source: U.S. Bureau of the Census, Census 2012-2016 American Community Survey 5-Year Estimates

Employment Characteristics

As depicted in Figure 1-9, industry sector employment, the largest industry sectors for Town of Wrightstown residents include manufacturing, agriculture/forestry/fishing/hunting/mining, and Educational/Health/Social Services. These sectors are very typical for rural communities where there is a solid manufacturing base and a strong agricultural component to the local economy.

Figure 1-9: Estimated Industry Sector Employment

Industry	Percent
Manufacturing	20.8%
Agriculture, Forestry, Fishing and Hunting, and Mining	10.5%
Educational, Health, and Social Services	14.7%
Retail Trade	10.2%
Construction	8.5%
Transportation and Warehousing and Utilities	7.0%
Professional, Scientific, Management, Administrative, and Waste Management	5.3%
Services	
Finance, Insurance, Real Estate, and Rental and Leasing	5.0%
Arts, Entertainment, Recreation, Accommodation, and Food Services	9.1%
Public Administration	3.9%
Other Services (except Public Administration)	1.3%
Information	2.3%
Wholesale Trade	0.7%

Source: U.S. Bureau of the Census, Census 2012-2016 American Community Survey 5-Year Estimates

Employment Forecast

The Wisconsin Department of Workforce Development produces long-term (ten year) employment projections for the state and for Workforce Development Areas (WDA) every two years. The Bay Area WDA includes Brown, Door, Florence, Kewaunee, Manitowoc, Marinette, Menominee, Oconto, Outagamie, Shawano, and Sheboygan Counties. The profile identifies projected job increases or decreases by industry for the 10-year period between 2014 and 2024 and factors in macro-economic conditions experienced by the area through 2014.

According to the profile, total employment is projected to increase by 26,101 new jobs (5.53 percent) by the year 2024. Other services (except government) is projected to experience the greatest percentage of new job growth at 10.27 percent (2,317 jobs), while professional and business services is projected to increase by 4,256 new jobs (10.08 percent).

The education and health services, including state and local government industry (90,400 jobs) surpassed manufacturing (89,797 jobs) as the largest industry employer within the Bay Area Workforce Development Area in 2014. Education and health services (7.55 percent) are projected to continue to outpace manufacturing (0.46%) in the Bay Area WDA in the next decade. Job growth and economic development strategies are discussed in much more detail in the Economic Development Chapter of this plan. Figure 1-10 displays total non-farm industry employment projections for the Bay Area WDA.

Figure 1-10: Industry Projections for Bay Area Workforce Development Area, 2014-2024

	Employr	ment	Ten-Year	Change
Industry Title	2014 Annual Employment	2024 Projected	Numeric	Percent
Total Employment	472,066	498,167	26,101	5.53%
Construction	18,403	19,605	1,202	6.53%
Professional and Business Services	42,209	46,465	4,256	10.08%
Education and Health Services, including State and Local Government	90,400	97,229	6,829	7.55%
Financial Activities	24,275	26,538	2,263	9.32%
Mining and Natural Resources	16,281	16,655	374	2.30%
Information	4,408	4,288	-120	-2.72%
Leisure and Hospitality	40,100	43,121	3,021	7.53%
Other Services (Except Government)	22,553	24,870	2,317	10.27%
Trade, Transportation, and Utilities	79,272	82,791	3,519	4.44%
Government	21,690	21,568	-122	-0.56%
Self-Employed and Unpaid Family Workers	22,678	24,829	2,151	9.48%
Manufacturing	89,797	90,208	411	0.46%

Source: Wisconsin Department of Workforce Development, Long Term: 2014-2024 Industry Employment – Bay Area Workforce Development Area.

Population and Housing Forecasts

In 2014, the Wisconsin Department of Administration (WDOA) released updated population projections for Wisconsin municipalities through the year 2040. The projections take into account births, deaths, inmigration, out-migration, and other general demographic trends. The process is intended to smooth out small increases or decreases in population and provides a comprehensive projection based on the previously discussed trends. According to the projection for the Town of Wrightstown, the population of the Town of Wrightstown is forecasted to increase from the 2010 census population of 2,221 by 534 persons to a 2040 population of 2,755. Furthermore, every year, WDOA releases population estimates for each local unit of government in the State. The 2016 population estimate for the Town of Wrightstown is 2,275, which appears to be a bit behind the projected growth for the Town. The historic and projected population for the Town of Wrightstown is displayed in Figure 1-11.

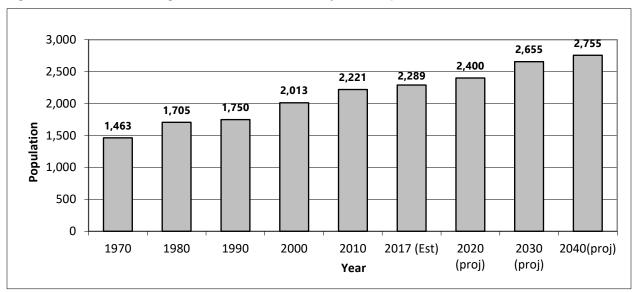


Figure 1-11: Town of Wrightstown Historic and Projected Populations

Source: U.S. Census Bureau 1960-2010; Wisconsin Dept. of Administration, 2018

Based upon this information, a baseline projection of the housing units required for the 2040 design year of this comprehensive plan may be determined. According to the 2012-2016 American Community Survey (ACS), the Town of Wrightstown had an average household size of 2.86 persons per household. Dividing this amount into the 2,755 people projected to live in the Town by 2040 yields a result of 963 total housing units required for the future population. Subtracting the 840 existing (2010 U.S. Census) housing units results in a projected need of approximately 123 additional housing units in the Town by 2040, provided the persons per household average or population projection does not significantly change over time. One issue with using the 123 additional housing units number is that it assumes the 2.86 persons per household trend holds steady over time. Figure 1-12 shows the estimated changes for persons per household in the Town of Wrightstown over the next 20 years, which will figure into the future land use covered in the next chapter.

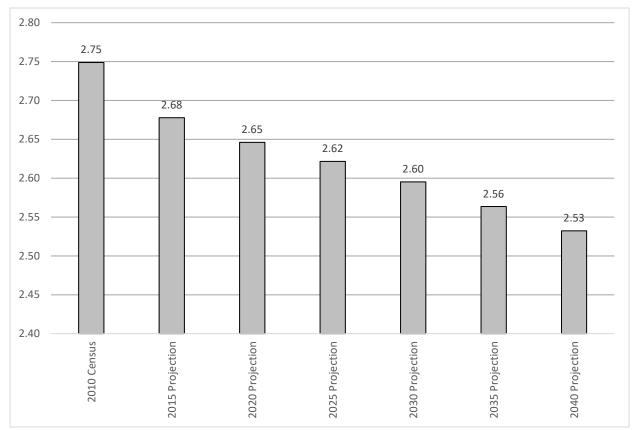


Figure 1-12: Town of Wrightstown Estimated Persons per Household Projection

Source: Wisconsin Dept. of Administration, Household Projections for Wisconsin Municipalities: 2010-2040

Summary

The goals and objectives identified in the Issues and Opportunities Chapter are intended to guide the Town and create a community that is reflective of residents' desire to continue to promote additional development while supporting small to medium scale agriculture and protecting the Town's rural character. Objectives, such as utilizing various development techniques to maintain the Town's rural character and agricultural activities, encouraging a mix of housing types, and enhancing the Town's natural features, are all concepts that will be further discussed with specific policy recommendations within the plan.

One of the main issues facing the Town is how to deal with internal and external development pressures and the desire to keep the rural nature of the Town intact. Dealing with the increasing population, working with the Village of Wrightstown, and weighing the demands of increased development pressures with the desire of the Town residents to maintain the Town's rural atmosphere, will require much thought and foresight by the Town's elected officials.

CHAPTER 2 Land Use

As presented in the Issues and Opportunities chapter, the Town of Wrightstown desires to protect its agricultural base and rural character. This section of the plan identifies the Town's existing land uses, and based on the Town's identified goals and objectives, it provides recommendations for the Town to implement in order to attain its desired future land uses and patterns.

Existing Land Use

In order to plan for future land use and development in the Town of Wrightstown, it is necessary to consider existing land uses and development trends. A land use inventory, which classifies different types of land use activities, is an important means of identifying current conditions. The Brown County Planning Commission conducts a countywide land use inventory every decade. Fieldwork for the most recent inventory was completed in October 2010 and updated in summer of 2014. As detailed in Figure 2-1, the 2014 land use is compared to 2004 to determine potential trends. Please note the variability in assigning land uses in a computerized geographic information system, particularly when comparing land use inventories that were performed ten years apart. Since 2014 is the most recent data, changes will have occurred since. Also the grand totals are different each time, which could be attributed to how natural areas are counted, such as bodies of water (which wasn't officially counted in 2004), or land lost to annexation.

As users review the data, they should note general trends rather than specific increases or decreases of a few acres. Small increases or decreases are often the result of differences in interpretation between the persons assigning the land use classifications. Using this data, the various land use categories were broken down by acreage. The map in Figure 2-2 identifies the location of the various 2014 land uses within the Town.

Figure 2-1: Town of Wrightstown July 2014 Land Use Acreage

Land Use	2004 Total Acres*	2004 % of Total	2010 Total Acres	2010 % of Total	2014 Total Acres	2014 % of Total
Residential	1,213.47	5.67%	1,224.47	5.69%	1,323.26	6.27%
Commercial	18.41	0.09%	12.93	0.06%	10.35	0.05%
Industrial	54.92	0.26%	68.28	0.32%	70.27	0.33%
Transportation	784.35	3.66%	798.10	3.71%	791.68	3.75%
Communication/Utilities	171.09	0.80%	16.88	0.08%	17.60	0.08%
Outdoor Recreation	237.6	1.11%	267.54	1.24%	240.97	1.14%
Institutional/Governmental	20.6	0.10%	27.00	0.13%	24.12	0.11%
Agricultural	15,702.40	73.35%	15,693.34	72.91%	14,869.76	70.43%
Natural Areas	3,095.00	14.46%	3,414.32	15.86%	3,764.00	17.83%
Total Water	109	0.51%	0.00	0.00%	0.00	0.00%
GRAND TOTAL*	21,406.84	100%	21,522.86	100%	21,112.01	100%

Source: Brown County 2014 Land Use Inventory, Town of Wrightstown 2005 Comprehensive Plan

Chapter 2: Land Use

Residential Land Uses

Residential land uses have gradually increased from 2004-2014, and continue to as the Town has seen more residential lots developed. The proportion of residential has still remained the same over that time.

Commercial Land Uses

Commercial land uses are those that can typically be divided into retail and service-oriented businesses. Retail businesses may include grocery stores, department stores, or other similar uses where the patron is actually purchasing a good. Service-oriented commercial enterprises, such as accounting offices and dry cleaners, provide a service to a patron in exchange for payment.

Commercial uses in the Town occupy 10.35 acres of land, or less than 1 percent of the total area of the Town of Wrightstown. The few commercial activities in the Town are primarily located in Greenleaf and along STH 32/57 in addition to a few other individual commercial uses in the Town.

Industrial Land Uses

Most of the industrial establishments within the Town reside in or very near the Greenleaf area. The larger industrial establishments include the quarry, a feed mill, and an agronomy service provider. The total amount of industrial land has increased gradually since the last comprehensive plan update.

Communication/Utilities

Communication/utility land uses in the Town of Wrightstown are generally those involved in transmitting communications (television and radio towers) and for the treatment of wastewater. Although not reflected in the land use tabulations because they are overhead, there are also three high-voltage power line corridors that generally traverse north south through the center of the Town. Communication and utility uses account for about 17.6 acres or less than one percent of the Town of Wrightstown's total land uses as compared to 171 acres in 2004. The dramatic decrease in the number of utility acres from the 2004 land use inventory was a result of improper coding of an overhead transmission line.

Agricultural Land Uses

The largest land use in the Town is still agricultural, but down to about 14,869 acres, or 70% of total land, in 2014 compared to almost 73% in 2010. The current total is probably lower than the 2014 total due to continued conversion of agricultural land to residential uses.

Natural Areas

The Town's natural areas increased from 2010 to 2014, up to 17.83%. The Town has had some larger tracts classified as natural area since the previous comprehensive plan. Some agricultural land may have been converted back to natural area, or left fallow and was counted as natural area.

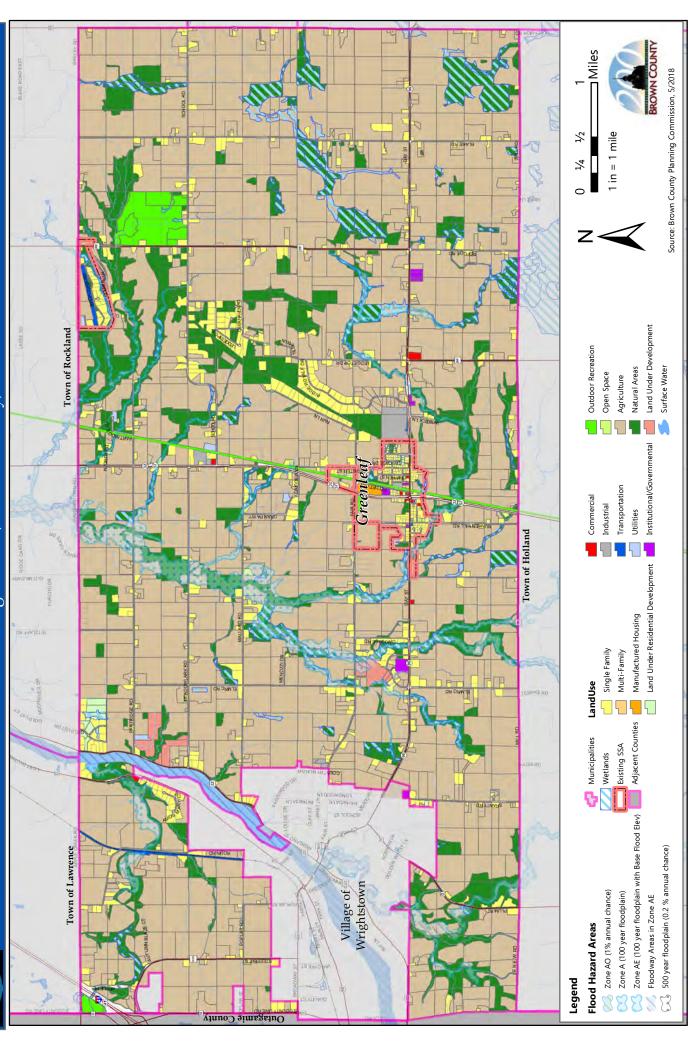
Natural areas are a critical component of the rural character of the Town. The most prominent natural features are the Niagara Escarpment, which runs roughly northeast from Greenleaf, and the Fox and East Rivers, flowing north towards the Bay of Green Bay. Most of the other natural areas are generally following the draining course of waterways. To maintain these natural features while still allowing for growth, the Town will need to consider ways to make the most of development while still preserving natural and agricultural areas (discussed further in Chapter 7).

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ONN OF WRIGHTSTOWN

Figure 2-2 Existing Land Use

Town of Wrightstown, Brown County, Wisconsin



Land Use Trend Analysis

Supply and Demand

The Town has had varying levels of new lots created over the last 12 years since the previous comprehensive plan process. Certified survey maps (CSMs) and subdivision plats help indicate a degree of development activity in a town because the CSM process creates new lots and also divides existing lots. This activity usually relates to either selling property or new construction. Since 2006, a total of 136 new lots were created in the Town through CSMs. The subdivision process also creates new lots, but on a larger scale, often for new residential development. In the same time frame, 63 new lots were created in the Town through four new subdivisions.

New Lots Created ■ Lots Created by CSM ■ Lots Created by Subdivision

Figure 2-3: New Lots Created in Town of Wrightstown through CSMs and Subdivisions by year, 2006-July 2018*

Source: Brown County Planning Commission; *2018 number only reflects through July 24, 2018.

The number of building permits the Town of Wrightstown has issued for new home construction also provides an idea of land use activity over the last decade, shown in Figure 2-4. Based on when new subdivisions have been created in the Town, it is reasonable to expect home construction to follow in the years after creation. The Town has issued a total of 75 building permits for home construction over the 2008-2017 period, with 43 homes built from 2013-2017. As people continue to build homes in existing subdivisions, the Town should anticipate developers creating more new subdivisions, and should encourage those developments closer to existing utility services and roads.

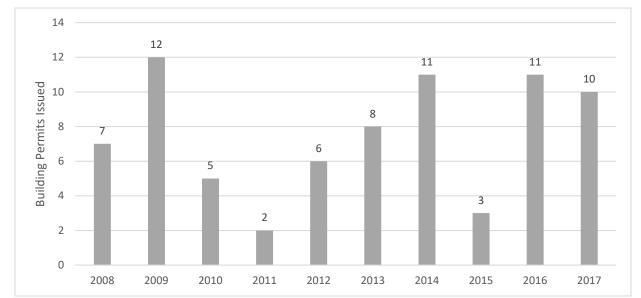


Figure 2-4: Building Permits Issued in Town of Wrightstown for New Homes, 2008-2017

Source: Town of Wrightstown

Land Prices

Land prices are subject to increase and decrease as the availability and demand for land fluctuates. According to the 2012 Census of Agriculture, the average estimated market value for agricultural land and buildings per farm in Brown County is approximately \$5,425 per acre¹. The most recent data from the University of Wisconsin Center for Dairy Profitability shows that Brown County had 23 agricultural land sales totaling 1,547 acres, for an average price of \$8,838 per acre². Increasing land prices have implications for the Town in several ways. For farmers, the appreciating land value is only realized once it's sold, and can also prohibit new farmers entering the industry. The increased land values may help the Town's tax base, but will also result in potentially pressuring farmers to convert farmland to other uses. Once that land use changes, it is unlikely to be converted back to agriculture. The conversion may result in a financial boon to the community, but could impact how the Town looks in the future. The Town should look closely at minimizing those impacts, such as loss of open spaces, views, and reduction in stormwater management capabilities. Strategies for doing that are discussed below.

Opportunities for Redevelopment

Because the Town of Wrightstown is an agricultural community, there has not been much new commercial or industrial development, thereby limiting the need for redevelopment activity. Generally, the housing stock is in good condition and most of the other structures in the Town have been well maintained. The Town should monitor Greenleaf, and determine if there is a need for redevelopment activity in the future, since that would be the area where Town reinvestment probably makes more sense.

Existing and Potential Land Use Conflicts Agricultural and Residential Uses

New residents to the Town of Wrightstown should recognize that they are moving into an agricultural community and will, therefore, need to deal with the sights, smells, and other activities that characterize

¹ 2012 Census of Agriculture – County Data, USDA – National Agricultural Statistics Service http://www.agcensus.usda.gov/Publications/2012/Full_Report/Volume_1, Chapter_2_County_Level/Wisconsin/st55_2_008_008.pdf.

² Center for Dairy Profitability. Wisconsin Agricultural Land Prices 2017. 2018. Website. 10 August 2018. https://fvi.uwex.edu/farmteam/files/2018/04/Wisconsin-Ag-Land-Prices-2012-2017-final.pdf.

active farming operations in the Town. In order to minimize the potential conflicts between new residents and existing farming operations in the Town, new residential development should be sited in a way that creates the least number of problems for continued agricultural activity. New homes should preferably be sited in areas of inactive or poor quality farmland, and they should be located relatively close to new or existing roads, thereby limiting the negative impact long driveways have on farming.

Throughout the 20-year vision for this plan, the Town of Wrightstown should review new development proposals and be aware of potential impacts on agriculture and the rural character of the Town. Non-agricultural related businesses should be sited and operated in a manner that do not negatively impact neighboring property owners, agricultural operations, or the quiet, rural character of the Town.

20-Year Projections in 5-Year Increments

Past Land Use Trends

The State of Wisconsin Comprehensive Planning Law requires communities to project their future land use needs for residential, commercial, industrial, and agricultural lands for a 20-year period in 5-year increments. In order to provide a historical perspective on land uses in Town of Wrightstown, the land use acreages from 2010 were compared to the most recent 2014 numbers. Figure 2-5 identifies the changes in land uses over this four-year period. Residential and industrial land uses have increased slightly, while commercial has decreased slightly, and the largest decrease in acres for agricultural. The increase in residential uses is reflected in the few scattered new homes that were constructed throughout the Town. The Town has done a very good job at directing these residential uses to areas that will not have a direct negative impact on agricultural operations or the rural character of the Town. A typical scenario would show a slight decrease in agricultural land due to new residential, commercial, and industrial developments; however, the decrease could also reflect land the Village of Wrightstown has annexed.

Figure 2-5: Changes in Town of Wrightstown Land Use, 2010-2014

Land Use	2010 (Total Acres)	2014 (Total Acres)	Difference 2010-2014	Percent Change for Category
Residential	1,224.47	1,323.26	+98.79 acres	8.06%
Commercial	12.93	10.35	-2.58 acres	-19.9%
Industrial	68.28	70.27	+1.99 acres	3.0%
Agricultural	15,693.34	14,869.76	-823.58 acres	-5.25%

Source: Brown County Planning Commission, 2010 and 2017

Based on the results of the 2017 visioning session, survey, and input from the Planning Commission, it is evident that protecting the agricultural base and rural character of the Town is one of the primary goals of this plan. Therefore, future growth pressures are not anticipated to be any greater than was experienced over the past 10-20 years.

Future Land Use Projections

The following acreage analysis and projection is not intended to be a strict determination of exactly how much land will be needed in the Town of Wrightstown over the next 20 years. Rather, it is an estimate based on past trends and population projections to give the Planning Commission and Town Board an idea of future growth. This information should be used to guide policies that continue to direct the Town's growth into areas that have as minimal an impact on agricultural production and the Town of Wrightstown's rural character as possible.

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As mentioned previously in Chapter 1 *Population and Housing* Forecasts, with Wrightstown having an average household size of 2.86 persons per household, the Town would need approximately 123 additional housing units in the Town by 2040 to meet the projected 2,755 people living in the Town then. The 123 additional housing units needed is only one estimate. The actual required housing units will more likely be in a range on either side of the anticipated 123 housing units. The Wisconsin Department of Administration has calculated the average number of persons per household for the Town of Wrightstown, and that average is predicted to gradually decrease over time. Using those figures changes the amount of housing potentially needed over time.

Figure 2-6: Estimated New Houses Needed in the Town of Wrightstown Based on Population per Household Rate Changes

	2014 (existing)	2025	2030	2035	2040	
Estimated Population	2,260	2,535	2,655	2,725	2,755	
Estimated population per household	2.68	2.62	2.60	2.56	2.53	Totals added in 20-year period
Population difference (expected increase for every 5 year interval)	N/A	275	120	70	30	495 people
New housing units needed for 5 year interval	N/A	105	46	27	12	190 housing units

Sources: Wisconsin Department of Administration, 2013, and Brown County Planning Commission, 2018.

The data calculated in Figure 2-6 still account for the same number of total population expected in the Town of Wrightstown in 2040, but arrives at a different number of housing units required. The totals show expected new units based on a decreasing rate of persons per household, which is based on general housing trends. This calculation might be more realistic than the calculated 123 housing units because that figure only accommodates the expected increase at the same rate, and does not account for any vacant units. As mentioned later in Chapter 5, the Town has had roughly a 2-3% vacancy rate in housing units, and that rate is expected to increase slightly also. The decreasing estimated population per household rate better accommodates for vacancies because the lower rate allows for more slack in the housing supply. These figures do not include or anticipate how much rehab to existing housing stock is occurring, which could also potentially change the vacant or available housing supply at any given time.

The estimated population per household rate and the totals in Figure 2-7 matter because they potentially provide a clearer picture of what the Town of Wrightstown should expect for future land use

Figure 2-7: Five-Year Residential Growth Increment Scenarios in Acres for the Town of Wrightstown

Zone	2017 Existing Total Acreage by Zone	2025 Projected Acreage Added	2030 Projected Acreage Added	2035 Projected Acreage Added	2040 Projected Acreage Added	Potential Minimum Total Acreage Added by 2040
At R-1 Density (14,000 Square foot minimum lot; 0.321 acres)	256.80	33.73	14.83	8.79	3.81	61.16
At A-R Density (2 acre minimum lot)	2174.93	209.92	92.31	54.69	23.72	380.64
At Transitional Residential Density (1 acre minimum lot)	N/A	104.96	46.15	27.34	11.86	190.31

Source: Brown County Planning Commission, 2017

changes. The Town may more easily plan for future residential growth and see that plan not realized than to plan for a certain amount of residential, only to have the demand greatly exceed those plans. The latter scenario would potentially force the Town to spontaneously make hard decisions as changes are already happening.

Figure 2-7 shows the projected land needed to meet residential demand in the Town of Wrightstown at different density levels based on zoning requirements. While to Town will most likely have a mix of densities built, the scenarios are to show the potential maximum and minimum amount of land needed for current building trends in the Town, with the R-1 Residential zone density requiring the smallest amount of minimum lot size, and the A-R Agricultural Residential zone requiring the largest minimum lot size. The amount of required land could be larger than any of the totals, the figures provided would be the minimum amount built based on the required minimum lot size for each zone.

The larger lots have a proportionally larger impact on the land than do the smaller lots. The Town generally encourages smaller residential lots to minimize the amount of land taken out of agricultural use. Multiplying the A-R zone minimum 2-acre lot size with the projected 190 new housing units needed for the next 20 years of growth results in approximately 380.64 acres of land needed for additional homes in the Town of Wrightstown at the A-R zone density. While the residential lots developed probably won't all be in this zone at this size, it is important to keep in mind that it is a possibility. Some of the future development should be expected to occur in or near Greenleaf, and will likely be served by public water and sewer. This future growth will be smaller and more compact development resulting in less land lost to development which helps maintain the Towns goals of preserving agricultural land and the rural character. As mentioned above, the Town issued 43 home permits in a five-year period from 2013-2017, which is about the same amount shown required in Figure 2-5 for 2025-2030.

The land use inventory found that the current ratio of land commercial land uses in the Town is approximately one acre of commercial development for every 218.3 people, and one acre of industrial development for every 32.1 people. These ratios were used to because the demand for industrial and commercial development tends to increase with a population increase. Since the Town has a low population density, using a ratio of residential acres to commercial acres would make less sense to evaluate with because businesses and industries generally need to support a certain amount of people living somewhere, not the land itself.

Applying the ratios to the estimated population growth of 495 people through 2040, about 2.27 additional acres are needed for commercial development, and another 15.4 acres of industrial land during the 20-year planning period (Figure 2-8). Both commercial and industrial land development will most likely come from the conversion of agricultural land. While there is limited anticipated need for new commercial lands in the Town, projections cannot account for individual entrepreneurship. If an applicant should present a commercial use to the Planning Commission and Board over this plan's time-period, the Town should consider the request and weigh its merits against the information in the Economic Development chapter and its potential positive and/or negative impact on agricultural operations and the quiet, rural character of the Town. In most communities, street rights-of-way are calculated into the projection. However, since the projected future needs are minimal and most development will take place along existing roads, rights-of-way were not factored in. While the Town has future roads planned, those totals weren't included because both segments are relatively short, and the roadway design is still unknown.

Figure 2-8: Five-Year Land Use Area Change Scenarios

	Year						
Land Use	2017 (existing Acreage)	2025	2030	2035	2040		
Total Residential Land Use Acres with only R-1 Density (14,000 square foot minimum lot) future growth	1,323.26	1,356.99	1,371.83	1,380.62	1384.43		
Total Residential Land with only A-R Density (2 Acre minimum lot) future growth	1,323.26	1533.18	1,625.49	1,680.18	1,703.89		
Total Commercial Land Use (Acres)	10.35	11.61	12.16	12.48	12.62		
Total Industrial Land Use (Acres)	70.3	78.8	82.61	84.79	85.72		
Agricultural Land Use in Acres with R-1 Residential Density (14,000 square foot minimum lot) future growth	14,870	14,826	14,807	14,796	14,791		
Agricultural Land Use in Acres with A-R Residential Density (2 Acre minimum lot) future growth	14,870	14,650	14,553	14,496	14,471		

Source: Brown County Planning Commission, 2017 and Wisconsin DOA

Based on all these projections, the estimated acreage requirements are broken down into 5-year increments, per the requirement of the Wisconsin Comprehensive Planning Law. Figure 2-8 identifies the tabular 5-year growth increment acreage projections for the Town of Wrightstown. The figure presents two different possible growth scenarios: the different land use totals for residential and agricultural if residential is built at an R-1 density, and at an A-R density. Commercial and industrial land use amounts would remain the same in both scenarios because the total population number remains the same. Agricultural land will likely decrease under any scenario, but since residential growth is potentially the biggest land use change, agricultural land will be most impacted by the residential density level.

Future Land Use Recommendations

The Town of Wrightstown strongly desires to keep its identity as an agricultural, quiet, rural community. This was demonstrated by the participants in the original visioning session and by the respondents to the town-wide survey. Therefore, future development proposals should be reviewed with their potential impact on agricultural production and the Town's rural character in mind. The following recommendations attempt to provide the Town with the tools to ensure that future development fits in with the Town's stated goals and objectives. The map in Figure 2-9 depicts the recommended future land uses in the Town of Wrightstown, and where the Town will most easily be able to provide services to future development. The map shows anticipated future residential growth at the currently lowest allowable density with the A-R zone density growth scenario, close to 400 acres. This is what the Town might look like in 2040 with all new residential areas zone A-R, at two acres per dwelling. The map also shows the roughly 114 acres of the Birchcreek Sewer Service Area as it might look transferred to Greenleaf. The Town does not have to immediately transfer this area, or even place in the location shown, but should strive to locate it where the SSA #1 can most easily extend service. Figure 2-10 shows more detail of future land use in the Greenleaf area.

In reviewing the future land use map, keep-in-mind that while some areas have a proposed future land use that is different from the existing land use or from the existing zoning, this does not mean that existing use of the property cannot continue, nor that the map is an exact approximation. The property can continue to be used for any use allowed under the present zoning of the property, and may continue as long as the landowner or subsequent landowner wants to continue with the existing land use. Unless requested by the landowner, it also does not mean that the Town will be rezoning the land to a zoning category that is consistent with the proposed future use shown on the future land use map. It simply means that if the owner of a property ever wants to change zoning from the existing zoning on the property to another zoning classification, the land use map should be used to determine what zoning classification the land should be rezoned to. If a property owner wishes to rezone property to a use other than what the future land use map recommends and the Town is satisfied with the proposed rezoning, the Town should first change the comprehensive plan to make the proposed use consistent with the comprehensive plan and then change the zoning on the property. The future land use map does not and cannot change the existing use of a property - it is a tool to be used for making future land use decisions based on information and trends gathered during this comprehensive plan update process.

Chapter 2: Land Use



Figure 2-9

Future Land Use

Town of Wrightstown, Brown County, Wisconsin

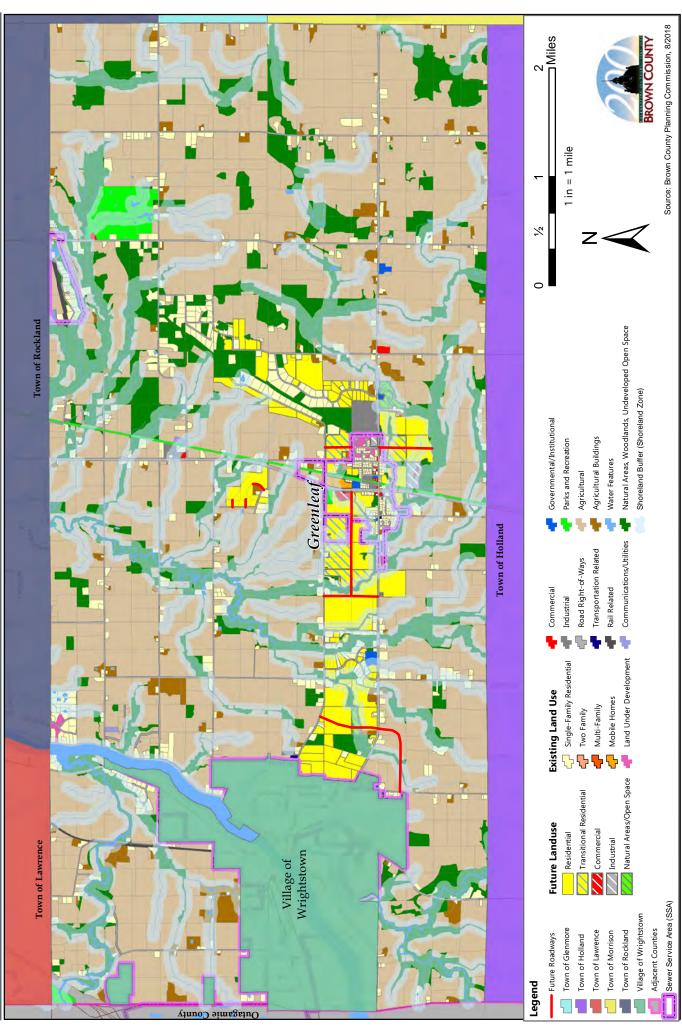
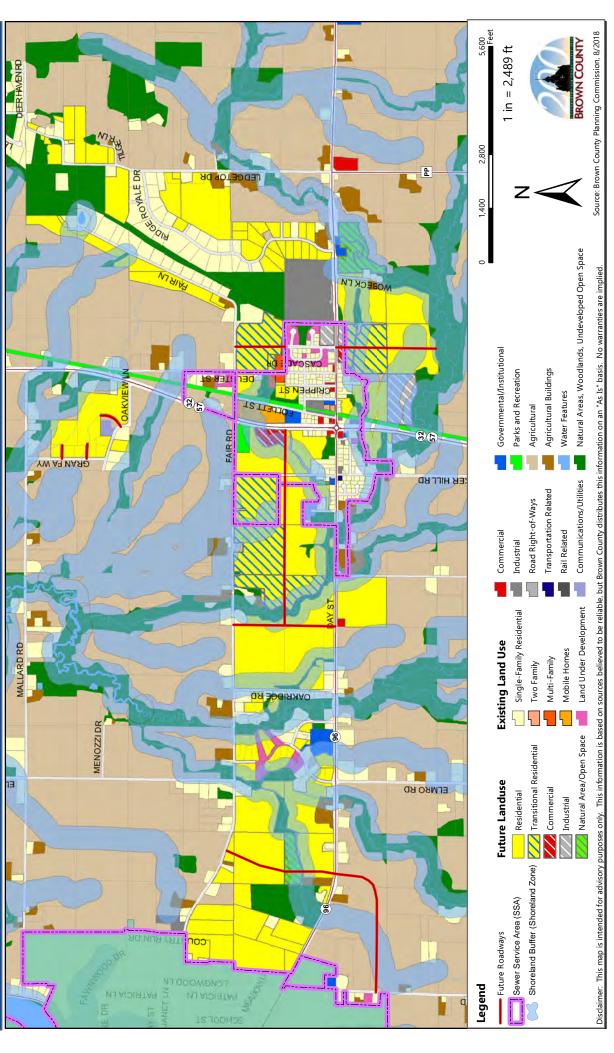




Figure 2-10

Greenleaf Area Future Land Use

Town of Wrightstown, Brown County, Wisconsin



Community Design Characteristics

Businesses, public facilities, homes, and industries need to be designed in a way that is sensitive to the rural character and agricultural base of the Town of Wrightstown. This would include unobtrusive signage, landscaped parking lots, minimal lighting, and ensuring that new homes and businesses are located in areas that minimize their impact on agricultural activity and the Town's rural character. The Town's zoning code addresses some design issues, such as parking and signage. If the Town would like to see more of certain design standards, it should consider amending its zoning code to strengthen those ordinances.

Agriculture

Agriculture is envisioned to remain the primary land use and economic activity in the Town of Wrightstown for the foreseeable future. Future residential, commercial, or industrial developments should not create impediments to the successful continuation of agricultural activity in the Town. Keeping new homes and businesses from locating in the middle of active farm fields, minimizing the length of driveways, and using as small a lot as possible for new development are all examples of ways the Town can keep farming viable in the Town.

Agriculture will continue to be the primary component of the Town of Wrightstown's land uses over the 20-year timeline of this plan. A number of large and small active farms are located within the Town that depend on having available agricultural lands for cropping, pasturing, and spreading nutrients. The Town should continue to work with these landowners to ensure that the Town's development policies do not interfere with the continuing operation of the farms. Additionally, development should be limited within the identified farmland preservation areas of the Town to the agricultural activities and recommendations detailed in this plan and the Town's zoning ordinance.

The Town has adopted a map depicting the lands that are eligible to participate in the Wisconsin Working Lands Initiative, which provides a state income tax credit to qualified landowners. The Town undertook a comprehensive effort to work with its property owners to identify those areas of the Town that will likely remain in agricultural production over the next 15-20 years based on such factors as soil productivity, its comprehensive plan at the time, environmentally sensitive areas, likelihood the property will continue to be in agricultural production 15 years from now, and input from Town residents. The Town-identified areas were then incorporated into the Brown County Farmland Preservation Plan, which was most recently amended in 2017. Under state rules, if there are any conflicts between the Town's Future Land Use Map and the Intensive Agricultural Areas Map, the Intensive Agricultural Areas Map supersedes all other future land use classifications. Since the Brown County Farmland Preservation Plan adoption the Town of Wrightstown has identified additional areas that should be included within the Farmland Preservation Program when the Brown County Farmland Preservation Plan is updated. The Farmland Preservation areas are depicted in Figure 2-11. The map includes the Town's recent zoning map update to reflect the current Farmland Preservation Program land. The map also shows where the future land use changes would be in relation to the land currently zoned as Agricultural Farmland Preservation. As shown, about 500 acres of future residential land is currently in the Farmland Preservation Program.

Chapter 2: Land Use

Specific requirements to participate in the program include:

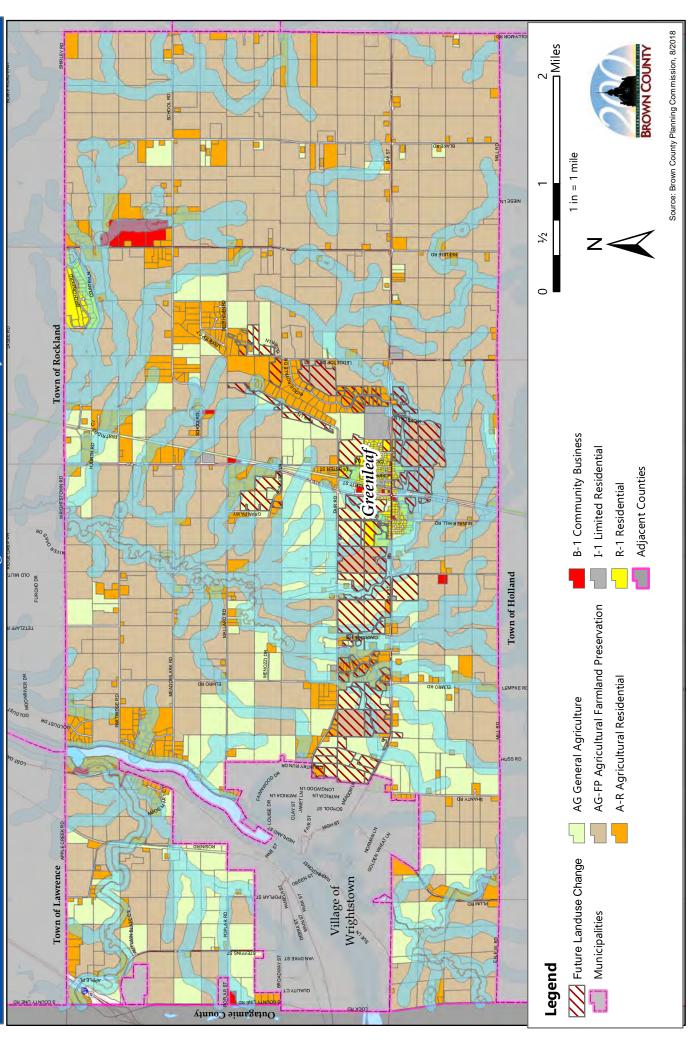
- The subject properties are identified in the Brown County Farmland Preservation Plan and zoned for agriculture within a State of Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP) certified agricultural zoning district.
- The person farming the properties makes at least \$6,000 a year or \$18,000 over a rolling three-year period in gross farm receipts (lease/rent payments may not be counted).
- The properties are in compliance with state soil and water conservation standards as certified by the Brown County Land and Water Conservation Department.
- All property taxes owed from previous years are paid. In order to rezone lands from the certified agricultural zone (farmland preservation zoning district) to a non-certified zone, under Chapter 91 of the Wisconsin State Statutes, a "findings of fact" must first be made by the Town Board. The findings of fact must be made in writing, after the public hearing, as part of the official record and find in the affirmative the following requirements:
 - The rezoned land is better suited for a use not allowed in the farmland preservation zoning district:
 - The rezoning is consistent with the comprehensive plan adopted by the Town, which is in effect at the time of the rezoning;
 - o The rezoning is substantially consistent with the certified Brown County Farmland Preservation Plan in effect at the time; and
 - o The rezoning will not substantially impair or limit current or future agricultural use of other protected farmland.
- Additionally, the Town must report all rezones out of a farmland preservation zoning district
 to DATCP by March 1 of the following year. Rezonings out of the identified intensive
 agricultural areas should only be done when the aforementioned bullet points are met, is
 consistent with the comprehensive plan of the Town of Wrightstown, or is part of a
 comprehensive rezoning of the Town.

As discussed in the Economic Development chapter, entrepreneurial agriculture provides opportunities for diversification within the agricultural market and growth in the tourism market. Smaller farms in the Town may be able to get involved in this niche market. Current trends indicate a strong interest from residents and tourists alike in local, sustainable foods and direct farm to grocery market or restaurant sales. Capitalizing on the Town's location within the Wisconsin Ledge American Viticultural Area (AVA) for growing grapes and wine making, and partnering with local wineries and local food production operations could enhance agricultural and tourism-related revenues in the Town. The Town should strongly encourage small farms to undertake entrepreneurial agriculture and niche businesses to market and sell these products by reviewing its zoning ordinance to ensure it does not present barriers to these activities, but also that adequate community safeguards are in place for traffic, parking, lighting, signage, and hours of operation.



Farmland Preservation Areas with Future Landuse Figure 2-11

Town of Wrightstown, Brown County, Wisconsin



Residential Development

The Town of Wrightstown should expect to see both urban and rural styles of residential development in the next 20 years. The Town has historically tried to steer most of the residential development into the sanitary district in Greenleaf. This development will likely be more urban in nature and will likely be served by public sewer and water if it's within the Towns sewer service area. Lot sizes associated with this development are substantially less than rural residential lots and typically range between 0.2 and 0.5 acres. The rural residential developments will be on larger lots, typically between 2 and 5 acres. The rural residential lots will not have access to public utilities and will rely on private wells and private onsite wastewater treatment systems.

The future rural residential development in the Town of Wrightstown should be of a scale that conforms to the rural character of the Town, and does not negatively impact agricultural production. In order to accomplish this goal, individual home sites should be located on land that is either not actively used for agricultural purposes, or alternatively, is located in such a manner as to have as minimal an impact on agricultural practices as possible. Specific features of new individual residential lots should include:

- Locations close to the road, as long driveways bisect agricultural lands and create issues for emergency vehicle access; and
- Locations along fence lines, in woodlots, adjacent to existing development, or otherwise in locations that will have as minimal an impact on agricultural practices as possible.

The Town has a total acreage allocation of 53 acres available for future sewer service area amendments. The Town should first encourage residential development within the SSA as much as possible. Developing within the Wrightstown SSA #1 will allow for easier sewer and sanitary service connections. The Town could also consider shifting sewer service area from Day Street to Bunkerhill Road to allow for sewer service connection there. Alternately, the Town may shift areas from the northern side of Greenleaf to more along Day Street, if more development pressure is occurring along Day Street/STH 96.



Figure 12: Detail of Greenleaf and Wrightstown SSA #1 (shown within pink line surrounding Greenleaf)

The Town's land division ordinance identifies four zoning categories where residential development would be allowed. The R-1 Residential and T-R Transitional Residential districts are suited more for development in and around Greenleaf, where the area is supported by public sewer, or could have it in the future.

The Town may want to consider developing a section within the A-R Agriculture Residential district, to allow, as a conditional use, conservation by design subdivisions. This would also be appropriate to include in a subdivision/land division ordinance. The change to the zoning text could identify areas to be preserved into primary and secondary

conservation areas. Primary conservation areas may include environmentally sensitive areas – wetlands, floodplains, slopes over 20 percent, and soils susceptible to slumping, allowing for some flexibility. The secondary conservation areas would include 50 percent of the remaining tract area after deducting the primary conservation areas, and include sensitive and/or noteworthy natural, scenic, and cultural resources on the remaining property. The primary and secondary conservation areas would be required to have a permanent conservation easement recorded that prohibits further development. This type of subdivision would allow for some development to occur in the unsewered areas of the Town while maintaining the rural/agricultural culture associated with the Town.

Parks and Open Spaces

The Town does not own or operate any public park for use by local residents. The Greenleaf Fire Department maintains the 5.9 acre Fireman's Park located by STH 32/57 on the northwest side of Greenleaf. Town residents also utilize park and recreational facilities located in the neighboring communities.

Park and recreation standards typically indicate that 12 acres of recreational land should be provided per 1,000 people. Based on a 2040 population projection of 2,755 people, the Town would need about 33 acres of land to meet the recreation standard. While Fireman's Park supplies about 5.9 acres of recreation area, the other recreation avenues available to Town residents discussed have been adequate for the Town residents' recreational needs. However, the Town should consider a small neighborhood park or parks for children in Greenleaf as residential development continues to grow in that area. The Town may even want to consider having small neighborhood parks on each side of STH 32/57 to minimize road crossings for children and families.



Figure 13: Fireman's Park

The natural areas in the Town, in conjunction with the agricultural lands, provide the Town with the rural character that Town residents want to preserve. As the Town looks at future parks in Greenleaf and elsewhere in the Town, it should also consider incorporating natural areas and corridors as part of those in order to preserve natural areas. In Greenleaf several different unnamed creeks flow through the area, both on the north and south sides of Day Street. The Town should consider placing these areas in conservancy zoning or consider other potential avenues to help conserve these areas. Options include integrating natural areas into the greenspace areas of conservation by design subdivisions if subdivisions are developed near these areas, land donations by property owners, and acquisition of key areas.

Commercial

Commercial uses should be allowed at major intersections in nodes, rather than in strips along the entire length of a road, county trunk, or highway. These uses should serve the local residents, as well as those commuting through the Town. Existing commercial uses in the Town should be encouraged to remain in business by allowing for the expansion of these operations if they do not negatively impact existing residents or farming operations. Besides locating along STH 32/57 in Figure 14: Day Street in Greenleaf Greenleaf, other potential sites where



neighborhood commercial enterprises could locate include the intersection of local roads at Day Street and Breckenridge Falls Boulevard. Neighborhood businesses would be described as businesses catering to a limited geographic area and having a low impact on adjoining properties.

Industrial

Most of the industrial uses in the Town are located in or around Greenleaf, or along STH 32/57. They provide a benefit to the Town by adding to the Town tax base, as well as providing jobs for area residents. The industries in Greenleaf also pay a considerable amount of the cost of operating the sewer and water service in Greenleaf. The Town should do whatever is necessary to retain these industrial businesses in the Town. Over the course of the plan, there may be a need for additional industrial uses to add to the Town tax base and to provide job opportunities for local residents.

The future land use map identifies a fairly large portion of non-developed acreage in Greenleaf, located south of Day Street and east of STH 32/57 that is identified for potential future industrial use. The area is currently in agricultural use. Any future industrial development in this area must take into consideration the adjacent natural areas to ensure that as any future industrial development will not have negative impacts with the adjacent land uses.

More generally, to ensure proper buffering distances and appropriate screening of the residences from industrial or commercial use, the Town should consider landscape buffers such as plantings, shrubbery, or berms to lessen any adverse impact on adjacent residences. These standards can be developed in a separate landscaping ordinance or incorporated into the Off-Street Parking Requirements. Specific and detailed planning should be undertaken prior to any industrial development occurring adjacent to residential

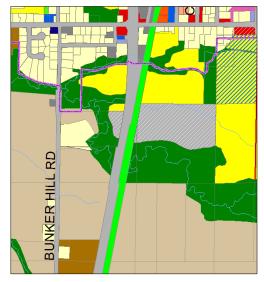


Figure 15: Future Industrial Area in Greenleaf

properties so that a site plan can be reviewed and approved ensuring that the proposed use would work with the existing land uses.

Development of this area for industrial use will potentially require the extension of sanitary sewer service to the parts of the area not already served. The sanitary district will need to determine the best engineering alternative to service this area as there are a couple of options available. The engineering option selected will determine the extent of area that can be served, and the likelihood of development may drive the option selected.

Future industrial uses should be encouraged to locate near existing industrial uses or on one of the county trunk highways in nodes rather than in strips along the highway to better handle the increased truck and automobile traffic associated with industrial uses, as well as to not interfere with existing agricultural or residential uses. Consideration should be given to whether the development requires sewer and water and their proposed location within or near the existing Sanitary District and SSA.

Street Network and Roadway Design

While the Town of Wrightstown is projected to have a fair bit of residential development over the 20-year timeframe of this plan, it is critical to think beyond the 20-year timeframe when planning road connections. As individual certified survey maps (CSM) and/or small-scale subdivisions are considered by the Town, it is important to identify future road connections that may be necessary to provide access to lands that otherwise would not have practical future road access. Connections to and from existing roads via stub roads between newly platted areas should be identified and dedicated to the public to ensure future access. If the Town of Wrightstown approves any newly dedicated roads via CSM or subdivision plat, it is critically important that as a condition of approval, the developer enters into an agreement with the Town that clearly identifies responsibilities in terms of cost, timeline, and financial assurances for constructing new, platted roads to Town standards.

Non-motorized Transportation Network

Pedestrian Network: Ideally, neighborhoods should have a connecting network of sidewalks and paths leading to neighborhood parks, open spaces, schools, shopping and service activities, and other public and

quasi-public spaces. Pedestrian connections are a great benefit to neighborhoods and should be given greater consideration in new developments. An effort should be made to connect the current and future Greenleaf residents to the parks and local businesses to reduce the need to drive a vehicle for such short trips.

Bicycle Network: In addition to developing a pedestrian network the Town should also identify low cost and effective locations where bicycle facilities could be installed to provide an additional transportation and recreation option to residents and visitors alike. The Town should identify locations that make connections to facilities like the Fox River State Recreational Trail, local businesses, and parks.

Greenleaf Town Center

The unincorporated community of Greenleaf, located at the intersection of STH 32/57 and Day Street, is the activity hub of the Town of Wrightstown. Some of the land use activities located there include a gas station, a church, a bank, the Fox River State Recreational Trail, a post office, the town hall, several bars and restaurants, and a two agricultural supply businesses. Greenleaf also has a number of homes, including an area on the north end of Greenleaf with manufactured housing. The area is served by public sewer and water service.

Greenleaf is expected to continue to serve the existing needs of the community through the businesses and services that are already there. New businesses, as well as residential development, looking to develop in the Town should be strongly encouraged to locate in Greenleaf since it is the densest developed area in



Figure 16: View of Greenleaf

the Town and has potential to experience varying types of development in the future. The Town should ensure that additional development in the area is designed and developed in conjunction with surrounding land uses in a manner that will provide the existing and future residents of the area a quality living environment.

Future residential development in Greenleaf should be designed in a way that takes into consideration the surrounding land uses, future growth, and potential for connections to community features like parks and local businesses. This plan encourages the Town to continue to build off of the existing development and make an extra effort to ensure that connections are created to and from the new residential development through various forms of transportation.

The recommendations for future land use within the Greenleaf area emphasize characteristics that can help make any neighborhood walkable, livable, and varied. In addition to the concepts discussed in this chapter, the review of future development proposals should consider these broad characteristics:

- <u>Walkable</u>, meaning that pedestrians can easily reach everyday destinations and that an area can be traversed in about 10 minutes. Several enjoyable route choices should also be available for pedestrians.
- <u>Livable</u>, meaning that a neighborhood is safe with a focused center and easy access by various means of travel to schools, shopping, and services that meet many of the needs of its residents.

• <u>Varied</u>, meaning that a variety of buildings, spaces, and activities are included and are designed and operated in harmony with the residential character of the neighborhood without disruption from highly contrasting buildings or activities that relate only to themselves.

Preferably, new residential subdivision developments in Greenleaf should be grouped around (or otherwise include) public spaces, such as streets, parks and outdoor spaces, schools, places of worship, and other shared facilities. Before approving subdivision plats, the Town should review the proposed plats to ensure that adequate access to frequented destinations in the community, such as the community park and the church, have been adequately addressed in the design of the plats and are part of an overall plan for the area.

During the lifespan of this plan it becomes necessary or beneficial to add additional commercial areas around Greenleaf, nodes of commercial activity or neighborhood centers should be situated at the edges of the residential neighborhoods, such as at the intersections of major streets. These neighborhood centers would be an alternative to the linear commercial strip development that often occurs along major roads and that is not pedestrian- or bicycle-friendly. The proposed nodes of neighborhood activity should be relatively small (about 10 acres) and should contain a mixture of retail, services, and institutional uses geared to serving the immediate area rather than the entire community or region. This way many of the goods and services that residents rely on would be within walking distance. The neighborhood centers would also tie together the residential neighborhoods adjoining them. While Greenleaf is relatively small now, and existing land uses are close to one another, continued development in the area should be monitored to ensure that areas are not isolated from one another.

Infill and Redevelopment Opportunities

Due to the rural nature and scattered development pattern throughout the majority of the Town, redevelopment opportunities are very limited. The Town should consider redevelopment options if any property in Greenleaf becomes and remains vacant for a length of time, especially when having difficulty getting any new tenants.

Placemaking

The Town should encourage design elements, such as flags, banners, seasonal decorations, and signage controls (size and placement), to aesthetically integrate individual land use areas. The Town should also concern itself with the design of the main entrance corridor to Greenleaf along 32/57 (north and south) and Day Street (east and west). These entrances help establish the overall character of Greenleaf and provide the Town with a greater identity, so the Town should make the entrance as attractive as possible.

Establishing design criteria for new businesses is another effective way to ensure high quality development. Parking lot landscaping standards should be adopted and enforced, including using landscaped "islands" within large parking lots and placing parking behind buildings instead of in front of the buildings.

Street trees also have a tremendous positive visual impact on the streetscape. As trees planted along the edge of streets mature, they can often become the defining element of a neighborhood. Existing trees should be incorporated into the design of conservation by design subdivisions and new trees planted within new subdivisions in the Greenleaf area.



Figure 17: Placemaking - New Glarus, WI. Source: The State Trunk Tour.

Conservation by Design Subdivisions

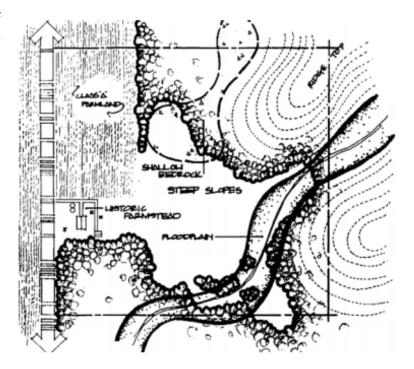
Conservation by design subdivision development, or conservation by design, is a subdividing method that focuses on maintaining open space and conserving significant natural and cultural features. This is accomplished by preserving a significant portion of a development site as undivided open space with the remaining land uses for the house lots and necessary roads. The open space is permanently preserved through conservation easements. A conservation by design subdivision provides the landowner with the same number of lots as could be accomplished through a conventional subdivision.

The conservation by design development concept can be a key tenet to help maintain the Town of Wrightstown's desired rural character. This method of development is not new to Brown County, as it has been successfully implemented in some Brown County communities. This technique can help the Town preserve many of the natural and agricultural features that attracted new residents to the area by improving the design of future residential developments.

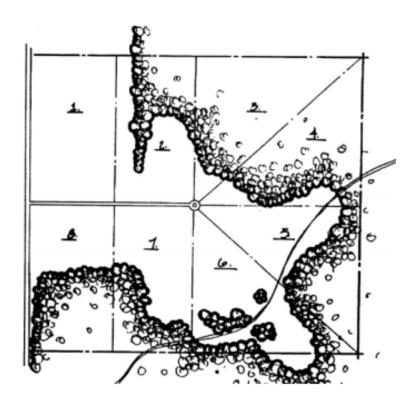
The following conservation by design example uses the same number of house lots from the conventional layout but completely alters the design by simply reducing the lot size and being sensitive to the environmental features in order to preserve natural and open areas. The following sketches are from "A Model Ordinance for a Conservation Subdivision" prepared by the University of Wisconsin Extension.

Figure 18: Model Ordinance for a Conservation Subdivision

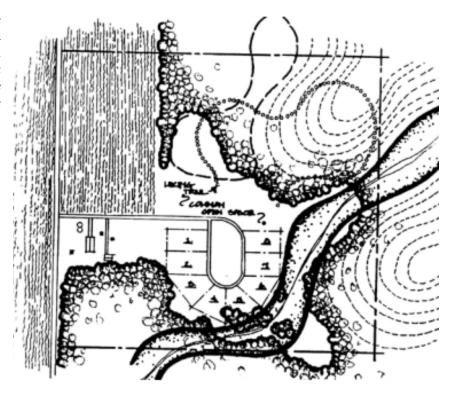
Step 1: Inventory and mapping of existing resources for a hypothetical 40-acre site.



Step 2: Development yield as permitted under existing ordinances (zoning, etc.) for the 40-acre site and assuming a 5-acre minimum lot size zoning standard. Eight lots would be permitted under this scenario.



Step 3: Concept map of the conservation subdivision showing the eight lots that would be permitted, plus the historic farmhouse, which would be preserved, for a total of nine dwelling units.



The following are some observations from comparing the conventional subdivision to the conservation by design subdivision:

- **Conventional layout** all parts of the tract are either house lots or roads.
- *Conservation layout* close to half of the site is undivided open space or agricultural land that can be permanently preserved.
- **Conventional layout** view from across the road to the trees and creek is disrupted, and houses can be seen in all parts of the development.
- *Conservation layout* view from across the road to trees and creek is almost entirely preserved.
- **Conventional layout** only four property owners have access to parts of the creek.
- *Conservation layout* all property owners have access to the length of the creek.
- Conventional layout no common space; each lot owner only has use of his own 5- acre parcel.
- *Conservation layout* creates a number of common open space areas with a large area remaining for active agricultural use.
- **Conventional layout** no pedestrian ways unless sidewalks are included in the construction of the roads.
- *Conservation layout* trail network can be completed and can link with neighboring subdivisions.
- Conventional layout no area for neighborhood facilities.
- Conservation layout central green area can include children's play area, shelter, or other amenities.

The conservation by design subdivisions offer a preferable alternative to typical subdivisions with large house lots blanketing entire tracts of land.

Recommendations relating to conservation by design developments include:

- Conservation by design should be the preferred method for future residential subdivisions outside of the community of Greenleaf, while still allowing for standard rural subdivisions if the developer can show the Town Planning Commission and Town Board why a conservation by design subdivision would not work in that particular area, such as there being no natural or agricultural features to work around and no parkland/greenspace desired by the Town.
- Require a minimum of 30 percent of the acreage of the conservation by design subdivision to be dedicated to open space, natural areas, or agricultural uses. The 30 percent requirement can include undevelopable land, such as wetlands, creeks, and other water features, in the calculation.
- Changes to the Town of Wrightstown Zoning Ordinance should be made to remove barriers to conservation by design subdivisions. Specifically, flexibility for individual lot sizes is needed, provided overall maximum density is not exceeded (as compared to the conventional subdivision yield plan).
- To ensure that conservation by design subdivisions meet the density requirements set by the Town, yield plans should be required to determine the maximum number of home sites allowed. Each yield plan would show how many lots could be created if the tract were subdivided conventionally using a standard minimum lot area and width. The total number of lots under the yield plan then becomes the total number of home sites allowed within the conservation by design subdivision.
- Prime agricultural land, in addition to natural resource features, such as wetlands, steep slopes, and floodplains, should be included within the preserved open space to the greatest extent possible. Additional features that the Town feels add to its rural character, such as blocks of upland woods, should be identified as secondary conservation areas and are preferred for the balance of the open space areas, if needed.
- The open space within the conservation by design subdivisions should be owned by any of the following four entities: land trust, homeowners association, individual landowner, or the Town, and should be spelled out and agreed upon in writing before the subdivision is approved.

- Homeowners association is the preferred option unless the Town wants to use the conservation areas for public use.
- The uses allowed in the open space areas should be limited to agricultural uses, conservation practices, and passive recreation, such as trails. Active recreation areas, such as playgrounds and ball fields, could be considered on a case-by-case basis.

Community Goals and Objectives – Land Use

Goal

Promote land use development throughout the Town that supports a diverse economy and business growth opportunities while retaining the Town of Wrightstown's small town identity.

Objectives

- 1. Identify, adopt, and implement planning tools and techniques that minimize the impact of development on the Town's small town, rural character.
- 2. Concentrate growth into the sanitary district and encourage preservation of economicallyviable agricultural lands.
- 3. Identify policy options to discourage annexations from the Town of Wrightstown.
- 4. Identify and reserve an appropriate supply and mix of future residential, commercial, and industrial development and seek ways to integrate these uses with nearby land uses.
- 5. Ensure that private property rights are protected by continuing to give landowners and residents a voice in planning and development policies.
- 6. Discourage strip commercial development in favor of clustering commercial activities at designated nodes along state and county highways.
- 7. Promote additional small-scale commercial and industrial developments that contribute to the Town's economy and provide goods or services for residents.
- 8. Ensure the compatibility of adjoining land uses for both existing and future development.
- 9. Coordinate the layout of new developments with the need for traffic circulation and pedestrian facilities.
- 10. Promote residential conservation by design developments and appropriate residential lot standards to preserve the Town's rural character.
- 11. Identify, adopt, and implement adequate regulations to address large-scale livestock facilities to minimize their impacts on the Town and its residents.

Summary of Recommendations

To achieve the goal and objectives of this element of the plan, the Town should work to implement the following recommendations:

Agricultural Land Uses

- Ensure agriculture remains the primary land use and activity in the Town.
- Remind residents that The Town of Wrightstown is an agricultural community and they will experience the sights, sounds, and smells associated with it.
- Continue to work with Brown County and local property owners to ensure the Town's certified agricultural zone ordinance and map are substantially consistent with the Brown County Farmland Preservation Plan for purposes of the State of Wisconsin Farmland Preservation Program.
- Encourage entrepreneurial agriculture efforts in the Town as a means for small-scale farms to diversify their operations.

New Development

• Place new homes or businesses in non-agricultural areas, or minimize their impact on agriculture by locating along fence lines, in woodlands, or otherwise unproductive agricultural land.

- Require new homes or businesses to be located close to the road they front on and as small as practicable in order to minimize fragmentation of large parcels of agricultural land.
- Small-scale subdivisions outside of the sewer service area, if approved, must be in the form of conservation subdivisions to minimize the impact on the Town's rural character.
- Discourage as much as possible new homes near active quarrying operations.
- Ensure new land divisions provide for future road connections, as necessary, to neighboring properties through the development of Area Development Plans.
- When new roads are dedicated to the Town of Wrightstown, ensure the road will be constructed to Town standards within a certain timeframe through the requirement of a bond, escrow, or letter of credit.
- New businesses should be designed and operated in such a way that does not detract from the rural character of the Town of Wrightstown. This may include the use of monument-style signage, parking lot landscaping, downward directed full cut-off lighting, and rural architecture typologies.
- New businesses must be considerate of the Town's rural, quiet nature and neighboring property owners in terms of noise, lighting, and traffic/parking.
- Continue to make Greenleaf the economic hub of the community by encouraging new businesses that
 would serve local residents to locate there. New businesses should be designed in a manner consistent
 with the rural character of the community.
- If not located in Greenleaf, commercial or industrial businesses that cater to the local residents or agricultural community should be located at nodes at or near intersections on the county highways or State Highway 32/57.
- Include a mid-block pedestrian crossing in blocks within Greenleaf that exceed 700 feet in length, as well as in other parts of the Town where adjoining developments are anticipated.
- Retain the 35-acre minimum lot size for future houses in lands zoned under the Town Certified Exclusive Ag zoning district.
- Limit future development served by onsite sanitary sewage systems and wells in areas adjacent to the
 Town of Wrightstown Sanitary District in the Greenleaf area so that future extension of public water
 and sewerage service will not be impeded by existing development not wanting to change over to
 public sanitary sewer and water service.
- The Town should consider adopting development criteria for multifamily development or adding a multifamily zoning classification to the zoning ordinance to address building criteria requirements for this type of land use.
- Review the existing Town zoning map to ensure that existing businesses and industries in the Town are zoned correctly.
- Update the Town zoning map and change it over to a digital format that will be more accurate than the present zoning map and that can be updated quickly and accurately.

CHAPTER 3 Transportation

Transportation is a very important component for a community. The transportation network provides the connectivity in a community for people to move around, transport goods and services, conduct business, recreate, attend school, and visit friends and family. This network also connects to the regional, and national transportation networks, allowing people to travel beyond the Town. A community's transportation network should provide safe and reliable options for people to carry out all the activities listed above. This section of the plan discusses the existing transportation system and recommends methods of creating a multi-modal transportation system in the Town.

Existing Transportation System

Streets and Highways

Wrightstown currently contains 65.3 miles of local town roads and streets, nine county roads comprising about 12.5 miles, and two state highways (STH 96 and STH 32/57), shown in Figure 3-1. A small portion of Interstate 41 runs through the northwest corner of the Town (see Figure 3-1 for a map of the Town's roads and highways). These roads and highways are currently the primary means of reaching the Town's destinations.

Functional Classification System

A component of a street and highway system is the functional classification network, as seen in Figure 3-2. This network is typically based on traffic volumes, land uses, road spacing, and system continuity. The four general functional classifications are freeways, arterials, collectors, and local streets. These classifications are summarized below:

<u>Freeways</u>: Freeways are fully controlled access highways that do not have at-grade intersections or driveway connections. Interstate/US 41 is a local example of a freeway.

<u>Arterials:</u> Principal and minor arterials carry long-distance vehicle trips between activity centers. These facilities are designed to provide a very high amount of mobility and very little access.

<u>Collectors</u>: Collectors link local streets with the arterial street system. These facilities collect traffic in local areas, serve as local through routes, and directly serve abutting land uses.

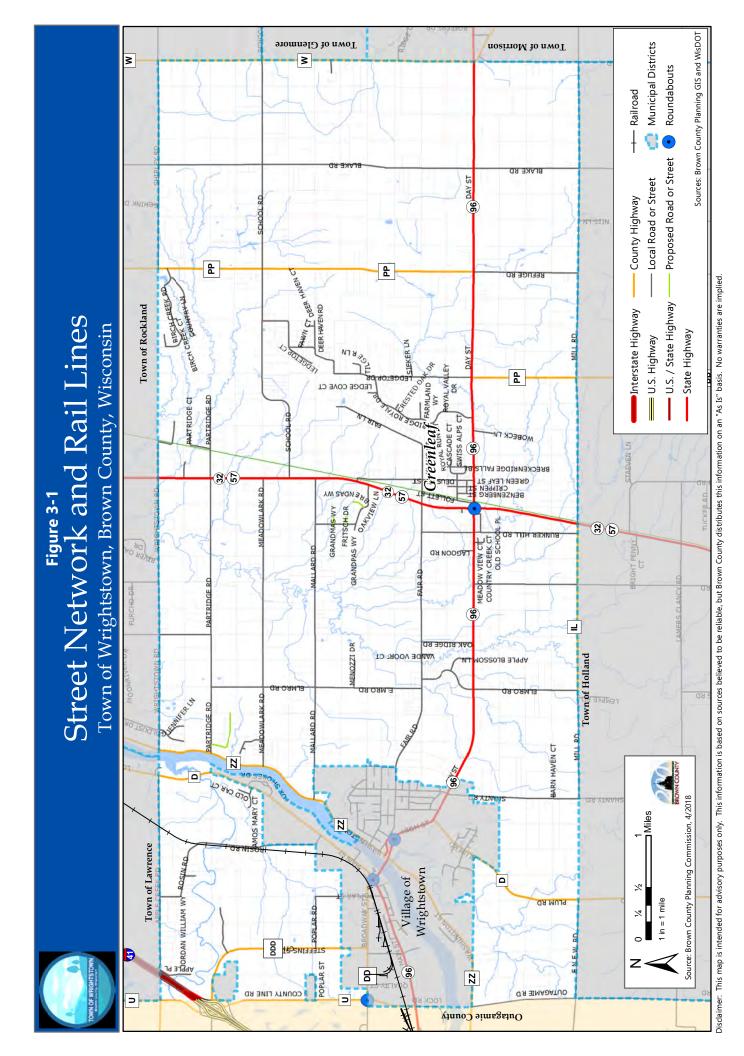
<u>Locals</u>: Local roads and streets are used for short trips. Their primary function is to provide access to abutting land uses, and traffic volumes and speeds are relatively low. Traffic congestion is not currently a problem in Wrightstown. Figure 3-2 shows the Town's existing functional classification system.

Wisconsin's Pavement Surface Evaluation and Rating (PASER) System

An accurate assessment of the Town's pavement maintenance and improvement needs is dependent on a thorough inventory and a good understanding of pavement conditions on the Town of Wrightstown's streets and highways. The Wisconsin Department of Transportation (WisDOT) maintains the pavement ratings for state highways, Brown County is responsible for assessing county highways, and the Town of Wrightstown is responsible for rating town roads. Pavement conditions for all the county and local roadways within the Town can be seen in the map in Figure 3-5. The Wisconsin Information System for Local Roads (WISLR) provides the pavement ratings, and is system that is maintained by WisDOT to collect and provide local road data, and the roads are evaluated and rated every two years. Figure 3-3 data is from 2017.

The Town of Wrightstown has about 4.37 miles of pavement that is rated "Failed", "Very Poor", or "Poor" by the WISLR Sufficiency Rating, and include the following segments listed in the following table in Figure 3-3. All but one of the segments are County Roadways, and three of them are slated for reconditioning or reconstruction in the next several years.

Chapter 3: Transportation





Disclaimer: This map is intended for advisory purposes only. This information is based on sources believed to be reliable, but Brown County distributes this information on an "As Is" basis. No warranties are implied.

Figure 3-3 – Town of Wrightstown County and Local Roads Rated "Poor" or below by WISLR

Road	Segment	Distance (miles)	Rating
CTH PP	Shirley Rd to School Rd	0.72	Poor
CTH W	Shirley Rd to STH 96	1.84	Poor
CTH ZZ	Wrightstown Rd to Meadowlark Rd, and from	0.84	Poor
	800 feet south of Meadowlark to Mallard Rd		
CTH DDD	French Rd to Village of Wrightstown	0.97	Poor

Source: WisDOT Wisconsin Information for Local Roads (WISLR) 2017 data

Pedestrian and Bicycle Facilities

Wrightstown's existing transportation system, shown in Figure 3-1, is largely comprised of town roads and



Figure 3-4: Fox River Trail Kiosk in Greenleaf

county highways. The Town has a few new bicycle facilities in the form of paved shoulders from 2017 road improvements as part of Brown County's 2017-2022 Highway Capital Improvement Plan, as shown in Figure 3-6. Sidewalks are located in Greenleaf along Day Street both east and west of the intersection of Day Street and State Highway 32 and along Follet Street north of the intersection with Day Street. Approximately 4.1 miles of the Fox River Trail can be found in the Town. The trail offers bicycling, walking, and horseback riding opportunities within designated areas.

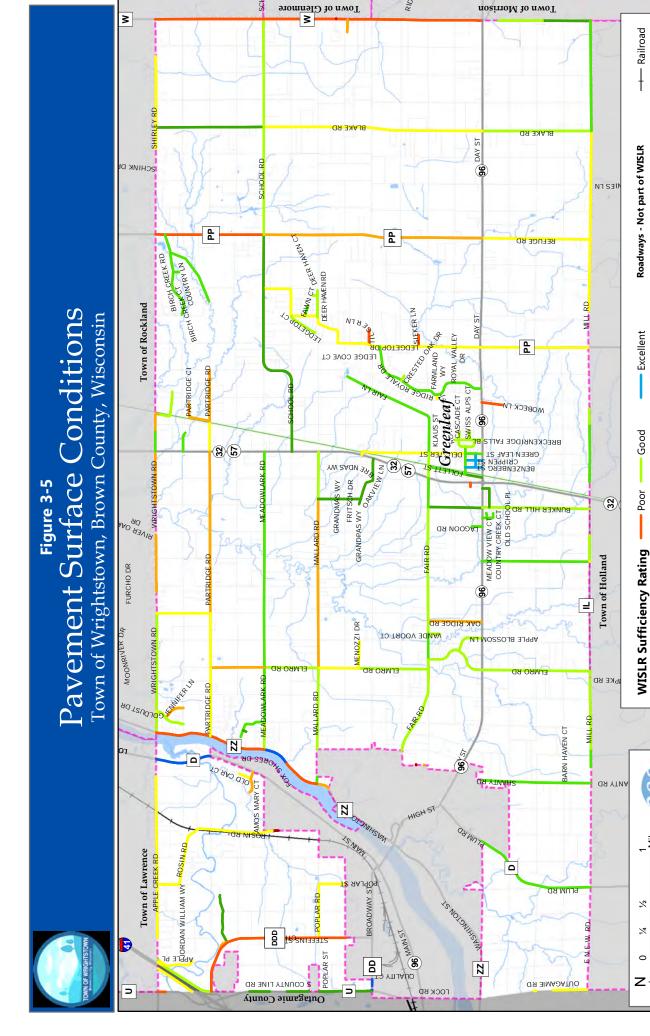
Snowmobile Trails

Figure 3-7 shows the snowmobile trails crossing the Town of Wrightstown, which total about 14.75 miles. The trails in Brown

County are broken into geographic zones, and the Town of Wrightstown's trails are in Zones 4 and 5. The trails are generally open for snowmobile use during the period of December 1 to April 1 when an adequate snow base is present. Since the trails are mostly located on private property with the consent of the landowner, the trails are not open for public use at any other time of the year. The trails are marked and maintained by local snowmobile clubs and are not open for uses other than snowmobiling.

ATV/UTV Vehicles

The Town has adopted an ordinance to allow ATVs and UTVs on local roads, subject to State of Wisconsin laws regarding the operation of ATVs/UTVs. The Town hopes to coordinate with the Town of Holland to ensure that any ATV/UTV routes connect to each other. The Town also plans to place signage for ATV/UTV routes in the Town on local roads.



Disclaimer: This map is intended for advisory purposes only. This information is based on sources believed to be reliable, but Brown County distributes this information on an "As Is" basis. No warranties are implied.

Very Poor

Source: Brown County Planning Commission, 4/2018

□Miles

24

74

Sources: WisDOT Wisconsin Information for Local Roads (WISLR), January 2017; Delmore Consulting

--- Railroad

U.S., State, and County Highways

Municipal Districts

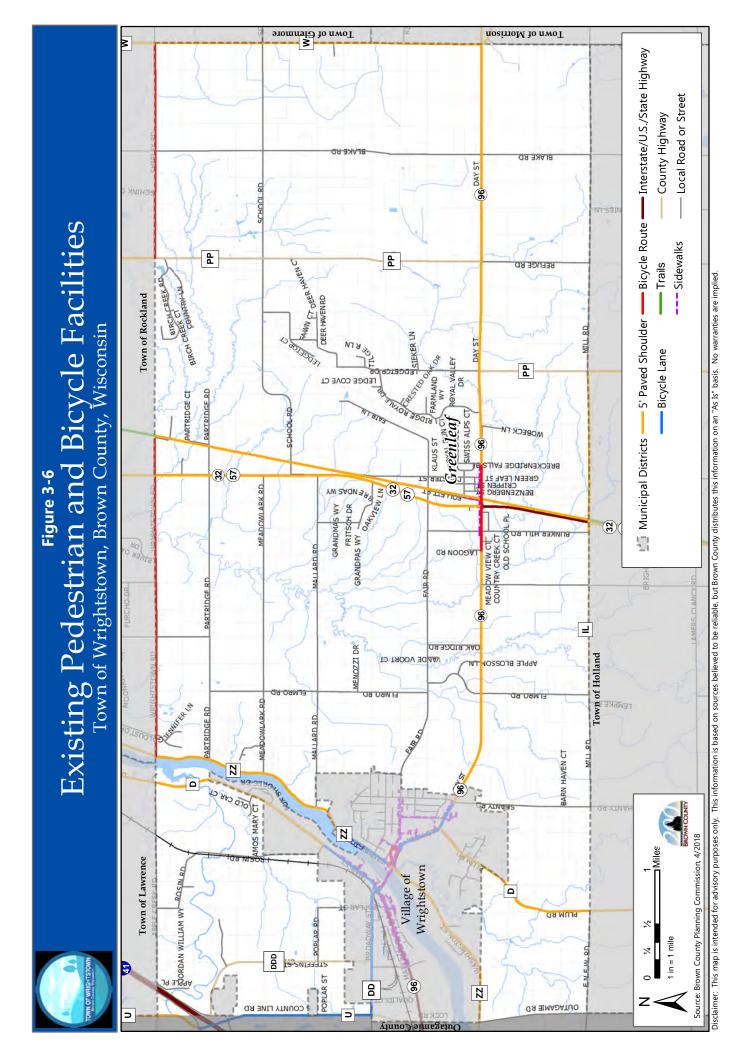
Very Good

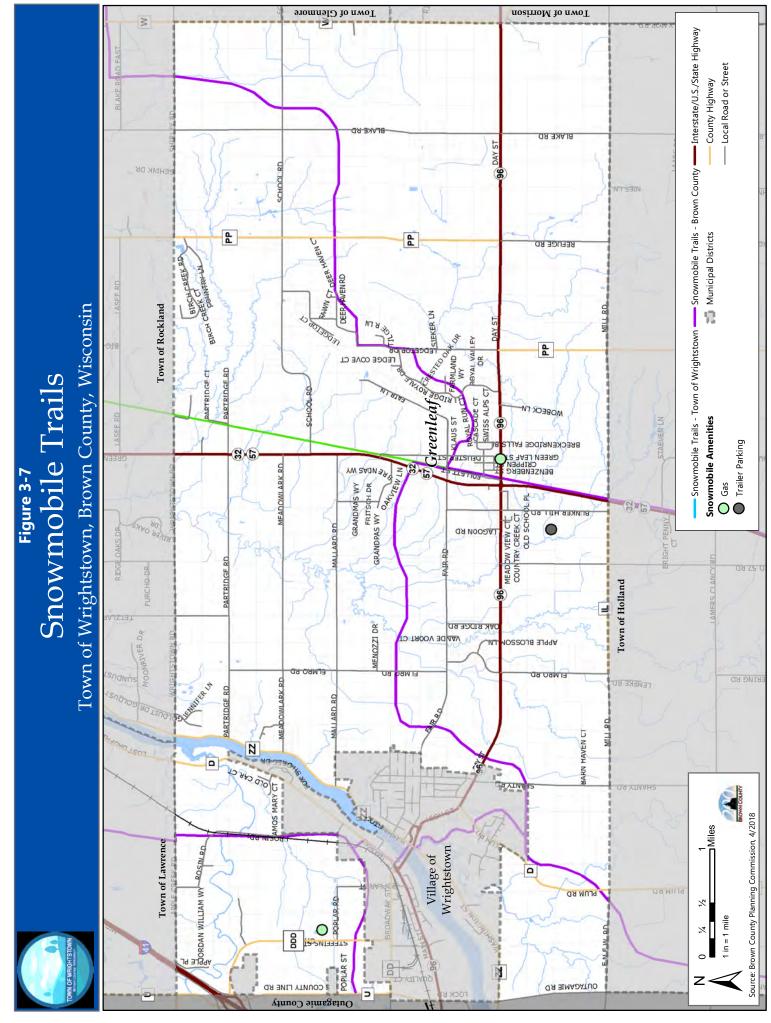
Excellent

Good Good

Poor Faï Fair

Interstate Highway





Disclaimer: This map is intended for advisory purposes only. This information is based on sources believed to be reliable, but Brown County distributes this information on an "As Is" basis. No warranties are implied.

Transit

Green Bay Metro Fixed Route Service

Wrightstown is not currently included in the Green Bay Metro service area, and it is unlikely that fixed route transit service will be extended to the Town within the 20-year planning period. It is also unlikely that the fixed route system that serves the Fox Valley will serve Wrightstown in the future.

Specialized Transportation Services for the Elderly and People with Disabilities

Green Bay Metro

Green Bay Metro's elderly and people with disabilities transportation provider does not currently serve Wrightstown because the Town is not included in Metro's fixed route transit service area.

Green Bay Metro does have a Mobility Management Program, which contributes to the long-range planning goals of Brown County and has a network of partners to help transport individuals at an affordable price. The program also has a Mobility Coordinator that serves as a resource for local communities and residents to help them understand the transportation options available to them and how to access them. Please note, the program itself does not provide the transportation services, and the Mobility Coordinator does not schedule rides for people.

County Elderly and Disabled Transportation Assistance

The County Elderly and Disabled Transportation Assistance program is a state-funded program supplying counties with financial assistance to provide transportation services to individuals over 60 years of age, and for individuals with disabilities. The Brown County Planning Commission administers the program for Brown County, with several contracted agencies providing the actual transportation through the following programs:

• Rural Driver Escort Program

The Brown County ADRC sponsors a limited number of volunteer drivers to transport seniors over 60 years of age and persons with disabilities from the rural parts of Brown County when clients have no other transportation options. The volunteer drivers are currently typically reimbursed based on mileage. The client must be able to travel in a regular vehicle and not require assistance getting in and out of the vehicle. The client is asked to provide a small donation based on mileage to offset some of the cost of the program.

Wisconsin Medicaid and BadgerCare Plus non-Emergency Medical Transportation
 This program is a public transportation and shared ride service. Most rides for Town residents will likely be in specialized medical vehicles or other types of vehicles depending on medical and transportation needs.

As the non-emergency medical transportation manager, MTM Inc. schedules and pays for rides to covered Medicaid and BadgerCare Plus appointments if you have no other way to get a ride to your medical appointment.

Commuter Options

Park and Ride

Brown County residents do have some commuting options beyond just driving solo for longer commutes. WisDOT has a Park and Ride located just north of the Town in the Town of Lawrence, just west of Interstate 41, off of County Road S, via Mid Valley Drive. The lot offers free lighted parking and handicap-accessible parking stalls. If the Town and the Village of Wrightstown have enough demand for a new park and ride facility, both municipalities should consider lobbying WisDOT for a new park and ride in the area near CTY U and Interstate 41.

Wisconsin's Rideshare Program

The State of Wisconsin offers a free service through its Rideshare program to search for and connect with other commuters to carpool. This could be an option for people driving either north to Green Bay, or south to the Fox Cities if they are looking for different ways to get around, and potentially save some money in the process.

Rail Transportation

Wrightstown currently has one active rail line in the western portion of the Town. The line is owned and operated by Wisconsin Central Ltd., a subsidiary of the Canadian National Railway (see Figure 3-1 for the location of the rail line). This line does not serve any destination in Wrightstown, with the closest locations being in De Pere, and Kaukauana in Outagamie County.

Air Transportation

The Green Bay Austin Straubel International Airport is approximately nine miles north of Wrightstown (see Figure 3-8 for the airport's location). American Airlines, United Airlines, and Delta Airlines currently provide commercial service. A number of different charter services offer flights in and out of Austin Straubel. Also, in 2016, the airport handled 185,000 pounds of cargo¹. Austin Straubel is also a regional base of operations for the Transportation Security Administration, serving the northern half of Wisconsin and the Upper Peninsula of Michigan. Additionally, the airport has a U.S. Customs office stationed within the main terminal for those who wish to enter or exit the United States.

The northeastern portion of the Town also has a small private airstrip, located close to Birch Creek Road. With the Town's proximity to the Fox Valley, Wrightstown residents may also use the Appleton International Airport for both business and personal use. The airport is about 20 miles west of the Town of Wrightstown, and offers commercial passenger service through American Airlines, United Airlines, Allegiant, and Delta Airlines.

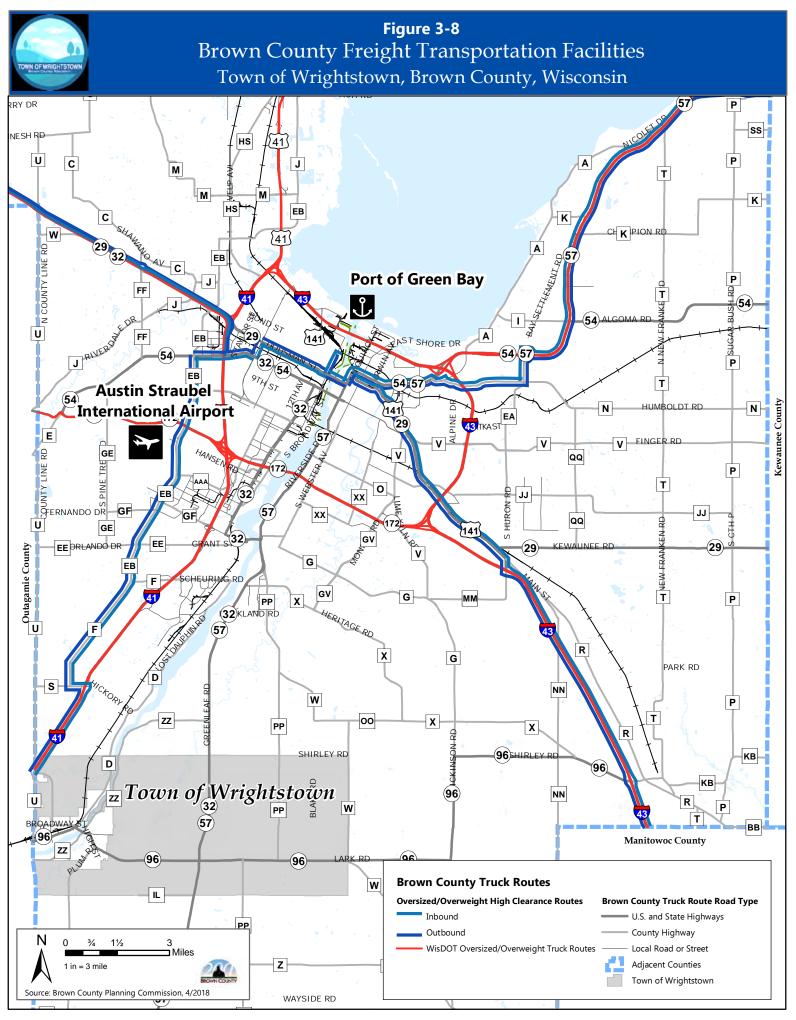
Truck Transportation

Various businesses, industries, and farms within the Town rely on truck trips to import and export goods. These truck trips typically occur on county or state highways, but trucks occasionally need to travel on town roads to reach their destinations (see Figure 3-8 for Brown County's truck routes and their relation to the Town). Some truck traffic in the Town has had issues clearing utility lines. When able, the Town should plan for or work for getting utilities undergrounded when new roadways are built, or when the state or county is doing significant construction work on a highway in the Town.

Water Transportation

The Port of Green Bay is approximately 12 miles north of Wrightstown, but the Town does not currently rely on the Port of Green Bay to directly receive or distribute goods (see Figure 3-8 for the port's location).

¹ Economic Impact – 2017 – Green Bay – Austin Straubel International Airport, Green Bay, WI. Wisconsin Department of Transportation – Bureau of Aeronautics. http://wisconsindot.gov/Documents/projects/multimodal/air/austinstrau.pdf - accessed 4/12/2018.



Future Transportation System

The Town of Wrightstown's land use pattern and transportation system are currently heavily oriented toward motorized vehicles. This section of the transportation plan identifies the major aspects of Wrightstown's transportation system and recommends methods of developing them over the next 20 years to create a safe and efficient transportation system. This section also discusses the land use patterns that will need to be developed during this period to create this system.

Transportation Recommendations, Programs, and Policies

Streets and Highways

Figure 3-9 shows the existing and proposed street network in the Town. The Town has identified general locations for future roads based on where future residential growth is expected. The following sections are:

- Traveling east from Shanty Road, turning north to cross STH 96, and connecting to Fair Road;
- A north-south road connecting State Highway 96 and Fair Road about 0.3 miles east of Oak Ridge Road:
- A road traveling east-west from the proposed new connection in the point above, crossing Bunker Hill Road, and connecting to State Highway 32/57 (roughly aligning with, though not connecting to, the future Royal Valley Drive further to the east); and
- Extensions of Breckenridge Falls Boulevard south of State Highway 96, and to the north of the current end of the street, just beyond Cascade Court.

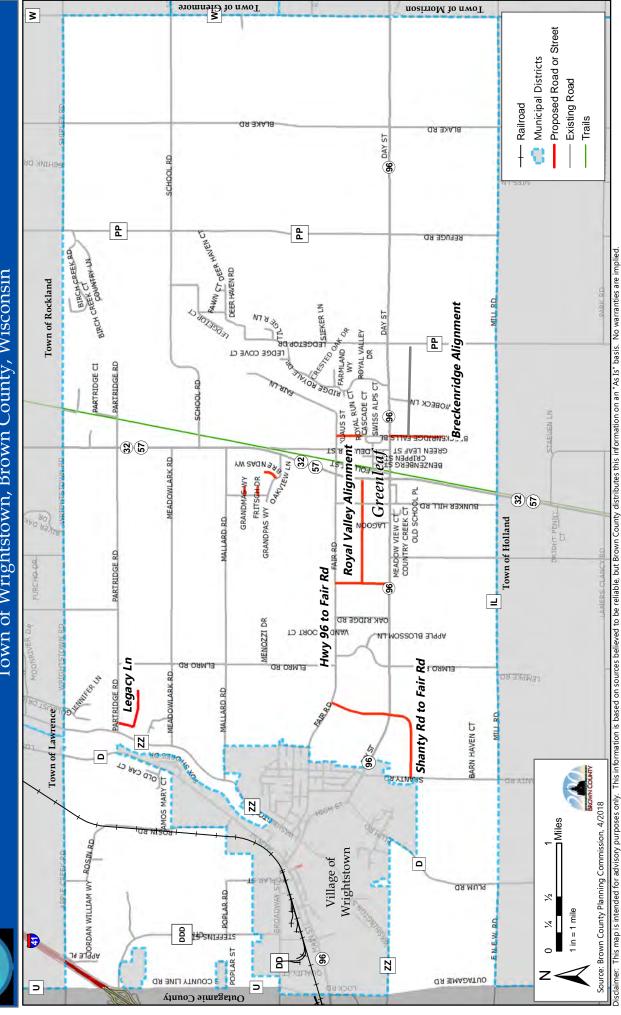
As the Town creates or adds to these street connections to enable people to safely and efficiently navigate the Town's streets and highways, with and without personal vehicles, the Town needs to:

- Monitor accessibility and safety at intersections and other potential conflict points.
- Encourage people to drive at appropriate speeds.
- Minimize barriers to pedestrian and bicycle travel.
- Use Wisconsin's Pavement Surface Evaluation and Rating (PASER) system to evaluate the condition of the Town's roads and prioritize them for maintenance or reconstruction.
- Foster communication with the Wisconsin Department of Transportation, Brown County Planning Commission, Brown County Highway Department, and/or surrounding communities in order to coordinate future improvements.
- Apply for grants to help fund the development of the Town's transportation system.

This section will address the achievement methods.

Existing and Proposed Street Network Figure 3-9

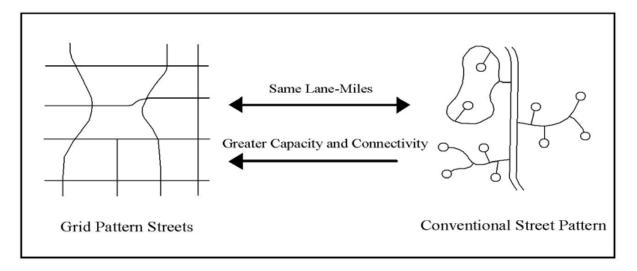
Town of Wrightstown, Brown County, Wisconsin



Develop Well-Connected Street Patterns

To increase street connectivity and intersection frequency within Greenleaf and in other parts of Wrightstown, the Town should require developers to design subdivisions that include well-connected street patterns that offer motorists several route options and avoid concentrating traffic on relatively few streets. (See the example in Figure 3-10.) The connectivity provided by the well-connected patterns will also enable and encourage people to walk and bicycle to and from various destinations within the Town. Well-connected street patterns enable traffic to be distributed evenly, are very accessible to a variety of transportation system users, are more easily plowed and maintained by public works departments, and enable communities to create efficient sewer and water systems. However, there are situations where streets will not be able to be connected due to the presence of physical or environmental constraints. In these situations, the construction of cul-de-sacs should be allowed. To maximize connectivity in these neighborhoods, the cul-de-sacs should have public rights-of-way or easements reserved at the bulbs to enable pedestrians and bicyclists to travel easily throughout the area. This connectivity concept is discussed in more detail later in this chapter.

Figure 3-10: Comparison of Well-Connected and Conventional Street Patterns



Avoid Expanding Streets to Four or More Lanes

Although it is unlikely that most of the Town's streets will be considered for widening in the future, some two-lane highways might be seen as candidates for widening as traffic levels rise over the next 20 years. However, street widening has proven to not be an effective long-term method of relieving traffic congestion. Maintaining streets as two-lane facilities would also minimize barriers to pedestrian and bicycle travel and encourage people to drive at appropriate speeds through the Town's neighborhoods.

Sample Two-Lane Boulevard Arterial Street Concept (within a 70' right-of-way)

Figure 3-11: Example of Two-Lane Boulevard

Source: Brown County Planning Commission

Design Intersections to Maximize Safety

The Town should utilize street design techniques that reduce vehicle speeds, minimize the possibility of conflicts, and enhance traveler awareness to maximize pedestrian, bicyclist, and motorist safety at the Town's intersections. Techniques that should be considered include roundabouts and other street design features. The narrower street widths recommended in this section will also help make intersections safer by controlling the speed of vehicles as they approach the intersections.

Roundabouts in Brown County

Roundabouts have made a significant impact on Wisconsin roadways. One of the more significant benefits documented by Brown County and WisDOT has been the decrease in serious crashes at intersections where roundabouts have been installed. Brown County and WisDOT also reported a significant reduction in total crashes. In addition to reducing congestion and increasing safety, roundabouts eliminate the hardware, maintenance, and electrical costs associated with traffic signals. The Town should coordinate with the Wisconsin Department of Transportation and Brown County Public Works Department to provide educational materials to Town residents if/when a roundabout is proposed for the Town.

Agricultural Equipment and Roadways

One of the items people mentioned during the Town's visioning session was keeping farmers responsible for cleaning equipment and keeping dirt off of roads. According to state law, local governments have local control to issue permits and post roads and bridges under their control, as they have under prior law. Some of the options local governments have include²:

- Allow farm vehicles (tractors and trucks) to exceed weight limits on locally-controlled roads
- Post roads or bridges in their jurisdiction
- Pass an ordinance or resolution to:
 - Set a higher weight limit for all roads in their jurisdiction than the State's Implement of Husbandry (IoH,)/Ag Commercial Motor Vehicle (CMV) Weight Limitations Chart³
 - o Designate some roads for overweight agricultural vehicles
 - o Require all agricultural vehicles to follow the State's IoH/CMV Weight Limitation Chart
 - o Limits for GVW and axle weight and get a permit

Chapter 82 of state statutes regulates town highways. This section does not appear to have any language limiting towns creating rules around roadway debris. Chapter 92 covers Soil and Water Conservation and Animal Waste Management. Section 92.11 allows towns to enact ordinances for the regulation of land use, land management and pollutant management practices. Based on the regulations in these two chapters, the Town could consider exploring this topic further. However, research did not turn up any existing regulations around this issue.

Pedestrian and Bicycle Facilities

Wrightstown's current land use pattern with few sidewalks and the lack of bicycle facilities makes walking and bicycling very difficult. Figure 3-12 illustrates existing and future pedestrian and bicycle facilities in the Town. In 2017 Brown County repaved and added paved shoulders on County Road D from the roundabout in the Village of Wrightstown north to Barrington Drive, just before the southern end of the City of De Pere. In 2019, the County will reconstruct County Road ZZ from the Village of Wrightstown north to Tetzlaff Road in the Town of Rockland. Both projects are part of the County's Six-year Capital Improvement Plan.

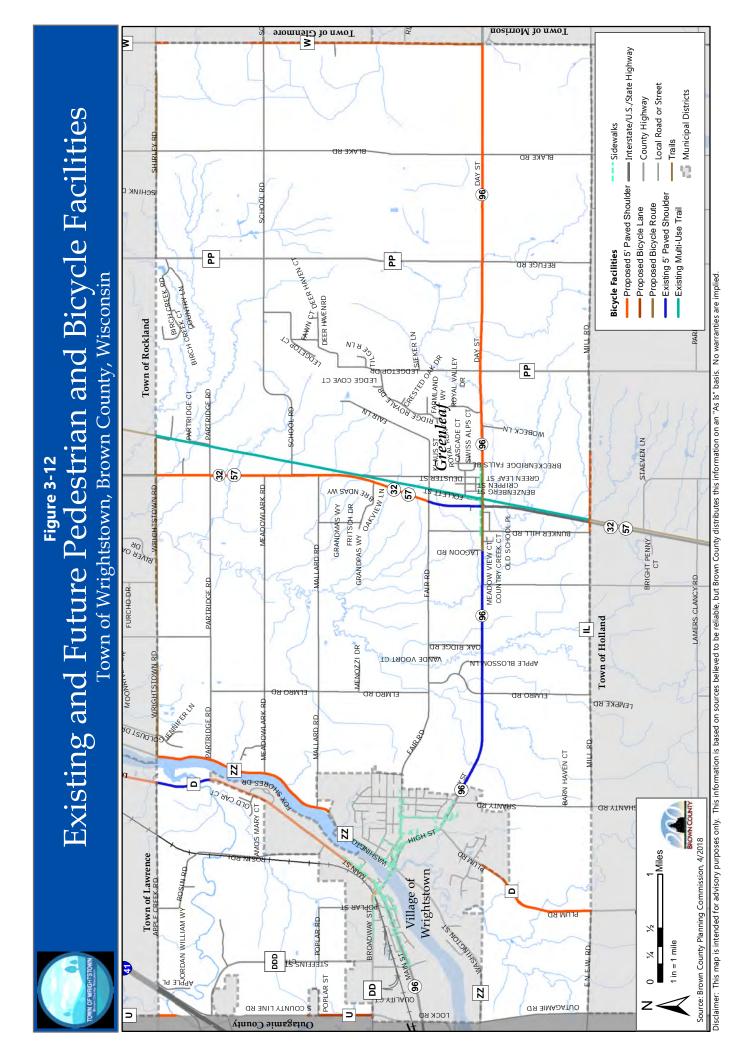
To create destinations that can be reached on foot or by bicycle, the Town needs to:

- Develop land use patterns in Greenleaf that enable and encourage walking and bicycling.
- Create a safe, continuous pedestrian and bicycling system throughout the Town.
- Enable people to easily reach developments in the Town on foot or by bicycle.

The remainder of this section describes the methods to address creating destinations.

² WisDOT - Agricultural equipment and vehicles - Frequently asked questions - http://wisconsindot.gov/Pages/dmv/agri-eqveh/faqs.aspx - accessed May 3, 2018.

³ WisDOT – IoH/CMV Maximum Weight Limits table - http://wisconsindot.gov/Documents/dmv/agri-eq-veh/tbl-weight.pdf – accessed May 3, 2018.

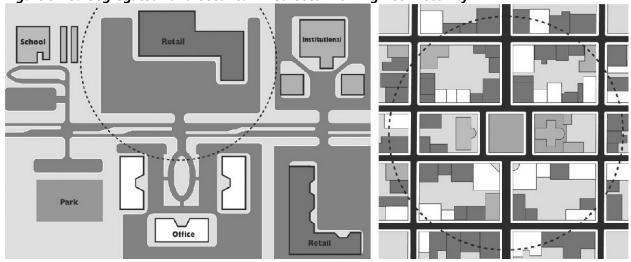


Mixing Land Uses

To enable and encourage people to make walking and bicycling trips in Wrightstown, the Town should create destinations that can be easily reached by pedestrians and bicyclists. The mixing of residential, commercial, and institutional uses enables people of all ages and physical abilities to travel from place to place without a motorized vehicle, which will significantly improve mobility for all Town residents and minimize traffic on the existing street system.

Figure 3-13 compares a conventional land use and street pattern with a mixed land use and well-connected street pattern. The dotted circle on the diagram represents a 500-foot radius, which is a distance that most people feel comfortable walking. This diagram demonstrates that a greater number and variety of destinations are easily reachable on foot (and by bicycle) when land uses are mixed and streets are frequently interconnected. The benefits of street connectivity in neighborhoods are also illustrated in Figure 3-13, which demonstrates that a well-connected street system requires people to travel much shorter distances to reach their destinations than a system with few connections.





Although this type of mixed land use pattern and highly connective street systems would not likely be possible in those parts of Wrightstown with numerous topographic and environmental constraints, this pattern should be encouraged in Greenleaf and possibly elsewhere to enable people to easily reach several destinations.

Developing a Continuous Pedestrian Walkway System

In the Streets and Highways section, the plan recommends methods of narrowing the Town's streets and making its intersections safer and more accessible for motorists, pedestrians, and bicyclists. These improvements should be accompanied by a pedestrian walkway system that can be created through the following steps:

<u>Install sidewalks within Greenleaf</u>. The Town should begin the process of creating its walkway system by requiring developers to install sidewalks on both sides of streets in Greenleaf as it continues to develop and redevelop. The only situation where sidewalks should not be required on both sides of a street within this area is when physical or environmental constraints exist. In these situations, sidewalks should be required on at least one side of the street.

<u>Require sidewalks or walking paths within new subdivisions.</u> The Town should encourage developers to install sidewalks or walking paths along new streets within new developments outside of Greenleaf.

Develop a pedestrian and bicycle trail system throughout the Town. As the sidewalk system within Greenleaf is being developed, the Town should investigate the possibility of developing an off-street pedestrian/bicycle trail system by purchasing land, placing trails within the many environmental corridors in the Town, cooperating with area utility companies to utilize utility easements, and requiring developers to dedicate land for trails before approving subdivisions or other development proposals.

Working with the Brown County Highway Department and WisDOT to Pave the County and State **Highway Shoulders**

The Town should work with the Brown County Public Works Department over the next 20 years to pave county highway shoulders consistent with the recommendations in the Brown County Bicycle and Pedestrian Plan. When reconstructing county highways, the Planning Commission recommends adding a

Figure 3-14: Existing Bicycle Facilities near Greenleaf



Paved Best Conditions for Bicycling These county and state highways will have light volumes of traffic and may have many other favorable factors such as good sight distance and minimal truck traffic. This classification also includes highways approaching a moderate level of traffic but with paved shoulders.

Moderate Conditions for Bicycling These roadways have moderate traffic volumes for the amount of pavement width present. This classification may also include county highways and state highways with paved shoulders, but slightly more traffic. Due to moderate traffic volumes, less experienced bicyclists should use care on these segments.

Higher Volume, Wider Paved Shoulders These roadways have moderately-high car and/or truck volumes, but have wider paved shoulders (generally 4 or 5 feet). This classification also includes a select number of 4-lane highways that have wide paved shoulders and moderate levels of traffic. Due to traffic volumes, less experienced bicyclists should use care on these segments.

High Volume, Undesirable Conditions These roadways have moderately-high traffic volumes with no paved shoulders, or high traffic volumes with narrow paved shoulders, and many have moderate to high truck traffic. This classification could also include some moderate volume roadways, but with an assortment of negative factors for bicycling. Bicyclists should try to plan around these roads and/or use considerable caution when using them. Bicyclists should have appropriate amounts of expertise with these types of riding conditions if choosing these

Source: 2016 Brown County Bicycle and Pedestrian Plan

paved shoulder be added to each side of the road. The Brown County Public Works Department has a policy on paving shoulders on county highways which states that the county is responsible for the first 3' of pavement anything in addition to the 3' will be at the community's expense. This policy

the 5' paved shoulder has one exception: facilities identified in the Brown County Bicycle and Pedestrian Plan will be covered by Brown County. These facilities are important for the development of a bicycle network, but they also provide a place for motorists to park and swerve during emergencies and provide additional room for agricultural implements when on Town If the Town of Wrightstown has additional facilities identified beyond the Brown County Bicycle and Pedestrian Plan it will need to evaluate the future need and budget constraints related to the additional 2' of pavement when these facilities are due for reconstruction. The 2016 Brown County Bicycle and Pedestrian Plan Update identifies STH 96 as a possible bicycle corridor that effectively connects the communities in southern Brown The plan recommends a bicycle corridor, comprised of a five foot paved shoulder, along STH 96 connecting the western portion of the Town, as well as the Village of Wrightstown, all the way to the Village of Denmark. The plan recommends that the portion of STH 96 east of

Greenleaf receive five foot paved shoulders when the road is reconditioned or reconstructed to match the paved shoulders west of Greenleaf.⁴

Maintenance/Reconstruction/Construction

According to the current 6-year plan (May 2, 2018) for County highway projects in the Town of Wrightstown, four reconditioning projects are planned:

- 2018 Recondition County Highway PP from State Highway 96 to School Road.
- 2019 Recondition County Highway PP from Shirley Road to County Highway W.
- 2020 Recondition County Highway PP from State Highway 96 south to Man-Cal Road.
- 2021 Recondition County Highway DDD from County Highway DD to French Road.

A typical road reconditioning project involves stripping off the top layer of asphalt and placing a new layer. The Planning Commission does not expect any reconstruction projects to occur on these roads for at least the next six years. However, the Town should be aware of upcoming reconstruction projects well ahead of time to consider the need for the additional 2' of paved shoulder, and to keep residents informed of any construction-related detours.

The Town should continue to use Wisconsin's Pavement Surface Evaluation and Rating (PASER) system to evaluate the condition of the Town's roads and prioritize them for maintenance or reconstruction.

Enabling People to Travel Easily Between Subdivisions and Other Developments

In some parts of the Town, the well-connected street patterns recommended earlier in the transportation plan will not be feasible due to the presence of existing development or physical constraints. When cul-desacs must be built and development and physical barriers are not present, the Town should require the designation of public rights-of-way at or near the end of the cul-de-sacs for multi-use paths that connect to neighboring subdivisions, schools, parks, and other destinations. These paths should be between 10 and 12 feet wide and paved to accommodate pedestrians, bicyclists, skaters, and other non-motorized uses.

Developing land use patterns that enable and encourage walking and bicycling, creating a safe and continuous pedestrian system, and enabling people to easily reach developments will dramatically increase mobility for everyone in Wrightstown. This enhanced mobility and choice of viable transportation modes will also help to attract new residents of all ages to the Town, improve access to Town businesses, and allow the Town's existing and future street system to handle traffic efficiently.

Transit

Since mass transit requires a dense commercial and residential development pattern and streets that frequently interconnect for the service to be attractive and efficient, the current land use and street patterns in Wrightstown make providing effective transit service very difficult. To make mass transit an attractive and economically-feasible transportation option, the Town would need to establish the population densities, pedestrian system, street network, and land use patterns that are necessary to efficiently support mass transit. Although Greenleaf will have many of these attributes, it will not likely be large enough to support fixed route transit service.

-

⁴ Brown County Bicycle and Pedestrian Plan 2016, pp. 146-147.

Rail Transportation

Freight Rail

Wrightstown contains only one freight rail line that does not currently serve any destinations in the Town, and rail-oriented industries are not recommended to develop in the western portion of the Town over the next 20 years.

Air Transportation

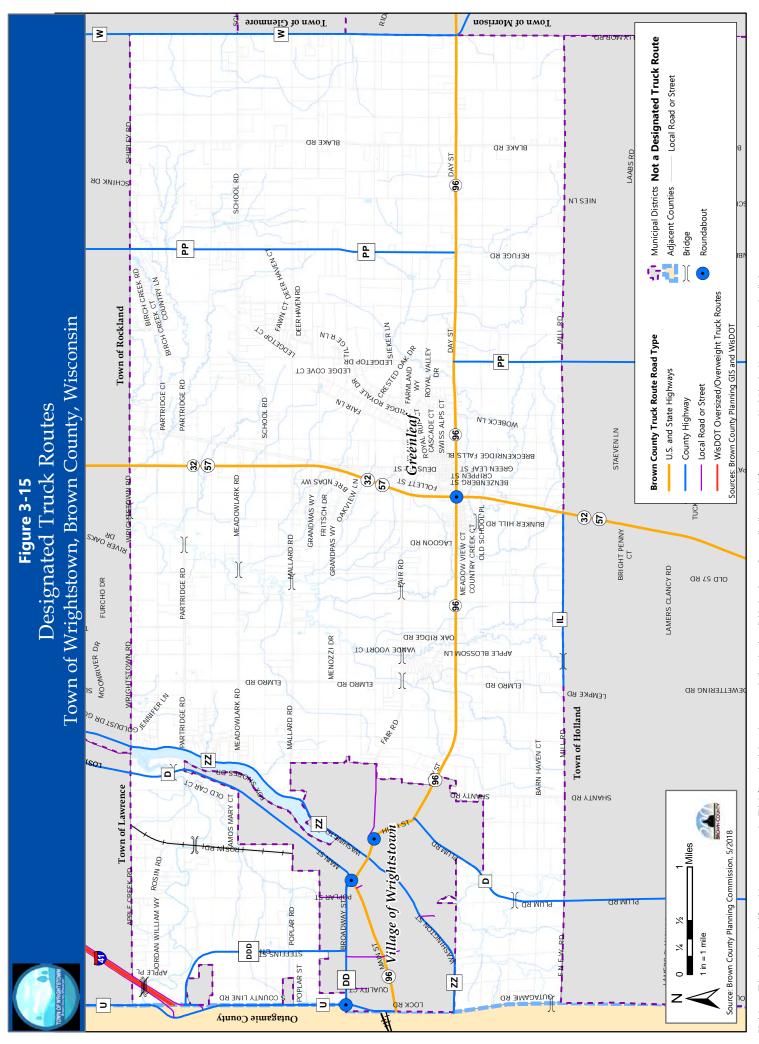
Austin Straubel International Airport will continue to provide air service to Wrightstown residents over the life of the plan.

Truck Transportation

The Town has a formal system of truck routes and has marked streets where trucks are prohibited (see Figure 3-15). The truck routes are designed to minimize impacts on residential areas and inform truck drivers of the most efficient routes into and out of the Town.

Water Transportation

To ensure that Wrightstown's current and future interests are considered by port representatives, the Town should periodically contact port representatives to discuss the Town's intentions to utilize the port over the next 20 years and ensure that modifications to the port's policies and facilities are consistent with the Town's long-term economic development strategy.



Disclaimer: This map is intended for advisory purposes only. This information is based on sources believed to be reliable, but Brown County distributes this information on an "As Is" basis. No warranties are implied.

Funding to Help Develop the Town's Transportation System

To help the Town fund the development of its transportation system, it should apply for transportation grants from various sources over the next several years. Some examples of these programs are identified in this section.

Rural Surface Transportation Program

The Rural Surface Transportation Programs (STP-Rural) allocates federal funds to complete a variety of improvements to federal-aid-eligible roads in rural areas. The objective of the STP-Rural program is to improve federal-aid-eligible highways and roads that are functionally classified as collector or higher (see Figure 3-2 for functionally classified roads). More information on STP funding can be found on the WisDOT web page by searching "Surface Transportation Program".

Transportation Alternatives Program

The Town should apply for grants from Wisconsin's Transportation Alternatives Program (TAP), which includes the former Transportation Enhancements and Safe Routes to School Programs, to help fund the development of the recommended bicycle and pedestrian system. Information about the TAP can be obtained from the Brown County Planning Commission or WisDOT.

Highway Safety Improvement Program (HSIP)

The Town should apply for grants from the Highway Safety Improvement Program (HSIP) administered by WisDOT to correct existing transportation safety problems. Other grant programs through WisDOT's Bureau of Transportation Safety should also be investigated by the Town to address safety issues.

CMAQ Program

If Brown County is designated as an air quality non-attainment area in the future, the Town should seek funds from the Congestion Mitigation and Air Quality (CMAQ) Program administered by WisDOT to implement projects that will improve the area's air quality.

Community Goals and Objectives – Transportation

Goal

Develop a safe, cost-effective, and efficient multi-modal transportation system for the movement of people and goods through the Town of Wrightstown.

Objectives

- 1. Anticipate and plan for improvements of the Town's transportation system.
- 2. Maximize street connectivity within and between subdivisions to distribute traffic evenly and maximize mobility and accessibility for all residents.
- 3. Maximize safety and accessibility at the Town's intersections.
- 4. Use Wisconsin's Pavement Surface Evaluation and Rating (PASER) system to evaluate the condition of the Town's roads and prioritize them for maintenance.
- 5. Consider traffic calming techniques in the Town where slower traffic is desired.
- 6. Maintain and foster communication with DOT, Brown County, and neighboring communities in order to coordinate future improvements.
- 7. Provide safe and convenient pedestrian and bicycle connections to destinations, such as parks, schools, employment centers, shopping areas, and between/within subdivisions in Greenleaf and other areas.
- 8. Encourage development of a safe and efficient multi-modal transportation system.
- 9. Seek federal and state grants to help fund the development of the Town's multi-modal transportation system.
- 10. Keep farmers responsible for cleaning equipment and keeping dirt off of roads.
- 11. Increase maintenance of roads, culverts, bridges, ditches, and storm sewers.
- 12. Develop weight limits for heavy trucks.
- 13. Trim brush on Town roads to improve visibility at intersections for vehicles.

Summary of Recommendations

This chapter recommends the following policies:

Streets and Highways

- Monitor accessibility and safety at intersections and other potential conflict points.
- Encourage people to drive at appropriate speeds.
- Minimize barriers to pedestrian and bicycle travel.
- Use Wisconsin's Pavement Surface Evaluation and Rating (PASER) system to evaluate the condition of the Town's roads and prioritize them for maintenance or reconstruction.
- Foster communication with the Wisconsin Department of Transportation, Brown County Planning Commission, Brown County Highway Department, and/or surrounding communities in order to coordinate future improvements.
- Apply for grants to help fund the development of the Town's transportation system.
- The Town should lobby the Wisconsin Department of Transportation to provide a park-and-ride lot in the vicinity of the intersection of USH 41 and CTH U.
- Have further conversation around whether the Town would want to explore any sort of ordinance around keeping agricultural field residue off town roads.
- Coordinate with the Town of Holland on connecting ATV/UTV routes.
- Work on signing ATV/UTV routes on local Town roads.
- Coordinate with the Brown County Sheriff's Office as needed on ATV/UTV routes.

Pedestrian and Bicycle Facilities

• Encourage mixed land uses in the town of Greenleaf.

- Continue to develop a pedestrian walkway system.
- Continue to work with the Brown County Highway Department and WisDOT to pave the county and state highway shoulders along planned bicycle routes.
- Work to have developers design new subdivisions and other developments to include sidewalks and connectivity to other areas.
- If residential developments occur adjacent to or in close proximity to the Fox River State Recreational Trail, the Town should consider requiring that a sidewalk or trail be installed to link up the development with the state trail.
- To avoid future pedestrian and traffic conflicts at intersections where the Fox River State Recreation Trail crosses the Town's roads, the roads should have early warning signs and noticeable pedestrian/bicycle crossings to warn passing motorists.

Transit

- Town officials should periodically contact Brown County's Mobility Management Program
 Coordinator to receive and post information so Town residents know which current transportation
 options are available to them.
- Town staff and officials should be aware of different commuting options for people who might be looking for information on different options.

Truck Transportation

- The Town should continue to mark truck routes with street signs that distinguish them from the other Town streets.
- Work with the appropriate utility companies and jurisdictions to have utilities undergrounded when new or major road construction work is being done in the Town.

Funding to Help Develop the Town's Transportation System

• To help the Town fund the development of its multi-modal transportation system, it should apply for transportation grants from various sources over the next several years.

CHAPTER 4 Economic Development

Local governments play an increasingly important role in promoting private sector economic development because economic strength is critical to the vitality of a community. Economic development is the process by which a community organizes and then applies its energies to the task of creating the type of business climate that will foster the retention and expansion of existing businesses, attract new businesses, and develop new business ventures. Although the Town of Wrightstown is primarily a residential and agricultural community with a few commercial and industrial uses, agriculture and its



associated activities constitute a critical component of Brown County's and the State of Wisconsin's overall economy. The following chapter will provide background data on the Town of Wrightstown workforce, strengths and issues for economic development and recommendations for economic growth into the future.

Labor Force Analysis

Figure 4-1 shows that the percentage of Town residents 16 years of age and above who are in the labor force is significantly higher than the percentage of the same population in Brown County and Wisconsin. Accordingly, the percentage of population not in the labor force (retired, full-time students, or not seeking work) is significantly lower than either the state or county. The data indicates there are a number of households with two wage earners in the Town of Wrightstown.

Figure 4-1: Employment Status by Percentage of Population 16 Years and Above

	Wisconsin	Brown County	Town of Wrightstown
In labor force	66.9%	69.5%	77.8%
Civilian labor force	66.9%	69.5%	77.8%
Employed	63.2%	65.8%	74.8%
Unemployed	3.7%	3.7%	3.0%
Armed forces	0.1%	0.1%	0.0%
Not in labor force	33.1%	30.5%	22.2%

Source: 2012-2016 American Community Survey 5-Year Estimates: Selected Economic Characteristics; US Census Bureau.

Figure 4-2 shows that Wrightstown has a significantly higher percentage of its residents employed in the natural resources, construction, and maintenance occupations (24.2 percent) than either the state (8.5 percent) or Brown County (8.0 percent). This is consistent with the Town's industry mixture described in Chapter 1, where agriculture, forestry, fishing, hunting, and mining also comprised a large segment of the Town's population. Other major occupations include management, business, science, and arts; as well as sales and office occupations.

Figure 4-2: Estimated Occupations of Employed Civilian Population as a Percentage of People 16 Years and Above

Occupation	Wisconsin	Brown County	Town of Wrightstow n
Management, business, science, and arts occupations	35.0%	34.0%	29.5%
Natural resources, construction, and maintenance occupations	8.4%	8.0%	17.4%
Sales and office occupations	22.8%	24.6%	19.2%
Production, transportation, and material			
moving occupations	16.7%	16.9%	18.2%
Service occupations	17.0%	16.5%	15.8%

Source: 2012-2016 American Community Survey 5-Year Estimates: Selected Economic Characteristics; US Census Bureau.

Economic Base Analysis

The Town of Wrightstown is close to the Green Bay Metropolitan Area, and many town residents work for companies and organizations there. Key industry groups in the Green Bay Metropolitan Area are well-diversified and include healthcare; paper and related product manufacturing; insurance, financial services, government offices; hospitality; food processing; and logistics (trucking, warehousing, and related services). To identify potential economic sector opportunities for the Town, a Location Quotient Analysis to determine basic and non-basic sector employment was performed utilizing Brown County as the local level for analysis as compared to the United States.

In terms of economic analysis, basic sector employment typically produces goods or services that are exported out of the local economy and into the larger national economy. These goods and services, and ultimately employment, are thus less likely to be affected by a downturn in the local economy. Non-basic sector employment includes those industries that produce goods or services that are consumed at the local level or are not produced at a sufficient level to be exported out of the local market.

The Location Quotient Analysis compares the local economy (in this case Brown County) to the United States. This allows for identifying basic and non-basic sectors of the local economy. If the location quotient (LQ) is less than 1.0, employment is considered non-basic, meaning that local industry is potentially not meeting local demand for certain goods or services and may be more subject to downturns in the local economy. An LQ equal to 1.0 suggests that the local economy is exactly sufficient to meet the potential local demand for given goods or services. However, the employment is still considered to be non-basic. An LQ of greater than 1.0 suggests that the local employment industry produces more goods and services than the local economy can consume, and therefore, these goods and services are exported to non-local areas and are considered to be basic sector employment. The Location Quotient Analysis for Brown County is displayed in Figure 4-3.

Figure 4-3: Employment by Industry Group, 2017; Brown County and the United States Location Quotient Analysis

Employment by Industry	United States	Brown County	Brown County Location Quotient
Management of companies and enterprises	1.86%	4.05%	2.29
Manufacturing	10.11%	18.91%	1.96
Finance and insurance	4.81%	7.27%	1.59
Arts, entertainment, and recreation	2.03%	2.39%	1.36
Transportation and warehousing	3.98%	4.95%	1.31
Wholesale Trade	4.80%	5.37%	1.17
Health care and social assistance	15.69%	15.60%	1.04
Construction	5.78%	5.33%	0.96
Retail Trade	12.79%	11.15%	0.91
Other services, except public administration	3.61%	2.92%	0.86
Accommodations and food services	11.23%	8.89%	0.82
Utilities	0.45%	0.35%	0.81
Professional and technical services	7.29%	4.64%	0.67
Agriculture, forestry, fishing, and hunting	1.12%	0.69%	0.65
Administrative and waste services	7.44%	4.46%	0.61
Real estate and rental/leasing	1.79%	0.98%	0.56
Information	2.27%	1.10%	0.51
Educational services	2.18%	0.90%	0.43
Mining, quarrying, and oil and gas extraction	0.52%	0.05%	0.1
Total	*100.03%	100.00%	

^{*}Totals may not equal 100.00% due to rounding.

Source: U.S. Bureau of Labor Statistics Quarterly Census of Employment and Wages Data, Location Quotient Calculator, 3rd quarter 2017.

According to the LQ analysis, there are a total of six industries in Brown County that may be considered to be basic employment sectors:

- Management of companies and enterprises (2.29)
- Manufacturing (1.96)
- Finance and insurance (1.59)
- Arts, entertainment, and recreation (1.36)
- Transportation and warehousing (1.31)
- Wholesale Trade (1.17)

The Town should develop, retain, and recruit those businesses that contribute to existing basic industrial "clusters" within the Green Bay and greater Northeastern Wisconsin region which are basic employment in nature. The Wisconsin Economic Development Corporation (WEDC) defines clusters as "...geographic concentrations of interconnected companies, specialized suppliers, service providers, and associated

institutions in a particular field."¹ Clusters greatly enhance a particular industry's competitiveness in several ways. First, clusters help improve productivity by providing ready access to specialized suppliers, skills, information, training, and technology. Second, clusters help to foster innovation by increasing opportunities for new products, new processes, and meeting new needs with a full range of local suppliers and research institutions. Lastly, clusters can facilitate the commercialization of innovation through the creation of new firms via startups, spin-offs, and new business lines with needed inputs, such as banks and venture capital.

Within the region, business clusters generally include the paper, food products/processing, logistics, printing, and plastics industries, among others. Considering the Town of Wrightstown's generally rural location, intensive industrial processes would not be a good fit. However, food products/processing operations could take advantage of the access to vegetables, livestock, dairy products, and other plant/animal based raw materials and locate in the Town. The Town of Wrightstown should be open to these types of operations should they be properly sited in the Town and adequate public utilities (sewer/water) and services be available. If these industries cannot find a suitable site in the Town of Wrightstown, the Town should encourage these industries to locate in nearby communities (Village of Wrightstown, City of Kaukauna, and City of De Pere) to provide nearby job opportunities for Town residents.

Strengths and Weaknesses for Attracting/Retaining Business and Industry

It is necessary to look at the factors that influence the economic climate in the Town of Wrightstown. From a quality of life perspective, the Town largely has a quality housing stock that has maintained property values. The Town has a number of natural features across its landscape, including woodlots, the Niagara escarpment, the Fox River, and wide open vistas, which combined with the agricultural lands, help to create the "rural feel" that Wrightstown residents cherish.

The largest impediments to robust economic development activity in the Town of Wrightstown include a

very low population density, and relative close proximity to larger communities with formal business parks and economic development programs. It is also a common rule of thumb for "businesses to follow rooftops"; as a community adds homes and population, businesses to serve those residents follow.

The Town has one primary node of economic activity located in the community of Greenleaf. Greenleaf has a relatively dense cluster of homes, a few businesses, institutional uses, and public sewer and water, all of which contribute to the Town's current economy and provide opportunities for new economic development. It is in specific areas such as Greenleaf, where there is a grouping of different businesses and homes that create drivers for the local economy. New commercial service or



retail businesses that serve the Town of Wrightstown or more generally, southern Brown County should be encouraged to locate in Greenleaf to build upon the existing economic activity area.

Hilly Haven Golf Course is a full-service 18-hole golf course located in the northeastern part of the Town of Wrightstown that brings golfers from all parts of Brown, Outagamie, and Calumet Counties. Anytime a community has a business that brings in customers from outside the community, it creates an opportunity

Chapter 4: Economic Development

Wisconsin Economic Development Corporation - Forward Wisconsin Website, http://forwardwi.org/category44/Industry-Clusters accessed 5/14/2015

to capture dollars that would not otherwise circulate within the community and introduce new people to the Town who may become future residents or business owners.

The Fox River Trail extends north to south through the center of the Town of Wrightstown, including Greenleaf. The trail starts near downtown Green Bay and continues through the Town and currently terminates just north of Hilbert, in Calumet County. Greenleaf acts as a very convenient stopping point for bicyclists and hikers on the trail, and may present an economic opportunity for Town businesses to capitalize on the presence of the trail and users.

The Town of Wrightstown's natural resources, particularly the Fox River and Niagara escarpment, provide special options for residents and tourists alike. The escarpment is very unique geologic feature that provides critical habitat for a threatened and endangered flora and fauna, while the Fox River provides opportunities for boating, fishing, waterfowl hunting, and other water-based recreation options. Apple Creek Campground in the northwestern corner of the Town provides an option for a wide range of camping opportunities.



campground and the natural resource features should be jointly promoted both for tourism potential, as well as reasons for residents and businesses to locate in the Town.

Economic development services assists businesses with location or relocation provided throughout Brown County by Advance, which is the economic development section of the Green Bay Area Chamber of Commerce. Training services for businesses are also provided by UW-Green Bay, St. Norbert College, UW-Extension, and Northeastern Wisconsin Technical Colleges. While none of these educational institutions have main buildings located in the Town of Wrightstown, all are generally within a 45-minute drive.

Economic Development Assessment and Recommendations

Although the Town of Wrightstown has extensive land available for economic development, it also has limited infrastructure and services available to business and industry. These limitations are significant, but they do not preclude the Town from fostering the growth of new businesses and promoting the appropriate expansion of existing businesses. The community should focus attention on businesses that are not heavily dependent on public utilities or services – and conversely, closely examine those that do – because the cost of expanding and maintaining those utilities and services may exceed the Town's revenue generated. The community should also focus on businesses that do not require large clearances of undeveloped land in order to maintain Wrightstown's rural character and agricultural base.

If the Town of Wrightstown looks to recruit a large employer, such as a paper mill or corporate headquarters, it should strongly consider transportation networks and available services. The areas that would best accommodate that size of employer would either be in the northwest corner of the Town near I-41, or near Greenleaf and the 32/57 corridor. However, there are many businesses that supply or provide services to various industry sectors that do not have the need for extensive public services, which would also make a good fit for the Town. A trucking business, for example, would be complementary to the agricultural industry but not require extensive utility services.

Residents in the Town of Wrightstown typically travel to either the Green Bay Metropolitan Area or the Fox Cities for the majority of their large retail purchases, with secondary locations for smaller purchases,

such as groceries, in the Village of Wrightstown. The lack of population density in the Town of Wrightstown somewhat limits the Town's economic market ceiling. Future non-agricultural related retail and service business development in the Town should be directed to Greenleaf where there are existing homes, businesses, and public sewer and water to support them. In terms of types of businesses, the Town should focus its efforts first on encouraging the growth of existing local businesses that serve the local population and agricultural community, while not negatively impacting the rural character of the Town. Agricultural-related businesses will typically be more scattered, due to the nature of the industry.

A recent business trend in rural communities has been toward the development of cottage-type industries and at-home businesses that operate within residences. This approach keeps businesses' initial capital costs lower and serves as an incubator until the business expands. When expansion requires a zoning change, if appropriate, or relocation to a more fitting commercial or industrial area, the business is more established. The Town of Wrightstown allows home occupations as accessory uses within its zoning code, but may want to consider expanding this to allowing the use of an outbuilding for such a business through a performance-based conditional use permit process, particularly if the business provides a good or service to the residents of the Town.

Economic Opportunity Areas

An economic opportunity area is an area of relatively significant current or future economic activity that contributes or will contribute to the community's tax based and overall identity. They may be as small as a rural, unincorporated community such as Greenleaf, or as large as a business park or downtown. Other economic opportunity areas may be general concepts or policies that cover an entire township, such as its agricultural economic base. The inventory, assessment, and recommendations for existing and future opportunity areas will help to guide the Town's economic development and land use activity over the next 20 years.

Greenleaf

As discussed earlier, the community of Greenleaf serves as a node of economic development opportunity in the center of the Town of Wrightstown. This is largely related to the density of homes, presence of existing businesses, and availability of public water and sewer service. A large component of economic development today is creating a sense of place that differentiates one community from another. With the community of Greenleaf, the Town of Wrightstown has a head start on other Towns that may not have that central place and/or identity. In



order to foster an environment supportive of economic development, the Town should continue to make investments into Greenleaf through such activities as selective demolition of unsafe buildings, streetscaping improvements, and commercial site plan review to ensure Greenleaf remains unique, safe, and an interesting places to visit and perhaps start a business.

Agriculture

Farming is Wisconsin's number one industry, by some estimates accounting for \$6 billion in business sales, providing 17,045 jobs, and contributing \$1.28 billion in income within Brown County each year, or 8.5 percent of the county's total income.² Continued support of agricultural activities is key to the state's and

² 2014 Brown County Agriculture: Value & Economic Impact; UW-Extension.

county's continued prosperity. Agricultural production should continue to be the primary economic development focus in the Town of Wrightstown. For this to happen, it is necessary for the Town to consistently apply its zoning ordinance and other Town ordinances and policies in a manner that at a minimum does not harm, but preferably enhances, the agricultural economy.

As a means to determine an approximate value of agricultural activity within the Town of Wrightstown, a rough analysis was utilizing completed the number Wrightstown participants in the State of Wisconsin Farmland Preservation (Working Lands Initiative) Program and the average total market value of agricultural products sold per farm in Brown County. In order to receive the Farmland Preservation Tax Credit, a participant must have over \$6,000 in gross farm receipts (exclusive of rent), be in compliance with all agricultural conservation standards, have the land zoned for exclusive



agricultural use, and be current in tax payments. However, farms are not required to participate in the program. According to Brown County Land Records data and Working Lands Initiative data, there are currently a total of approximately 109 Town of Wrightstown landowners participating in the program, covering 13,985.70 acres.

According to the 2012 Census of Agriculture, Brown County's total market value of agricultural products sold was over \$307 million, with an average WLI acreage per farm of 215 acres yielding \$276,792 in annual sales per farm. Utilizing the county average of \$276,792 and applying it to the 13,985.70 acres of lands in the program yields a total market value of agricultural products sold from Town of Wrightstown farms of approximately \$18,005,255 in 2012. Please note that this estimate is only for those agricultural lands within the Farmland Preservation Program. If considering all the agricultural lands within the Town of Wrightstown, one can reasonably assume the total agricultural sales are actually much higher. Although this is a rough estimate of the economic impact of farming in Wrightstown, it does provide an indication of how important agricultural activity is to the Town. Besides the economic benefit that the agricultural economy brings to the community, it is important to understand that agricultural production does not require the public services that are typically required by an industry with \$18 million in sales, while certainly helping to maintain the Town's rural character. The Town of Wrightstown should support active farmers by discouraging new development that negatively impacts agricultural activities.

The Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP) administers the Agricultural Enterprise Area (AEA) program, which according to DATCP, "...is a tool that can help communities meet locally identified goals for preserving agricultural land and encouraging agricultural economic development." Lands in an AEA, within a certified farmland preservation zoning district, and having a signed 15-year farmland preservation agreement with the State of Wisconsin are eligible for a \$10/acre farmland preservation tax credit as opposed to \$7.50/acre for just being within the zoning district. AEA's are intended to identify large tracts of generally contiguous agricultural lands that will continue to be used for agricultural purposes for at least the next 15 years. In order to create an AEA, the following issues must be addressed in a competitive application process to DATCP:

- A petition must be signed by at least five qualified farm owners.
- Public meetings and outreach must be held.
- The local unit(s) of government within which the AEA is located must pass resolution(s) of support.

- The AEA boundary must:
 - o Contain land owned by all interested farm owner petitioners. Typically the larger the area included, the better the chances for designation.
 - o Be located within a certified farmland preservation area (as identified in the county farmland preservation plan).
 - Consist of contiguous land areas (land owned by petitioning farm owners need not be contiguous).
 - o Be primarily in agricultural use.
 - Consider other relevant factors such as agricultural infrastructure and soil and water resources.

Should an AEA be proposed by the Town's agricultural community, the Town of Wrightstown should strongly consider supporting it because of the positive investment it would demonstrate in the Town's agricultural economy and because it would support the rural character of the Town. Additional information regarding AEA designation, benefits, and existing AEAs may be found on the DATCP website at http://datcp.wi.gov/Environment/Working_Lands_Initiative/AEA/.

Entrepreneurial Agriculture

In addition to traditional agricultural activities, numerous untapped and underutilized opportunities exist in agriculture. Entrepreneurial agriculture, for instance, is a new way of thinking of farms as innovative small businesses. The Michigan Land Use Institute states that entrepreneurial agriculture does not seek to replace current large scale agriculture, but to complement it to find new opportunities, new markets, and to recognize the importance of local agriculture not only to the local economy, but also to local lives and landscapes. Entrepreneurial agriculture is about adding value to products by providing local service, by special processing, or by finding niches and new ways to market goods to consumers. It can be as simple as new ways of selling,



labeling, processing, packaging, or creating a new perspective about raising crops.

Examples of entrepreneurial agriculture include:

- Direct marketing of agricultural products to consumers, such as local schools, farmers markets, and custom production for local restaurants.
- Niche marketing, such as ethnic foods, organic foods, and specialty farm products.
- Value added approaches to farming, such as fruit drying, jellies and jams, agri-tourism, and viticulture/ viniculture. LedgeStone Vineyards in the Town of Wrightstown is an example of this approach.
- Cooperatives marketing local free-range poultry, beef, or pork.
- Community supported agricultural operations where local consumers pay



- local farmers for a share of the following year's crops.
- Local marketing and/or direct delivery of all-natural products, such as grass-fed all-natural milk to local grocers and health food stores.

Potential benefits associated with entrepreneurial agriculture and the flexibility behind the idea include:

- Opportunities to create net returns greater than what occurs in conventional agriculture.
- Thinking and acting as a small business can keep small farms viable and provide another option to competing with the large-scale mass-market approach more typical of conventional agriculture.
- Small viable farms on the outskirts of communities can contribute more greenspace, fresh food, and local commerce to the community and the region.
- Creating a viable mix of large and small agricultural operations can contribute to the local community and region's farmland protection strategies.

According to the Michigan Land Use Institute, for entrepreneurial agriculture to work, it requires close relationships between economic development professionals and the agricultural sector. It requires the involvement of local leaders to connect the small and mid-sized farms to the local economy and to bring business expertise and market knowledge to those farmers. It also requires state and federal cooperation in terms of working with and helping farmers understand regulations, particularly those pertaining to food inspection. Additionally, it requires the community to understand farmers and vice-versa so that communities can take advantage of the locations of local farms and for farmers to know local consumers' needs.

Future Business and Industrial Development

Businesses and industries that wish to locate in Wrightstown should be of a character that provide quality employment opportunities, provide services or goods to the local residents, enhance the overall economy of the Town, and enhance the rural character of the Town. Businesses that should specifically be encouraged in Wrightstown are those that contribute to the success of the farming economy, those that provide retail services to Town and area residents, and those that provide jobs to Town residents. Any proposed larger-scale processing or manufacturing enterprises must be able to be supported by the public sewer and water capacities provided by the Town of Wrightstown.

Additionally, Wrightstown should foster the development of appropriate home-based businesses to serve as a cost-effective starting point for these enterprises. In order to facilitate the development of home-based businesses, the Town should review its zoning code to ensure it does not preclude home-based businesses and also to set performance standards so that if the business is successful, it does not negatively impact the neighboring residential or agricultural land uses.

Industrial and Commercial Design Standards

The Town should consider adopting a basic site plan and design review ordinance for new commercial and industrial development. A site plan and design review ordinance would clearly provide a way for the Town to ensure minimum requirements for sites such as multifamily, commercial, and industrial have been met. Site plan requirements can provide an opportunity to review sites for items like vehicle access, parking lot specifications, outdoor storage, and waste disposal facility locations prior to construction. The design review aspect of the ordinance could also specify such requirements as building material



composition, location of HVAC equipment, landscaping requirements, lighting, and other specifications that ensure quality buildings. A basic site plan and design review ordinance creates a process by which the developer, Town, and neighbors will know what to expect as building and site designs are brought forward. The ordinance should focus on those building and site design characteristics that support neighboring property values and maintain the Town's rural character and identity.

Sensitivity to Natural and Active Agricultural Areas

Agricultural lands, topography, waterways, woodlands, and wetlands all combine to help create the rural character that the Town of Wrightstown residents enjoy and appreciate. Business development should be designed with consideration of the natural features of the Town so as to integrate the businesses and industries into the community while retaining the rural small town atmosphere. Special care should be taken to ensure that commercial and industrial activities are not located within environmentally sensitive areas (ESAs). These natural features should be protected and included in the design of business developments as integral amenities.

Home Occupations

Advances in telecommunications have allowed for many people to develop home offices or occupations. Home occupations can fill a number of roles for economic development in the Town and should be encouraged, so long as they remain consistent with the zoning ordinance requirements. If/when home occupations wish to expand beyond what would be permitted in a residential or agricultural area, they should move to a site that is properly zoned for more intensive commercial or industrial uses.

Town, County, Regional, and State Economic Development Programs

This section contains a brief explanation of economic development programs and agencies that could potentially help the Town and Town's businesses achieve their stated economic development goals and objectives. The Implementation Chapter contains a comprehensive listing and description of programs the Town may wish to utilize in achieving its economic development objectives.

Town

Residents of the Town of Wrightstown rely heavily on the Green Bay and Fox Cities Metropolitan Areas for many of their larger commercial needs. Additional daily needs may be addressed in the nearby communities of Wrightstown, Kaukauna, and De Pere. While commercial activity in the Town is limited, it is critically important that residents patronize existing and future Town businesses. Failure to do so will result in a reduction of available commercial services, reduced retail or service options, and vacant buildings.

Although the Town has no established incentive programs for economic development, it can continue to make positive planning and financial management decisions that can result in the community being an attractive place for people and businesses. One of the most important economic activities that Wrightstown can continue is to promote an environment that encourages entrepreneurs to engage in new business activities and for existing businesses to remain and expand in Wrightstown.

As previously identified, agricultural activity is estimated to account for approximately \$18 million in products sold from farms located within the Town in 2012. Because agriculture is such a large component of Wrightstown's economy, large-scale agricultural activities should be encouraged to continue through Town policies that do not create impediments to its continued viability. However, environmental safeguards to protect the Town's surface water and groundwater must remain in place to protect the many Wrightstown homeowners who utilize private



wells for their potable water supply. For the Town's smaller-scale farms, entrepreneurial agricultural activities, such as truck farming, direct farm-to-market sales, and small-scale, farm-based value-added manufacturing, should be actively encouraged as a means to support farming and the rural character in Wrightstown.

Tax Incremental Financing Districts

One economic development tool now available to towns in the State of Wisconsin is the utilization of a Tax Incremental Financing District, commonly called TIF. A Tax Incremental District, or TID, refers to the actual physical area designated for expansion where improvements are being made. Until 2003, this redevelopment tool was only available to cities and villages. The law allows a town to expend money or incur debt for projects related to agriculture, forestry, manufacturing, or tourism. The law also allows TIFs to be used for retail development that is limited to retail sale of products produced due to agriculture, forestry, or manufacturing project. The State Department of Revenue must approve any proposed TIF program.

Generally, the type of uses that commonly occur within a TID include acquisition and demolition of blighted properties in commercial areas or industrial areas and extension of roads, sewer, storm sewer, and water mains to serve expected new agriculture, forestry, manufacturing, or tourism related development within in the tax increment district.

Once the TID is established, the aggregate equalized value of taxable property within the district is established. This is called the tax incremental base. All the taxing entities of the area (Town, school districts, county, technical school) continue to receive their share of the annual taxes generated by the tax incremental base of the district throughout the life of the TIF project. The municipality then installs the improvements to the TID. As development occurs, the property values within the district grow. Taxes paid on the increased value from the growth are called tax increments and are used to pay for the public improvements made to the district by the municipality. These moneys are put in a separate TID fund to finance the public improvements made to the district. Expenditures for the project costs to the district must generally be made no later than five years after the district is started. The maximum life of a TID district is 16 years with options for extensions. If the value increases to the district are not enough to pay off the costs of the project within the life of the district, the municipality must incur the costs that still need to be paid. Taxing jurisdictions do not benefit from the value added increase in the district until the district project

costs have been paid off and/or the life of the district is over. Once the life of the district has expired, the added value of the district is then apportioned out to all taxing districts similar to anywhere else in the Town.

Although not currently applicable to Wrightstown, 2014 Wisconsin Act 193 further expanded use of TIF beyond the aforementioned projects to towns that have a population greater than 3,500 residents, have an equalized assessed value of greater than \$500 million, and have an existing public water and sanitary sewer system. Towns that meet these criteria have the same TIF authority as cities and villages. Municipalities thinking about utilizing this economic development technique must carefully consider the benefits to the community, the potential pitfalls, and the likelihood of success of the district.

Brown County

Brown County Economic Development Revolving Loan Fund (RLF)

Businesses can use economic development loan programs, such as the Brown County Economic Development Revolving Loan Fund administered through the Brown County Planning Commission to obtain low-interest loans that will generate new employment opportunities principally for persons of low and moderate incomes and encourage expansion of the tax base.



Program loans are available to eligible applicants for the following activities:

- Acquisition of land, buildings, and fixed equipment.
- Working capital (inventory and direct labor costs only).

 Additional information on the Brown County Economic Development RLF may be found at: http://www.co.brown.wi.us/planning and clicking on the "Economic Development" link.

Advance

Advance is the economic development division of the Green Bay Area Chamber of Commerce committed to improving and diversifying the economy of Brown County. Advance provides confidential site selection assistance, indepth statistical and demographic data, and administers a microloan program geared to small businesses and entrepreneurs. Additionally, Advance manages the Business & Manufacturing Center Incubator on the Northeast Wisconsin Technical College (NWTC) campus which provides support services (clerical, legal, accounting, mentoring, etc.) within a flexible space for business and non-profit start-ups. Information regarding Advance and the business incubator may be found at: http://www.titletown.org/programs/economic-development.

ADVANCE

GREEN BAY AREA
ECONOMIC DEVELOPMENT

APPOGRAM OF
THE GREEN BAY AREA CHAMBER OF COMMERCE

Advance is also part of the Brown County Culinary Kitchen, which is a non-profit collaborative effort among NEW Curative Rehabilitation, The Farm Market Kitchen, and NWTC. The Brown County Culinary Kitchen provides a

fully equipped, commercially-licensed, shared use kitchen for food-based business start-ups. Additional assistance includes classes, an on-site manager, technical assistance, business coaching, classroom space, and Internet access. Information regarding the Brown County Culinary Kitchen may be found at: http://bcculinarykitchen.org/.

Regional

The New North

The New North is a 501(c)3 non-profit organization that promotes collaboration between the private and public sectors to promote Northeastern Wisconsin for increasing economic development. According to the New North website, their key initiatives include:

- Attract, develop, and retain diverse talent.
- Foster targeted industry clusters and new markets.
- Support an entrepreneurial climate and small businesses.
- Encourage educational attainment.
- Elevate sustainability as an economic driver.
- Promote the regional brand.

More information can be found at http://www.thenewnorth.com.

Wisconsin Public Service

Wisconsin Public Service Corporation (WPS) contributes a number of economic development services that Brown County communities should be aware of for their businesses. The WPS economic development webpage provides a number of programs and resources for communities interested in expanding economic development opportunities. More information about WPS economic development services can be found at: http://www.wisconsinpublicservice.com/business/economic.aspx.

State of Wisconsin Economic Development Programs

There are many state programs that communities can consider utilizing to meet their stated goals and objectives. While not an all-inclusive list, there are several programs listed on the Wisconsin Economic Development Corporation (WEDC) website that Brown County communities should strongly consider and are addressed below. The WEDC Region 2 Account Manager should be contacted for additional information related to these programs.

Additionally, the Wisconsin Housing and Economic Development Authority (WHEDA) administers a number of loan programs, tax credit, and programs that support business investment and development. The WHEDA Community Relations Officer should be contacted for additional information related to these programs.



Wisconsin Equity Investment Fund

The Wisconsin Equity Investment Fund (WEIF) is a program designed to spur direct equity investment into growing Wisconsin small businesses. WEIF is funded by the State Small Business Credit Initiative, administered by WHEDA, and currently leverages the private capital investment of Wisconsin-based investment managers. Additional information on WEIF may found at www.wheda.com.

WHEDA Participation Lending Program

The WHEDA Participation Lending Program (WPLP) pairs WHEDA with community lenders, banks, credit unions, community development financial institutions, and other entities that provide commercial loans to Wisconsin businesses. The program requires at least 50 percent participation from a participating lender with WHEDA's participation not to exceed \$2 million. Project eligible for financing of land, plant, or equipment include such projects as manufacturing, commercial real estate, national or regional headquarters facilities, facilities for the storage or distribution of manufactured goods, materials, components or equipment, and facilities for the retail sale of goods or services. Additional information on WPLP may be found at www.wheda.com.

WHEDA Loan Guarantee Programs

WHEDA Loan Guarantee Programs help reduce financial risk and exposure to small business lenders and ensure that qualified Wisconsin small businesses have access to funding. Eligible uses of loan guarantees by small business owners include purchasing or improving land and buildings, purchasing inventory or machinery, and funding permanent or revolving working capital. Specific programs include:

- <u>Contractors Loan Guarantee</u> Assist in the development / expansion of small businesses by providing the opportunity to enter into contracts with eligible organizations.
- <u>Small Business Guarantee</u> Assist with the expansion or acquisition of an existing small business, assist in the start-up of a daycare business for adults or children, and assist in the start-up of a small business located in a vacant storefront in the traditional downtown area of a community.
- <u>Agribusiness Guarantee</u> Assist in the startup, acquisition, or expansion of a business that develops products using Wisconsin's raw agricultural commodities. Raw agricultural commodities refer to any agricultural, aquaculture, horticultural, viticulture, vegetable, poultry, and livestock products produced in Wisconsin, including milk and milk products, bees and honey products, timber and wood products, or any class, variety or utilization of the products in their natural state.

Additional information on all the loan guarantee programs may be found at www.wheda.com.

University of Wisconsin-Extension

The University of Wisconsin-Extension provides a number of resources and information related to agriculture and rural living. Information ranges from locations of nearest farmers markets to tips on saving for retirement. Additional information regarding the University of Wisconsin-Extension can be found at the following website: http://www.uwex.edu/topics/Agriculture.cfm.

Federal

U.S. Department of Agriculture - Rural Development

The U.S. Department of Agriculture – Rural Development (USDA-RD) maintains a number of programs geared toward rural areas of the country. Portions of Brown County outside of the Green Bay Metropolitan Area may be eligible for certain USDA-RD programs. The USDA-RD website should be reviewed for additional details at: http://www.usda.gov/wps/portal/usda/usdahome?navid=rural-development.

Community Goals and Objectives – Economic Development

Goal

Broaden the tax base and strengthen Wrightstown's economy and employment base through a mixture of large and small-scale commercial and industrial activity.

Objectives

- 1. Identify appropriate locations for future businesses to locate in the Town.
- 2. Encourage the use of government programs to aid in the retention of existing and attraction or promotion of new industrial and commercial activities.
- 3. Encourage development and redevelopment of Greenleaf to help foster community identity, strengthen the local tax base, and serve as focal points for development.
- 4. Recognize farming as an important component of the local economy and support those farmers who wish to remain active in the Town.
- 5. Develop economic development partnerships with agencies, such as Advance, Brown County Planning, and the Wisconsin Economic Development Corporation (WEDC).

Recommendations

The following is a summary of economic development recommendations for the Town of Wrightstown.

General Recommendations

• Ensure that the Town's Future Land Use Map (Chapter 2) is consistent with where the Town wants to allow for potential commercial development – any future rezonings for commercial uses shall conform to the future land use map.

- Encourage farming as an economic activity by discouraging new development in locations that would negatively impact agricultural operations.
- Support efforts by local farmers in entrepreneurial agricultural through direct farm-to-market sales and farm-based value-added business activities, among others.
- Continue investing to build the character of Greenleaf through streetscaping and business promotion.
- Encourage new locally focused retail and service businesses to locate in Greenleaf.
- Cautiously consider utilizing TIF for agriculture, forestry, manufacturing, or tourism projects.
- Start a "buy local" campaign with Town of Wrightstown and other nearby business owners.
- Should one be proposed, support qualified efforts by the Town's agricultural community to create an Agricultural Enterprise Area in the Town of Wrightstown.
- Consider allowing home occupations in an outbuilding provided the home occupation meets certain performance-based permit requirements.
- Implement a commercial and industrial site and building design standards ordinance to ensure that new development is consistent with the rural character of Wrightstown, and maintains adjoining property values.
- Business development should be designed with consideration of the sensitivity of the agricultural lands, neighboring property owners, and environmental features of the Town.
- Business site plans and designs should be consistent with the rural character of Wrightstown, including
 such characteristics as shielded lighting, screened outdoor storage and refuse containers, and minimal
 signage.
- Maintain an updated comprehensive list of potential economic development funding mechanisms through the county, state, and federal governments.
- Contact the various economic development agencies for technical support and grant resources identified in this chapter when evaluating specific economic development projects.

CHAPTER 5 Housing

Introduction

Housing in Wrightstown ranges from neighborhoods of homes on small lots in Greenleaf, to homes on large lots above the ledge and along the Fox River, to homes associated with active agricultural operations. The Issues and Opportunities chapter of the plan contains the forecasts for new housing units within the Town of Wrightstown over the next 20 years. This chapter will build on these forecasts by identifying existing trends and characteristics of the housing market and by providing recommendations on various standards, tools, and resources to ensure that future residential development does not detract from the Town's rural character.



The comprehensive plan generally uses the U.S. Census Bureau's American Community Survey (ACS) for the baseline housing data in the Town of Wrightstown. The ACS utilizes statistical sampling techniques to obtain an estimate of the respective housing characteristics. Since the ACS uses sampling rather than an actual count as in past censuses, the numbers identified may not reflect the 100 percent count or specific type of housing unit, but the ACS will produce a statistically valid estimate.

Housing Characteristics

Age

As demonstrated in Figure 5-1, an estimated 22.0 percent of housing units in the Town were constructed in 2000 or later, and are likely in good condition. This of course means that 78.0 percent of the Town of Wrightstown's housing units are almost 20 years old or older. As the Town's housing stock continues to age, it will be necessary for the Town of Wrightstown to ensure the housing units remain in good condition through building code enforcement and providing information to Town homeowners regarding resources available to assist with home maintenance.

Figure 5-1: Estimated Age of Housing Units for Town of Wrightstown, Brown County, and Wisconsin

Year Structure Was			Brown			
Built	Wrightstown	% of Total	County	% of Total	Wisconsin	% of Total
2014 or later	0	0.0%	398	0.4%	6,516	0.24%
2010- 2013	14	1.6%	2,420	2.3%	37,368	1.4%
2000-2009	178	20.5%	15,982	14.9%	344,300	13.0%
1990-1999	227	26.1%	17,897	16.7%	372,022	14.0%
1980-1989	66	7.6%	12,776	11.9%	263,304	9.9%
1970-1979	93	10.7%	17,962	16.8%	392,006	14.8%
1960-1969	39	4.5%	11,686	10.9%	259,547	9.8%
1950-1959	39	4.5%	10,890	10.2%	297,525	11.2%
1940-1949	19	2.1%	4,445	4.1%	153,101	5.8%
1939 or Earlier	195	22.4%	12,768	11.9%	523,908	19.8%
Total	870	100.0%	107,224	100.0%	2,649,597	100.0%

Source: U.S. Bureau of the Census, 2012-2016 American Community Survey 5-Year Estimates - Year Structure Built.

One item Wrightstown residents with homes built prior to 1978 should understand is that their home may contain lead-based paint. As lead-based paint ages, it cracks, peels, chips, and powders, creating a chance for children and adults to ingest it either via mouth or nose and enter the blood stream. According to the

Mayo Clinic a few of the signs and symptoms of lead poisoning in children and/or infants include:

- Developmental delays
- Learning difficulties
- Slowed growth
- Irritability
- Abdominal pain
- Fatigue

Lead poisoning in adults includes signs and symptoms such as:

- High blood pressure
- Abdominal pain
- Joint pains
- Declines in mental functioning
- Pain or numbness/tingling in extremities
- Memory loss
- Mood disorders
- Miscarriage or premature birth in women



If renovations are to be started in or on a home that was constructed prior to 1978 that will impact existing painted surfaces, lead-safe renovation practices should be followed to protect the persons living in the home. The U.S. Environmental Protection Agency prepared the document "The Lead-Safe Certified Guide to Renovate Right" which provides basic information on lead paint hazards and the proper techniques and resources to deal with this hazard as a home is renovated. As discussed later in the chapter, the Brown County Planning Commission administers a no-interest loan program to repair/maintain homes, including lead based paint, for low and moderate income homeowners.

Structures

According to the 2012-2016 American Community Survey, the Town of Wrightstown has an estimated higher percentage of 1-unit detached structures (typically single-family homes) at 73.2 percent than either Brown County or the State of Wisconsin at 63.6 percent and 66.6 percent, respectively. The Town has a proportionately generally lower percentage of duplexes multifamily units. The relative lack of more dense housing types is most likely due to, outside of Greenleaf, the Town not having the necessary utility infrastructure in place to support this type of housing, as well as a lack of overall demand. Wrightstown should continue to monitor the demands of an aging population to ensure that the Town's senior population housing needs are continued to be met within the Town of Wrightstown or nearby communities. Figure 5-2 identifies the estimated total number of housing units in structure in Wrightstown and the number of units they contain. Note that the data for Figure 5-2 is from the American Community Survey and therefore may not reflect the Town's housing units with 100 percent accuracy, but is a statistically valid sample.

¹ <u>The Lead-Safe Certified Guide to Renovate Right.</u> U.S. Environmental Protection Agency, September, 2011. http://www2.epa.gov/sites/production/files/documents/renovaterightbrochure.pdf.

Figure 5-2: Estimated Units in Structure for Town of Wrightstown, Brown County, and Wisconsin

		% of	Brown			
Units in Structure	Wrightstown	Total	County	% of Total	Wisconsin	% of Total
1-Unit Detached	637	73.2%	68,153	63.6%	1,763,711	66.6%
1-Unit Attached	24	2.8%	5,592	5.2%	114,870	4.3%
2 Units	54	6.2%	7,116	6.6%	172,510	6.5%
3 or 4 Units	0	0.0%	3,692	3.4%	99,520	3.8%
5 to 9 Units	86	9.9%	9,172	8.6%	130,486	4.9%
10 to 19 Units	5	0.6%	5,279	4.9%	89,778	3.4%
20 to 49 Units	0	0.0%	3,116	2.9%	100,070	3.8%
50 or More Units	0	0.0%	3,594	3.4%	83,908	3.2%
Mobile Home	64	7.3%	1,498	1.4%	94,171	3.5%
Boat, RV, Van, Etc.	0	0.0%	12	0.0%	573	0.0%
Total	870	100.0%	107,224	100.0%	2,649,597	100.0%

Source: U.S. Bureau of the Census, 2012-2016 American Community Survey 5-Year Estimates – Units in Structure.

Occupancy

According to the 2010 Census, there were a total of 840 housing units within the Town of Wrightstown. This compares with 689 units in 2000, which is an increase of 151 units (21.9 percent) over the 10-year period. The breakdown of housing units into owner-occupied and renter-occupied shows that owner-occupied units accounted for 84.2 percent of the Town's dwelling units in 2000, and this percentage decreased slightly to 82.5 percent owner-occupied housing in 2010. Considering the general aging of the population and the availability of public sewer, it is possible that additional rental units for senior citizens could be added over the next 10-20 years in Greenleaf. In addition, scattered duplex and even small 4-8 unit multifamily units could be developed provided that they are adequately maintained, managed, and are placed in locations, such as in Greenleaf, that would have the necessary public utilities to support these uses. Figure 5-3 summarizes the changes in housing occupancy that occurred between 2000 and 2010.

Figure 5-3: Change in Housing Occupancy Characteristics in Town of Wrightstown, 2000 and 2010.

						Percent
	2000		2010		Increase or	Change
Housing Unit Status	Census	% of Total	Census	% of Total	Decrease	2000-2010
Total Housing Units	689	100.0%	840	100.0%	151	21.9%
Occupied Housing Units	673	97.7%	808	96.2%	135	20.1%
Owner-Occupied	580	84.2%	693	82.5%	113	19.5%
Renter- Occupied	93	13.5%	115	13.7%	22	23.7%
Vacant Housing Units	16	2.3%	32	3.8%	16	100.0%

Source: U.S. Bureau of the Census, 2000 and 2010 Census.

Value

According to the 2012-2016 American Community Survey, the largest segment of the Town's owner-occupied homes is valued between \$200,000 and \$299,999 (31.9 percent), while 23.7 percent of the homes are valued between \$150,000 and \$199,999. When reviewing the median owner-occupied home value for the Town of Wrightstown (\$207,200) compared to that of Brown County (\$160,700) and the State of Wisconsin (\$167,000), it is apparent that the home values in the Town of Wrightstown are generally higher than both the County and State. (See Figure 5-4.)

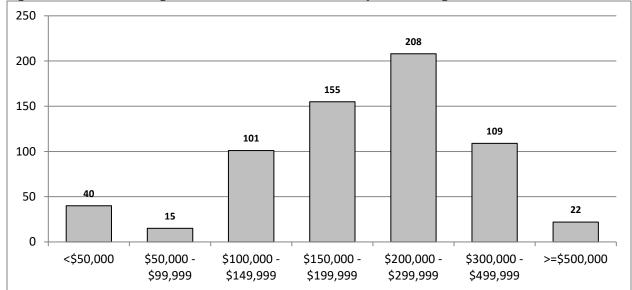


Figure 5-4: Town of Wrightstown Estimated Owner-Occupied Housing Values

Source: U.S. Bureau of the Census, 2012-2016 American Community Survey 5-Year Estimates – Housing Values.

Housing Expenses

Rent

The 2012-2016 American Community Survey (ACS) identifies the estimated median gross rent in the Town of Wrightstown as approximately \$706 per month. The ACS further identifies a total of 190 occupied rental housing units with rent ranges varying widely from a low of less than \$500 and a high of \$1,000 and \$1,499. However, most rents are between \$500 and \$999 per month.

Mortgage

According to the 2012-2016 American Community Survey, approximately 68.1 percent of the owner-occupied housing units in the Town of Wrightstown have a mortgage, with a median monthly homeowner cost (including mortgage) of \$1,642. This is somewhat higher than either the county or state, at \$1,309 and \$1,391 per month, respectively.

Housing Expense Analysis

One metric to determine whether or not a mortgage or rent is affordable, is from the U.S. Department of Housing and Urban Development (HUD), which recommends that housing costs (mortgage/rent, insurance, taxes, etc.) should not exceed 30 percent of household income. Homeowners or renters paying 30 percent or more are considered to be overextended and in danger of mortgage default or late rent payments if any interruptions to income or unforeseen expenses occur.

The ACS identifies approximately 47.9 percent of Wrightstown renters paying 30 percent or more of their household income for housing, which is more than Brown County (44.1 percent) and the State of Wisconsin (46.7 percent), respectively. Although the Town of Wrightstown has relatively few rental units, much of the supply for rental units is met in the neighboring Village of Wrightstown, City of De Pere, and Town of Lawrence. As the population continues to age, there may be more of a demand for rental housing for seniors and others who do not wish, or are not able to, maintain their own home. The Town of Wrightstown should consider new multi-family development, should it be proposed in Greenleaf, where the necessary public utilities are available.

The ACS identifies approximately 26.7 percent of Wrightstown homeowners with a mortgage pay 30 percent or more of their household income toward the mortgage, which is higher than Brown County (23.2

percent) but lower than the State of Wisconsin (27.0 percent). The comparatively low percentage of homeowners with mortgages exceeding 30 percent is a strength for the Town of Wrightstown's overall economy because Wrightstown homeowners generally have capacity to weather financial hardships without impacting their ability to remain in their home.

Range of Housing Choices

While understanding that there may not currently be a large demand for multiple housing types in the Town at this time, it is important to recognize that as people go through various stages in their life, their preferred housing type may change. The following section contains a series of recommendations the Town may implement to maintain its current housing stock and somewhat increase its range of housing choices while keeping the overall agricultural character and rural atmosphere of the Town. Figure 5-5 provides a representation of how a person's housing preferences might change over time.

Single female Family \Box \Box adult Single young male adult couple П \Box \Box \Box Family with 1 Older couple amily with children

Figure 5-5: Change in Housing Preferences over Time

Source: Local Government Commission, 2003.

Mixed Uses in Residential Developments

Nationwide, the majority of residential subdivisions developed over the past 70 years consist almost exclusively of singlefamily detached homes separated from any housing types, commercial. institutional, or even recreational uses. This results in residents of these subdivisions having to utilize a vehicle to travel to a store, school, or park instead of having the opportunity to walk or bike a relatively short distance to these land uses. The separation of uses and reliance on a vehicle is especially difficult for the elderly, mobility-impaired, children, and others who may not want to or cannot drive.



In order to encourage people to walk and bike, uses other than only single-family residential uses should be encouraged within new neighborhoods in Greenleaf. For example, corner lots are very good locations for small neighborhood commercial uses and higher density residential developments, while recreational and institutional uses should be located in places that provide a focal point, gathering place, and identity for the neighborhood and its residents. Neighborhood mixed uses could include such uses as group day cares, senior living arrangements, small service businesses (clinic, office), retail (family restaurant, ice cream shop), or multi-family buildings.

Rural Residential Development

Outside of Greenleaf, homes in the Town of Wrightstown vary greatly in terms of size and value. For instance, homes immediately on top or below the ledge and on the Fox River tend to be larger homes on relatively smaller lots due to the value associated with those lots. Homes not on the river, ledge, or in Greenleaf are found within rural subdivisions and on individual lots carved out of a larger agricultural parcel. In order to maintain the Town's rural character, it is important that the homes in the agricultural parts of the Town have as minimal an impact on agricultural activity as possible. This may include such development standards as maximum lot sizes to minimize the conversion of agricultural lands to residential yards, or when possible, placing homes in areas that are of low agricultural production value, such as within woodlots, along fence lines, and/or close to the road. Rural residential subdivisions should also take into account the impact on agricultural activity and be placed in locations to minimize the impact, as applicable.

Provide Information to Residents and Homebuilders Regarding "Visitability" Concepts

One of the ways a community can account for an aging population is to encourage the inclusion of "visitability" features into new homes. As people age, their ability to move around their own home can become increasingly difficult. For a number of elderly and mobility-impaired residents, the simple presence of a single stair to enter a home could cause a great deal of difficulty. According to Green Baybased Options for Independent Living, "visitability" applies to the construction of new single-family homes to make them "visit-able" by people with physical or mobility disabilities. Typically, visitable homes have:

- One entrance with no steps.
- A minimum 36-inch clear passage through all the main floor doors and hallways.
- A useable bathroom on the main floor.

Although these improvements do not allow full accessibility, such as is promoted in universal design, they do allow (at a minimum) elderly and people with a mobility limitation the ability to visit a home or remain living in their home for a longer period of time. For more information on universal design concepts, various organizations such as the AARP provide information on how to design or modify dwelling units to allow people to more easily age in place.

Accessory Dwelling Units on a Residential Parcel

As residents continue to age, there often comes a time when they might not wish to maintain a separate home but do not want or cannot afford to live in a retirement or elderly care home. An alternative would be to allow small, attached or detached accessory dwelling units on one residential parcel. These "granny flats," or "backyard cottages" as they are sometimes called, allow the elderly to maintain their own



independent living quarters for sleeping and washing while being able to easily interact with their extended family for meals and socializing in the principal residence.

Serve as a Resource for Housing Improvements

Although the Town of Wrightstown does not have a large institutional capacity to administer its own housing programs, it can serve as a resource for Town residents looking for housing assistance. For instance, the Town of Wrightstown can refer low to moderate income residents looking to repair their homes to the Northeastern Wisconsin Community Development Block Grant – Housing Rehabilitation Program (CDBG-Housing). The program is administered through the Brown County Planning Commission for a 10-county region and provides zero-percent interest, deferred payment loans to qualified applicants to repair or replace septic systems, wells, roofs, siding, windows, lead-paint hazards, furnaces, flooring, and other parts of a home not meeting federal housing quality standards (HQS).

The Wisconsin Housing and Economic Development Agency (WHEDA) is a public agency that partners with local financial institutions to provide a number of unique fixed-rate financing options for purchasing and refinancing a home to qualified applicants. Specific loan programs to qualified applicants include:

- WHEDA Advantage Allows for a home buyer to have a lower down payment at loan closing.
- WHEDA FHA Advantage Allows for a buyer to leverage down payment assistance from other programs to buy a home.
- WHEDA Easy Close Advantage Provides a 10-year low-cost loan for WHEDA Advantage borrowers to help pay for down payment, closing costs, and homebuyer education expenses.
- WHEDA Tax Advantage Provides a tax credit to qualified borrowers to reduce their federal income tax liability over the life of the mortgage.
- WHEDA First-Time Homebuyer Advantage Provides a preferred, fixed interest rate for qualified first time homebuyers.

Including a notice of the availability of these and other housing opportunities in the Town's newsletter once a year would help to ensure Town residents are aware of these resources.

Conservation by Design Developments

The Town of Wrightstown is blessed with a rolling terrain, large wetland areas, and open agricultural vistas. In these areas there may be critical environmental or historical features that should be preserved even though the local property owner wishes to develop his or her property. In situations such as these, conservation by design subdivisions could accomplish both preservation and development. In terms of

housing, the lots in conservation by design subdivisions are typically smaller and clustered together to prevent damage to the preservation feature(s), which could be environmental areas, historic features, or agricultural lands. When first identifying the areas for preservation, it should be made clear exactly who will own and be responsible for the care and maintenance of the preserved areas. Conservation by design developments are discussed more thoroughly within the Land Use Chapter.

Community Goals and Objectives - Housing

Goal

Provide a range of quality of housing opportunities for all segments of the Town's population that supports the Town's rural character.

Objectives

- 1. Promote an adequate supply and mix of housing types for individuals of all life stages, physical abilities, and income levels.
- 2. Promote the enhancement and reinvestment of the existing housing stock within the Town.
- 3. Identify residential development areas to take advantage of existing utilities and public services.
- 4. Develop and implement a property maintenance code for nuisance issues like junk cars and building dilapidation.
- 5. Promote residential conservation by design developments to help preserve the Town's rural character.
- 6. Identify and utilize government programs, such as Brown County's Community Development Block Grant Housing loan program and the Wisconsin Housing and Economic Development Authority (WHEDA), to improve aging residential stock and assist first-time homebuyers.

Recommendations

Continuing to monitor its progress in meeting the goals and objectives of the plan's Housing chapter is very important for the Town. The following recommendations will assist the Town in meeting their goals and objectives:

- Place new rural homes in areas that will not adversely affect farming operations. Site locations that should be considered include along fence-lines, on non-prime agricultural soils, in wooded or other non-farmed areas, and close to the road. Homes should not be placed in the middle of active farm fields or have long driveways that cross through an actively farmed field.
- Promote the use of conservation subdivisions to minimize the impact of subdivisions on agricultural and natural resources.
- Encourage new developments in Greenleaf that include mixed residential and other appropriate land uses.
- Continue to ensure that the Town's housing stock remains in good condition through code enforcement and promoting county and state rehabilitation programs.
- Support the development of well-designed rental units in Greenleaf through duplex, small multifamily, or senior housing options.
- Review Town ordinances with regard to the development of accessory dwelling units.
- Provide information to homeowners and builders about the advantages of including "visitability" concepts in new homes.
- The Town should provide information to its residents about various housing programs, including the Northeastern Wisconsin CDBG-Housing rehabilitation loan program and WHEDA homebuyer loan programs.

Chapter 5: Housing

CHAPTER 6 Utilities and Community Facilities

Introduction

The presence and provision of public facilities and services within a community are closely intertwined with community growth and development patterns. The type and quality of services a community provides are among the most important reasons why people and businesses are attracted to and choose to remain within a community. Decisions about where and when community facilities and public utilities will be constructed or extended are important in influencing future land use patterns. A municipality should continuously monitor the services it provides to ensure the continued provision in the most cost-effective manner possible consistent with its long-term goals, trends, and projections. When necessary, it should upgrade and expand its existing services and facilities, as well as consider the provision of new services or facilities. The analyses and recommendations within this chapter of the Town of Wrightstown Comprehensive Plan are the steps in that process. This plan should be used to guide and direct, but not replace, detailed engineering studies, facility plans, and capital improvement programs.

Background

The Town of Wrightstown is a growing rural community that provides a number of governmental services. As identified in this chapter, a wide range of utility and community facilities are already available within the Town of Wrightstown. The Town will periodically need to review the level of services that it provides, and if needed, the Town should promptly and efficiently obtain those services.

Inventory and Analysis Sanitary Sewer Service

The Town of Wrightstown Sanitary District #1 provides sanitary sewer service to the unincorporated community of Greenleaf. The district's wastewater treatment plant is located adjacent to STH 96. The Town of Wrightstown Sanitary District #2 provides sanitary sewer service to the 18 houses in the Norgaard's Birch Creek subdivision located in the northern portion of the Town. Figure 6-1 identifies the extent of the Town of Wrightstown Sanitary District #1 and #2, as well as the sewer service area that the sanitary districts can provide service to.

A new wastewater treatment plant was built in 1995 with a designed 20 year lifespan to replace the plant built in 1962. The Town's engineering service currently rates the plant in excellent condition, meeting its Wisconsin Pollutant Discharge Elimination System (WPDES) permit, and is under the design flow. The Wisconsin Department of Natural Resources (WDNR) reissued the plant's WPDES permit in April 2017, and due to expire March 31, 2022. The permit requires Wrightstown to achieve compliance for a new phosphorous limit of 0.075 mg/L by 2024. The WWTP may require certain mechanical and electrical upgrades at some point. The sanitary district had a vertical screen installed in 2016 to

Biochemical Oxygen Demand Test

Biochemical oxygen demand (BOD) gives an indication of the impact of a waste (water) on the oxygen content of a receiving system such as a wastewater treatment plant. Generally, the higher the BOD for a sample, the more organic matter there is in that sample. Microbes need more oxygen to process organic waste, and the BOD will tell if the plant will be able to fully treat the water as their permit requires.

remove debris before entering the plant, which helps save pump and equipment life. The plant will also have an upgrade to meet the new phosphorous limits.

The peak design flow for the plant is 520 gallons per minute (gpm). The average daily design flow is 130,000 gallons per day (gpd), and in 2017 the plant averaged 75,000, below its peak design flow. The plant

averaged 86 mg/L of Biochemical Oxygen Demand (BOD) per day, and is designed to handle 220 mg/L per day.

The wastewater treatment plant (WWTP) in the Birch Creek area was constructed in 1970, and is an activated sludge treatment facility. Effluent is discharged to a tributary of the East River, while sludge is disposed of by land application. The Birch Creek WWTP has reached the end of its designed functional life, and became non-compliant with its WPDES permit starting in February 2017. The Birch Creek WWTP Board has had an engineering report completed, which determined that replacing the WWTP was cost-prohibitive for the district. The board has an agreement with the WDNR to close the plant by 2021. To accomplish that, all the homeowners in the district need to have a private system installed by 2021. If the district completes that ahead of time, the district could shut down the facility sooner. The district is currently working on financing now for the plant's closure, and planning plant abandonment for 2021 by WDNR requirements. The district will cover the closure costs through a special assessment on the district's properties¹.

The Wrightstown Sanitary District #1 should prepare and use a Capital Improvements Program to prioritize and calculate the cost of continued maintenance and expansion of the wastewater treatment plant and the sanitary sewer system so that the districts can stay ahead of expected costs. Sanitary District #2 should continue to proceed with its closure plan, and follow the Brown County Zoning Department requirements for on-site sanitary system installation. The District should also continue communicating with WDNR and the Brown County Zoning Department as closure proceeds. The Town should consider how it wants to use its sewer service area allocation once District #2 is fully closed.

When reviewing sanitary service, it is important to understand that the 1972 Clean Water Act requires comprehensive water quality planning for both point and nonpoint sources of pollution. For Brown County and the Town of Wrightstown, this planning is currently contained in the Lower Fox River Basin Integrated Management Plan, prepared in August 2001 by the WDNR, and the 2040 Brown County Sewage Plan, which was approved by the Brown County Planning Commission in September 2015 and by the WDNR also in September 2015.

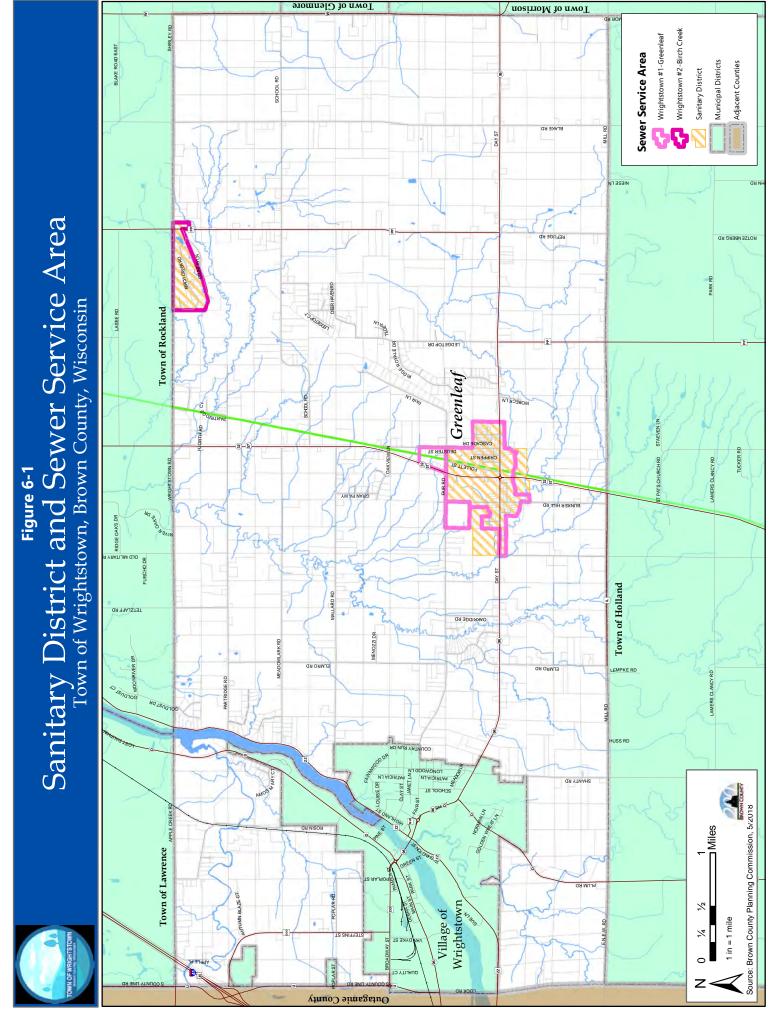
Brown County is one of the areas in Wisconsin required to have sewer service area planning. The most important objective of sewer service area planning is the preparation and update of a sewer service area plan based on a 20-year timeframe. The sewer service area (SSA) is the land located within or adjacent to a sanitary district within which the sanitary district may extend sanitary sewer lines. The process used to update and define the sewer service areas within an area involves an analysis of future sewer service area needs, as well as an analysis of the means to address those needs in a cost-effective, environmentally-sound manner. Designation of the boundaries of an SSA is based on a combination of factors, including population and employment projections, local and regional trends, local comprehensive plans, local zoning, household sizes, and residential density. These factors are incorporated into a formula designed to calculate the amount of vacant developable land needed by each community for its projected sewered growth and development. When developing the sewer service boundaries, environmental protection and cost-effective provision of services are key considerations for providing compact and easily serviced growth.

As sewered development proceeds within a community and the supply of vacant land falls below the amount provided in the sewage plan, amendments can be requested by the municipality to add acreage to the SSA. The 2040 Brown County Sewage Plan outlines the procedure for a municipality to ask for an amendment. As part of the amendment process, a sanitary district must show a need for additional SSA acreage, by identifying all lands and acreage in the SSA that have been developed since the last SSA update and ask to reallocate the developed acres to vacant land. Another option would be to "swap" areas

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¹ Bloomer, David. Town of Wrightstown Sanitary District #2 board member. Phone conversation. 15 June 2018.

presently in the SSA with the same acreage of land that is located outside of the current SSA. In addition, Brown County updates the sewage plan, including the SSA within each municipality, approximately every five years. The last update to the Brown County Sewage plan occurred in 2015.



Disclaimer: This map is intended for advisory purposes only. This information is based on sources believed to be reliable, but Brown County distributes this information on an "As Is" basis. No warranties are implied.

Transitional Residential Zoning

The Town has identified a transitional residential area around the sanitary district that may have public sanitary sewer and water service extended to it in the future. Article XXIII of the Town's zoning code lists the requirements for the Transitional Residential (T-R) District. The code requires a one acre minimum lot size with a minimum frontage of 100 feet minimum, and a maximum setback from the road right-of-way shall be 120 feet to the rear of the principle structure (see Figure 2-2, Future Land Use). The reason behind this idea is not to have large lots developed with large frontages that would pose problems and cost homeowners money if public sanitary sewer and water service were extended out into these areas. This policy may help minimize the financial costs inflicted on new homeowners who may have to reconvert to public sewer and water service and abandon their existing facilities that they have already paid for. The area extends outward from the sanitary district and is to be viewed as a floating area, the lines of which may change over time depending on how much future development occurs in the sanitary district. The Town should annually review the extent of the areas to see if the lines should be extended outward. The Town should try to inform individuals contemplating building in this area that in the future the Town could possibly extend public sewer and water service into the area. People living in these areas will have to hook up to these public services then.

The Town should also consider adding requirements to the Transitional Residential District to limit lot sizes and maximum frontage distance to ensure to minimize sewered development costs. While the Town may be able to address this through the subdivision approval process, the Town should have maximums in place that help define what lot conditions are too large for a transitional zone when the goal is to create more compact development.

The Town should also require surveyors to include a note on proposed Certified Survey Maps and subdivision plats that are located in these areas indicating that public sanitary sewer and water service may be extended to the area in the future and homeowners will be required to hook up to these public services if such extensions occur. During the building permit process, the Town should also advise prospective builders that public sanitary sewer and water service may be extended to areas adjacent to the sanitary district in Greenleaf and existing homeowners will be required to hook up to these public services if such extensions occur. It is recommended that the officials of the sanitary districts within the Town, as well as the Wrightstown Town Board, keep abreast of future updates to the 2040 Brown County Sewage Plan.

Onsite Sewage Disposal Systems

The primary method of the sanitary sewage disposal in the Town consists of onsite sanitary sewage disposal systems. Onsite sewage disposal systems store, treat, or dispose of wastewater (or perform a combination of these functions) on the site at which the wastewater is generated. Onsite sewage disposal systems are used in those areas that are not served by offsite systems. Typical examples of onsite systems include holding tanks, conventional septic systems, or pressure systems used by individual homeowners and small businesses located in rural areas. The Brown County Soil Survey shows much of the Town is considered to have severe limitations for conventional disposal fields due to slow water permeability and seasonal perched water tables. Although there are large areas of the Town that may be unsuitable for conventional disposal fields, mound systems can typically overcome these limitations.

In 1969, Brown County created Chapter 11 (the Brown County Private Sewage System Ordinance) of the Brown County Code, pursuant to requirements of the Wisconsin State Statutes and the Wisconsin Administrative Code, which pertains to regulation of the construction, installation, and maintenance of plumbing in connection with all buildings in the state. Chapter 11 of the Brown County Code regulates the location, construction, installation, alteration, design, and use of all private onsite wastewater treatment systems (POWTS) within the County so as to protect the health of residents, secure safety from disease and pestilence, further the appropriate use and conservation of land and water resources, and preserve and promote the beauty of Brown County and its communities.

In 2001, the Wisconsin Department of Commerce adopted revisions to Wisconsin Administrative Code COM 83 (Private Onsite Wastewater Treatment System) to recognize new technologies, provide consistent application of the code, incorporate new standards, provide more options to owners, improve treatment, revise outdated rules, address legislative intent, and define agency roles. These changes have been reflected in Chapter 11 of the Brown County Code. The effect of these changes has been to increase the options and opportunities for use of private onsite systems within the communities of Brown County. Figure 6-2 shows the permit activity for the Town over the last 16 years. Permits for new systems give some idea of new construction activity in the Town.

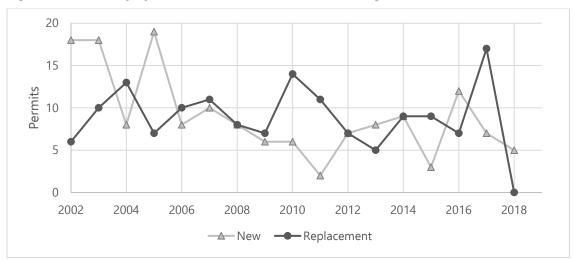


Figure 6-2: Sanitary System Permits Issued in Town of Wrightstown

Source: Brown County Zoning Records, 2007-2018

Since 2007, a total of 149 POWTS permits have been issued for new systems in the Town of Wrightstown. As depicted in Figure 6-4, the types of systems include17 at-grade systems, three gravity flow (conventional) systems, two holding tank systems, and 127 mound systems. The high number of mound systems is likely due to a wide variety of soil limitations. Pressure systems mitigate the effects of these soil limitations by treating the effluent through layers of sand and gravel before it reaches the actual soils or groundwater.

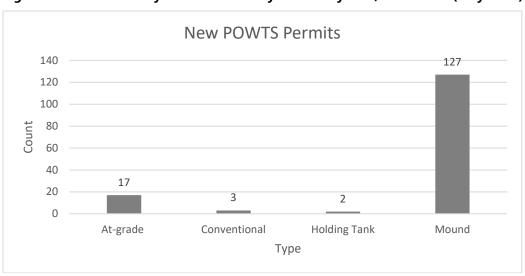


Figure 6-3: New Sanitary Permits Issued by POWTS System, 2007-2018 (May 2018)

Source: Brown County Zoning Records, 2007-2018

The Town should ensure the long-term viability of private onsite sewage disposal systems through continued support of Brown County's private sewage system ordinance. The ordinance requires inspections of all existing onsite sanitary systems at the time of sale of the associated residence or building. The sewage system ordinance also requires that all POWTS that are installed or replaced be maintained and serviced, that a licensed plumber or septic inspector certify every three years that the POWT is in proper working condition, and that the tank was recently pumped or that it was recently inspected and is less than one-third full of sludge or scum. This will help ensure that the POWTS are working properly and are not an environmental hazard to the groundwater. The Town should also consider providing periodic informational articles regarding proper care and maintenance of private sewage systems to Town residents.

Should low to moderate income residents experience a failing POWTS, they should contact the Brown County Planning and Land Service Department for information related to the Community Development Block Grant – Housing program, which may provide emergency loans to repair or replace these systems.

Water Supply

Groundwater has long been the source of all drinking water and other water uses within the Town of Wrightstown. The Town of Wrightstown Sanitary District #1 provides public water to most of the residents located within the sanitary district. Generally, the same parts of the sanitary district that are provided public sanitary sewage service are also provided with public water service. All other residents of the Town utilize private wells for their water needs. Currently, two public wells exist (although one is used only for emergency purposes like fire protection). Pump #1 is located adjacent to STH 96 and is the well that is not used for potable drinking water purposes. Pump #2 is located adjacent to Bunker Hill Road and provides water service to residents of Wrightstown Sanitary District #1 in Greenleaf. The Town's water supply system includes one elevated water tank. Figure 6-3 displays the location of the existing wells owned by the sanitary district, as well as the elevated water tower.

The federal Safe Drinking Water Act (SDWA) of 1974 (also amended in 1986 and 1996) charged the Environmental Protection Agency (EPA) with promulgating drinking water standards to protect public health. These standards, known as Maximum Contaminant Levels (MCLs) now cover over 90 contaminants. The standards are designed to protect public health and include standards for organic and inorganic chemicals, microorganisms and bacteria, and turbidity, and apply to public water systems. Secondary MCL standards are designed to protect public welfare and include color, odor, and taste. The SDWA also specifies how often public water systems must test their water and report to the state, EPA, and the public. The SDWA also requires public water systems to notify their consumers when they have not met these requirements.²

The Wisconsin DNR has promulgated state MCLs based on the federal MCLs whether its source is groundwater or surface water. These standards apply to any public water supply system. Most water sources contain at least small amounts of some contaminants. Contaminants may include microbes, such as viruses and bacteria, inorganics, such as salts and metals; pesticides or herbicides, organic chemicals, such as petroleum byproducts, and radioactive substances. The presence of such contaminants does not necessarily indicate that the water poses a health risk.

In 1984, Wisconsin State Statutes 160 and Administrative Codes NR 809 and 811 were created to minimize the concentration of polluting substances in groundwater through the use of numerical standards to protect the public health and welfare. The numerical standards created under NR 809 and 811 consist of enforcement standards and preventive action limits. A review of the Consumer Confidence Report for Wrightstown Sanitary District #1 indicates that over the past five years, of the 80 different contaminants

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² Wisconsin Public Water Systems 2016 Annual Drinking Water Report, WDNR, Pub-DG-045 2017, July 2017. https://dnr.wi.gov/files/PDF/pubs/DG/DG0045.pdf, accessed May 7, 2018.

that the utility tests for, a federal/state MCL has never been exceeded. The sanitary district water system is meeting state and federal requirements in all regards.

According to the University of Wisconsin-Extension, groundwater pollutants in rural parts of Wisconsin may include nitrogen from fertilizers, animal wastes, septic systems, and other bio-solids. Nitrogen and its more mobile form of nitrate may lead to severe health issues in infants and has possible links to birth defects, miscarriages, and various cancers. A second common groundwater pollutant found in wells is coliform bacteria, which generally do not cause illness by itself, but rather indicate a pathway may exist for more dangerous viruses and bacteria, such as e. coli, to enter the well . A review of the UW-Stevens Point Center for Watershed Science and Education Private Wells Groundwater Quality online mapping application indicated five percent of tested Town wells exceeded the MCL health standard (>10 mg/l) for nitrogen/nitrate, and 22 percent of tested wells indicated the presence of bacteria.³

Groundwater quality from private wells is generally good with some slight differences depending on location. According to the WDNR and the Brown County Health Department, there are no known water supply concerns in the Town. The sanitary district must continually monitor the well water it provides to residents, and all water must meet requirements set by federal and state law. Private wells do not require the monitoring and testing that is required of a public water supply. Reports and tests can be conducted on an individual basis for residents who have their wells tested.

The existing water system meets the needs of the sanitary district. It provides an abundant supply of quality water. A potential future site for another well is located west of the wastewater treatment plant along STH 96. While it is not needed at this time or for the foreseeable future, this site was the second site considered when the sanitary district constructed the well that is currently used by the district. Some of the water lines located in Greenleaf east of STH 96 will need to be replaced in the future at the same time as replacement of the existing sanitary sewer lines occur. The locations of the lines were identified in the discussions about the sanitary sewer portion of the report. Implementation of such changes would strengthen the existing system to allow for future extensions, increase the reliability of the system, and meet the future needs of the community. Expansion of the local water system should be consistent with the land use projections and recommendations identified in the plan's Land Use chapter.

As noted in the Natural, Cultural, and Agricultural Resources chapter of this plan, it is recommended that the Town undertake a Vulnerability Assessment to ensure the long-term safety and viability of its groundwater, the source of the Town's drinking water. To protect groundwater from possible contamination from a pipe leak or break, the Town should try to prevent a pipeline from being constructed in the Town for transporting PCB dredge spoils through the Town.

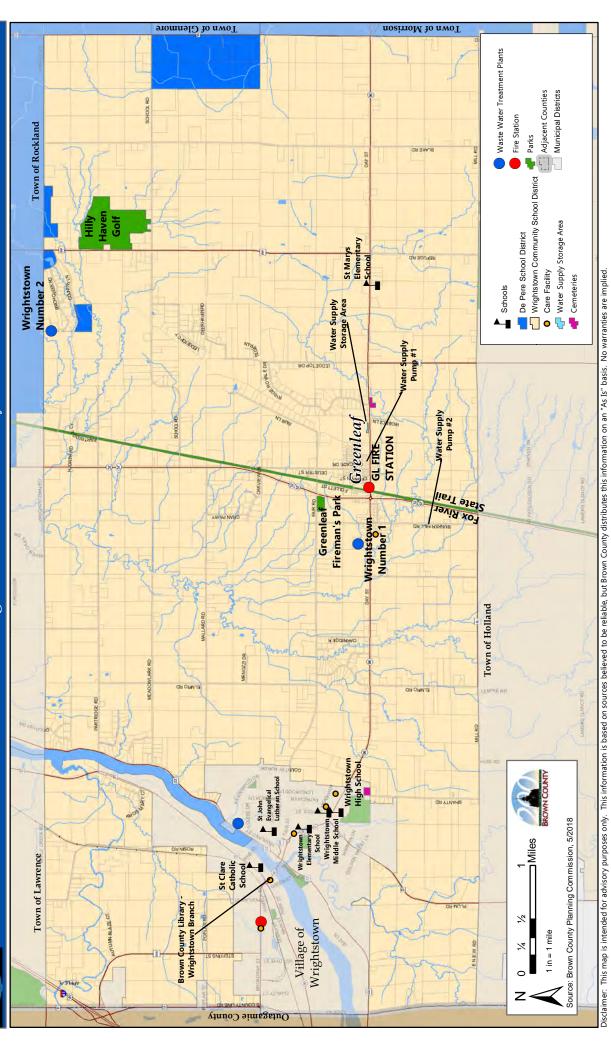
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³ UW-Extension Center for Watershed Science and Education http://gissrv2.uwsp.edu/cnr/gwc/pw_web/ accessed 5/07/2018.

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Figure 6-4 Municipal Facilities

Town of Wrightstown, Brown County, Wisconsin



Solid Waste Disposal and Recycling

The Town of Wrightstown provides trash and recycling services. Town residents cover the services for an annual fee.

Prior to the 1970s, solid waste from Brown County's communities and businesses was put in unregulated garbage dumps or burned in unregulated incinerators. In 1976, Brown County built the East Landfill, the first engineered landfill in Wisconsin, and shortly thereafter, Brown County built the West Landfill, the second engineered landfill in Wisconsin. These landfills were an environmentally- and economically-sound alternative to previous methods of solid waste disposal. Brown County is now part of a tri-county agreement with Winnebago and Outagamie Counties for solid waste and recycling services to take advantage of economies of scale in terms of landfill space and selling recyclables.

Stormwater Management

In 1987, the federal government passed an amendment to the Clean Water Act that included several regulations related to stormwater management and nonpoint source pollution control. The programs created by this legislation are administered by the U.S. Environmental Protection Agency and are targeted to control nonpoint source pollution from municipal, industrial, and construction site runoff.

Due to revisions to the federal programs in 1999 and corresponding changes to Wisconsin Administrative Codes, these federal programs apply to most communities and most construction sites one acre or larger. As stated in the WDNR's model storm water runoff ordinance, uncontrolled storm water runoff from land development activity has a significant impact upon water resources and the health, safety, and general welfare of the community. Uncontrolled storm water runoff can:

- Degrade physical stream habitat by increasing stream bank erosion, increasing streambed scour, diminishing groundwater recharge, and diminishing stream base flows;
- Diminish the capacity of lakes and streams to support fish, aquatic life, recreational, and water supply uses by increasing loadings of nutrients and other urban pollutants;
- Alter wetland communities by changing wetland hydrology and by increasing pollutant loads;
- Reduce the quality of groundwater by increasing pollutant loads;
- Threaten public health, safety, property, and general welfare by overtaxing storm sewers, drainage ways, and other minor drainage facilities;
- Threaten public health, safety, property, and general welfare by increasing major flood peaks and volumes; and
- Undermine floodplain management efforts by increasing the incidence and levels of flooding.

As urban development increases, so do these risks. Research indicates that many of these concerns about stormwater runoff become evident when impervious surfaces (rooftops, roads, parking lots, etc.) within a watershed reach 10 percent. A typical medium-density residential subdivision can contain about 35 to 45 percent impervious surfaces. Therefore, such adverse impacts can occur long before the majority of a watershed becomes developed.

Currently, stormwater management within the Town of Wrightstown is undertaken on a case-by-case basis by property owners/developers. The Town's subdivision code contains provisions that may address stormwater erosion prevention, and consider land suitability regarding flooding potential during the subdivision platting or Certified Survey Map (CSM) process. Within the Town, there are no regional detention ponds or publicly-owned detention ponds. Stormwater best management practices and facilities are best implemented on a regional effort and not on a case-by-case basis. As Greenleaf develops, it is important for the Town to consider putting together a regional stormwater plan for the area. The Town's zoning code has some language in the subdivision regulations to consider stormwater during the subdivision review process.

To resolve this problem, as well as to protect the important natural resource features identified within the Natural, Cultural, and Agricultural Resources chapter of this plan, the Town should consider developing a stormwater management plan for the Town of Wrightstown, and that the Town develop a stormwater ordinance to ensure that future stormwater facilities are constructed to a standard that will

adequately handle stormwater quantity and quality. A comprehensive stormwater management assessment and plan would identify potential trouble spots with regard to existing culverts and grades that may be causing stormwater to back up into yards, fields, and wetlands and would identify areas where a larger culvert size may be required. The Town should also look at changing the zoning code to include requiring a stormwater management plan if needed during the subdivision review process.

Parks and Recreation

The presence of outdoor recreation and open space adds to a community's quality of life, and may enhance the community's attractiveness and foster a sense of civic pride. A variety of research has shown that an adequate supply of recreational areas, facilities, and activities help promote the general health, welfare, and safety of the community and its citizens. To identify a vision and plan for a future park or recreation facility, communities often develop a comprehensive outdoor park and recreation plan. Such a plan reviews state, county, and local goals for the provision of outdoor recreation facilities and identifies those that are pertinent to the local community. Once adopted, a comprehensive outdoor park and recreation plan provides eligibility to a community for numerous state and federal grants for a period of five years. The municipality is required to update the plan every five years in order for the municipality to retain eligibility for grants. Should the Town of Wrightstown determine that there is a need for a park facility or local publicly-owned conservancy areas in the future, it should consider preparing an outdoor recreation plan to quantify local needs and prioritize acquisition and development activities. The plan should inventory the Brown County Open Space and Outdoor Recreation Plan, as well as the State of Wisconsin's Statewide Comprehensive Outdoor Recreation Plan (SCORP)4, in addition to analyzing appropriate locations and activities for outdoor recreation in Wrightstown. Once completed, it should be submitted to the WDNR to ensure eligibility for Stewardship program grants. The Town should also consider the appropriateness of establishing a park impact fee to ensure that new residential development pays its fair share of the cost of new parks, outdoor recreation, and open space sites.

The Town of Wrightstown currently does not provide any public park sites. Greenleaf Fire Department maintains Fireman's Park, a 5.9-acre site located in the Greenleaf area adjacent to STH 32/57 (refer to map in Figure 6-4). The park contains a ball diamond and several small buildings used for picnics and gatherings. Town residents also utilize some of the parks and recreational facilities located in some of the adjacent municipalities. The Wrightstown Community School District provides a sports complex adjacent to its three schools within the eastern portion of the Village of Wrightstown. The sports complex includes two football fields, three



View of Fireman's Park

soccer fields, three softball fields, three baseball fields, four tennis courts, as well as other informal fields. The ball fields, as well as various other indoor and outdoor recreational facilities, are available to the public when not in conflict with school activities and when arranged in advance. The school district also provides various summer school programs for its students. Similar to many rural communities, the Town, historically, has not seen a large demand from its citizens to provide a town-owned park and recreation

Chapter 6: Community Facilities

⁴ The current plan is the 2011-2016 SCORP. The WDNR is working on updating the 2017 - 2022 SCORP, completion due for the end of 2018. https://dnr.wi.gov/topic/Lands/scorp/SCORP2011.html. Accessed May 8, 2018.

facilities. An increase in the population of the Town will likely result, however, in an increase in the demand for park, open space, and outdoor recreation opportunities. Such a demand is often expressed as a desire by residents for additional open space for walking and picnicking, informal outdoor activities, such as catch and playgrounds, and formal activities, such as league softball and soccer. The Town Board will need to pay attention to any changes in the expectations of Town citizens about recreational opportunities provided by the Town. The land use section of this plan recommends small neighborhood parks that serve residential neighborhoods. Demand will likely be evident for park and recreation facilities for small children in the Greenleaf area as it develops.

Future Parks

If the Town should develop a community town park, one in the Greenleaf area would make sense for ease of access. One potential option would be to develop the park in conjunction with Fireman's Park. An upgrade of the facilities located within the park would provide additional recreational opportunities for Town residents. A second option would be to acquire land just east of Greenleaf on the south side of STH 96. The property is owned by the Wobeck family and contains a small waterfall where a creek cascades down the escarpment. The Town should also consider creating a small neighborhood park located east of STH 32/57 in Greenleaf to serve the existing and future residents of that area of the Town. Small children would have easier and safer access to a site on the east side of STH 32/57 than having to cross the highway to access a park west of the highway.

Any future park developed in the Town to should have adequate access for bicyclists and pedestrians via sidewalks or a trail. If parks are developed in the Town, Town officials should carefully review future subdivision plats located in the vicinity of the parks to ensure that pedestrians can access the park sites without having to make circular routes along existing streets. This might mean that the Town may need to require pedestrian easements through future subdivisions for access to parks or to trails leading to the parks. Because of the interrelationship of the Town, the Village of Wrightstown, and the Wrightstown Community School District, the Town should talk with the Village and the School District about joint park and recreation efforts to provide recreational opportunities for residents of the Town, the Village, and the school district. Coordination of park and open space sites and opportunities with public and private schools, conservancy zoning, stormwater management facilities, and sidewalks, trails, and parkways should also be a particular focus of the plan.

Many similar recommendations are contained in the Natural, Cultural, and Agricultural Resources chapter of the comprehensive plan. The Land Use chapter and Future Land Use Plan maps (Figures 2-8 and 2-9) identify potential locations for a neighborhood park and a larger community park, both to be located in Greenleaf. The Fox River State Recreational Trail is located along the former railroad corridor that extends from the City of Green Bay through the Town. The gravel trail is maintained by Brown County and owned by the State of Wisconsin. As previously mentioned, the trail is gravel in composition. The Brown County Parks and Outdoor Recreation Plan 2017-2022 recommends that Brown County should consider installing asphalt to Greenleaf. The Town should lobby Brown County to blacktop the existing trail and any extension of the trail within the Town. An advantage of enhancing the trail would create a better surface for rollerblades, bikers, and other permitted recreational activities.

The Town should also consider developing a feeder trail system that could connect to the Fox River State Recreational Trail to encourage pedestrians and bicyclists to use the trail. A feeder trail system could include the addition of paved shoulders along roadways, as well as trails, sidewalks, or walkways. Smaller trails could be located within proposed parkways, or bike lanes could be constructed along roads to the Fox River Trail. Such trails or bike lanes would only be constructed through assistance of the Town or by local property owners. Connection of a feeder trail from Fireman's Park to the Fox River Trail should be a good start to this recommendation.

The Town could also consider creating parkways along natural features in the town, such as along the escarpment or along a waterway. Acquisition of parkways could occur any time that an opportunity arises. If public acquisition is not feasible, private ownership subject to conservation easements could be considered. The Town should identify scenic areas along the ledge and the Fox River and communicate with the property owners about the possibility of acquisition or donation of property for natural vistas. Strategic acquisition or donation of land for natural vistas located along scenic areas should be considered if it is apparent that acquisition of entire lengths of corridors is not a realistic option. Vistas are especially valuable and add additional value when they are located along public roads or trails. Such vistas can be a resting spot for bicyclists and hikers and an area to stop and view the scenic panorama.

Broadband Definition

The term broadband commonly refers to highspeed internet access that is always on and faster than traditional dial-up access. The term broadband includes the technologies such as digital subscriber line (DSL), cable modem, fiber, wireless, satellite, and broadband over powerlines (BPL). Each technology has its pros and cons, and some suit rural areas better than others. When talking about the internet, it's important to remember that "wireless" means how the information reaches the final user. where "broadband" is the infrastructure to transport that information to the technology that sends it to the end-user. More robust broadband technology means better internet speed and quality.

In order to be eligible for grant funding for parks facilities from state sources, such as the Wisconsin Department of Natural Resources Knowles-Nelson Stewardship program, the Town would need to create a Park and Recreation Plan. The Town should consider doing this as part of creating future parks in the Town.

Telecommunication

Private companies provide fee-based telecommunications services (television, phone, and data) to the Town of Wrightstown. AT&T provides landline phone and internet service to the western two-thirds of the Town while CenturyLink provides service to the eastern third. A few portions of the Town are also in the Spectrum (Charter Communications) service area, and a portion of the north side of the Town is covered by TDS Telecommunications Corporation⁵. Refer to Figure 6-5. High-speed landline Internet access is limited to certain portions of the Town due to the very rural nature of the Town. The whole Town has wireless coverage that would allow for residents to access the Internet that way, provided they have the technology to do so. From the Town's 2017 visioning session, ninth out of the top ten choices was, "Increase high speed internet options." The following sections identify ways for the Town to encourage increased availability to high-speed internet access beyond just using the wireless network.

Broadband

One current trends in the telecommunications industry is a greater demand for high speed internet access and cellular communications, especially in more rural communities. The increased demand also drives the need for more bandwidth to supply that data, requiring providers to upgrade infrastructure, or for some rural areas, having that infrastructure installed first of all⁶. Increased levels of internet service may lead to more economic development opportunities for the Town by making it more attractive for businesses to locate there. The Town should encourage its local telecommunications providers to ensure that high-speed Internet access becomes more widely and readily available to the Town of Wrightstown residents and businesses in the near future. The Town should also consider what the Public Service Commission of Wisconsin offers through its Broadband Forward! program, which currently offers a model ordinance that towns may use in adoption. By adopting the broadband model ordinance, or one that satisfies the State's broadband expansion grant program legislation⁷, the Town would show that it has taken steps to reduce

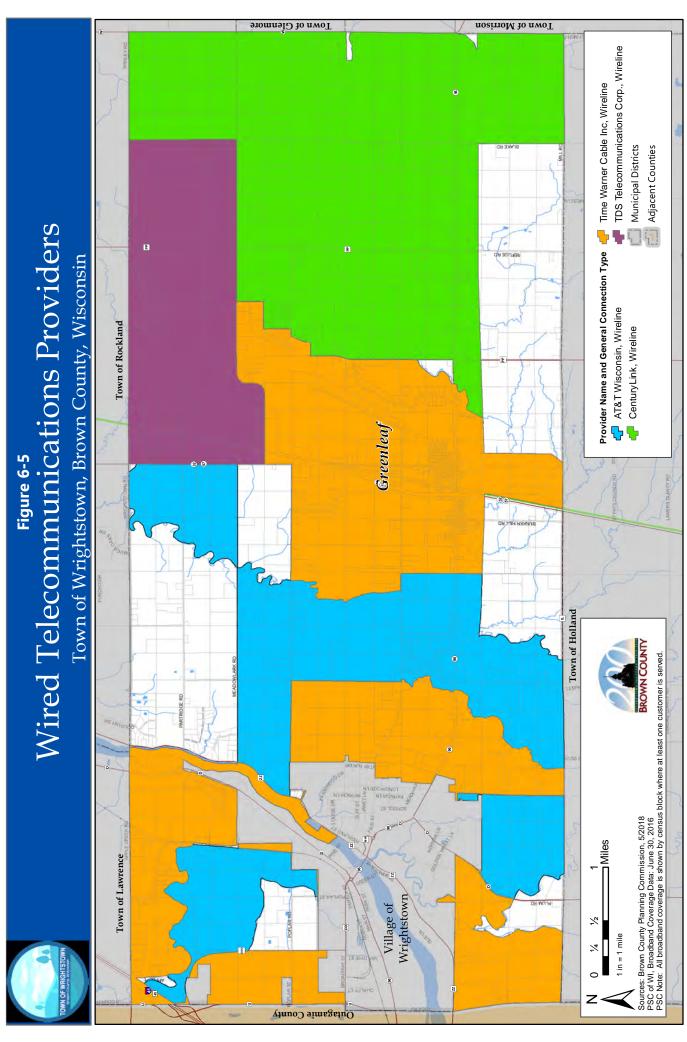
⁵ Wisconsin Broadband Office, Wisconsin Broadband Map, https://maps.psc.wi.gov/apps/WisconsinBroadbandMap/. Viewed May 15, 2018

⁶ McMahon, Kathleen, Ronald L. Thomas, and Charles Kaylor. *Planning and Broadband: Infrastructure, Policy, and Sustainability*. Chicago, IL: American Planning Association, 2012.

⁷ Wisc. Stat §196.504. Broadband expansion grant program. *Wisconsin State Legislature*. Website. 16 May 2018. http://docs.legis.wisconsin.gov/statutes/statutes/196/504.

obstacles to broadband infrastructure investment. By meeting the legislative requirements, the Town would be eligible to apply for a broadband expansion grant from the PSC.

The Town should consider this option because private internet providers may not feel it's worth their investment to install the infrastructure and provide the service. However, the Town should first have a larger discussion about the viability and desire to potentially improve broadband access at a municipal level. The Town should also consult with the PSC of Wisconsin for the most current regulatory information and possible broadband network options, and to know all the required process steps to follow should the Town desire to move ahead in installing broadband infrastructure.



Disclaimer: This map is intended for advisory purposes only. This information is based on sources believed to be reliable, but Brown County distributes this information on an "As Is" basis. No warranties are implied.

Wireless Infrastructure

The Town should continue to use existing code requirements in Article XXIV to ensure appropriate siting for any new telecommunications equipment, and to encourage colocation when possible.

Power Generation

Electricity is provided to the Town by Wisconsin Public Service Corporation (WPS). Coal is the largest fuel source, generating around 40% of WPS customers' electricity⁸. WPS provides natural gas service to the Greenleaf area, as well as other portions of the Town. Expansion of this service will occur depending on density of development in the Town. WPS is adequately positioned to continue to serve the future needs of the Town.

Cemeteries

Within the Town, there are four cemeteries located near churches (shown in the municipal facilities map in Figure 6-4): St. John Lutheran Cemetery is adjacent to Shanty Road, St. Mary's Cemetery is adjacent to STH 96, and St. Paul's Lutheran Cemetery and First Freewill Baptist Cemetery are adjacent to one another off STH 96. Historical records also indicate a private fifth cemetery, the Lee Grant Cemetery, on the eastern side of the Town in Section One⁹. In addition to providing burial sites to area residents, cemeteries serve as a source of local history and open space. When properly located and maintained, cemeteries can be an important and attractive element of the community. Area residents also rely on cemeteries within the Green Bay and Fox Valley Metropolitan Areas.

Additional demands in the future should continue to be addressed by the private sector. The Town should ensure that such uses are properly designed and located.

Healthcare

The Town of Wrightstown primarily relies on healthcare providers located in the Green Bay and Fox Cities Metropolitan Areas and in the Village of Wrightstown. This situation should continue to be adequate during the timeframe of this plan. Healthcare services wanting to locate in the Town should be encouraged to locate within the sanitary district in Greenleaf.

Elderly Care

The Town of Wrightstown primarily relies on elderly care providers located in the Green Bay and Fox Cities Metropolitan Areas and in the Village of Wrightstown. Many services are also available to residents of the Town from the Brown County Aging Resources Center. This situation should continue to be adequate during the timeframe of this plan. Elderly care services wanting to locate in the Town should be encouraged to locate within the sanitary district in Greenleaf.

Childcare

The Village of Wrightstown currently has three WI Department of Children and Families licensed child care facilities ¹⁰ in it, but there are no licensed childcare facilities within the Town. Some residents do provide childcare in their homes. Properly designed and located childcare facilities would be a benefit to Town residents. Greenleaf would make a nice location for a future childcare facility and would serve the needs of the residents of the Town as it increases in population.

⁸ Wisconsin Public Service. Generation Facilities. Website. 11 May 2018. https://accel.wisconsinpublicservice.com/company/plant.aspx.

⁹ Bay Area Genealogical Society. Gravesite Search. Website. 17 May 2018. http://www.bayareagenealogicalsociety.org/gravesite-search/.

¹⁰ Wisconsin Department of Children and Families. *Licensed Child Care Directory – Brown County*. Website. 17 May 2018. https://dcf.wisconsin.gov/cclicensing/lcc-directories.

Emergency Services

Fire Protection

The Greenleaf Volunteer Fire Department, located on STH 96 in Greenleaf, provides the Town with fire protection. The department is a 34-person volunteer department that participates in countywide mutual aid agreements with other fire departments in the county. The department also serves portions of the Towns of Holland and Rockland. The department owns and operates two 1,500-per-minute pumper trucks, a support services unit, a brush truck and mini-pumper, and one 3,500-gallon tanker truck with a second one ordered for the department. The department is currently well-equipped to serve its service area. If the department would have future equipment needs, they would work with the town on addressing those needs. The department does not have any current capital needs.¹¹

Police Protection

The Brown County Sheriff's Department provides police protection and patrol service to the Town. This is a similar service provided by the Sheriff's Department to all other towns within the County that do not have their own service or contract with the Sheriff's Department for additional service.

First Responders

Ambulance service is provided by County Rescue Services located in the Village of Bellevue. First responders who work with County Rescue live in the Town, which helps provide better emergency service for Town residents and people traveling through the Town. This plan envisions that this service will adequately continue to serve the Town for the length of this plan.

As the Town grows in population, it should monitor its need for additional emergency services and provide or contract with the appropriate providers for additional protection, if necessary.

Libraries

The Town of Wrightstown relies upon the public Brown County Library system to meet its library needs, and there is no public library located within the Town. The Brown County Library bookmobile does serve the Town, with a monthly stop at Country Crossroads at STH 96 and CTH W. The closest library is located in the Village of Wrightstown on the west side of the Fox River on Main Street. Any consideration of expansion of the library within the Village should be supported by the Town.

Schools

Most of the Town is located within the Wrightstown Community School District, with a small portion near Birch Creek and another small portion south of School Road along CTH W in the De Pere School District (refer to municipal facilities map in Figure 6-4 for the school districts in the Town). In addition to the Town of Wrightstown, the Wrightstown Community School District also encompasses the Village of Wrightstown and parts of the Towns of Brillion, Buchanan, Holland, Kaukauna, Lawrence, Morrison, and Rockland. The school district provides a comprehensive K-12 grade educational program. Most of the students from the Town are bused to and from school.

Some of the students in the Town attend private grade schools. St. Mary's School is located in the Town adjacent to STH 96. St. Clare Catholic School and St. John's Evangelical Lutheran School are located in the Village of Wrightstown.

Wrightstown Community School District

The Wrightstown Community School District includes the following schools, all of which are located within the southeastern portion of the Village of Wrightstown: Wrightstown High School, Wrightstown Middle School, and Wrightstown Elementary School.

¹¹ Joe Daul. Greenleaf Volunteer Fire Chief. Conversation. 22 May 2018.

The high school, constructed in 2000, is designed to accommodate 500 students, and can be expanded to accommodate 750 students. The September 2017 enrollment at the school was 489 students. The school houses grades 9 through 12. The middle school was constructed in 1964 and remodeled in 2000. The school has grades fifth through eighth grade. The elementary school is adjacent to the middle school, and was constructed in 1972. Kindergarten through fourth grade students attend the school.

Figure 6-6: School District Enrollment, 2013-2018

District	2013-14	2014-15	2015-16	2016-17	2017-18	% Change 2013-2018
Wrightstown	1369	1338	1321	1356	1348	-1.53%
High School	461	457	468	501	489	6.07%
Middle School	437	399	381	376	362	-17.16%
Elementary School	471	482	472	479	497	5.52%
De Pere		4190	4276	4397	4491	8.27%
Private Schools in both districts	662	701	674	639	672	1.51%

Source: Wisconsin Information System for Education Data Dashboard. 12

Unified School District of De Pere

The Unified School District of De Pere encompasses an area approximately 60 square miles in size and includes most of the north of the Town of Wrightstown. The district only includes several non-contiguous areas in the northeast corner of the Town of Wrightstown, and one section along the Town's eastern border.

Future School District Needs

While future growth within the Town will have an impact on the Wrightstown Community School District, the greatest impact of growth on the school district will come from future development in the Village of Wrightstown, based on past and future indicators. Of the municipalities served by the Wrightstown Community School District, the Village of Wrightstown has experienced the most residential growth, a trend that is expected to continue in the future.

Information from the 2010 U. S. Census indicated that 25 percent (546) of the Town's 2010 population was within the school age range of 5-19 years of age. The breakdown according to age classification was 7.8 percent (173 people) within the 5-9 age category, 9.5 percent (212) within the 10-14 age category, and 7.2 percent (161) within the 15-19 age category.

This plan recommends that the Town work closely with and assist the school district in any future land acquisition needs and keep the school district apprised of any future residential developments planned that will affect school enrollment. The Town should also stay informed on the De Pere School District, and if it ever looks to expand its area.

Government

The Wrightstown Town Hall is located at 1527 Day Street (STH 96) in the unincorporated community of Greenleaf, west of the intersection of STH 96 and STH 32/57. The town hall is utilized for all of the Town governmental meetings. While the existing town hall meets the Town's current needs, the Town will eventually need to build a new town hall. In the Town visioning session, town members identified "Begin planning for a new town hall with kitchen facilities, chairs, and tables that could be rented out" as their

¹² Wisconsin Information System for Education. 2018. Attendance Data. Accessed June 2018. https://wisedash.dpi.wi.gov/Dashboard/portalHome.jsp.

tenth choice of key issues for the Town. If or when a new town hall is constructed, it should continue to be located in Greenleaf because of the centralized location and available town services. Review of this situation should include consideration of consolidation of other Town services. The Town has a website and provides a periodic newsletter to Town residents.

Post Office

The Greenleaf post office is located in the Town at the southwest corner of STH 32/57 and STH 96. It serves as a gathering point for residents to meet and converse, as well as providing an anchor in Greenleaf. The retail location is open five days a week and a couple hours Saturday morning. The lobby is always open for PO Box access. There is also a post office in the Village of Wrightstown.

Community Goals and Objectives – Utilities and Community Facilities

Goal

Promote a quality living environment through the timely provision of adequate and efficient recreation, utility, emergency, and other public facilities and services affecting Town of Wrightstown residents and businesses.

Objectives

- 1. Maintain the Town's current level of municipal services and evaluate the need for additional services as the Town continues to grow.
- 2. Coordinate future parks and greenspace with adjoining communities and the recommendations in the Brown County Parks and Outdoor Recreation Plan.
- 3. Maintain the Town's existing public facilities and replace aging/obsolete infrastructure and equipment in a timely fashion.
- 4. Ensure that necessary infrastructure is expanded in the most orderly, cost-effective, and efficient manner possible.
- 5. Remain current on wind turbine siting regulations to be consistent with state requirements.

Summary of Recommendations

Actions and programs that the Town can undertake to achieve the utilities and community facilities goal and objectives is provided in this section. Approaches range from specific onetime actions to broad ongoing programs.

Sanitary Sewer Service

- Discuss how to assign the newly available sewer service area allocation from Birch Creek once the wastewater treatment facility is closed, and that it is applied to a location that will achieve the Town's development goals.
- Try to minimize any non-sewered development in areas where future extension of sewer and water service is planned.
- Review and consider revising "Article XXIII Transitional Residential" in the zoning code to establish maximum lot sizes and frontages for the district to ensure compact development.
- Consistently prepare and use a Capital Improvements Program to prioritize and calculate the costs associated with maintenance and expansion of the sanitary sewerage system.
- Replace existing sanitary sewer lines concurrently with road improvement work when possible.
- Extend sewer and water service at the same time.
- The Town Board, Plan Commission, Board of Appeals, and the sanitary districts should communicate and consult with one another prior to approval of development proposals within and adjacent to the sanitary district so that all entities are on the same page in the decision-making process.
- Approval of new business and industry in the sanitary districts should address the impact on the sewage treatment plant, and no business and industry should be allowed that would compromise the treatment process.
- Require surveyors to include a note on proposed Certified Survey Maps and subdivision plats that
 are located adjacent to the sanitary district in Greenleaf indicating that public sanitary sewer and
 water service may be extended to the area in the future and homeowners will be required to hook
 up to these public services if such extensions occur.

Onsite Sewage Disposal Systems

• Disseminate information to all property owners in the Town regarding the importance of proper maintenance for private sewage systems and resources available to repair failing systems.

Water Supply

- Consistently prepare and use a Capital Improvements Program to prioritize and calculate the costs associated with maintenance and expansion of the water supply system.
- Replace existing water lines concurrently with road improvement work when possible.
- Provide information via the Town website or the Town newsletter to Town of Wrightstown homeowners regarding the importance of testing their wells for contaminants. This may include the use of various WDNR informational handouts and information relating to Brown County's voluntary well testing program.

Recycling

Continue to provide recycling pickup service to Town residents.

Stormwater Management

- The Wrightstown Sanitary District #1 should consider preparing a stormwater management plan. Based upon the recommendations of that plan, it may also be necessary to prepare and adopt a stormwater management ordinance to implement the plan and to create a stormwater management utility to fund the construction and maintenance of various stormwater management facilities.
- Considering revising Article XXI "Subdivision and Platting Regulations" of the zoning code to include ability to request a stormwater management plan as part of 1.23 "Storm Water Drainage" for new subdivisions.

Parks and Recreation

- Consider the creation of a community park for active and passive recreation activities, as well as community-wide picnics and festivals, in Greenleaf in conjunction with Fireman's Park.
- Should the Town of Wrightstown determine the need for a park facility or local publicly-owned
 conservancy areas in the future, it should consider preparing an outdoor recreation plan to show
 local needs, prioritize acquisition and development activities, and make the Town eligible for
 potential grants.
- The Town should talk with the Wrightstown Community School District and the Village of Wrightstown about joint park and recreation efforts to provide recreational opportunities for residents of the Town, the Village, and the school district
- Acquisition or donation of land for natural vistas located along scenic areas should be considered
 by the Town if it is apparent that acquisition of entire lengths of corridors is not a realistic option.
 The Niagara Escarpment and the Fox River corridor may fall into this category.
- The Town should lobby Brown County to blacktop the portion of the Fox River State Recreational Trail within the Town.
- Consider the development of a small active park in Greenleaf east of STH 32/57.
- The Town should investigate implementing a park and recreation impact fee applicable to new development to help the Town offset costs for planning, construction, maintenance, and development of Town recreational sites and facilities for Town residents.
- Work with local, state, and regional public and nonprofit groups to identify potential conservancy areas in the Town.
- Work to create a Town Park and Recreation Plan in order to be eligible for external funding for future park recreation facilities.

Telecommunications

- Review PSC's Broadband Forward! Program and take steps to become eligible for broadband funding to possibly increase internet access and quality.
- Ensure that telecommunication facilities are collocated to the greatest extent possible.
- Ensure that adequate easements and design standards for telecommunication facilities are utilized.

Healthcare

- Encourage and promote the location of healthcare providers, clinics, etc. within the Greenleaf area and within the Village of Wrightstown.
- Work with private and nonprofit groups to ensure that elderly residents have transportation to healthcare facilities.

Elderly Care and Childcare

Encourage and promote the location of elderly care and childcare providers within Greenleaf.

Emergency Services

- Periodically review fire and rescue services to ensure that they continue to meet the needs of the Town.
- In the future, if large equipment needs come up for the fire department, the department should consider working with adjoining fire departments through joint purchases of equipment, which may enable them to provide even better service while keeping costs down.
- The Town Board, the Wrightstown Sanitary District #1, and the Greenleaf Volunteer Fire Department should meet to consider requiring that new buildings of a specific size, building remodeling of a specific size, and building expansions of a specific size that have a needed fire flow that exceeds the available water supply in the district be required to install a reportable fire detection and/or a fire suppression system to minimum fire risk to the structure. This requirement should also include hazardous occupancies that pose significant fire risk, which are buildings that house such uses as repair garages and industrial use facilities, among others.
- The Wrightstown Sanitary District #1 and the Greenleaf Volunteer Fire Department should discuss
 trying to coordinate the amount of water kept in the water tank so as to keep efficiencies within
 the water system and to try to provide an amount of water available for the Fire Department to use
 in case of a large-scale fire.
- Maintain the Town's current standard of police protection through the Brown County Sheriff's
 Department and consider contracting for additional patrol service if it is determined that additional
 service is necessary in the future.

Libraries

- Support any proposed expansion of the Village of Wrightstown Branch of the Brown County Library.
- Support continued Brown County funding of the Brown County bookmobile and continued bookmobile visits to sites in the Town.

Schools

- The Town should keep the school districts informed of any large future developments proposed in the Town.
- The Town should work with the Wrightstown Community School District in regards to any future land needs that they may have in the Town to site potential school facilities.

Government

• The Town Board, the Town Plan Commission, the Board of Appeals, and the sanitary districts should communicate and consult with one another prior to approval of development proposals

- within and adjacent to the sanitary districts so that all entities are on the same page in the decision-making process.
- Approval of new business and industry in the sanitary district should address the impact on the sewage treatment plant.
- Require surveyors to include a note on proposed Certified Survey Maps and subdivision plats that are located adjacent to the sanitary district in Greenleaf indicating that public sanitary sewer and water service may be extended to the area in the future and homeowners will be required to hook up to these public services if such extensions occur.

CHAPTER 7

Natural, Cultural, and Agricultural Resources

Introduction

The prominent natural features in The Town of Wrightstown include the Niagara Escarpment, Fox River, East River, small woodlots, and large tracts of farmland all help create the rural character that helps to define the Town as a community. The Town of Wrightstown's rural character specifically defines the resident's quality of life due to being a dominant land use activity. This chapter examines ways to build upon agricultural, cultural, and natural resources to maintain the Town's rural character and protect the agricultural base while considering development that blends into the rural nature of the Town. This chapter will examine ways to build upon these resources to establish and promote community identity, while at the same time preserving the land and the rural way of life that the residents enjoy.

Inventory and Analysis

Soils

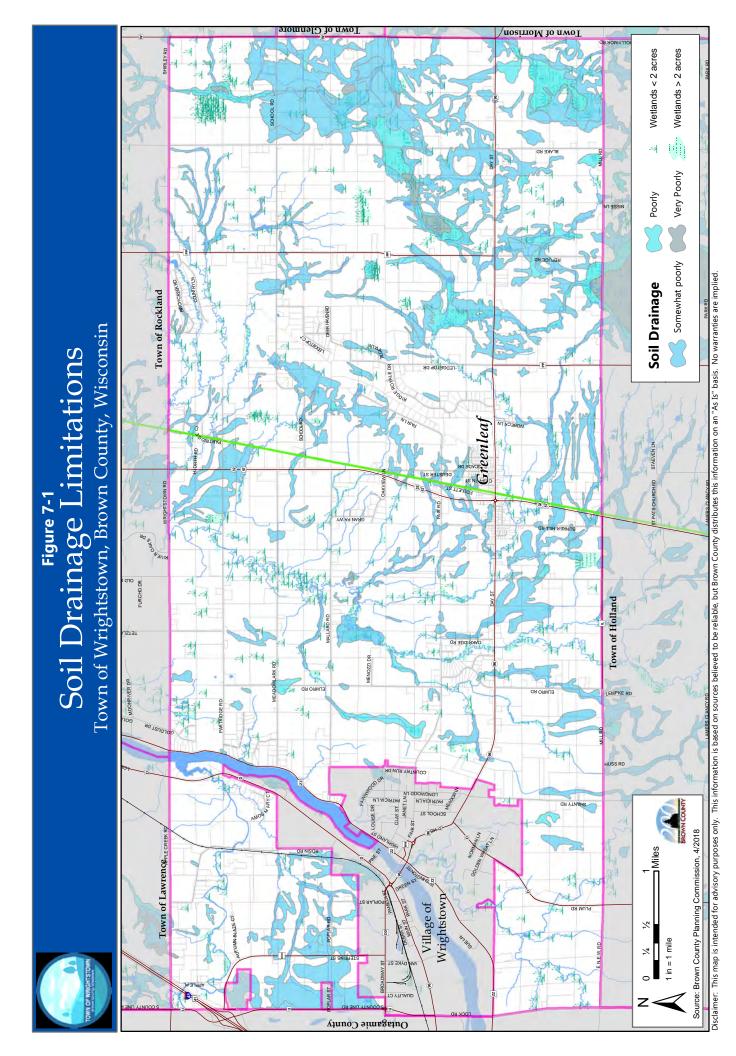
Soil is one of the major building blocks of the environment. It is the interface between what lies above the ground and what lies underneath. The relationship between soil and agriculture is obvious. However, the relationships between soil and other land uses, while almost as important, are often less apparent. In Brown County, as elsewhere in North America, little attention is given to soils in regard to the location and type of future development. Among the reasons for this is the complacency by many that modern engineering technology can overcome any problems associated with soils. While this is true, the financial and environmental costs associated with overcoming soil limitations can often be prohibitive.

According to the Soil Survey of Brown County, Wisconsin, there are three different soil associations within the Town of Wrightstown. A soil association classifies several soil types having similar characteristics. The Oshkosh-Manawa soil association is found west of the Niagara Escarpment, and these soils are characteristic of old glacial lake basins and moraines. They are generally deep, well drained to somewhat poorly drained soils that have a dominant clayey subsoil found on Lacustrine plains. East of the escarpment are the Kewaunee Manawa association soils. These soils are generally deep, well drained to somewhat poorly drained, and are found on glacial till plains, outwash plains, and along drainage ways. The Waymore Hochheim soil association is found in the southeastern portion of the Town. These are deep, well-drained soils nearly level to moderately steep soils that have a loamy subsoil and are found on glacial till plains and ridges.

Most of Wrightstown's soils are well suited to all of the crops commonly grown in Brown County. Some of these soils have to be drained to be productive. Additionally, soil type should be reviewed when identifying potential sites for residential development. Poorly drained and somewhat poorly drained soils serve as indicators of potential wetland areas that may not be developed. Figure 7-1 identifies soil limitations for dwellings with basements, many of which are poorly drained or somewhat poorly drained soils. Additional areas with soil limitations for dwellings with basements include steep slopes.

Prime Farmland

The Soil Survey of Brown County, Wisconsin, defines prime farmland as soils with capability classes of I and II. Class I soils have few limitations that restrict their use, while Class II soils have moderate limitations that reduce the choice of crops or that require modern conservation practices. Most of the Town of Wrightstown agricultural lands are considered to be prime farmland. Those areas that are not considered to be prime farmland are generally found along stream corridors, very wet areas, and along the Niagara escarpment.



Productive Agricultural Lands

Agriculture is by far the predominant land use within the Town, accounting for over 70 percent of the land uses (including agricultural buildings) within Wrightstown. Based on the year 2017 Town of Wrightstown Land Use Inventory, the Town has 14,378 acres of productive farmland (cropland and pasture), accounting for 68.1 percent of the Town's total land area. However, between 2004 and 2017, productive farmland decreased by approximately 1,324 acres (8.4 percent) over the 13 year time period. In reviewing the land use maps from 2004 and 2017, it is apparent that some of the loss of agricultural lands was due to rural residential development; however, most of the former agricultural lands that were lost were transitioned from fields to natural areas or woodlands.

There are multiple factors that define productive agricultural lands. Soils are included if they are defined as being prime farmland without any limitations in the Soil Survey of Brown County, Wisconsin. If a soil is prime farmland but currently in a developed state, it is not included. Also included are those soils that are currently in a productive state, regardless of prime farmland classification. The Town of Wrightstown productive agricultural lands are mapped in Figure 7-2. Lands included within the Brown County Farmland Preservation Plan are identified in Chapter 2 of this plan.

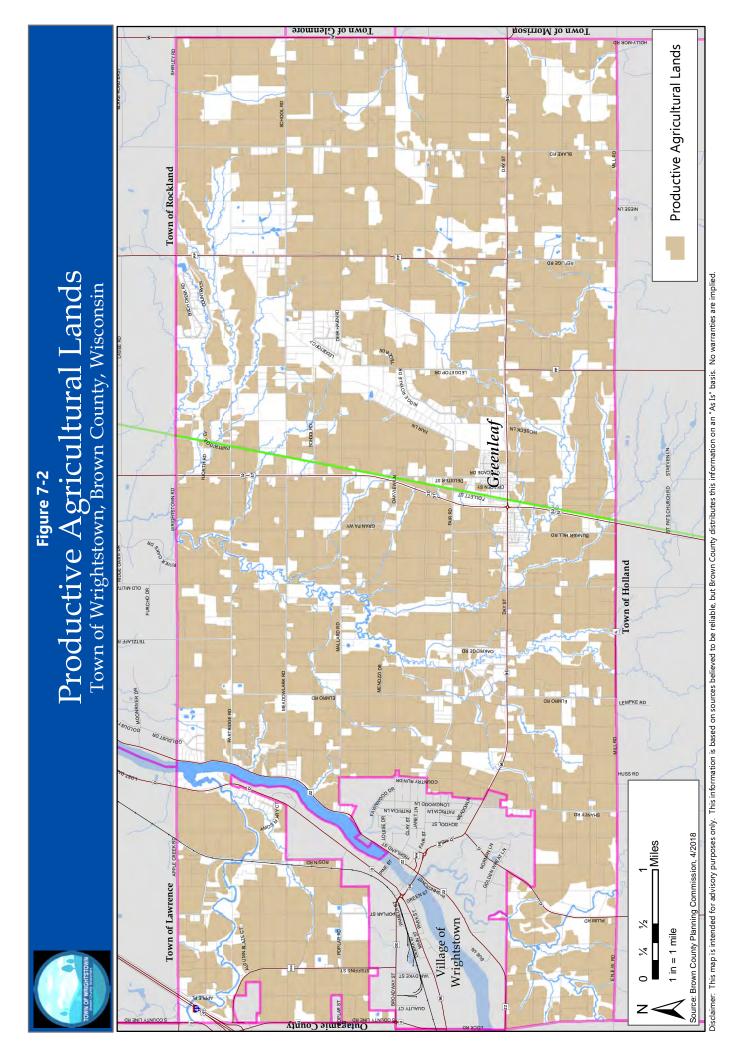
Regulations and Laws Affecting Livestock Facilities

Brown County administers an Animal Waste Management Ordinance. This ordinance regulates the installation and design of animal waste storage facilities and animal feedlots so as to protect the health and safety of residents and the environment. Permits must be received from Brown County for animal feedlots that exceed 500 animal units, for construction of any animal waste storage facility, or for any animal feedlot that has received a notice of discharge under Wisconsin statutes. Animal waste facility and animal feedlot plans need to provide provisions for adequate drainage and control of runoff to prevent pollution of surface water groundwater. Permits for



abovementioned uses require separation and setbacks from adjacent properties, from lakes and streams, and vertical separation from groundwater. The ordinance prohibits the overflow of manure storage facilities, unconfined manure stacking adjacent to water bodies, direct runoff to water bodies, and prohibits unlimited livestock access to waters of the state where high concentrations of animals prevent adequate sod cover.

The State of Wisconsin through the Wisconsin Department of Natural Resources (DNR) regulates manure management for all farms that have 1,000 or more animal units. A concentrated animal feeding operations (CAFO) permit must be received from the DNR for farms exceeding 1,000 animal units. Once the permit is issued, the farm operators must comply with the terms of the permit by following approved construction specifications and manure spreading plans, conducting a monitoring and inspection program, and providing annual reports. The purpose of the implementation of the permit requirements is to ensure that no discharge of pollutants to navigable waters or groundwater occurs. Operators must also submit an application for permit renewal every five years and notify the DNR of any proposed construction or management changes. In all of Brown County there are a total of 20 CAFOs, which is the highest number in the State. The nearby counties of Manitowoc and Kewaunee are ranked 2nd and 3rd in the state with 19 and 16 CAFOs, respectively, while neighboring Outagamie County has 11.



The number one issue identified through the Town of Wrightstown visioning session was to, "Limit the increase/expansion of mega-farms." The ability of the Town of Wrightstown to directly limit the expansion of CAFO's is severely limited. The State of Wisconsin enacted the Livestock Facility Siting Law (93.90 Wis. Stats.) and administrative rule (ATCP 51) to establish state standards and procedures local governments must use if they choose to require conditional use or other permits for siting new and expanded livestock operations. The statute limits the exclusion of livestock facilities from agricultural zoning districts. ATCP 51 is administered by the Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP) and identifies best management practices and siting criteria for the siting of livestock facilities that exceed 500 animal units or exceed a conditional use permit level set by the local unit of government prior to July 19, 2003, within areas zoned agricultural. In order for local units of government to regulate the siting of livestock operations within agricultural zones, the local unit of government is required to adopt the state standards set forth in ATCP 51. Any application for a new livestock operation or expansion of an existing facility must be approved if the site meets the state standards. The local unit of government may deny a permit only if the site is located in a zoning district that is not zoned agricultural. Furthermore, a local unit of government may only apply more stringent requirements than state standards if it bases the requirements on scientific findings that show a more stringent requirement is needed to protect public health and safety.

Surface Water

Within the State of Wisconsin, waterways are generally governed as a component of the State's Public Trust Doctrine, as described in Article IX Section 1 of the Wisconsin Constitution and interpreted over time by Wisconsin courts and the state Attorney General's office. According to the Wisconsin Department of Natural Resources (WDNR), the public trust doctrine declares that all navigable waters are "common highways and forever free", and are held in trust by the WDNR for the public¹. As a result of subsequent citizen action and court decisions, the public interest, once primarily interpreted to protect public rights to transportation on navigable waters, has been broadened to include protected public rights to water quality and quantity, recreational activities, and scenic beauty².

Federal, state, and local laws and regulations have been created to protect surface water, ranging from the commerce clause of the United States Constitution to stormwater management requirements, and county floodplain or shoreland zoning regulations. The most heavily regulated waters are determined to be natural and "navigable."

A waterway is presumed to be "navigable" if shown on USGS topographic maps, the WDNR Surface Water Resources publication, or the digital Brown County surface water layer. A waterway may be determined to be "non-navigable" only through a formal qualified Brown County or WDNR staff determination. According to the WDNR, based on the Wisconsin Supreme Court decision DeGayner v. DNR (70 Wis.2d 936 – 1975), "A stream is navigable in fact if it is navigable by a canoe or other small craft on a reoccurring basis (i.e. annually during spring thaw) and has a discernible bed and banks. Obstacles or interruptions to navigation such as brush, fallen trees, tight meanders, do not make a stream non-navigable." Therefore, even if a waterway has no flow during seasonally dry periods, it may be considered to be navigable if it has a defined bed and bank and flows during the spring thaw or other wet periods. Only WDNR or qualified Brown County staff may make a navigability determination.

Wisconsin's Public Trust Doctrine requires the state to intervene to protect public rights in the commercial

¹ http://dnr.wi.gov/waterways/shoreland/doctrine.htm

² Quick, John. 1994. The Public Trust Doctrine in Wisconsin. Wisconsin Environmental Law Journal, Vol. 1, No. 1.

³ WDNR Floodplain-Shoreland Management for Local Officials, Chapter Revised 2005, p. 24.

or recreational use of navigable waters. The WDNR, as the state agent charged with this responsibility, can do so through permitting requirements for water projects, through court action to stop nuisances in navigable waters, and through administrative rules guiding local zoning ordinances that limit development along navigable waterways.⁴ The court has ruled WDNR staff, when they review projects that could impact Wisconsin lakes and rivers, must consider the cumulative impacts of individual projects in their decisions. In the 1966 Wisconsin Supreme Court Case, Hixon V. PSC, the justices wrote in their opinion the following: "A little fill here and there may seem to be nothing to become excited about. But one fill, though comparatively inconsequential, may lead to another, and another, and before long a great body may be eaten away until it may no longer exist. Our navigable waters are a precious natural heritage, once gone, they disappear forever."⁵

Surface water is one of the most important natural resources available in a community. Surface waters provide drainage after heavy rains, provide habitat for plants, fish, and animals, and can be a source of drinking water and a source of process water for industry and agriculture. Lands adjacent to surface water have an abundance of cultural and archeological significance because they were often the location of Native

American and early European settlements.

There are many miles of perennial streams in the Town of Wrightstown. Streams have many scenic and recreational values. Some ephemeral (intermittent) waterways and wetlands do not always show up on maps and are more difficult to protect by state and federal statutes. **Ephemeral** waterways provide sites for infiltration of surface water into groundwater reservoirs and provide habitat for plants and animals. Small intermittent waterways wetlands are where most nutrients and contaminants first enter surface waters.



Water that sheet flows across the land surface after a rainfall, is considered a surface water resource. As water flows across the surface of the land, nutrients and contaminants are picked up and dissolved substances are carried into larger surface water bodies and into groundwater.

As shown in Figure 7-3, the primary surface water features in the Town of Wrightstown include the Fox River, East River, and numerous unnamed tributaries to the Fox and East Rivers. Due in part to past point-source pollution, the Lower Green Bay and Fox River have been designated as an Area of Concern (AOC) under the United States – Canada Great Lakes Water Quality Agreement (Annex 2 of the 1987 Protocol). According to the U.S. Environmental Protection Agency, an AOC is a geographic area within the Great Lakes, "...that fail to meet the general or specific objectives of the agreement where such failure has caused or is likely to cause impairment of beneficial use of the area's ability to support aquatic life." The causes of impairment of the Fox River and Lower Green Bay have historically been thought of the result of point sources of pollution (end of pipe), such as industrial discharges and sewage treatment plants. Although additional progress remains to be made on point sources, non-point source pollution is now (post Clean Water Act) recognized as the major contributor to poor water quality in the Fox River and Lower Green Bay.

⁴ http://dnr.wi.gov/waterways/shoreland/doctrine.htm

⁵ Quick, John. 1994. The Public Trust Doctrine in Wisconsin. Wisconsin Environmental Law Journal, Vol. 1, No. 1.

⁶ http://www.epa.gov/glnpo/aoc/index.html

In addition to being designated as an AOC, the Lower Fox River (including the Lower Bay of Green Bay) is listed on the federal "303(d)" impaired waters list due to excessive total phosphorus (TP) and total suspended solids loadings (TSS) from non-point sources. Excessive TP and TSS loadings cause low dissolved oxygen levels, degraded habitat, and poor water quality. According to the U.S. Environmental

Protection Agency, non-point source pollutants may include:

- Excess fertilizers, herbicides, and insecticides from agricultural lands and residential areas;
- Oil, grease, and toxic chemicals from urban runoff (streets, parking lots, roofs) and energy production;
- Sediment from improperly managed construction sites, crop and forest lands, and eroding stream banks;
- Bacteria and nutrients from livestock, pet wastes, and faulty septic systems⁷.

On May 18, 2012, the U.S. Environmental Protection Agency approved the Total Maximum Daily Load report (TMDL) for the Lower Fox River extending from the Lake Winnebago outlet through the lower Bay of Green Bay. A TMDL is required under the Clean Water Act for all 303(d) impaired waters. According to the TMDL, 63.0 percent of the sources of total phosphorus and 97.6 percent of the total suspended solids within the Lower Fox River Basin are from non-point sources, such as residential yards, streets, parking lots, farm fields, and barnyards. Proper management of Brown County's shoreland zones and environmentally sensitive areas will be a critical component of reducing total phosphorus and total suspended solids to attain the goals identified in the TMDL.

Lower Fox River TMDL restoration goals include8:

- Reduce excess algal growth. Aesthetic reasons aside, reducing blue-green algae will reduce the risks associated with algal toxins to recreational users of the river and bay. In addition, a decrease in algal cover will also increase light penetration into deeper waters of the bay.
- *Increase water clarity in Lower Green Bay.* Achieving an average Secchi depth measurement of at least 1.14 meters will allow photosynthesis to occur at deeper levels in the bay, as well as improve conditions for recreational activities such as swimming.
- Increase growth of beneficial submerged aquatic vegetation in Lower Green Bay. This will help reduce the re-suspension of sediment particles from the bottom of the bay up into the water column, which will increase water clarity.
- *Increase dissolved oxygen levels.* This will better support aquatic life in the tributary streams and main stem of the Lower Fox River.
- *Restore degraded habitat.* This will better support aquatic life.

During the early spring snowmelt period or immediately following spring and summer rain storms, the effect of nonpoint sources of pollution becomes very apparent in the Fox River. The water turns dark brown, loaded with suspended solids which carry excess nutrients and other pollutants from a multitude of nonpoint sources. The solids are carried into the lower bay and as the water flow slows, the solids drop out of the water column and are deposited in the lower bay. The photo documenting a Fox River sediment plume was taken in April 2011 and is included in the Brown County Land and Water Conservation Department 2011 Annual Report.

⁷ http://www.epa.gov/owow/NPS/qa.html

⁸Total Maximum Daily Load and Watershed Management Plan for Total Phosphorus and Total Suspended Solids in the Lower Fox River Basin and Lower Green Bay, December 2011. Cadmus Group. Page 3, http://dnr.wi.gov/org/water/wm/wqs/303d/foxrivertmdl/Lower Fox River Final TMDL Report 20111222.pdf

The East River and its associated watershed extend through much of the central portion of the Town of Wrightstown. As a major tributary to the Fox River, the East River also contributes to the poor surface water quality issues of the Fox River and Lower Bay of Green Bay. According to the Nonpoint Source Implementation Plan for the Upper East River Watershed, prepared by the Outagamie County and Brown County Land



Mouth of the Fox River and the Bay of Green Bay.

Conservation Departments, "The Upper East River was previously part of the East River Priority Watershed Program from 1991-2003. Despite this, water quality is still poor in the East River and is a major contributor of phosphorus and suspended solids to the Lower Fox River." 9

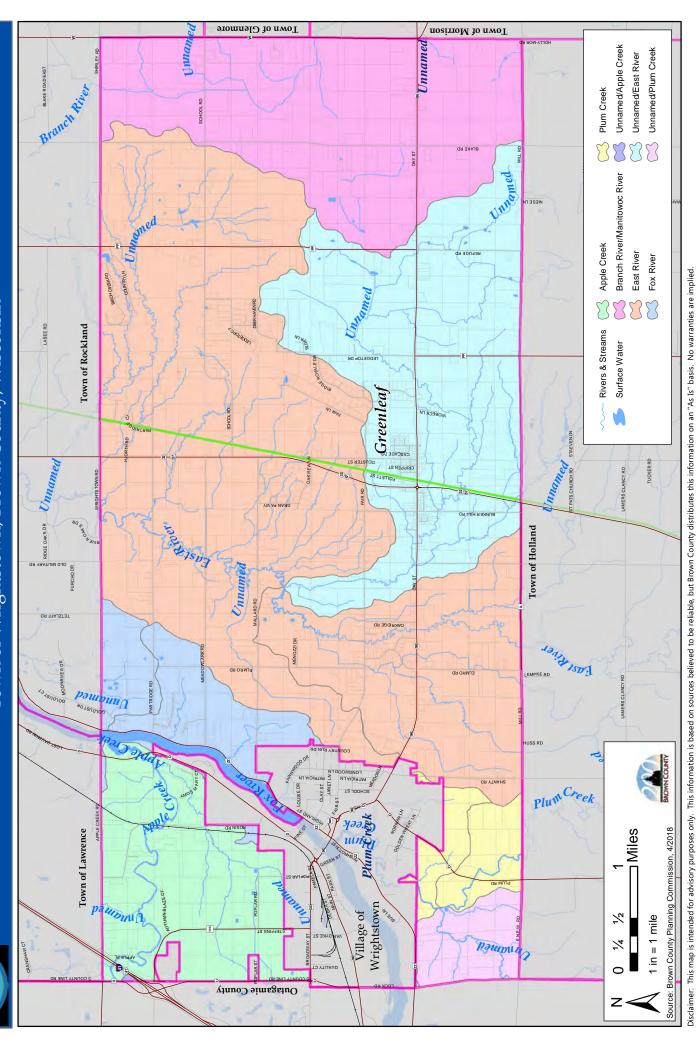
The Town of Wrightstown and its agricultural community should continue to work with the Brown County Land and Water Conservation Department to install grassed buffer strips to filter suspended solids and nutrients from entering the Town's surface waters. Additionally, the Town's agricultural producers should also continue to work with qualified agronomists and the Brown County Land and Water Conservation Department to ensure nutrient management plans are up to date.

⁹⁹ Nonpoint Source Implementation Plan for the Upper East River Watershed, p. viii, Outagamie and Brown County Land Conservation Departments, 2015. http://dnr.wi.gov/topic/nonpoint/documents/9kep/UpperEastRiver-Plan.pdf.

NWO CHARGETTSTOWN

Surface Water Features and Watersheds Figure 7-3

Town of Wrightstown, Brown County, Wisconsin



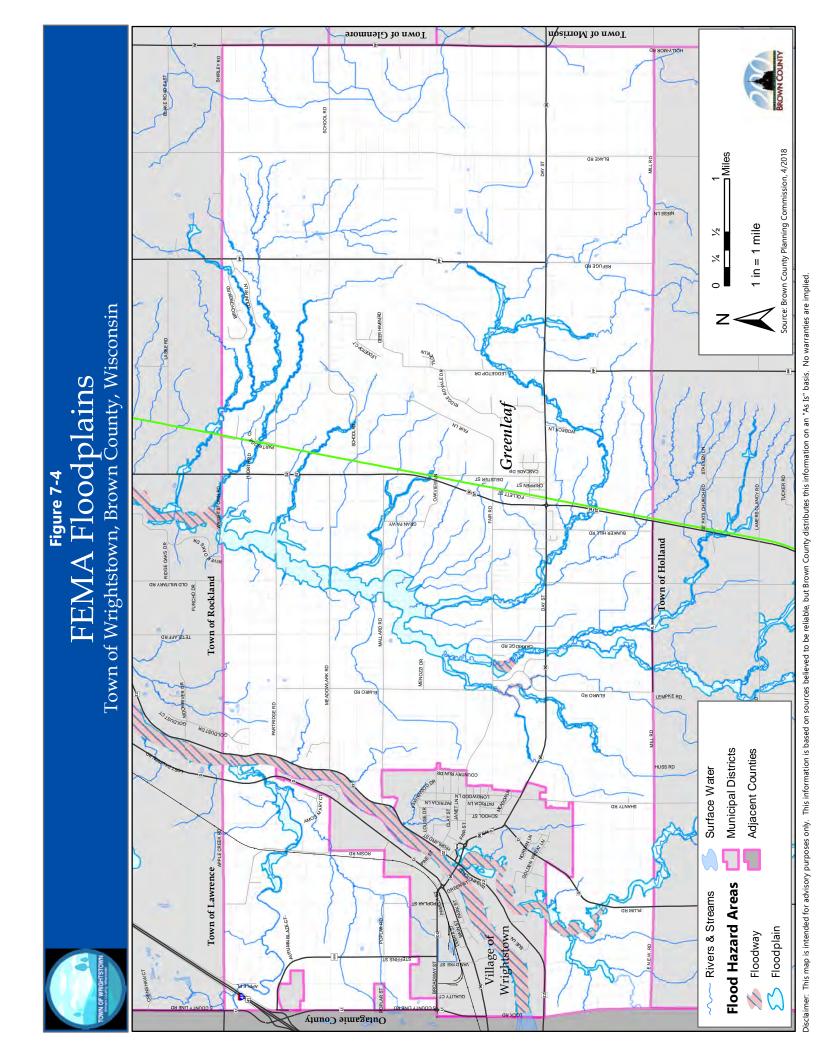
Watersheds

A watershed is an area of land where all the water on it and under it drains to the same place. Within this area of land, all living things are linked by the common waterway. Figure 7-3 shows the six watersheds that drain the Town of Wrightstown to the Bay of Green Bay: an unnamed tributary of Plum Creek, Plum Creek, Apple Creek, Fox River, East River, and an unnamed tributary of the East River. Also, the eastern side of the Town is part of the Branch River watershed, which drains to the Manitowoc River and ultimately into Lake Michigan.

Floodplains

Floodplains are natural extensions of waterways. All surface waters possess them; although, the size of the floodplain can vary greatly. They store floodwaters, reduce flood peaks and velocities, and reduce sedimentation. They also provide vital wildlife habitat and serve as filters for sediments and pollution. Like surface waters, the importance of floodplains is also recognized and is regulated by federal, state, and county governments. The State of Wisconsin mandates floodplain zoning for all communities under Wisconsin Administrative Code NR 116. These minimum standards must be implemented in order to meet eligibility requirements for federal flood insurance programs.

Within Brown County, floodplains in the unincorporated parts of the County, including the Town of Wrightstown, are regulated under Chapter 23, Floodplains Ordinance for Brown County, Wisconsin. Whenever development is proposed near a stream, river, lake, or pond, it is the property owner's responsibility to ensure the proposed development is in compliance with local, county, and state requirements and that the appropriate permits are obtained prior to beginning construction. Although there are no mapped floodplains within the Town of Wrightstown, all waterways, no matter how small, have floodplains during heavy rain or snow melt events. Therefore, if development is to occur in proximity to a waterway, a detailed flood study should be prepared to define the floodway, flood fringe, and building elevations. Furthermore, as culverts are replaced in the Town of Wrightstown, it is critically important that the Brown County Zoning Office be consulted in order to ensure the proper permits are obtained and culvert sizes are adequate. Figure 7-4 depicts the floodplains adjacent to the Town of Wrightstown.



The following are several threats to floodplains and the resource values that they represent:

- **Filling**, which diminishes the flood storage capacity of the floodplain. This could have the effect of increasing the elevation or velocity of floodwaters to the detriment of upstream or downstream properties.
- **Grading**, which can degrade the resource functions of floodplains, such as filtering pollutants or providing habitat.
- **Impediments**, which include the encroachment of buildings or the construction of undersized culverts and bridge openings in the floodplain and which can adversely affect the size and proper functioning of the floodplain and may pose potential hazards to adjacent residents and passersby.
- Impervious surfaces, which can increase the velocity of the flood flows, increase the amount of pollutants, reduce the amount of natural wildlife habitat, and limit the amount of infiltration of stormwater runoff into the ground.

Shorelands and Stream Corridors

Shorelands are the interface between land and water. In its natural condition, shorelands are comprised of thick and diverse vegetation that protect lakes, rivers, and streams. If these areas are developed, this vegetation is lost, and fish, wildlife, and water quality are damaged. Most of the streams in the Town of Wrightstown are less defined and do not have the differing topography as do the streams in other parts of the county

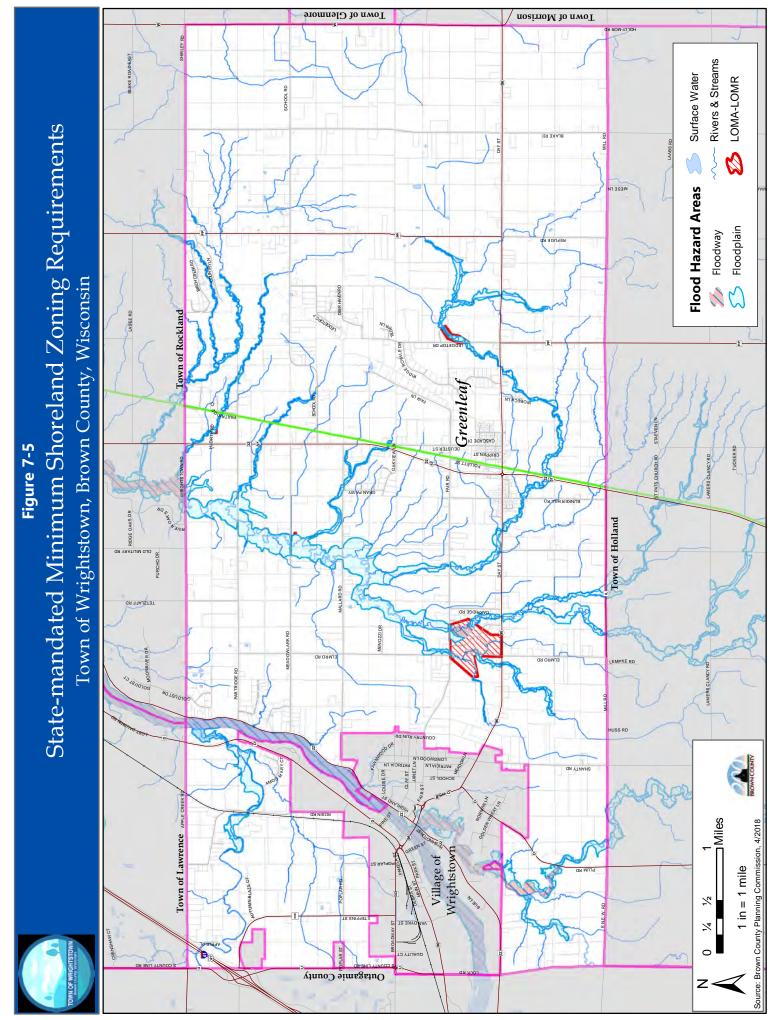
Like floodlands, the importance of shorelands is recognized and is regulated by state and local governments. Shoreland zoning is primarily intended to control the intensity of development near and to create a buffer around lakes, rivers, and streams. The buffer is intended to remain an undeveloped strip of land that protects the water from the physical, chemical, hydrological, and visual impacts of nearby development. Wisconsin mandates shoreland zoning for all unincorporated communities and those parts of incorporated cities and villages that were annexed after May 7, 1982. The Town of Wrightstown must follow the state mandated minimums listed under Wisconsin Administrative Code NR 115. Figure 7-5¹⁰ presents a diagram of the state mandated minimum shoreland zoning requirements.

The shoreland restrictions do not apply to those waters that are determined to be non-navigable waters. However, all lakes, rivers, and streams, no matter how small, must be assumed to be navigable until determined otherwise by the DNR.

As shorelands are closely related to floodplains, so are the threats to the resource values shorelands represent. Under current regulatory requirements, the 75 feet closest to navigable waters are off limits to development, but development could occur within the remainder of the shoreland area with receipt of appropriate permits and approvals, and agricultural activities could continue within the shoreland area.

The Town of Wrightstown should continue to encourage greater protection of the shoreland area. In this regard, the Town of Wrightstown should take full advantage of federal, state, and county funding and other assistance in the establishment of vegetative stream buffers to further filter out sediments and other associated pollutants.

¹⁰ **Definitions for terms in Figure 7-5.** Floodways are defined as a river or stream's channel, and the floodplain adjoining that channel that are required to carry the regional flood discharge. Floodplains are any land area that are susceptible to being inundated by flood waters. LOMA is a *Letter of Map Amendment*, typically a correction to a flood map based on better survey data, showing that a property believed to be in a floodplain is not. LOMR is a *Letter of Map Revision*, is a revision to a flood map based on technical engineering studies submitted by the applicant to FEMA, modifying FEMA's effective Flood Insurance Rate Map (FIRM).



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Wetlands

Wetlands are characterized by water at or near the ground level, by soils exhibiting physical or chemical characteristics of waterlogging, or by the presence of wetland-adapted vegetation. Wetlands are significant natural resources that have several important functions. Wetlands enhance water quality by absorbing excess nutrients within the roots, stems, and leaves of plants and by slowing the flow of water to let suspended pollutants settle out. Wetlands help regulate storm runoff, which minimizes floods and periods of low flow. Wetlands also provide essential habitat for many types of wildlife and offer recreational, educational, and aesthetic opportunities to the community.

There are two broad classifications of wetlands: perennial wetlands and ephemeral (intermittent) wetlands. Perennial wetlands are inundated with water for much of the year and develop classic wetland characteristics, such as soil Perennial wetlands usually mottling. support populations of water loving plants. Ephemeral wetlands, which are sometimes called intermittent wetlands due to soil type and topography, often do not develop classic wetland characteristics since they are flooded only part of the year. Both types of wetlands are equally important.



The Wisconsin Wetlands Inventory map identifies wetlands scattered throughout the Town of Wrightstown. As shown on Figure 7-6, the WDNR digital wetlands inventory identified approximately 421 acres of wetlands within the Town of Wrightstown.

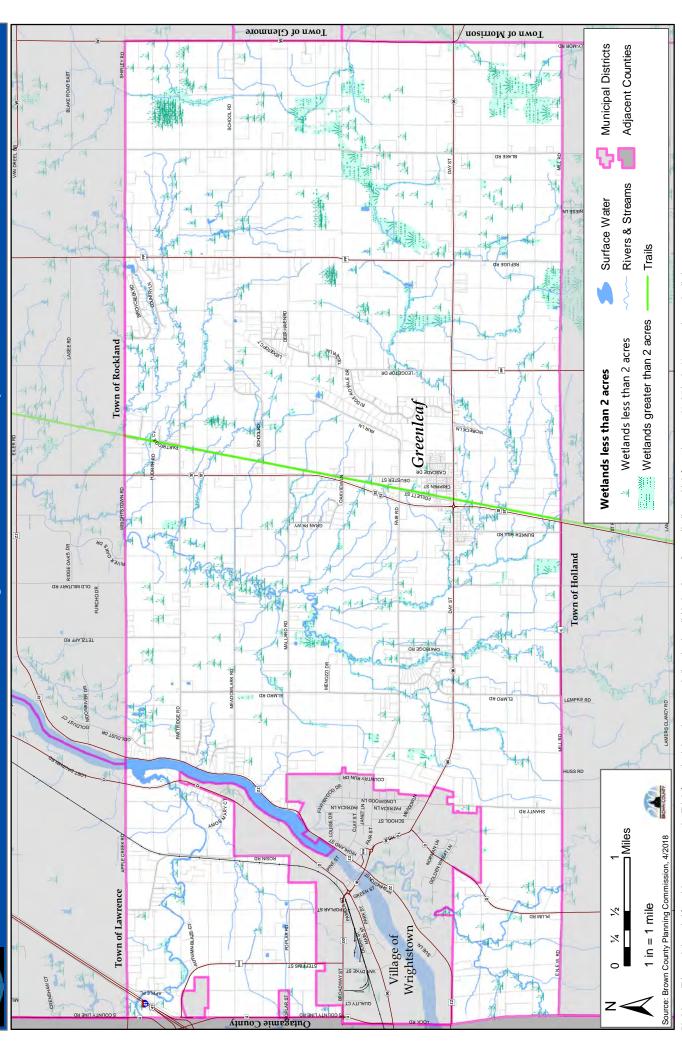
Under current regulatory requirements, all wetlands are off-limits to development unless appropriate permits and approvals are obtained. In the unincorporated parts of Brown County, including the Town of Wrightstown, wetlands within the shoreland zone of navigable waterways, as identified on the Wisconsin Wetland Inventory maps are zoned by Brown County through the Brown County Shorelands and Wetlands Ordinance (Chapter 22 of the Brown County Code of Ordinances). Wetlands within this zone are generally unavailable for development unless a wetlands zoning map amendment is reviewed and approved by Brown County and the State of Wisconsin Department of Natural Resources. In order to have a viable case for a rezoning, a property owner would need to hire a certified wetland delineator to identify the wetland boundaries and then document that the proposed development activity would not take place within the field-delineated wetland.

Wetlands are also regulated through the Brown County Land Division and Subdivision Ordinance (Chapter 21) of the Brown County Code. Chapter 21 regulates wetlands as part of the land division process, and generally requires wetland delineations be performed as part of the county review process. In addition to the wetland itself, Chapter 21 requires a 35' environmentally sensitive area (ESA) setback from wetlands two acres or larger to ensure the ecological functions of the wetland remain intact. Within the wetland ESA setback, no filling, cutting, grading, or development may occur, unless approved by Brown County, and potentially the Wisconsin Department of Natural Resources. The wetland and ESA setbacks are identified on the recorded land division map to make future owners of the parcel aware of the building limitations on the site. In addition to the Brown County requirements, potential developers and landowners should be aware that the Wisconsin Department of Natural Resources and U.S. Army Corps of Engineers also regulate activity in wetlands.



Figure 7-6 WDNR Wetlands

Town of Wrightstown, Brown County, Wisconsin



The primary threat to wetlands is filling. Although an array of federal, state, and local regulations help protect them, wetlands (especially smaller ones) are still lost to road construction and other development activities. The draining of wetlands may also occur through tilling and rerouting of surface water. Even if wetlands are not directly filled, drained, or developed, they still can be impacted by adjacent uses. Siltation from erosion or pollutants entering via stormwater runoff can destroy the wetland. Previously healthy and diverse wetlands can be severely degraded to the point at which only the hardiest plants like cattails can survive. Invasive plant species, such as phragmites and purple loosestrife also have a significant negative effect on wetlands by overrunning the native wetlands species and creating monocultures of unproductive wetland habitat.

Environmentally Sensitive Areas

Environmentally sensitive areas (ESAs) are defined by the Brown County Planning Commission as portions of the landscape consisting of valuable natural resource features that should be protected from intensive development. They include all lakes, rivers, streams, wetlands, floodways, and other locally-designated significant and unique natural resource features. ESAs also include a setback or buffer from these features. In addition, they include areas of steep slopes (slopes 20 percent or greater) when located within or adjacent to any of the features previously noted. See Figure 7-7 for the locations of the Town of Wrightstown ESAs.

Research and experience from throughout Wisconsin indicate that the potential exists for significant adverse water quality impacts if ESAs are developed. Identification and protection of ESAs are required by both state and county regulations under Wisconsin Administrative Code NR 121 and the Brown County Sewage Plan, prepared by the Brown County Planning Commission, as well as the Brown County Subdivision Ordinance. ESA protection is enforced during the review and approval of all land divisions and/or public sanitary sewer extensions. The intent of enforcing protection of ESAs is to protect water-related natural resource features from the adverse impacts often associated with development.

In general, development and associated filling, excavation, grading, and clearing are prohibited within ESAs. However, certain non-intensive uses, such as public utilities and public recreation, are often allowed within these areas. In conjunction with erosion control and stormwater management practices, protection of the ESAs can provide numerous benefits, including:

- Recharge of groundwater.
- Maintenance of surface water and groundwater quality.
- Attenuation of flood flows and stages.
- Maintenance of base flows of streams and watercourses.
- Reduction of soil erosion.
- Abatement of air pollution.
- Abatement of noise pollution.
- Favorable modification of micro-climates.
- Facilitation of the movement of wildlife and provision of game and non-game wildlife habitat.
- Facilitation of the dispersal of plant seeds.
- Protection of plant and animal diversity.
- Protection of rare, threatened, and endangered species.

Threats to ESAs are similar to those of floodplains and shorelands. In addition, the quality and effectiveness of ESAs can be severely reduced should adjacent development change drainage patterns or remove native vegetation from the lands within or immediately adjacent to the ESAs. Such disturbances can also introduce invasive plant species to the ESAs, which can result in loss of native vegetation, diversity, and habitat.

The protection of environmentally sensitive areas (ESAs) keep intensive development out of stream

corridors, water quality is improved, wildlife habitat is maintained, recreational opportunities are presented, and scenic values are preserved. As discussed in the environmentally sensitive area section of this chapter, ESAs generally follow stream corridors and include a 75' setback, the identified floodway of the stream and any adjacent wetlands and steep slopes. ESAs remain mostly undeveloped and serve as vital wildlife corridors, preserve natural beauty, provide storm water management areas, and link ecologically important link parts of the Town together.

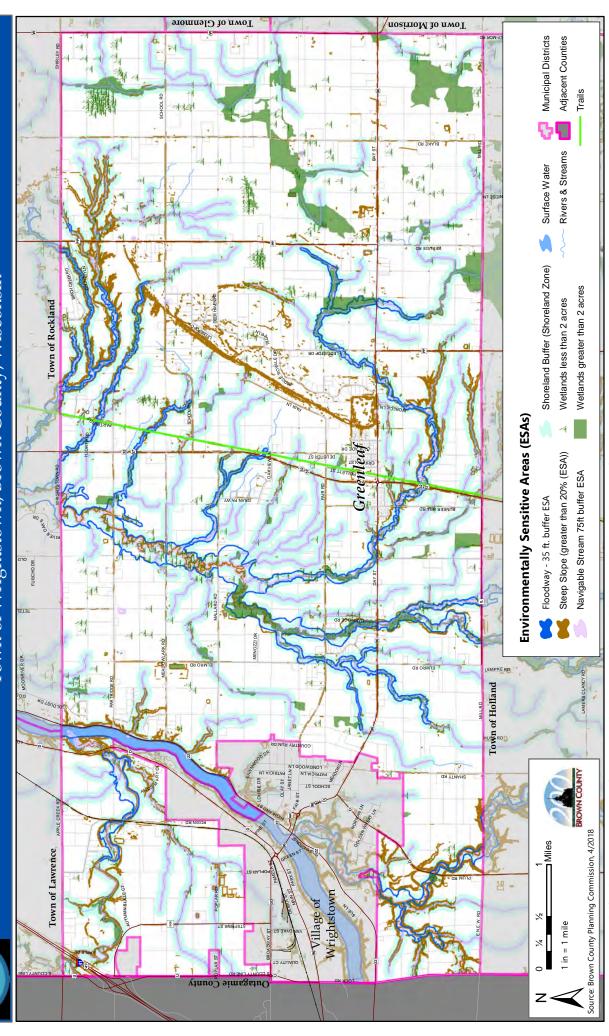
In addition to regulation of ESAs by Brown County, components of ESAs, including floodways/floodplains, wetlands, and navigable waterways are regulated by various other governmental agencies, including the Wisconsin Department of Natural Resources, Federal Emergency Management Agency (FEMA), and U.S. Army Corps of Engineers. In order to assist local municipalities with protection of ESAs and to coordinate efforts among the agencies, Brown County produced large-scale Shoreland Zone / ESA maps for each Brown County community, including the Town of Wrightstown through a Wisconsin Coastal Management Grant in 2012. These maps are available online and should be utilized by the Town's zoning administrator and building inspector to assist in making determinations as to whether a proposed development could impact an ESA or require a shoreland zone permit from the Brown County Zoning Office. The maps are located on the Brown County Zoning Office website under the "Shorelands, Wetlands, and Floodplains" link.

The Town of Wrightstown should continue to work proactively with the Brown County Planning Commission to identify and educate residents on the importance of ESAs.



Environmentally Sensitive Areas

Town of Wrightstown, Brown County, Wisconsin



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Groundwater

As shown in Figure 7-8, groundwater begins as precipitation (rain or snow) that falls on the land. Some precipitation runs off into lakes, rivers, streams or wetlands. Some evaporates back into the atmosphere, and some is absorbed by plants. Groundwater is from precipitation that soaks into the ground past plant roots and down into the subsurface soil and rock. A layer of soil or rock that is capable of storing groundwater and yielding it to wells is called an aquifer. A given area can have a number of aquifers, one above another. The top of the aquifer closest to the ground's surface is called the water table. It is the area below which all the openings between soil and rock particles are saturated with water. Like surface water, groundwater moves from high areas to low areas. It discharges at places where the water table intersects the land's surface, such as lakes, streams, and wetlands, providing a base flow for water features.

Groundwater is the source of drinking water for Town of Wrightstown residents that have private wells. As with all communities, it is very important that groundwater is protected. The greatest threats to groundwater are contamination and overuse. As with any rural community, the most common sources of contamination include feedlots, manure storage and spreading, manure pits, irrigation, fertilizers, and pesticides. The Town of Wrightstown has a high number of private wells and continued private well development may eventually have a negative impact on groundwater quantity and quality.

The Town of Wrightstown should ensure that old wells are properly sealed to prevent surface water contaminants from reaching groundwater. The Town should continue to monitor the quantity and quality of groundwater available for the Town. In order to ensure a safe supply of private drinking water, the Town should continue a well-testing program to identify contaminants that may be present, such as bacteria, nitrates, pesticides, etc. The Town should provide homeowners with information regarding proper maintenance and testing of private wells, including the educational brochure from the WDNR entitled "You and Your Well," and the water supply information on the Town website. The Town of Wrightstown should also continue to support Brown County's "time of sale" program of inspecting private onsite wastewater treatment systems to guard against failing systems, ensuring functioning septic systems will continue to serve as a protection against groundwater contamination.

PUMPED WELL

Water table

Unconfined aquifer

Confining bed

Confined aquifer

Confined aquifer

Millennia

Figure 7-8: Groundwater Diagram

Source: United States Geological Survey

Although maintaining groundwater quality will continue to be a concern, quantity may become less of an

issue because many suburban communities in Brown County stopped drawing groundwater after receiving potable water from Lake Michigan. The Wisconsin Department of Natural Resources recommends testing private wells for coliform bacteria at least once a year or immediately any time there is a change in how the water looks, tastes, or smells. Even if the groundwater looks, tastes, and smells fine, there is a chance it may have harmful bacteria or viruses. The Town of Wrightstown should provide residents with information annually related to private well maintenance and testing, such as in the WDNR document "You and Your Well" which can be found on the WDNR website under the "Groundwater" link. Additional information related to groundwater specific to Wrightstown may be found in the Community Facilities and Utilities Chapter.

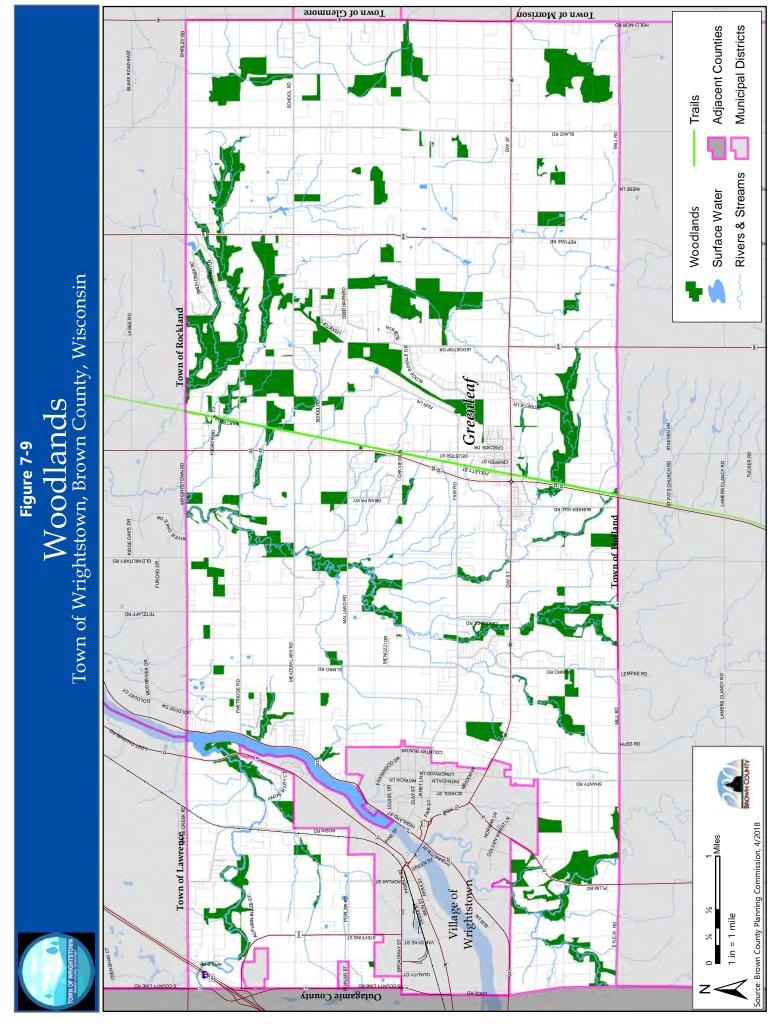
Woodlands

Although agricultural uses dominate the landscape in the Town of Wrightstown, there are also a number of scattered areas of small woodlots. The vegetative state of the 2,299 acres of woodlands in the Town of Wrightstown varies considerably. The woodlands are characterized by basswood, cotton-wood, Norway spruce, silver maple, sugar maple, white ash, white-cedar, white pine, white spruce, white-cedar, and other wet and successional types of vegetation. On exposed ridges the white pine and white spruce species dominate.

The largest contiguous areas of woodlands in the Town of Wrightstown are located along Bower Creek and its tributaries, which stretches between Pine Grove Road and CTH X (near Dickinson Road). There are also fragmented stands of woodlands north from Coopertown Road and west from Wrightstown Road, near its intersection with Langes Corners Road. The wooded areas in the Town of Wrightstown have largely been fragmented by agricultural uses, as depicted in Figure 7-9.

Since wooded areas are prized as settings for residential subdivisions, and generally do not directly disrupt agricultural activity, they are often logical sites for residential development. Intensive residential development, especially if improperly planned, can disrupt the scenic and natural values of the woodland resource and can fragment the blocks and corridors necessary to provide refuge and passage for wildlife. Loss of these woodlands may also degrade the rural character and views of the Town.

Other threats to Wrightstown's woodlands include improper management (such as the over harvesting or under harvesting of trees), haphazard utility and road construction and maintenance, and the introduction of exotic species and disease. However, considering one of the primary goals of the Town is to promote agricultural activities, locating residential development within woodlots would not directly negatively impact farming. If residential development is going to occur in a wooded area, the Town might consider requiring the use of conservation subdivision development techniques in order to preserve as large a contiguous block of the woodlands as possible (discussed in Chapter 2).



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Wildlife Habitat

Most of the land in the Town of Wrightstown is actively being farmed. Some of the better wildlife habitat is contained in the woodlands, wetlands, and along waterways and drainage corridors. Large tracts of woodlands or wetland-type vegetation offer areas for wildlife movement. However, these areas are still affected around their edges by regional issues, such as water quality, and by potential invasion of exotic species. Typical wild game birds and mammals found in the Town of Wrightstown include ducks, geese, woodcock, pheasant, Hungarian partridge, ruffed grouse, cottontail rabbit, fox and gray squirrel, muskrat, mink, raccoon, skunk, opossum, woodchuck, red fox, and whitetail deer.

In addition to water feature based linear corridors, fencerows along the boundaries of agricultural fields provides critical habitat for pheasant, whitetail deer, small mammals, raptors, and songbirds. As agricultural practices increase in scale, many smaller farm fields are being combined into much larger fields to accommodate the increased size of agricultural equipment and efficiencies associated with modern agricultural practices, which is reducing the amount of fencerow habitat.

Preservation of wildlife habitat is another benefit from protecting surface waters, floodplains, shorelands, wetlands, and woodlands. It is assumed for purposes of this report that should these areas be adequately protected and preserved, so would its wildlife habitat functions.

Threatened and Endangered Species

An endangered species is one with continued existence that is in jeopardy and may become extinct. A threatened species is one that is likely, within the foreseeable future, to become endangered. The Bureau of Endangered Resources within the Wisconsin Department of Natural Resources monitors endangered and threatened species and maintains the state's Natural Heritage Inventory (NHI). This program maintains data on the locations and status of rare species in Wisconsin. According to the NHI, there are ten endangered or threatened species/communities found or potentially found in the Town of Wrightstown as of July 18, 2017.

Quarter Section T-22N, R-19 E	Quarter Section T-22N, R-20 E		
Handsome Sedge – plant	Cherrystone Drop - Snail		
	Migratory Bird Concentration Site - Area		
Quarter Section T- 21N, R-19 E	Dentate Supercoil - Snail		
Peregrine Falcon - Bird	Southern Dry-mesic Forest - Community		
Migratory Bird Concentration Site - Area	Stream - Slow, hard, warm - Community		
Northern Mesic Forest - Community	Hubricht's Vertigo - Snail		
Hairy Wild Petunia - Plant			
Southern Dry-Mesic Forest - Community	Quarter Section T-21N, R-20 E		
	Migratory Bird Concentration Site - Area		

Source: WDNR Natural Heritage Inventory.

The primary threats to threatened and endangered species typically are the loss of wetlands and other habitats due to development and other factors. Federal and state regulations discourage and sometimes prohibit development where such species are located. This is also another reason why it is very important to protect and preserve the Town of Wrightstown surface waters, floodplains, shorelands, wetlands, and woodlands.

Scenic Resources and Topography

The Town of Wrightstown topography ranges from almost flat in most areas of the town, to hilly along the Bower Creek, Devils River, and other waterways and tributaries. A portion of the Niagara Escarpment impacts private property in the far northwest portion of the Town. The Town of Wrightstown elevation ranges from 815 feet in the northeast areas of the Town, near Bowers Creek, up to 985 feet in the areas near Shirley. The resulting difference in elevation is only 170 feet. Lack of variability in topography sometimes

results in problems with draining stormwater away from development.

The wooded areas along Bower Creek and Devils River provide the most picturesque views due to the ravines and waterways. However, steeper slopes and terrain changes in this area may increase erosion due to the velocity that storm water drains.

As with floodlands, shorelands, wetlands, and woodlands, scenic areas should also be considered for protection where appropriate under conservancy zoning and/or conservation by design subdivision techniques.

Mineral Resources

Nonmetallic mining is a widespread activity in Wisconsin, as well as in Brown County. In Wisconsin, there are an estimated 2,000 quarries that provide aggregate for construction, sand, gravel, and crushed stone for road building, and limestone for agricultural lime applications. In Brown County, quarrying activity is concentrated along the Niagara escarpment along the boundaries of Ledgeview, Rockland, and Wrightstown.

The State of Wisconsin first passed a nonmetallic mining law in 1994. The law requires that all nonmetallic mining operations be registered. To be registered, the nonmetallic mineral deposit must be delineated by a professional geologist or registered engineer and certified to be economically viable. Second, if the land is zoned, the existing zoning at the time of registration must allow mining as a permitted use or as a conditional use. The state law further specifies that the registration lasts for ten years and can be renewed for an additional ten years. However, after 20 years, the full registration process must be undertaken once again. In addition, the law states that local zoning officials can deny the mining only if they can prove that the mineral deposit is not marketable or that the zoning at the time of the registration prohibited mining.

Wisconsin passed a second nonmetallic mining law in 2000: Wisconsin State Statute Section 295.13(1) and Wisconsin Administrative Code NR 135. The state statute and administrative code require that all counties in the state adopt an ordinance in 2001 (consistent with the model ordinance prepared by the Wisconsin Department of Natural Resources) to establish a reclamation program capable of ensuring compliance with uniform state reclamation standards. The administrative code also allows cities, villages, and towns to adopt such an ordinance and administer the program within their own jurisdiction at any time. The administrative code states that the county ordinance applies to every city, village, or town within the county until the city, village, or town adopts and administers the ordinance.

Brown County adopted its Nonmetallic Mining Reclamation Ordinance in 2001. Most communities in Brown County, including the Town of Wrightstown, opted to have Brown County adopt and enforce the reclamation ordinance for their respective municipalities.

Wisconsin's nonmetallic mining reclamation program requires that nonmetallic mining operators prepare a reclamation plan to state standards. These standards deal with topsoil salvage and storage, surface and groundwater protection, reclamation during mining to minimize the amount of land exposed to wind and water erosion, re-vegetation, site grading, erosion control, and a final land use consistent with local zoning requirements.



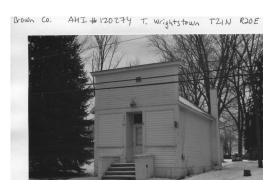
The quarry by Greenleaf.

The Town of Wrightstown currently has an active quarry in it on the east end of Greenleaf. Because any future quarries in the Town would have a potential for both significant positive economic impacts and negative environmental and land use impacts, relevant Town ordinances should be continually reviewed to ensure they adequately address issues along the escarpment, such as truck traffic, blasting, and endangered plant and animal resources for. The Town should recognize that new residential uses are not typically compatible with active quarrying operations. Therefore, the Town should use caution when considering approval of new residential developments near active or future quarries.

Historic Buildings

The Wisconsin Architecture and History Inventory (AHI) is an official inventory maintained by the Wisconsin Historical Society (WHS), which tracks historically significant structures, sites, or objects. These sites collectively display Wisconsin's unique culture and history and, therefore, should be noted and protected/preserved when feasible. The Wrightstown community, including both the Town and the Village, has 91 properties listed on the state AHI as buildings or sites eligible to be on the state or national register of historic places. To highlight, records indicate the following seven buildings are still in Greenleaf¹¹:

- John Schmitt Property, pictured right (feed store, boomtown style, built in 1890) along Day Street in Greenleaf, immediately adjacent to the Frank Schmitt Residence.
- Frank Schmitt Residence (private residence, front gabled style built in 1912) located at 1688 Day Street.
- Greenleaf Fire Department (fire house, boomtown style, built in 1922) at the northeast corner of Day Street and Follett Street.
- St. Paul's Lutheran Church (Neogothic Revival style building built in 1950) just to the northwest of the corner of Bunker Hill Road and Day Street.



John Schmitt Property, feed store. Source: Wisconsin Historical Society.



Greenleaf Fire Department. Source: Wisconsin Historical Society.

¹¹ Wisconsin Historical Society. Architecture and History Inventory. 2018. Website. 29 November 2018. https://www.wisconsinhistory.org/Records/Article/CS15309.

Wrightstown Town Hall (front gabled style building built in 1880) immediately west of St. Paul's

| Description | Constitute | Paul | Constitute | Constitut

Lutheran Church on Day Street.

 American Foursquare style house (private residence built in 1910) at the southeast corner of State Highway 57 and Day Street.

 State Bank of Greenleaf (private residence; Neoclassical style brick building built in 2012) at 1644 Day Street.

If any development should happen in Greenleaf, or the greater Town, the Town should take into account the number of potentially historic structures and sites located there and work with property owners to preserve and refurbish the buildings in a historically sensitive way. Redeveloped historic buildings



1644 Day Street, State Bank of Greenleaf. Source: Wisconsin Historical Society.

can be utilized to draw residents and tourists to the Town of Wrightstown as a destination. The Town of Wrightstown should work with the State Historical Society to consider appropriate designation and preservation of potential historic sites as they are identified to maintain examples of the Town culture and history, should development occur.

Parks, Recreation, and Open Space

The Town of Wrightstown has only one small, dedicated strip of land dedicated to the public as conservancy at the very southern end of the Schmidt's Alpine Acres subdivision.

Recommended Policies, Programs, and Actions

There are many avenues the Town of Wrightstown can take to achieve the natural, cultural, and agricultural resources goal and objectives listed in the plan's Issues and Opportunities chapter. They range from specific one-time actions to broad ongoing programs. These recommendations are addressed in this section.

Farmland Preservation

The Town of Wrightstown is defined by its farmland and agricultural production. The rural character of the Town that residents enjoy is largely dependent upon agriculture. Therefore, protection of the Town's farmlands should be its highest priority, and potential changes in use to farmland through zoning or land divisions will need to be carefully evaluated in terms of costs and benefits to the Town. The following section identifies tools available to the Town to protect its agricultural lands.

Agricultural Zoning

The Town recently amended its zoning ordinance to comply with the requirements of the Wisconsin Working Lands Initiative. This is the next generation of the Wisconsin Farmland Preservation Program, which provides state income tax credits to qualified agricultural producers for agricultural lands zoned within a certified agricultural zoning district. For the Town of Wrightstown, the certified zoning district is the A-1 Agriculture zoning district, which very clearly identifies the priority of agricultural production within this district. According to the Town of Wrightstown Zoning Ordinance, permitted uses in the A-1 zoning district include:

- Agricultural uses including:
 - o Crop or forage production
 - Keeping of livestock
 - Beekeeping
 - o Nursery, sod, or Christmas tree production
 - o Floriculture
 - Aquaculture
 - Fur farming

- Forest management
- Enrolling land in a federal agricultural commodity payment program or a federal or state agricultural land conservation payment program.
- Undeveloped natural resource and open space areas; any open land without any structures.
- Transportation, utility, communication, or other uses that are required under state or federal law to be located in a specific place, or that are authorized to be located in a specific place under a state or federal law that preempts the requirement of a conditional use permit for that use.

In order to rezone property out of the A-1 zoning district, the Town Board must find all of the following in the affirmative:

- The rezoned land is better suited for a use not allowed in the farmland preservation zoning district.
- The rezoning is consistent with any comprehensive plan adopted by the Town of Wrightstown, which is in effect at the time of the rezoning (this is true for any rezoning, in order to ensure that future land uses remain consistent with the Town's comprehensive plan).
- The rezoning is substantially consistent with the Brown County Farmland Preservation Plan, certified under Chapter 91 Wis. Stats., which is in effect at the time of the rezoning.
- The rezoning will not substantially impair or limit the current or future agricultural use of other protected farmland.

When considering rezones out of A-1, the Town Planning Commission and Town Board should very carefully weigh the potential negative impact of rezoning lands out of A-1 into other uses and specify very clearly how the proposed rezoning either does or does not meet the aforementioned criteria.

Village Incorporation and Farmland Preservation

Should the Town ever incorporate into a Village, the Farmland Preservation program would still remain in place, and is still based on how the properties are zoned and if they are part of the program. Villages may have land participate in the program based on the rules above.

Agricultural Enterprise Areas

As discussed in the Economic Development Chapter, should a group of farmers within Wrightstown decide to pursue designation of an area as an Agricultural Enterprise Area, the Town should support this effort. In addition to providing an additional state tax credit benefit, designation of lands as an Agricultural Enterprise Area would demonstrate to the agricultural related industries (implement dealers, dairies, cooperatives, etc.) that the Town and its agricultural community are committed to agricultural production.

<u>Purchase of Agricultural Conservation Easements</u>

Some communities have had success with the purchase of agricultural conservation easements, also known as the purchase of development rights. This farmland preservation tool benefits the farmer, as well as the community. The farmer can benefit financially on the development potential of the land while still keeping it in production and maintaining all other rights to the land, including the right to live on the land, to continue to farm the land, and to exclude trespassers. The farmer may enjoy reduced income taxes and estate taxes. The monies received for the easement can be used for farm improvements, thus making the farm more productive and economically palatable to the community. In addition, the community will enjoy all of the environmental, aesthetic, and economic benefits of farming while preserving a large area of productive farmland.

While this tool is an effective one for preserving farmland, it is expensive, and not all municipalities can afford its cost. The Town can explore many different options for funding this program, including an increase in building permit fees or property taxes. Wrightstown also could explore the many potential state or federal grant programs that could assist the Town in funding these efforts. One of these programs is the Farmland Preservation Program sponsored by the USDA. This program helps state, tribal, or local government entities purchase development rights to keep productive farmland in agricultural use. If the

land qualifies, the USDA has provided up to 50 percent of the cost of purchasing the easement. To qualify, farmland must:

- Be part of a pending offer from a state, tribe, or local farmland preservation program.
- Be privately owned.
- Have a conservation plan.
- Be large enough to sustain agricultural production.
- Be accessible to markets for what the land produces.
- Have adequate infrastructure and agricultural support services.
- Have surrounding parcels of land that can support long-term agricultural production.

The Town of Dunn in Dane County has been very successful in preserving its agricultural land using purchase of development rights. Dunn has received multiple Farmland Preservation Program grants to help with its efforts, allowing them to preserve over 1,700 acres of valuable farmland.

Environmentally Sensitive Areas

The protection of environmentally sensitive areas (ESAs) keep intensive development out of stream corridors, water quality is improved, wildlife habitat is maintained, recreational opportunities are presented, and scenic values are preserved. As discussed in the environmentally sensitive area section of this chapter, ESAs generally follow stream corridors and include a 75′ setback, the identified floodway of the stream and any adjacent wetlands and steep slopes. ESAs remain mostly undeveloped and serve as vital wildlife corridors, preserve natural beauty, provide storm water management areas, and link ecologically important link parts of the Town together.

Create Vegetated Buffer Strips along Waterways

Through implementation of Chapter 10 of the Brown County Code of Ordinances (Agricultural Shoreland Management) the Brown County Land Conservation Department has been working with rural landowners to provide a cost-share for the installation of vegetated buffer strips along waterways that flow through agricultural areas. Historically, many of these waterways were plowed through and created direct vectors for fine sediments and nutrients such as phosphorus and nitrogen to enter the surface water system downstream. Increased levels of phosphorus and nitrogen can lead to harmful algal blooms, decreased dissolved oxygen levels, and increased stress on forage and sport fish in downstream waterways. The vegetated buffer strips, typically



consisting of native grasses, wildflowers, and shrubs, help to filter out suspended solids, nutrients (including phosphorus and nitrogen), fertilizers, and pesticides prior to reaching the actual waterway in the center of the buffer. Additionally, as the buffer strips mature, they create increasingly important wildlife habitat and travel corridors for songbirds, small mammals, reptiles, and amphibians.

Use of Flexible Development Practices

Provided a proposed development does not negatively impact agricultural production, alternative development approaches, such as conservation subdivisions, may provide fewer detrimental impacts to agricultural production, natural resources, and the rural character of the Town. New subdivisions can be designed to preserve natural drainage patterns, reduce fragmentation of wildlife habitat, and limit the amount of impervious surfaces, such as roads. By clustering development on a site, large blocks of environmentally sensitive areas or even prime farmland can be left as preserved open space.

Developers and Town officials should strive to encourage preservation of natural areas within newly developed areas. Conservation subdivisions with common open space are required by the Town of Wrightstown for any subdivision development. This allows for the Town to protect areas of woodlands, natural areas, or agricultural areas important to the Town's rural character.

Information and Citizen Participation

Spreading knowledge of the importance of the Town's natural resources, agricultural heritage, and the



means to maintain them is an essential implementation tool. For example, providing property owners along the Branch River or its tributaries with information about nonpoint source pollution and providing tips on landscaping and buffering to prevent this pollution can help to achieve improved water quality. Periodic pamphlets or newsletters could be mailed to residents to provide information on such topics as tree trimming tips, invasive exotic species, and other issues relating to natural resource protection. Water resource educational materials are available from the WDNR.

Community Goals and Objectives – Agricultural, Natural, and Cultural Resources

Goal

Capitalize on the amenities offered by the Town of Wrightstown's natural, cultural, and agricultural resources and integrate these resources into future development to enhance the rural character of the Town.

Objectives

- 1. Preserve the natural features of the Town, such as its wetlands, floodplains, and other environmental areas, to link various parts of the Town and to serve as wildlife corridors and storm water management areas.
- 2. Promote the Niagara escarpment as a critical environmental feature, and work to conserve it as an environmentally significant area.
- 3. Enhance accessibility to the Fox and East Rivers.
- 4. Enhance the appearance and community identity of the Town through the use of commercial and industrial building design standards, landscaping, attractive signage, and other beautification techniques.
- 5. Identify and preserve historic and scenic sites in the Town.
- 6. Obtain a balance between continued agricultural operations and continued growth and development to preserve the Town's rural character.
- 7. Identify the productive agricultural land in the Town and identify methods to encourage farming on this land.
- 8. Inform new residents that the Town is an active agricultural community.
- 9. Provide adequate regulations to manage large-scale farming operations.
- 10. Recognize the need for nonmetallic mineral resources while requiring quarries to be operated in an environmentally sensitive manner.
- 11. Encourage Town farmers to continue to implement environmentally-sound agricultural practices.
- 12. Identify, adopt, and implement adequate regulations to address large-scale livestock facilities to minimize their impacts on the Town and its residents.

Summary of Recommended Policies, Programs, and Actions

- Review existing zoning and subdivision ordinances for conservation measures, and consider creating a type of conservancy zone designation to protect the Niagara Escarpment, and other natural features, from future development.
- If zoning is approved, site future residential development in areas that will have as little a negative impact on active farming operations as possible.
- Support Agricultural Enterprise Area designation, should it be proposed.
- Through the Town's newsletter, remind residents of the Town that Wrightstown is an agricultural community and they may have to deal with the sights, sounds, and smells of agricultural activity.
- If an adequate funding source could be found, a purchase of agricultural conservation easement (PACE) program could be a means to permanently protect tracts of agricultural lands from development in the Town.
- Carefully review proposals for rezoning lands out of the AG-FP zoning district consistent with the requirements of the Town zoning ordinance.
- Continue to require the use of conservation subdivisions (if/when a small subdivision is permitted) to minimize the visual impact of development on the Town's rural vistas.

- Support stream bank and watershed restoration efforts to improve the water quality of the Branch River, Bower Creek, other waterways, and their tributaries.
- Require flood studies prior to land division or development adjacent to rivers and small streams when such studies do not exist.
- Coordinate efforts with the Brown County Zoning office regarding permitting requirements and development within the shoreland zone.
- Utilize the online Shoreland Zone / Environmentally Sensitive Area maps to inform the public about additional regulations associated with development within these areas.
- Provide residents with information related to private well maintenance and testing, such as in the WDNR document "You and Your Well" which can be found on the WDNR website under the "Groundwater" link.
- Encourage and support the efforts of the Brown County Land Conservation Department and others regarding installation of stream buffers.
- Provide information to Town residents through the newsletter regarding invasive exotic plant species, water quality, and other natural resource-related issues facing the Town.
- Promote the redevelopment of existing historic buildings in the Town by providing information related to historic preservation resources to building owners.

CHAPTER 8 Intergovernmental Cooperation

Cooperation between neighboring and overlapping units of government is one of the primary goals of the Wisconsin Comprehensive Planning Law. In order for the Town of Wrightstown to grow in an orderly and efficient manner, it is necessary for the Town to work with its neighbors, Brown County, the State of Wisconsin, and other units of government. Working cooperatively is especially important since many issues, such as stormwater management and traffic, do not recognize municipal boundaries. Actions of one municipality oftentimes can have significant impacts on adjacent municipalities. This is especially important for the Town of Wrightstown because its relationship with the Village of Wrightstown and concerns about annexations of land out of the Town into the Village. This was highest-ranked concern that came out of the visioning session with Town residents.

The intent of the Intergovernmental Cooperation chapter is to analyze the existing relationships between the Town and other units of government and identify means of working cooperatively toward the goals and objectives identified in the Issues and Opportunities chapter of the plan.

Analysis of Governmental Relationships School Districts

Most of the Town is served by the Wrightstown Community School District, and a small portion by the Unified School District of De Pere. The Town should ensure continued coordination with both school districts to remain involved in any discussions for future expansion. If the Town approves any new large residential developments, it should inform both school districts so they account for possible additional students.

Adjacent Local Governments

Village of Wrightstown

The Town of Wrightstown bounds the Village of Wrightstown on the northern, eastern, and southern sides. Both entities have had a complex relationship due to property owners petitioning for annexations from the Town into the Village. The northwest corner of the Town, by CTH U. The highest ranked issue that came out of the Town visioning session was "Keep working on incorporation, border agreements, or other options to prevent annexation and preserve Town borders." Figure 8-1 shows the local governmental boundaries.

Over the period of 2016-2017, the Town board has discussed a cooperative boundary agreement with the Village of Wrightstown, but has reached no agreement through that. The Town has decided to pursue other options, including incorporation with annexation for the unincorporated area of Greenleaf.

The Village of Wrightstown's 2015 Comprehensive Plan advises that the Town and Village should continue to meet to keep communication open, even if a boundary agreement is not reached. Both the Town and the Village will continue to face development pressure from companies wanting to locate near the Interstate 41 corridor, and by keeping discussion ongoing, both municipalities may be able to find common vision to agree upon.

Town of Kaukauana

The Town of Kaukauana is located adjacent to the western boundary of the Town of Wrightstown in Outagamie County. BCPC staff reached out to the town clerk for Kaukauana, and they let town leadership know they could discuss intergovernmental concerns if they chose to.

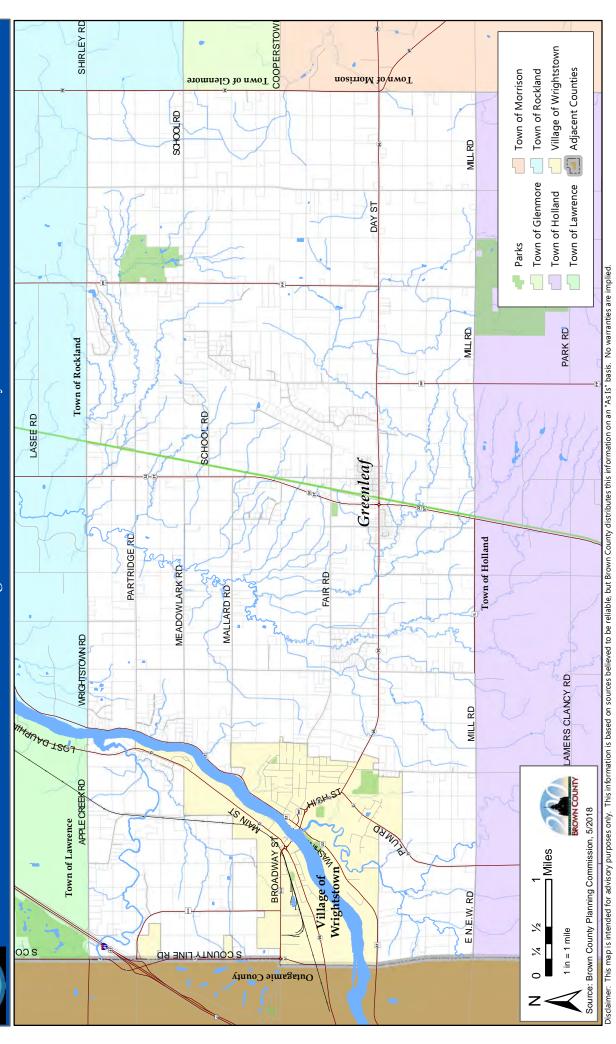
Town of Buchanan

The Town of Buchanan is located adjacent to the western boundary of the Town of Wrightstown in Outagamie County. BCPC staff contacted the Town of Buchanan to see if they wanted to discuss any intergovernmental issues, and did not receive any response.



Local Governmental Boundaries

Town of Wrightstown, Brown County, Wisconsin



Town of Morrison

The Town of Morrison is located adjacent to the southeast portion of the Town of Wrightstown. BCPC staff contacted the Town of Morrison to see if they wanted to discuss any intergovernmental issues, and did not receive any response.

Town of Lawrence

The Town of Lawrence is located adjacent to the northwest corner of the Town of Wrightstown. The Town of Lawrence Chairman indicated that both Towns have had some recent informal discussions on mutual planning for future growth. Based on more expected growth along the I-41 corridor, the Town should continue to have discussions and keep communication going with the Town of Lawrence for future planning efforts.

Town of Glenmore

The Town of Glenmore is located adjacent to the east central portion of the Town of Wrightstown. BCPC staff contacted the Town of Glenmore to see if they wanted to discuss any intergovernmental issues, and did not receive any response.

Town of Holland

The Town of Holland is located adjacent to the southern boundary of the Town of Wrightstown. In correspondence with the Town of Holland's clerk, he indicated they had no issues with the Town of Wrightstown, and have a good line of communication with the town board.

Town of Rockland

The Town of Rockland is located adjacent to the northern boundary of the Town of Wrightstown. BCPC staff contacted the Town of Glenmore to see if they wanted to discuss any intergovernmental issues, and did not receive any response.

Brown County

The Brown County Planning Commission staff, as part of a multi-jurisdictional planning effort, facilitated the development of the Town of Wrightstown Comprehensive Plan. Because this is a multi-jurisdictional planning effort, the Town's comprehensive plan will be adopted as a component of the Brown County Comprehensive Plan.

The four Brown County departments that currently have the most visible presence in the Town are the Brown County Public Works Department, the Brown County Sheriff's Department, Brown County Land and Water Conservation Department, and the Brown County Planning and Land Services Department.

Planning and Land Services Department

The Town of Wrightstown has historically worked with the Brown County Planning and Land Services Department for various land use related issues such as zoning, comprehensive planning, land divisions, and updating other miscellaneous ordinances. Additionally, the Planning and Land Services Department enforces the Brown County Land Division and Subdivision Ordinance, Floodplain Ordinance, Shorelands and Wetlands Ordinance within the Town to ensure adequate protection for environmentally sensitive areas, and provide support for the administration of the Working Land Initiative Program. The Town should maintain open lines of communication and coordination between the department, the Town of Wrightstown, and property owners in the Town.

Public Works

The Brown County Public Works Department has responsibility for the six county highways in the Town of Wrightstown (CTH D, CTH ZZ, CTH IL, CTH U, CTH DDD and CTH PP). As county highways are reconstructed, the Town should coordinate with the Public Works Department to consider the inclusion of

any safety enhancements and/or bicycle facilities on county highways consistent with the Brown County Bicycle and Pedestrian Plan.

Sheriff's Department

The Brown County Sheriff's Department provides police and patrol service to the Town of Wrightstown, and this service is expected to be adequate in the future. However, if the Town believes that additional service is necessary, it should consider contracting with the Brown County Sheriff's Department for additional coverage.

Land and Water Conservation Department

The Brown County Land and Water Conservation Department provides a number of services to the Town's agricultural producers, including administration of Brown County's Agricultural Shoreland Management Ordinance, Animal Waste Management Ordinance, Nutrient Management Maps, and the Working Lands Initiative Program. The department is an invaluable source of information related to the protection of our soils, surface water, and ground water, and should be contacted should any issues with these resources arise.

Region

Outagamie County

The Town will continue to keep Outagamie County informed of its development trends and issues as they arise.

Bay Lake Regional Planning Commission

The Town of Wrightstown is located within the Bay-Lake Regional Planning Commission (Bay-Lake RPC) jurisdiction, which covers an 8-county region and includes Brown, Door, Florence, Kewaunee, Manitowoc, Marinette, Oconto, and Sheboygan Counties. Bay-Lake RPC provides planning, ordinance writing, economic development, mapping, environmental studies, and grant writing to member communities within its region.

State

The Town has a number of cooperative relationships with state agencies listed below.

Wisconsin Department of Natural Resources

The Fox River and the East River, as well as Plum Creek, traverse through the Town. The Town can work with the WDNR to find ways to improve the water quality of both of these major waterways, as well as their smaller tributaries.

WDNR staff can provide the Town with a wealth of knowledge related to the Town's water and sewage systems. As Greenleaf grows, additional demand will be placed on these utilities. WDNR staff should also be utilized to provide insight and technical expertise on how the Town could most efficiently use its existing community utilities without causing environmental damage to the Town's natural resources.

WDNR offers programs to help communities stay informed on environmental requirements. One item is the Small Business Environmental Assistance Program, with the Permit Primer. This program helps small businesses manage their environmental requirements and responsibilities, and determine what requirements and permits apply to them, and how to obtain them¹. Another program offered by the WDNR are the state liability tools that offer local governmental units an environmental liability exemption in order to redevelop brownfield properties that the local government has acquired through specific methods²

¹ WDNR. Permit Primer. Website. 22 May 2018. https://dnr.wi.gov/topic/SmallBusiness/Primer/.

² WDNR. Local governments and contaminated property. Website. 22 May 2018. https://dnr.wi.gov/topic/brownfields/lgu.html.

The WDNR also provides information and answers different questions on environmental protection topics, and can serve the Town as a resource. Through the Town's visioning session, people expressed interest in having the Town provide information on waste, recycling, and yard waste disposal.

Wisconsin Department of Transportation

The Town should also keep WisDOT informed of development and redevelopment activity along both STH 96 and STH 32/57. WisDOT requires a permit to work in the right of way of state highways. WisDOT also requires a connection permit for doing work on a connection to a state highway, including constructing a new connection, removing or relocating an existing connection, changing the use of a property that would also change the number and/or types of vehicles using the property's connection³.

The Town and Village of Wrightstown should consider lobbying WisDOT together for a new park and ride facility near CTH U and Interstate 41, should enough demand come from both municipalities' residents.

Wisconsin Department of Administration

Previously, the Town of Wrightstown worked with the Wisconsin Department of Administration (DOA) to utilize the Comprehensive Planning Grant program, which helped the Town fund the development of its 2005 comprehensive plan. As the Town considers incorporation to become a village, it will need to continue to develop this relationship, and rely on the DOA for technical expertise through the process. Refer to the following section on the incorporation process for more information.

Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP)

DATCP provides a number of different services and programs to Wisconsin agriculture, consumers, and businesses that ensure a fair marketplace and sound use of resources. The department is primarily a regulatory agency, and is the state-level equivalent of six federal agencies:

- Food and Drug Administration (food safety and labeling)
- Federal Trade Commission (unfair and deceptive business practices)
- Consumer Product Safety Commission (consumer product safety)
- Department of Agriculture (meat inspection, animal and plant health, agricultural marketing, and land and water resources; Farmland Preservation program)
- Environmental Protection Agency (pesticides and groundwater)
- Department of Commerce (weights and measures, trade, and commerce)

Local governments may use zoning to regulate livestock facilities, including requiring permits for new and expanding facilities. Towns may also rely on other existing laws to regulate livestock operations, such as WDNR permits. If the Town were to adopt ordinances licensing or zoning ordinances for new and expanding livestock facilities, DATCP provides model ordinances that comply with state standards⁴.

³ WisDOT. State Trunk Highway (STH) connection permits. Website. 22 May 2018. http://wisconsindot.gov/Pages/doing-bus/real-estate/permits/sth.aspx.

⁴ Wisconsin Department of Agriculture, Trade and Consumer Protection. Livestock Siting: Local Implementation. Website. 26 June 2018. https://datcp.wi.gov/Pages/Programs_Services/LSLocalImplementation.aspx.

Existing and Potential Intergovernmental Conflicts

The Town's top goal from the visioning session was to protect the Town's boundaries through incorporation, border agreements, and other options to prevent annexation. The Town has previously discussed developing a boundary agreement with the Village of Wrightstown, and is currently exploring incorporation options.

The Comprehensive Planning Law requires that the Intergovernmental cooperation element addresses any existing or potential conflicts and how to resolve them. The following section addresses the potential conflicts and processes and strategies to address them.

Cooperating with Boundaries

Potential Annexations

The most likely potential intergovernmental conflict would be Town of Wrightstown property owners petitioning the Village of Wrightstown for annexation. Annexations have taken place in the past. This ongoing concern was recognized and acknowledged by Town residents at the visioning session as the second highest rated issue in terms of importance facing the Town. This will become more of an issue as the Village continues to grow and the demand for services (public water, sewer, etc.) and land to house the growing population continues to increase. Annexation disputes often pit villages and towns against each other with only the developer coming out ahead. The Town of Wrightstown and the Village of Wrightstown have previously met and discussed working on a boundary agreement, but have not finalized anything.

Annexation Methods

Wisconsin statutes authorize five different annexation methods, with Annexation by Unanimous Approval and Non-Unanimous Approval as the most common methods⁵. Including Annexation by Referendum, all three methods are initiated by landowners, which the Town should be aware of.

Intergovernmental Agreements to Resolve Conflicts

Outside of the legal system, which should be the last resort, there are a number of processes the Town and the surrounding communities could utilize to resolve or prevent conflicts in the future. These methods include boundary agreements, cooperative planning, informal negotiation, facilitated negotiation, mediation, and binding arbitration. The following strategies are the most proactive approach to addressing and resolving boundary issues between communities.

Cooperative Boundary Plans

The Town should still consider a boundary agreement between the Town and the Village of Wrightstown as a potential goal. For a boundary agreement to be reached and to be effective, both parties must negotiate in good faith and understand that both sides must give and take for a settlement to be agreeable to both parties. A cooperative boundary plan would allow the Town things like the flexibility to determine the issues to be resolved, the boundaries affected, and the duration of the agreement. A cooperative boundary plan represents the most thorough and complete way to develop a boundary agreement, and is a long-term or permanent agreement. The cooperative boundary planning process allows for residents to weigh in, including a public hearing and comment period, and a jointly developed cooperative plan for the area. This last item creates a framework for future development that gives more certainty on what to expect for all participants, and creates an enforceable plan that the communities agree on. Because of the long-term nature of the agreement, the plan is reviewed by the DOA for approval following local adoption, and defends the plan against appeal.

⁵ State of Wisconsin Department of Administration. Annexation Methods. 2018. Website. 22 June 2018. https://doa.wi.gov/Pages/LocalGovtsGrants/AnnexationMethods.aspx.

General Agreements

General boundary agreements also allow for communities to cooperatively create solutions together, and gather citizen input. General agreements differ from cooperative boundary plans because they are a short-term agreement limited to ten years.

Incorporation

Incorporation is another way to fix boundaries to prevent annexation, and is a more involved process. If the Town ever decides to pursue incorporation as a Village, it will need to follow a process that is laid out in the Wisconsin State Statutes Chapter 66, General Municipality Law; Subchapter II, Incorporation. While incorporation may help the Town lock in boundaries, the Town should also consider what new demand for services may arise following the incorporation process, and how those services would be implemented and paid for. The Town should weigh those costs against the benefit of locking down its boundaries. An intergovernmental agreement may still provide the Town the greatest number of options to approaching possible annexation, while at a more affordable cost.

Community Goals and Objectives – Intergovernmental Cooperation

Goal

Work with the surrounding communities, school districts, Brown County, and State of Wisconsin to cooperatively plan and develop the Town and region.

Objectives

- 1. Enhance Town outreach efforts to Wrightstown citizens and neighboring communities.
- 2. Work with the surrounding communities to resolve boundary issues, coordinate municipal services, and address other issues of mutual concern.
- 3. Maintain open lines of communication with the Wrightstown School District regarding future facility needs.
- 4. Work with the surrounding communities, counties, and WisDOT to plan the STH 96, STH 32/57, and county trunk corridors.
- 5. Identify existing conflicts with the surrounding communities and work with the communities and counties to resolve these conflicts.

Summary of Recommendations

To achieve the goal and objectives of this element of the plan, the Town should work to implement the following recommendations:

Locally

- Attempt to restart boundary discussions and work on a comprehensive boundary plan agreement with the Village of Wrightstown.
- Establish an ongoing meeting schedule with representatives of the surrounding communities to discuss land use, transportation, stormwater, and other planning issues that transcend municipal boundaries.
- Share meeting agendas and minutes with the surrounding communities and school district to increase intergovernmental cooperation and awareness of planning issues.
- Maintain an open line of communication between the Town and Wrightstown Community School District.
- Inform the Wrightstown Community School District of any large residential development plans contemplated in the Town.

- Continue to participate in intergovernmental agreements for fire, police, and emergency rescue services.
- Consider and explore opportunities for cost savings through consolidation of government services with other municipal units of government.

At a Regional Level

- Work with the Brown County Park Department to create interconnected trails linking different parts of the Town with the Fox River State Recreation Trail.
- Lobby Brown County to blacktop the portion of the Fox River State Recreation Trail within the Town of Wrightstown.
- Request incorporation of the Town of Wrightstown Comprehensive Plan into the Bay-Lake Regional Planning Commission Master Plan for the region.
- Work with Advance (the economic development arm of the Green Bay Area Chamber of Commerce) and the Bay-Lake to promote cooperative intergovernmental economic development activities and strategies to strengthen the region's economic vitality.

At a State Level

- Continue to work with the WisDOT to cooperatively plan for safe, efficient, and visually appealing STH 96, STH 32/57, and USH 41 corridors.
- Continue to work with WDNR to improve local water quality, and to protect the natural environment.
- Consider DATCP resources for additional requirements around new siting or expanding existing large livestock facilities.

CHAPTER 9 Implementation

Introduction

The completion of this comprehensive plan update should be celebrated as a significant milestone in providing guidance for the future of the Town of Wrightstown. However, the key to the success of a comprehensive plan is its implementation. The Town has several land use regulatory tools, as well as administrative mechanisms and techniques that it can utilize to implement this plan. While the Implementation Chapter does not include all of the recommendations of the comprehensive plan, it does summarize the various implementation tools and related action steps toward its implementation the Town of Wrightstown has at its disposal. The following matrices identify the primary action steps for the Town to take in order to implement this comprehensive plan with a high, medium, or low priority identified for each action step. Even though an action step may be identified as "medium" or "low," it is still a very important component in implementing this comprehensive plan; it may just have a less pressing need to address immediately.

While the adoption of a comprehensive plan is a significant milestone, Wisconsin Statute 66.1001 requires that ordinances used to implement the plan, including zoning, land division, official map, and shoreland zoning are consistent with the direction in the comprehensive plan. Therefore, following adoption, these ordinances should be reviewed and updated as necessary to ensure consistency between the plan and the ordinances to implement it.

Goals, Objectives, and Action Steps

Land Use

Zoning Ordinance

Zoning is the most common regulatory device used by municipalities to implement comprehensive plan recommendations. The major components of zoning include a written zoning ordinance and a zoning district map. The zoning ordinance includes specific language for the administration of the regulations. Included in the text are definitions, district use requirements, administrative procedures, sign and parking regulations, and other elements. The companion zoning district map defines the legal boundaries of each specified zoning district of the zoning ordinance.

The Future Land Use Map does not take the place of the Town's official zoning map. Instead, the Future Land Use Map is a reference for reviewing proposed rezoning applications to ensure consistency between rezoning actions and the comprehensive plan. In addition to the Future Land Use Map, the Planning Commission and Town Board should utilize the plan's goals, objectives, and recommendations to formulate a sound basis for zoning decisions. Identifying the rationale for the decision based on the comprehensive plan provides the Town with a much more defensible position, should the decision be challenged.

Priority	Action Step	Responsible Party/Dept.	Other Partners/ Resources	Timeframe
High	When the Town considers future rezoning, conditional use, or variance requests, the Town should consider and use the various comprehensive plan goals, objectives, and recommendations to guide the rezoning determination process. Whenever a decision is reached either approving or disapproving rezoning requests, the specific goals, objectives, policies, or other comprehensive plan concepts that the decisions are based upon should be noted as part of the record.	Town Planning Commission, Town Board	Zoning Administrator, Board of Appeals	Ongoing
High	Document how any approved rezonings out of the certified farmland preservation zone meets the rezoning criteria set forth in Section 91.48 Wis. Stats.	Zoning Administrator, Town Planning Commission	Town Board, Brown County Planning, DATCP	Ongoing
High	Review existing zoning code and consider revising or updating to stay ahead of future development trends as conditions change.	Town Planning Commission, Town Board	Zoning Administrator, Board of Appeals, Brown County Planning Commission	Ongoing
High	Consider creating a type of conservancy zone designation to protect the Niagara Escarpment, and other natural features, from future development.	Town Planning Commission, Town Board	Zoning Administrator, Board of Appeals, Brown County Planning Commission	Ongoing
Medium	Provide to DATCP and Brown County by March 1 every year, a report documenting the rezonings out of the certified farmland preservation zone.	Zoning Administrator,	Brown County Planning, DATCP	Ongoing
Medium	Document zoning map changes and provide to Brown County at least once a year for updates to the Town zoning map.	Zoning Administrator	Brown County	Ongoing

Land Division Ordinance

Land division regulations govern the process by which lots are created out of larger tracts of land. These regulations seek to ensure that the land divisions appropriately relate to the geography of the site and existing and future public facilities. New land divisions must also be consistent with the community vision as outlined by the comprehensive plan. The Town does not currently have a land division ordinance and relies on the Brown County Planning and Land Services Department to review all land division requests in the Town.

Priority	Action Step	Responsible Party/Dept.	Other Partners/ Resources	Timeframe
High	Whenever a decision is reached either approving or disapproving land division requests, in addition to how the division meets or does not meet the ordinance, the specific goals, objectives, policies, or other comprehensive plan concepts that the decisions are based upon should be noted as part of the record.	Town Planning Commission, Town Board	Zoning Administrator, Brown County Planning	Ongoing

Official Map

An Official Map is a regulatory tool utilized by a community to project and record future municipal improvements. While commonly used to identify existing streets and planned improvements, an Official Map can also be utilized to identify planned school sites, recreation areas, and municipal facilities. Once an area is identified on an Official Map, no building permit for a use other than the proposed use on the Official Map may be issued for that site unless the map is amended. The Town of Wrightstown does not currently have an adopted official map, although an official map would be useful if the Town decides to identify future road connections.

Priority	Action Step	Responsible Party/Dept.	Other Partners/ Resources	Timeframe
Low	Develop an official map to identify future road connections.	Town Board, Town Planning Commission	Consulting Engineer	Future Task

Capital Improvements Program

Another important device for comprehensive plan implementation is the development of a Capital Improvements Program (CIP). The program is designed to annually schedule public works projects within a specified period of time, which usually encompasses a period of five to ten years. The Town may have a major capital improvements on the horizon with the continued deterioration of the Town Hall and a CIP that is consistent with the comprehensive plan will provide a monitoring tool to ensure that all projects are located and scheduled with thorough consideration of each of the plan's chapter recommendations.

Priority	Action Step	Responsible Party/Dept.	Other Partners/ Resources	Timefram e
Low	Based on the comprehensive plan's recommendations, the Town should create a CIP to identify the priorities and schedules for public works projects, such as road construction and maintenance, culvert and bridge maintenance, and other capital improvements.	Town Board	Town Treasurer, Consulting Engineer	Future task

Building and Housing Codes

A building code is a set of regulations that describes standards for the construction of new buildings or the remodeling of existing buildings. A housing code defines standards for how a dwelling unit is to be used and maintained after it is built.

Priority	Action Step	Responsible Party/Dept.	Other Partners/ Resources	Timeframe
Medium	Provide information to Town residents regarding Brown County's housing rehabilitation loan program for low and moderate income households.	Town Clerk	Brown County Planning Commission	Ongoing
Low	Review the comprehensive plan to identify opportunities to use the enforcement of the building code as a mechanism to implement the goals and objectives of the comprehensive plan.	Building Inspector	Wisconsin Department of Safety and Professional Services	Ongoing

Outdoor Recreation Facilities

The comprehensive plan identifies the need to create a Park and Recreation Plan. This would make the Town eligible for grant funding through various programs offered through the state and it would provide a framework for the Town of make decisions on where to locate new park facilities and prioritize improvements to existing park facilities.

The Wisconsin Department of Natural Resources provides matching grants through the Knowles-Nelson Stewardship program to help fund park purchase or development, provided the proposed project is identified in a locally adopted park and recreation plan. A park and recreation plan must be updated at least once every five years for a community to be eligible to apply for Stewardship funds.

Priority	Action Step	Responsible Party/Dept.	Other Partners/ Resources	Timeframe
Medium	Develop a comprehensive park and outdoor recreation plan to provide eligibility to the Town for Stewardship grants.	Planning	Brown County Planning Commission, local service groups	2022

Erosion and Stormwater Control Ordinances

Communities can adopt erosion and stormwater control ordinances to control the impact of development on runoff, groundwater recharge, and overall water quality. The ordinance should include standards for compliance and guidelines to assist developers in choosing appropriate stormwater management techniques.

Priority	Action Step	Responsible Party/Dept.	Other Partners/ Resources	Timeframe
High	Develop a stormwater management plan for the Town to adopt and implement.	Town Board, Town Planning Commission	Brown County Planning Commission, Wrightstown Sanitary District	2020
Medium	Revise Article XXI "Subdivision and Platting Regulations" of the zoning code to include ability to request stormwater management plan as part of new subdivisions	Town Board, Town Planning Commission, Public Works	Brown County Planning Commission	2022
Medium	Keep abreast of proposed changes to state and federal laws pertaining to stormwater management.	Zoning Administrator	Town Board, Brown County Planning	Ongoing

Intergovernmental Cooperation

Intergovernmental cooperation is a hallmark of the comprehensive planning law. The planning process developed the base contacts for communication among the many different governmental agencies and bodies that have an interest in the future of the Town of Wrightstown. The Town needs to continue to maintain those contacts and keep everyone apprised of information pertinent to each stakeholder.

Priority	Action Step	Responsible Party/Dept.	Other Partners/ Resources	Timeframe
Medium	Continue to maintain open lines of communication with surrounding communities to discuss issues or opportunities of common concern.	Town Board	Wisconsin Department of Administration	Ongoing
Low	Stay informed of current events at the county, region, and state levels that may impact the Town.	Town Board	Brown County Planning, Brown County Towns Association, and Wisconsin Towns Association	Ongoing

Comprehensive Plan

With adoption of this comprehensive plan update, the Town will continue to meet the requirements of Section 66.1001 Wis. Stats. which requires all communities that have zoning, land division, official map, or shoreland zoning regulations to have a comprehensive plan in place that is updated at least every 10 years. The comprehensive plan is to be used as a reference when contemplating difficult decisions, as well as a vision of what the Town of Wrightstown can be. In order for the plan to continue to be useful, the plan should be amended and updated at a minimum in accordance with the following matrix.

Priority	Action Step	Responsible Party/Dept.	Other Partners/ Resources	Timeframe
Medium	Set aside one Planning Commission meeting per year to review the comprehensive plan.	Town Planning Commission	Zoning Administrator	Ongoing
Low	Update the comprehensive plan as warranted and completely revise it at least once every 10 years.	Town Planning Commission	Town Board, Brown County Planning	2027

Funding Resources for Implementation

Some of the recommendations in the plan may be implemented with the help of various sources of funds besides local property taxes. There are a number of grant programs administered by local, state, and federal agencies, including the Brown County Planning Commission, Wisconsin Department of Administration, Wisconsin Economic Development Corporation, Wisconsin Department of Natural Resources, and Wisconsin Department of Transportation. At the federal level, the Environmental Protection Agency, Department of Agriculture–Rural Development, and the (U.S.) Department of Commerce–Economic Development Agency all provide sources of funding.

Typically, the grant programs require a local match. However, the local match may include a combination of local tax dollars, in-kind services, and/or private donations. Each grant program has its own set of guidelines regarding eligible projects, as well as financing mechanisms, and should be reviewed before applying. Identified on the following pages are a number of programs that may be particularly applicable to the Town of Wrightstown. However, this is just a sample of the available programs, and these specific programs may not always be available.

Brown County Planning Commission

Brown County Revolving Loan Fund

The Brown County Planning Commission administers the Brown County Economic Development Revolving Loan Fund Program for businesses seeking reduced interest loans for a business startup or expansion that will result in job creation or retention opportunities in Brown County. Additional information regarding the revolving loan fund may be found at the Brown County Planning Commission website under the "economic development" link.

Northeastern Wisconsin CDBG-Housing Region

The Brown County Planning Commission is the lead agency administering the Community Development Block Grant – Housing program for a 10-county region of Northeastern Wisconsin counties. The program provides zero percent deferred loan payment (until sale) of the property to low- and moderate-income persons for improvements to owner-occupied housing. Such improvements may include private onsite wastewater treatment systems, new electrical or plumbing systems, window replacement, insulation, lead abatement, roof replacement, and other typical home improvements. Information regarding the program may be found at the Brown County Planning Commission website under the "housing" link.

Wisconsin Department of Administration

The Wisconsin Department of Administration (WDOA) has historically provided funding for the writing or updating of comprehensive plans every 10 years. However, the program has not been funded for the past several years. This does not mean that the program will not be funded in the future. The Town of Wrightstown should keep track of this funding opportunity should it become available again in the future. Additionally, WDOA administers the statewide community development block grant programs listed below:

- CDBG Planning (CDBG-PLNG) Program This program funds community efforts to improve community opportunities and vitality. The projects must meet a CDBG National Objective to be eligible for a grant.
- CDBG-Emergency Assistance Program (CDBG-EAP) Can help small communities repair or replace infrastructure that has suffered damages as a result of catastrophic events.
- CDBG-Public Facilities (CDBG-PF) Helps eligible local governments upgrade community facilities, infrastructure, and utilities for the benefit of low-moderate income residents.
- CDBG-Public Facilities for Economic Development (CDBG-PFED) Offers grants to communities to provide infrastructure for a particular economic development project.

 CDBG-Economic Development (CDBG-ED) – Provides grants to communities to loan to businesses for startup, retention, and expansion projects based on the number of jobs created or retained.

Each of these programs has significant administration requirements. Should the Town of Wrightstown decide to pursue any of these programs, the Town should first reach out to the Brown County Planning Commission, or private consulting firm for assistance.

Wisconsin Economic Development Corporation

The Wisconsin Economic Development Corporation (WEDC) has a broad range of financial assistance programs to help communities undertake economic development. WEDC maintains a network of area development managers to offer customized services throughout Wisconsin. WEDC-administered programs include:

- **Brownfields Program** Provides grants to individuals, businesses, local development organizations, and municipalities for environmental remediation activities for brownfield sites where the owner is unknown, cannot be located, or cannot meet the cleanup costs.
- Community Development Investment Grant Program Supports urban, small city, and rural community redevelopment efforts by providing financial incentives for shovel-ready projects with an emphasis on, but not limited to downtown community-driven efforts. The grants will be limited to 25% of eligible project costs up to \$250,000.

Additional information on any of the above listed programs can be found at https://wedc.org/programs/, the assigned WEDC Area Development Manager, or Brown County Planning Commission.

Wisconsin Department of Natural Resources

The Wisconsin Department of Natural Resources offers a number of grant programs that can be used to provide additional recreational opportunities to residents of the Town of Wrightstown. Generally, the Town will need to have an approved (within the past five years) park and outdoor recreation plan in place to qualify for these programs (one of the implementation strategies listed above). The Town should contact the Northeast Region office of the WDNR to determine eligibility and availability if the Town decides to pursue any of the grant programs listed below.

Stewardship - Aid for the Acquisition and Development of Local Parks (ADLP)

The ADLP program funds are available to acquire land, rights in land, and develop public outdoor recreation areas for nature-based outdoor recreation purposes. Funds are allocated on a DNR regional basis so applicants compete only against other applicants located in their region.

Stewardship - Land and Water Conservation Fund (LWCF) Program

This is a federal program administrated in all states that encourages creation and interpretation of high-quality outdoor recreational opportunities. Funds are available to acquire and/or develop public outdoor recreation areas and facilities.

Acquisition of Development Rights

Funds are available to acquire development rights (easements) in areas where restrictions on residential, industrial, or commercial development would enhance nature-based outdoor recreation.

Recreational Trails Program (RTP)

RTP is also a federal program administered through the WDNR. Eligible projects in order of priority are maintenance and restoration of existing trails, development and rehabilitation of trailside and trailhead facilities and trail linkages, construction of new trails (with certain restrictions on federal lands), and acquisition of easements or property for trails.

Additional information regarding community assistance programs can be found at the following WDNR Bureau of Community Financial Assistance (CFA) website at https://dnr.wi.gov/aid/grants.html.

Wisconsin Department of Transportation

In addition to the Local Road Aids Program, the Wisconsin Department of Transportation has additional programs to help fund transportation activities in the Town.

- Local Roads Improvement Program (LRIP) Assists local governments in improving seriously deteriorating county highways, town roads, and city and village streets. As a reimbursement program, LRIP pays up to 50 percent of total eligible costs, with local governments providing the balance.
- Surface Transportation Program-Rural (STP-R) Allocates federal funds to complete a variety of improvements to rural highways eligible for federal aid (primarily county highways classified higher than rural minor collector).
- **Disaster Damage Aids** Assist local governments with improving or replacing roads and roadway structures that have sustained major damage from a disaster event. The program helps defray the costs of repairing major damage to any public highway, street, alley, or bridge not located on the State Trunk Highway System.
- Wisconsin Information System for Local Roads (WISLR) Ongoing effort that provides WisDOT and local governments convenient and secure access to comprehensive geographic information system data on Wisconsin's road network. Local units of government and counties are required to submit pavement ratings to WisDOT on a biennial basis.

Additional information regarding grant programs and other resources administered by the Wisconsin Department of Transportation can be found at the Programs for Local Governments web page at: http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/default.aspx.

Comprehensive Plan Review and Update

The planning process is not static - it is a continuous, ongoing process subject to change. The planning process is also at the mercy of many forces over which a municipality has very little or no control (economic conditions, weather, birth rates, etc.). Therefore, if the Town of Wrightstown's comprehensive plan is to remain a useful document, the Town should review the plan on an annual basis to ensure that it reflects the conditions present at the time and any changes and developments that may have occurred over the last year. Should changes to the comprehensive plan be warranted, the Town shall follow these processes.

Action Steps:

- 1. The Town will notify the public and provided an opportunity to comment on proposed amendments to the comprehensive plan. The Town will consider public input in evaluating how a proposed amendment would meet the amendment criteria.
- 2. Criteria should be adhered to when considering amendments to the comprehensive plan. The Town shall only approve amendments if the Town determines them to be in the public interest, and shall base the determination on a review of all applicable principles from the following:
 - a. How the proposal is more consistent with applicable policies of the comprehensive plan than the existing designation.
 - b. How the proposal is more consistent with each the objectives from Chapter 1 than the existing designation. Consistency is not required where the objective is clearly not applicable to the type of proposal involved.
 - c. Changes should also demonstrate that a substantial change in circumstances has occurred since the original designation.

- d. Scope of Review. The review and evaluation of proposed comprehensive plan map changes should consider both the likely and possible future use of the site and associated impacts.
- e. Cumulative Impacts. The review of individual comprehensive plan map or policy amendments should also consider the cumulative transportation, land supply, and environmental impacts of other plan amendments proposed within the same annual cycle.
- 3. The Town should consult annually with other governmental agencies and neighboring communities to get their input regarding how their community activities relate to the recommendations of the comprehensive plan.
- 4. The Town should complete a formal review of the entire comprehensive plan at least once every five years. Based on this review, revisions should be made to sections of the plan determined to be out of date and sections that are not serving their intended purpose.
- 5. At least once every 10 years, the plan should be reviewed and updated using a formal process that may include a full citizen's advisory committee and/or the Town Planning Commission to guide the process.

APPENDIX A

Town Of Wrightstown Citizens Participation Plan

Citizen Participation Plan for the Town Of Wrightstown Comprehensive Plan Update

The 2017 Town of Wrightstown Comprehensive Plan Update process will include several public participation components. These components are summarized below:

Press Release

The Brown County Planning Commission (BCPC) will prepare a sample press release and provide it to the Town of Wrightstown for dissemination to applicable traditional and social media.

Town-Wide Visioning Session

At the beginning of the process, a Town-wide invite will be prepared and sent to Town residents to invite them to a visioning session to obtain their input into how the Town should develop over the next 20 years. The visioning session will be facilitated by BCPC staff with tables of 8-10 residents per staff member.

Town of Wrightstown Planning Commission

The Town of Wrightstown Planning Commission will serve as the primary steering committee for the comprehensive plan update. The planning commission will review data, draft chapters, and other materials for inclusion into the updated comprehensive plan. All comprehensive plan update agenda items will be discussed during publicly posted meetings. All meetings are open to the public and the public is encouraged to attend.

Public Open House Meeting

When the draft plan update has been compiled, one public open house meeting will be held to present the key updated sections and findings of the plan. Meeting participants will also have the opportunity to discuss the recommendations with planning staff and planning/zoning members and suggest modifications to be considered during the statutory review period.

Service Group Meetings

Upon request, Brown County Planning Commission staff will present the process and findings of the comprehensive plan update to Town of Wrightstown-area service groups, trade associations, or other governmental agencies.

Town of Wrightstown Website

All draft chapters will be placed on the Town of Wrightstown website for public review.

Other Locations for Draft Chapters

Additional draft chapters will be available upon request from the Brown County Planning Commission. Please call (920) 448-6488.

Public Hearing

Following the open house meeting and a recommendation of approval from the Town of Wrightstown Planning Commission, a public hearing will be held at the Town Hall to receive additional input on the comprehensive plan update.

Adjacent Governmental Jurisdictions

Neighboring governmental jurisdictions will receive via email or notice of posting on the Town's website, all agendas and minutes of the meetings, when the comprehensive plan is on the agenda.

Town Board Meeting for Adoption

Following the public hearing, the draft plan update and feedback from the public hearing will be presented to the Town Board for action at a regular Town Board meeting.

Appendix B

PLAN COMMISSION RESOLUTION # 2018-08

RECOMMENDING ADOPTION OF THE 2018 TOWN OF WRIGHTSTOWN COMPREHENSIVE PLAN UPDATE

WHEREAS, the Town of Wrightstown Planning Commission has developed the 2018 Town of Wrightstown Comprehensive Plan Update to guide and coordinate decisions and development within the Town in accordance with Chapter 66.1001 of the Wisconsin Statutes; and

WHEREAS, the comprehensive plan was prepared by the Brown County Planning Commission in accordance with the contract with the Town of Wrightstown; and

WHEREAS, several public meetings were held to obtain public input during the development of the comprehensive plan during 2017 and 2018, and these meetings included monthly planning commission meetings, an open house meeting to be held on December 3, 2018, and a public hearing to be held on December 19, 2018.

NOW, THEREFORE, BE IT RESOLVED, that the Town of Wrightstown Planning Commission recommends to the Wrightstown Town Board the adoption of the 2018 Town of WRIGHTSTOWN Comprehensive Plan Update.

Approved this 3rd day of December, 2018

By Cyril Leick,			
Cynl	Louk		
Town of Wrights	town Planni	ng Commission Cha	ir

Nays: 🐧

Ayes: 6

Appendix C

Town of Wrightstown Brown County, Wisconsin

Ordinance No. 2018-

ADOPTING THE 2018 TOWN OF WRIGHTSTOWN COMPREHENSIVE PLAN UPDATE

WHEREAS, Secs. 62.23(2) and (3), Wis. Stats., authorize the Town of Wrightstown to adopt or amend a comprehensive plan as defined in Section 66.1001(1)(a) and 66.1001(2), Wis. Stats.; and

WHEREAS, the Town Board of the Town of Wrightstown, Brown County, Wisconsin adopted written procedures designed to foster public participation in every stage of the preparation of its comprehensive plan update as required under Sec. 66.1001(4)(a), Wis. Stats; and

WHEREAS, the Town of Wrightstown Planning Commission held a town-wide visioning session to obtain public input about the Town on February 7, 2017; and

WHEREAS, the Town of Wrightstown Planning Commission adopted, by majority vote, a resolution recommending Town Board adoption of the document entitled "2018 Town of Wrightstown Comprehensive Plan Update," containing all of the elements specified in Sec. 66.1001(2), Wis. Stats. on December 3, 2018 following an open house presentation; and

WHEREAS, the Town of Wrightstown Planning Commission made a draft of the plan publicly available for review through the Town Clerk, at the Wrightstown and Kress Family Branches of the Brown County Library, on the Town of Wrightstown website a month prior to the public hearing; and

WHEREAS, the Town of Wrightstown held a public hearing on December 19, 2018, on the adoption of the comprehensive plan update ordinance in compliance with Sec. 66.1001(4)(d), Wis. Stats.

NOW THEREFORE, the Town Board of the Town of Wrightstown, Brown County, Wisconsin, does hereby, by adopting this ordinance, adopt the document entitled "2018 Town of Wrightstown Comprehensive Plan Update" pursuant to Sec. 66.1001(4)(c), Wis. Stats.; and

NOW THEREFORE, FURTHERMORE, this ordinance shall take effect upon passage by a majority vote of the members-elect of the Town Board and on the day after its publication pursuant to Sec. 60.80 (3), Wis. Stats.

Adopted this 19th day of December, 2018

APPROVED:

William Verbeten, Chairman

ATTEST:

Donna Martzahl, Clerk

Ayes:

Navs: U

Date of publication:

Appendix D-1 - Total Votes for Top Issues Generated from 2017 Visioning Session

Count

		Count
	Keep working on incorporation, border agreements, or other options to prevent	
	annexation and preserve Town borders	19
5	Keep wind turbines out of the Town	18
2	Increase maintenance of reads, culverts, bridges, ditches, and storm sowers	17
	Increase maintenance of roads, culverts, bridges, ditches, and storm sewers	17
	Limit the increase/expansion of mega-farms	17
27	Maintain excellent fire department	16
7	Keep farmers responsible for cleaning equipment and keeping dirt off of roads	14
11	Increase high speed Internet options	13
1	Determine here were the fall of the Term and Ville or will offer to Term and death	12
1	Determine how growth of the Town and Village will affect Town residents	12
2	Maintain rural atmosphere/small town feel while allowing some development	
	Provide information on where to dispose of household hazardous waste, bulk	
13	waste, or yard waste	11
14	Develop a community compost site	11
16	Maintain high caliber of Town Board (cooperation, responsiveness, etc.)	11
30	Maintain excellent schools	10
26	Preseve farmland	9
	Begin planning for a new town hall with kitchen facilities, chairs, and tables that	
29	could be rented out	9
4	Trim brush on town roads to improve visibility at intersections for vehicles	6
19	Increase conservation areas for recreational use	6
9	Make sure assessments continue to reflect actual sale value	5
18	Increase business development	5
20	Develop weight limits for heavy trucks	5
28	Increase sidewalks and bicycle facilities in Greenleaf and other areas	5
	Provide information regarding any restrictions on sale of lands or parcels	4
	Increase enforcment of nuisance laws	4
	Have CTH ZZ resurfaced instead of reconstructed	4
	Require wider driveways for new development	4
31	Increase law enforcement presence in Town, especially traffic	4
22	Develop welcome signs for the Town	3
23	Need a street light at CTH PP north of STH 96	3
21	Keep bicyclists on STH 96, STH 57, and Fox River Trail	2
25	Promote new development around the treatment facility	2
	Promote the hiring of independent contractors for snow removal and yard	
-	waste	2
6	Rebuild roads to fit today's farm equipment	1
22	Develop programs for our children (outside of school) and senior citizens	1
52	Develop programs for our children (outside of school) and semior citizens	

Appendix D-2 - Total Points Assigned for Top Issues Generated from 2017 Visioning Session

Note: Each respondent ranked their top 10 issues in the list; the highest ranked issue received 10 points, second highest nine points, and so on. The table below shows the sum of all the votes for each issue. The point total indicates how strongly survey respondents felt about that particular issue.

Issue #	Issue	Sum
12	Limit the increase/expansion of mega-farms	127
	Keep working on incorporation, border agreements, or other options to prevent annexation	
8	and preserve Town borders	121
-	Increase maintenance of roads, culverts, bridges, ditches, and storm sewers	102
5	Keep wind turbines out of the Town	98
27	Maintain excellent fire department	97
1	Determine how growth of the Town and Village will affect Town residents	84
11	Increase high speed Internet options	78
2	Maintain rural atmosphere/small town feel while allowing some development	72
7	Keep farmers responsible for cleaning equipment and keeping dirt off of roads	62
14	Develop a community compost site	62
26	Preseve farmland	49
	Provide information on where to dispose of household hazardous waste, bulk waste, or yard	
13	waste	46
	Maintain high caliber of Town Board (cooperation, responsiveness, etc.)	43
30	Maintain excellent schools	41
9	Make sure assessments continue to reflect actual sale value	37
17	Have CTH ZZ resurfaced instead of reconstructed	37
18	Increase business development	34
19	Increase conservation areas for recreational use	33
4	Trim brush on town roads to improve visibility at intersections for vehicles	31
	Begin planning for a new town hall with kitchen facilities, chairs, and tables that could be	
	rented out	30
	Increase law enforcement presence in Town, especially traffic	27
	Increase sidewalks and bicycle facilities in Greenleaf and other areas	26
	Increase enforcment of nuisance laws	24
24	Require wider driveways for new development	20
20	Develop weight limits for heavy trucks	14
23	Need a street light at CTH PP north of STH 96	14
21	Keep bicyclists on STH 96, STH 57, and Fox River Trail	13
10	Provide information regarding any restrictions on sale of lands or parcels	10
25	Promote new development around the treatment facility	8
6	Rebuild roads to fit today's farm equipment	7
33	Promote the hiring of independent contractors for snow removal and yard waste	4
22	Develop welcome signs for the Town	3
32	Develop programs for our children (outside of school) and senior citizens	2
	•	_