

Town of Winneconne

Comprehensive Plan
2014-2034

Adopted

October 16, 2014



Resolution No. 003-2014
Adoption of the
Town of Winneconne Comprehensive Plan 2014-2034

WHEREAS, the Town of Winneconne has deemed it is in its best interest and that of its citizens to develop a Comprehensive Plan that would address the needs of the Town of Winneconne, and;

WHEREAS, the Town of Winneconne has requested the assistance of Martenson & Eisele, Inc. in the development and finalization of the Comprehensive Plan for the Town of Winneconne, and;

WHEREAS, the Comprehensive Plan was developed with input from the Town Board, the Town of Winneconne Plan Commission, interested residents and property owners of the Town of Winneconne, and other interested municipalities, organizations, and agencies, and;


WHEREAS, copies of the Comprehensive Plan have been made available to the residents and property owners of the Town of Winneconne at the Town Hall and Town website and;

WHEREAS, the Comprehensive Plan addresses and complies with the nine elements identified in Section 66.1001 of the State of Wisconsin's Comprehensive Planning Legislation, and;

WHEREAS, the Comprehensive Plan identifies where growth should occur, makes recommendations for future development in the Town of Winneconne through the use of text, tables, and maps, and includes a mechanism for the review and update on the Plan on a regular basis,

NOW, THEREFORE BE IT RESOLVED by the Town of Winneconne Plan Commission to recommend to the Town of Winneconne Town Board the adoption of the *Town of Winneconne Comprehensive Plan 2014-2034 dated October 1, 2014*, by ordinance.

Passed and adopted this 1st day of October, 2014.


Attest: Town Clerk, Yvonne Zobel

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TOWN OF WINNECONNE
ORDINANCE TO AMEND THE COMPREHENSIVE PLAN AND
FUTURE LAND USE PLAN MAP
OF THE TOWN OF WINNECONNE

WHEREAS, the Town Board of the Town of Winneconne has authority under its village powers under s.60.22, Wis. Stats. and under s. 66.1001 (4) (c) to adopt this ordinance; and

WHEREAS, the Town of Winneconne has adopted a Comprehensive Land Use Plan in 2003 for the Town; and

WHEREAS, this Ordinance adopted by a majority of the Town Board on a roll call vote with a quorum present and voting and proper notice having been given, provides for the adoption by the Town of an update to the Comprehensive Plan under s 66.1001 (4), Wis. Stats: and

WHEREAS, the Town Board has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by 66.1001 (4) (a), Wis. Stats; and

WHEREAS, the Plan Commission of the Town of Winneconne, by a majority vote of the entire commission, recorded in its official minutes, has adopted a resolution recommending to the Town Board the adoption of the Town of Winneconne Comprehensive Plan update, which contains all of the elements specified in s. 66.1001 (2), Wis. Stats; and

WHEREAS, the Town of Winneconne has held at least one Public Hearing on this Ordinance, with notice in compliance with the requirements of s. 66.1001 (4) (d), Wis. Stats;

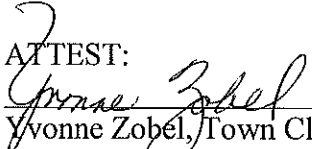
THEREFORE, BE IT RESOLVED, that the Town of Winneconne does hereby adopt the document entitled Comprehensive Plan and Future Land Use Map dated 2014-2034 under s. 66.1001 (4) (c); and


BE IT FURTHER RESOLVED, that the Town Clerk shall properly post or publish this ordinance as required under s. 60.80 Wis. Stats. and a copy of the ordinance and the comprehensive plan shall be filed with at least all of the entities specified under s. 66.1001 (4) (b), Wis. Stats.

This Ordinance is effective on publication or posting.

Passed this 16th day of October, 2014 by the Town Board of the Town of Winneconne.

Posted: October 20, 2014

ATTEST:

Yvonne Zobel, Town Clerk



Tom Snider, Chairman

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WINNECONNE TOWN BOARD

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John Quigley, Chairman
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Thomas Snider, Commissioner
John Yost III, Commissioner
Joel Kluessendorf (Alternate Commissioner)

CONSULTING STAFF

Martenson & Eisele, Inc.
Ken Jaworski, Senior Planner
Stacy Jepson, Demographics Analyst
Brigit Duley, GIS Specialist

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TOWN OF WINNECONNE COMPREHENSIVE PLAN

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Introduction

A. Purpose of the Smart Growth Comprehensive Plan

1. Why Plan?

General Dwight D. Eisenhower was quoted as saying, “In preparing for battle I have always found that plans are useless, but planning is indispensable.”

Well, perhaps plans are not “useless,” but the point is true. **The real benefit of planning, community or otherwise, is working through the process, not the production of a map or document at the end.** In this context, the word “plan” is a verb, not a noun; it is an action, not a result.

Good planning brings people together to talk about what responsible growth looks and feels like. It encourages discussion among citizens, agencies, and governments. It presents choices on how and where to live; how to get to and from work, school, home, and play; and how a community will look, function, and feel.

The planning process identifies what is and what can be, and fosters discussion on how the past influenced the present and can guide the future. It is an opportunity to discuss options and develop common goals. It provides a focus for finding and discussing innovative ways to meet diverse community needs.

The “finished” plan – the map or report – is really little more than the documentation of the planning process. It records facts and **describes a scenario for the future.** It displays how financial and human resources might be allocated. It illustrates the planning process’s discussion and findings.

A good plan is not the end of a process but the beginning of a new one. It is the starting point for implementation, a guide for change. It cannot be viewed strictly as “law,” but, rather, as a reference for future decision-making. The plan is a tool, not just a product.

2. Smart Growth Legislation

The most complete planning legislation in Wisconsin’s history was included in the State of Wisconsin Biennial Budget for 1999-2001 and was revised in May 2000 for technical changes. Since 2000, several amendments to the legislation have occurred, but the integrity of the value of planning and the need for consistency between planning and land use regulation continue to be stressed. The “Smart Growth” comprehensive planning legislation (State Stats. 66.1001) continues to provide a framework for developing comprehensive plans and to assist communities in making informed land use decisions. The framework includes nine specific elements and fourteen goals.

This Smart Growth Comprehensive Plan titled; *The Town of Winneconne Comprehensive Plan 2014 to 2034*, meets all of the requirements of the new State of Wisconsin Legislation on Growth Management. This plan is an update to the town’s original comprehensive plan adopted on April 17, 2003. Like the original plan, this plan is intended to direct the growth of the Town for the next 20 years. It should be reviewed on a semi-annual basis with a full update occurring every 10 years.

This plan was guided by an approved Public Participation Plan process. This Plan will be a blueprint for future development that will help citizens, developers and all other entities know what to expect regarding the future of the Town of Winneconne.

On October 1, 2014, the Town of Winneconne Plan Commission, by Resolution, recommended the adoption of the *Town of Winneconne Comprehensive Plan, 2014 - 2034* to the Town Board of the Town of Winneconne. On October 16, 2014, the Town Board held a public hearing at which the ordinance to adopt the *Town of Winneconne Comprehensive Plan, 2014 - 2034* was discussed. On October 16, 2014, the Town Board of the Town of Winneconne adopted the ordinance, officially adopting the plan.

B. Future Land Use Plan

Because of the importance of the Future Land Use Plan and associated analysis, it has been placed at the beginning of the *Town of Winneconne Comprehensive Plan, 2014 - 2034*. The analysis of trends, redevelopment opportunities, potential land use conflicts, land use projects, net density, and future land use are identified. The Future Land Use Plan illustrates land uses, and the trends and assumptions, based on all of the documentation contained in the remainder of the Comprehensive Plan.

The Land Use Plan for the Town of Winneconne is the visual representation of existing and future development (see Map 1). Here is where the impact of the population projections, the historical and projected changes in the demographics of the community, the projected location of residential development, the transportation pattern and systems, the protection of natural resources and more, come together to set the vision for the Town of Winneconne.

1. Key Issues and Drivers

Some of the key issues and drivers included in preparing the Future Land Use Plan for the Town of Winneconne include the following:

- Change in demographics and growth patterns
- Change in household size and structure
- The development and employment impacts of the recent economic recession
- Recent and planned transportation improvements
- Protection of agricultural, natural and cultural resources (Winnebago County Farmland Preservation Plan efforts) and growth in the agriculture economy

2. Analysis of Trends in the Supply, Demand and Price of Land

Growth in the Town of Winneconne occurred at a steady rate before the recession of 2008. This is evidenced by reviewing building permits data on Table 17. For example, between the eight year period from 2000 to 2007, an average of 15.3 single family building permits were issued. However, from the five year period from 2008 to 2012, that average fell to 5.2 single family building permits per year. Although the economy has shown signs of rebounding, it is safe to project that the aggressive growth experienced in the early 2000 to 2007 period will not occur in the foreseeable future. Contrast that understanding with the amount of vacant residential lots already available

in the Town (estimated at over 170 lots), minimal new land will likely need to be subdivided in the near future.

Infrastructure expansion, service needs, and land use trends were looked at based on population projections and housing estimates. Although housing starts have slowed considerably since the recession of 2008, the Future Land Use Plan Map (Map 1) recommends that growth be maintained in the pattern previously directed by the prior planning effort. Development preference should be given to land development that is either within or adjacent to (and possibly annexation to) active Sanitary Districts within the Town. New development should especially be encouraged on existing lots as opposed to the creation on new lots. Future development on public sewer should always take priority.

It should be noted that in the wake of the recession, a strong agricultural economy emerged creating increased demand for farmland to support crop production. In 2016, the Winnebago Farmland Preservation Plan will need to be recertified by the Department of Agriculture, Trade and Consumer Protection (DATCP). Should the agricultural economy stay strong and with it the demand for farmland, the expansion of farmland preservation areas may need to occur in the Town to support the local agricultural economy. If so, the Town of Winneconne may need to amend the Town's Future Land Use Map to accommodate this land use change.

3. Analysis of Opportunities for Redevelopment

There is limited opportunity for redevelopment due to the relatively new housing that exists in the Town of Winneconne. Any redevelopment that may occur will most likely be initiated by private investors who desire to generate an atmosphere of original décor and architecture of older structures in the Town.

In general, the majority of older properties in the Town of Winneconne have been well maintained and modernized.

4. Analysis of Potential Land Use Conflicts

Conflicts will arise when new development is proposed which is inconsistent with existing use. Preference should be given to existing uses with no spot zoning. Proper design and use of buffer areas should also help to ease potential conflicts.

Some Towns in the Fox Valley area have adopted subdivision ordinances that include a disclosure statement that clearly states farm operations are present in the neighborhood, and that new residences be made aware of noise and odor that may emanate from such farming operations. In addition, a disclosure statement could also make potential residents aware of sound and odors created through such activities as hunting, recreational vehicles, and horseback riding. This language should be considered in any future Town of Winneconne Subdivision Ordinance amendment.

5. Land Use Projections for 20 Year Period

The Town should expect to see a reduced number of new single family homes being developed when compared to the prior decade. Although the impacts of the recent

economic recession are primary, there are other factors and trends which will come into play. These trends and factors have been discussed within the context of this plan.

An optimistic projection would be for the Town to expect an average construction of 11 single-family homes per year for the 20 year planning period; 2014 to 2034. This is the average number of single family building permits issued between 2000 and 2012. However, the Town has over 170 vacant lots still available to accommodate the 222 units projected at this rate for the next 20 years. Some new residential lots will eventually need to be created in the Town but not within the foreseeable future as enough vacant lots currently exist to accommodate projected growth. That said, there will always be some demand for rural single family type homes that can be found in the Town of Winneconne. This is driven by the following factors:

- a. Continued interest for the future homebuyer to want to seek home sites in the country
- b. People wanting to maximize a federal mortgage interest deduction
- c. Belief that a home in the country will appreciate in value more than in a city
- d. Belief that a rural setting is safer, cleaner, cheaper and a more rewarding place to live
- e. That property taxes will remain cheaper in the Town as opposed to an incorporated community
- f. A growing and stable economy

However, Town leaders must understand that these traditional drivers for rural living are beginning to change with the movement of the “Millennial” generation and their beliefs into the housing market.

The potential for additional commercial development around the US 45 corridor and WIS 116 interchange, however, is very real. This has been experienced by some recent commercial development in that area even during the economic recession period. This area’s improved visibility and traffic volumes will warrant interest by developers. The Town must maintain quality developments standards within this area as it will technically be recognized as the Town’s future “Downtown”

6. Net Density Assumptions for Projection Estimates

The Town of Winneconne has followed zoning standards that are part of their own zoning code. Density standards may also be adopted as part of a Town Subdivision Ordinance.

Based on an average of 11 units per year, times 2 acres per lot (1.7 acres plus .3 acres for public right of way) new development in the town will absorb about 22 acres of land area each year. However, please note that much of the land that will transition has been previously subdivided. Add to this a resurgence of the agricultural economy, the cost of farmland has risen significantly making farming a viable economic opportunity to

development. Table 1A reveals the acreage associated with the Future Land Use Plan Map categories as presented for the next 20 years.

Table 1A
Future Land Use, Town of Winneconne, 2014

<u>Land Use</u>	<u>Acreage</u>	<u>Percent of Total</u>
Commercial	338.6	1.6%
Industrial	35.7	0.2%
Quarries and Sand Pits	59.1	0.3%
Lakes Rivers & Waterways	7,670.6	36.8%
Parks/Open Space/Golf Course	302.1	1.5%
Single Family Residential	4027.1	19.3%
Multi-Family Residential	29.6	0.1%
Two Family Residential	0.0	0.0%
Agricultural, Vacant/Undeveloped*	5918.1	28.4%
Public & Government Facilities	55.5	0.3%
Landing Strips	15.3	0.1%
Wetlands	2,376.0	11.4%
<u>Total</u>	20,827.7	100%

Source: Town of Winneconne Future Land Use Map (Map 1)

* The Agriculture, Vacant/Undeveloped Future Land Use category includes developed and possibly some future residential lots created by the CSM (Certified Survey Map) process, but shall not include sub-divisions created through the platting process covered in the sub-division ordinance Chapter 275, beginning at Article IV.

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Chapter 1 - Issues & Opportunities

A. Goals and Objectives

The following Town goals and objectives are intended to provide the framework for guiding the Town of Winneconne's future land use decisions. These goals and objectives reflect the strong desire of the Town to preserve the unique "rural character" of the community. Major themes of the Town's Goals and Objectives are the preservation of prime agricultural lands in the Town, protecting and enhancing the environmental resources, and minimizing the impact of "urban sprawl". These goals and objectives were reviewed as part of the comprehensive plan update process.

For the Town of Winneconne, goals represent common ideals of the community that can be reached or achieved through the actions of government leaders, private enterprise, citizen organizations, and residents of the Town. Objectives are measurable statements, a strategy or specific course of action that can be implemented to satisfy or achieve the desired community goals. Town goals and objectives are also intended to provide the framework for developing the land use plan recommendations within the context of the Town Comprehensive Plan.

1. Planned Community

Goal

To encourage an orderly and planned pattern of community growth and development within sanitary districts, and discourage development of lands on prime farmland.

Objectives

- a. Maintain a rural character, limiting subdivision of lands, especially outside sanitary districts.
- b. Limit industrial and commercial development in the Town, with such development, being concentrated near the interchange of State Highway 116 and US Highway 45 and other appropriate locations in the Town.
- c. Review new subdivisions in view of the potential development of adjoining lands.
- d. Encourage urban development (more densely developed housing areas, as opposed to scattered rural development) in active sanitary districts as appropriate. Encourage such development in efficient, economical manner provided drainage and stormwater detention capacity can be addressed.
- e. Encourage urban development consistent with distinctive individual community character and identity.

2. Housing

Goal

To provide safe, affordable, quality housing for present and future Town residents.

Objectives

- a.** Buffer residential areas from incompatible land uses.
- b.** Identify the most suitable areas for new residential dwelling units on the Land Use Plan Map and guide new residential development to those areas.
- c.** Encourage, where possible, the location of new housing units in areas that can be served by a sanitary district.
- d.** Project housing needs based on population forecasts and project land requirements for these housing needs over the next planning period.

3. Transportation

Goal

That the Town's transportation system is safe, efficient, and environmentally sound and that it provides personal mobility for all segments of the population.

Objectives

- a.** Integrate transportation with other functional elements of comprehensive planning in recognition of the fact that the primary objective of a transportation system is to connect or relate activity locations.
- b.** Provide a street and highway system which, together with other transportation facilities, will meet short and long-range needs, interests, and objectives of the Town's citizens in a cost-effective manner.
- c.** Encourage development of a transportation system that minimizes environmental disruption and strives to maintain a quality environment.
- d.** Develop transportation system compatible with existing and future land use patterns.
- e.** Encourage private developers to incorporate pedestrian paths through future subdivisions, consistent with an overall pedestrian path network.
- f.** Adopt an Official Map that reserves adequate rights-of-way for future reconstructed or newly constructed streets, pedestrian and bicycle facilities.

- g. To establish priorities, the Town should develop a five year town road maintenance/improvement plan.
- h. Work with the WDOT and County Highway Department to minimize the impact of new transportation projects on existing neighborhoods, businesses and natural resources, through the use of buffering requirements.
- i. Implement access control regulations along town roads to facilitate safe travel, and control the number of residential platting on roadways.
- j. Continue to upgrade town roads that are substandard in dedicated right-of-way width.
- k. Work with the State and County to schedule reconstruction of roadways to improve cost efficiencies and reduce inconvenience to motorists.
- l. Adequately maintain and plow town roads to provide access to all parcels.
- m. Limit dead-end streets (cul-de-sacs) where possible, or if no turn-around exists, work with the adjacent property owner(s) to dedicate an adequate turn around.
- n. Prohibit the creation of private roads.

4. Utilities and Community Facilities

Goal

To promote the provision of government services and facilities in an efficient, environmentally sound and socially responsible manner.

Objectives

- a. Provide efficient and economical public facilities and services to urban development.
- b. Foster cooperation and coordination in the provision of services where efficiency, equity and economies of scale can be obtained with other entities.
- c. Develop a capital improvements program that is consistent with this Plan.
- d. Promote economy and equity in the delivery of urban services.
- e. Encourage development within sanitary districts, which will effectively and economically serve urban development.
- f. Where appropriate, have developers dedicate park and open space land in locations where housing density is occurring.

5. Agricultural, Natural and Cultural Resources

Goal

Protect the productive agricultural lands in the Town for long-term farm use and maintain agriculture as a major economic activity and way of life, and conserve, protect and enhance the natural resources and environmentally sensitive areas that exist in the Town.

Objectives

- a. Protect the prime agricultural lands in the Town by maintaining farms and productive acreage.
- b. Encourage residential development and other types of urban land uses to locate away from prime agricultural lands, and recommend areas that would best accommodate non-farm uses.
- c. The Town of Winneconne will not support the creation of any new landfill or quarry/gravel pit operations within the Town boundaries.
- d. The Town will encourage public agencies, utility companies and private entities to locate future roadway corridors, pipelines or power transmission lines away from prime agricultural land areas; in order to protect drain tile, drainageways and grass waterways, and not violate the preservation goal.
- e. Encourage farmers and agricultural landowners to continue their participation in state and federal agency programs that would provide benefits for keeping land in agricultural production.
- f. The Town of Winneconne should investigate other implementation methods or techniques that would preserve productive farmland. Such methods may include the establishment of easements, the acquisition of development rights, direct Town review and approval of certified survey maps, as well as subdivision plats, and possible boundary and/or inter-governmental agreements with surrounding communities.
- g. The Fox and Wolf rivers should be protected from urban development encroachment and non-suitable agricultural practices.
- h. The Town of Winneconne should work cooperatively with Winnebago County and the State of Wisconsin to ensure that watersheds, shoreline areas, wetlands, and woodlands are protected for future generations to use and enjoy.
- i. The Town of Winneconne should utilize the existing site plan ordinance to address drainage in all new single-family residential subdivisions, multi-family, commercial

and industrial developments. Applicants shall submit a drainage plan for Town Board review and approval prior to a building permit. The site plan review requirements should also apply to any existing developments that create additional hard surface water run-off due to building expansion.

- j. Where possible, the Town will support State and Federal government agency efforts to protect and upgrade the quality of surface waters and groundwater within the Town.
- k. The Town will encourage efforts to protect and preserve areas needed to support local wildlife.
- l. The Town of Winneconne should work closely with Winnebago County and other governmental units to protect and preserve the Lake Winnebago “pool” lakes.
- m. The Town of Winneconne should review all development plans in or adjacent to important natural features, with the intent of preserving those features.

6. Economic Development

Goal

A growing and vital economy for all residents shall be promoted through careful planning and diversification of commercial and industrial land uses that may further develop around the State Highway 116 and US Highway 45 interchange, and other appropriate locations in the Town.

Objectives

- a. Identify future commercial and industrial areas around the 116/45 highway interchange. In other locations in the Town, encourage commercial and industrial type uses to locate adjacent to existing development of the same kind, subject to compatibility with surrounding land uses.
- b. The Town will seek assistance to support economic development through county, regional, and state economic development programs that apply to the Town.
- c. Develop a Design Review Ordinance to help direct the architectural design and appearance of commercial, industrial and multi-family buildings in an effort to promote and attract quality development and maintain and/or improve property values.
- d. Utilize the existing Site Plan Review Ordinance as a component of design review.

7. Intergovernmental Cooperation

Goal

That the Town of Winneconne will strive to communicate and work with surrounding political entities, seeking ways to conduct joint planning and service agreements.

Objectives

- a. On a continuing basis, the Town of Winneconne will strive to communicate with surrounding communities, school districts, County, and other entities to seek ways to provide services jointly with others.
- b. The Town will discuss with the Village of Winneconne, boundary issues as needed, on matters of mutual interests regarding long-term borders and/or boundary agreements.

8. Land Use

Goal

Ensure that the character, magnitude and location of all land uses provides a system for orderly growth and development that achieves a balanced natural, physical, and economic environment, and enhances the quality of life of all residents.

Objectives

- a. That the Town zoning regulations be amended to include site plan requirements that deal with safe ingress/egress, on-site traffic flow and parking to meet annual maximum daily requirements.
- b. The adopted zoning and future land division regulations shall ensure and provide that building permits are issued only upon certification that transportation facilities, water, sewer, solid waste, and other services are available to serve proposed development.
- c. The Town shall encourage the use of innovative land use development techniques such as planned development projects and cluster subdivisions.
- d. Residential subdivisions shall be designed to include an efficient system of internal circulation for all vehicles and pedestrians including the provision for external collector streets, and trails where applicable, to feed all traffic onto external arterial roads and highways.
- e. The Town shall protect residential areas from incompatible commercial and industrial uses by the use of open space, vegetative buffers and fences as appropriate.
- f. The Town shall encourage development within reach of existing sanitary district sewer systems.

- g. The Town shall discourage isolated residential developments that require higher service costs through proper implementation of the Comprehensive Plan.
- h. The Town shall evaluate the impact of development on existing land use, in relation to transportation, essential services such as sewer and water, recreation and drainage, prior to its approval.
- i. The Town shall encourage commercial activities to locate in designated commercial areas through the use of proper zoning district designation, as appropriate to the intensity and type of use to be permitted as directed in the Land Use Element of the Comprehensive Plan.
- j. The Town shall require adequate off-street parking and loading facilities in all commercial areas.
- k. The Town shall separate industrial areas from residential and commercial districts through adequate buffering and screening.
- l. The developer/owner of any site shall retain ultimate responsibility for on-site construction, maintenance, and management of stormwater run-off, which shall be provided in such a manner to comply with Town, County and State requirements.
- m. Historic designations shall be encouraged, when appropriate, for the purpose of preserving and protecting its character through the use of the Federal Designation process.
- n. Work towards achieving the highest and best use of all vacant and under utilized lands and buildings in the Town of Winneconne through the implementation of the comprehensive plan.
- o. Strive to make development decisions consistent with the Comprehensive Plan.
- p. Coordinate land use planning activities in the Town of Winneconne with planning activities in neighboring jurisdictions and the region.
- q. Guide new development only to those areas in the Town that are well suited for urban development.
- r. Coordinate land development projects with transportation system projects to achieve the highest and best use of remnant or underutilized lands.
- s. Coordinate land use planning activities in the Town of Winneconne with the plans and activities of school districts, sanitary districts, Fire Department, and other providers of municipal services and facilities.
- t. Improve the visual quality and physical design of the Town of Winneconne by developing and continuing to enforce signage, landscaping, property maintenance, site plan review, building design, parking and outdoor storage regulations which foster high quality urban development.

- u. Prohibit the expansion of non-conforming land uses that are incompatible with the recommendations of the Comprehensive Development Plan.

9. Implementation

Goal

Revise existing ordinances and/or create new regulations to assure a system of orderly growth and development, achieves a balanced natural, physical, and economic environment, and enhances the quality of life of all residents.

Objectives

- a. Refine Town zoning, and create land division, official map, capital improvement plan, and design standards that will implement the goals and objectives of the Comprehensive Plan. In some instances, this will require close coordination with Winnebago County.
- b. Permanently protect environmental corridors from development through a combination of zoning, official mapping, public acquisition, developer land dedications, conservation programs and other options.
- c. The Town shall prohibit commercial activities from locating in wetlands, 100 year floodplains, and delineated conservation areas through the use of proper site plan review procedures, zoning and adopted flood plain management objectives and objectives of this plan.
- d. On an ongoing basis, the Town shall review, amend, and enforce land use regulations to effectively guide and manage future growth and land development.
- e. The Town should cooperate with Winnebago County to enforce and amend specific ordinances that provide for drainage and stormwater management and protect potable water, wells, and aquifer recharge areas.
- f. Strive to establish a positive image of the Town by improving the visual quality of development along key community entryways, such as US 45 and STH 116. This can be achieved by enforcing signage, site plan and design review regulations.
- g. The Town should cooperate with Winnebago County to protect environmentally sensitive areas, such as ponds, wetlands, drainage conduits, and their associated vegetative communities, shall be conserved and protected from the effects of urbanization and development activities through creation and enforcement of environmental regulations.

B. Inventory and Analysis

1. Population

In 1950, the Town of Winneconne had a population of 731 people. By 1970, the Town doubled to 1,408 and by 1990, it had grown to 1,761 people. In 2000, the Town of Winneconne's population had grown to 2,196, (6th largest Town in Winnebago County). The Town continued to grow in 2010 to 2,350 persons. From a 60-year perspective, the Town of Winneconne has more than tripled in population.

Winnebago County experienced an increase in population during that same time period (Table 1). During the past ten years, Winnebago County grew from 156,320 to 166,994, or an increase of 10,674 (6.83%). In comparison, the Town of Winneconne grew at a slightly greater rate (7.01% compared to 6.83%). The State of Wisconsin grew by 6% from 2000 to 2010.

Table 1
Population Trends, 1950-2010

	1950	1970	1990	2000	2010	2000-2010
Town of Winneconne	731	1,408	1,761	2,196	2,350	7.01%
Winnebago County	91,103	129,946	140,320	156,320	166,994	6.83%
State of Wisconsin	3,434,575	4,417,821	4,891,769	5,363,678	5,686,986	6.03%

Source: U.S. Census

The average change over the last 60 years in the Town of Winneconne is shown in Table 2. The greatest amount of growth during the last five decades occurred between 1960 and 1970, when the Town's population grew by 54.05%.

Table 2
Growth Patterns-Town of Winneconne

1950-1960	1960-1970	1970-1980	1980-1990	1990-2000	2000-2010
25.03%	54.05%	13.28%	10.41%	21.81%	7.01%

Source: U.S. Census

2. Existing Age Distribution

In 2000, the median age in the Town of Winneconne was 41.8, which is much older than the 35.4 median age in the County (Table 3). In 2010, the median age in the Town increased to 46.8, while the County median age moved up to 37.9.

In 2010, the working age population (20-64) accounted for 60.6% of The Town of Winneconne's population. This percentage is very close to the County's percentage of 61.58%. The Town of Winneconne has a greater percentage of elderly people 65 or over (15.06%) compared to the County's equivalent age group (13.38%). The Town of

Winneconne had a smaller proportion of persons under 20 years of age (24.34%) compared to the County (25.04%).

Table 3
Population by Age Cohort

	Age	Town of Winneconne		Winnebago County	
		Number	Percent	Number	Percent
2000	Under 5	108	5.03%	9,364	5.97%
	5-19	447	20.84%	33,590	21.43%
	20-34	244	11.38%	34,341	21.91%
	35-49	602	28.07%	37,545	23.95%
	50-64	442	20.60%	22,260	14.20%
	65+	302	14.08%	19,663	12.54%
	Total	2,145	100.00%	156,763	100.00%
	Median Age	41.8		35.4	
2010	Under 5	88	3.74%	9,866	5.91%
	5-19	484	20.60%	31,949	19.13%
	20-34	236	10.04%	36,107	21.62%
	35-49	524	22.30%	34,425	20.61%
	50-64	664	28.26%	32,311	19.35%
	65+	354	15.06%	22,336	13.38%
	Total	2,350	100.00%	166,994	100.00%
	Median Age	46.8		37.9	

Source: U.S. Census

Between 2000 and 2010, the proportion of working age (20-64) population had a percentage increase in the Town and a percentage decrease in the County. The Town and County experienced a percentage and numerical increase in elderly persons during the same timeframe.

Based on the number of children 19 and under, the Town saw the actual numbers of this age group increase, but their percentage of population decrease. For the County, children 5 and under decreased in percentage of total population, but increased in actual numbers between 2000 and 2010. However, the number of children between 5 and 19 decreased in both in number and percentage of the total population over this timeframe. Even though the size of families appears to be shrinking, the number of people moving into the Town is causing the number of children to increase.

3. Population by Race

Table 4 identifies the different races that exist in both the Town and County. The predominant race continues to be white. However, between 2000 and 2010, the Town became more diverse, although the numbers of other races is still very low. Winnebago County is showing a much larger percentage of diversity, with the percentage of races other than white increasing from 5.6% to 7.5%.

Table 4
Population by Race

	Town of Winneconne		Winnebago County	
	2000	2010	2000	2010
White	2,132	2,315	147,914	154,445
African American	0	7	1756	2,975
N. Indian/Alaskan	5	3	726	1,036
Asian/Pacific Island	4	5	2,924	3,880
Other Race (incl. Hispanic)	4	20	3,443	4,658
Total	2,145	2,350	156,763	166,994

Source: U.S. Census

4. Existing Educational Levels

Residents of the Town of Winneconne and Winnebago County as a whole are better educated than they were a decade ago. In 2000, 1.7% of the Town's population had less than a 9th grade education. In 2010, that percentage dropped to 0.4%. Meanwhile, the percentage of people with education beyond high school had increased from 53.35% to 59.0%. Therefore, in 2010, more than half of all people in the Town had gone on to further education after high school.

The entire County had the same percentage of people receiving a high school diploma as the Town. However, after high school, a higher percentage of people in the Town had gone on to higher education after high school.

Table 5
Educational Attainment

		Town of Winneconne		Winnebago County	
		Total	Percentage	Total	Percentage
2000	Less than 9 th Grade	26	1.7%	4,129	4.1%
	9 th –12 th Grade	119	7.8%	9,738	9.6%
	High School Grad +GEDS	528	34.5%	37,849	37.4%
	Some College – no degree	358	23.4%	19,437	19.2%
	Associate Degree	115	7.5%	6,914	6.8%
	B.A.	260	17.0%	16,462	16.3%
	Grad or Prof. Degree	126	8.2%	6,566	6.5%
	Total	1,532	100.0%	101,095	100.0%
2010	Less than 9 th Grade	7	0.4%	3,059	2.8%
	9 th –12 th Grade	76	4.5%	8,085	7.4%
	High School Grad +GEDS	609	36.1%	39,440	36.1%
	Some College – no degree	307	18.2%	22,615	20.7%
	Associate Degree	211	12.5%	10,161	9.3%
	B.A.	343	20.3%	17,917	16.4%
	Grad or Prof. Degree	135	8.0%	7,976	7.3%
	Total	1,688	100.0%	109,253	100.0%

Source: U.S. Census

5. Existing Income Levels

Household income for Town of Winneconne families is generally higher than Winnebago County families as a whole (Table 6). This is also reflected in the median household income, which is \$73,750 in the Town as opposed to \$48,177 in the County as a whole.

Median household income for Town residents between 2000 and 2010 jumped from \$60,385 to \$73,750, an increase of 22% (Table 7). During the same timeframe, the County's median income only grew from \$44,445 to \$48,177, or an increase of only \$3,732 or 8%. The Town's median family income and per capita income were also consistently higher than the County's equivalent numbers. This indicates that residents of the Town are generally more affluent than the County average.

Table 6
Income Characteristics, 2000

Household Income	Town of Winneconne		Winnebago County	
	Number	Percent	Number	Percent
Less than \$10,000	10	1.1%	3,576	5.3%
\$10,000 to \$14,999	33	3.5%	3,735	5.5%
\$15,000 to \$24,999	87	9.2%	7,622	11.2%
\$25,000 to \$34,999	41	4.3%	8,318	12.3%
\$35,000 to \$49,999	140	14.8%	11,678	17.2%
\$50,000 to \$74,999	164	17.4%	15,496	22.9%
\$75,000 to \$99,999	168	17.8%	8,514	12.6%
\$100,000 to \$149,999	181	19.1%	5,830	8.6%
\$150,000 to \$199,999	67	7.1%	1,835	2.7%
\$200,000 or more	54	5.7%	1,189	1.7%
Total Households	945	100.0%	67,793	100.0%
Median Household Income	73,750		48,177	

Source: U.S. Census, 2010

Table 7
Comparison of Median Household, Median Family Income, & Per Capita Income, 2000-2010

	Median Household Inc.		Median Family Income		Per Capita Income	
	2000	2010	2000	2010	2000	2010
Winneconne	\$60,385	\$73,750	\$65,893	\$85,625	\$27,272	\$39,060
Winnebago	\$44,445	\$48,177	\$53,932	\$61,874	\$21,706	\$25,409

Source: U.S. Census

6. Employment Characteristics & Forecasts

As a result of the economic downturn, the trend has been for the labor force to experience a decrease from 2000 to 2010. Data from the U.S. Bureau of Census indicates that the Town of Winneconne's labor force decreased by 1.8 percent between 2000 and 2010 (Table 9), while at the same time, its general population increased by 7.01 percent. On the other hand, Winnebago County realized a 2.3 percent decrease in its labor force, while its general population increased by 6.83 percent.

Table 8
Employment by Industrial Sector, 2000-2010

	Town of Winneconne		Winnebago County	
	2000	2010	2000	2010
Ag, Forestry, Fishing & Mining	50	0	865	1,448
Construction	93	79	3,850	3,332
Manufacturing	386	340	22,924	20,073
Transport, warehouse, utilities	66	69	3,520	3,758
Information	23	11	1,601	1,315
Wholesale Trade	37	30	2,280	1,349
Retail Trade	109	57	10,281	9,768
Profes., scientific, manage. Adm.	68	92	5,112	6,537
Fire	N/A	N/A	N/A	N/A
Business & Repair Services	N/A	N/A	N/A	N/A
Personal Services	N/A	N/A	N/A	N/A
Entertainment & Rec. Services	51	45	5,781	7,927
Health & Educ. Services	224	361	15,549	17,432
Finance, Ins., real est., rental	45	57	4,250	5,504
Other Services	65	33	3,880	3,907
Public Administration	29	52	2,773	2,389
Total	1,246	1,226	82,666	84,739

Source: U.S. Census

In 2010, 71.5 percent of the total labor force was employed in the Town of Winneconne. This was slightly higher than the 67.1 percent employment rate for Winnebago County.

Between 2000 and 2010, total employment decreased by 1.8 percent in the Town of Winneconne. This was slightly less than the County's decrease of 2.3 percent. Unemployment in the Town quadrupled between 2000 and 2010. In Winnebago County, the unemployment number more than doubled. Those persons not in the labor force also increased in both the Town and County between 2000 and 2010.

Table 9
Labor Force Participation, 2000-2010

	Town of Winneconne				Winnebago County			
	2000	%	2010	%	2000	%	2010	%
In Armed Forces	0	0	0	0	54	0.1	137	0.1
Civilian Employed	1,246	72.2	1,226	66.6	82,666	66.8	84,739	61.9
Unemployed	19	1.1	91	4.9	3,154	2.5	6,916	5.1
Not in Labor Force	461	26.7	525	28.5	37,932	30.6	45,106	32.9
Total	1,726	100%	1,842	100%	123,806	100%	136,898	100%

Source: U.S. Census

7. Travel Time to Work

The largest percentage of travel time to work for Town residents was 20 to 24 minutes, while the largest percentage in the County traveled 10 to 14 minutes to work. This

reflects the much lower travel time for those who reside in more urbanized, compact, communities in the County. In general, over half of the population has to travel over 15 minutes to work in both the Town and County.

Table 10
Travel Time to Work-2010

	Town of Winneconne		Winnebago County	
	Number	Percentage	Number	Percentage
Less than 10 minutes	139	11.8%	15,277	18.7%
10 to 14 minutes	77	6.5%	19,607	24.0%
15 to 19 minutes	252	21.4%	16,012	19.6%
20 to 24 minutes	263	22.3%	13,561	16.6%
25 to 29 minutes	168	14.3%	4,575	5.6%
30 to 34 minutes	159	13.5%	6,699	8.2%
35 to 44 minutes	39	3.3%	2,206	2.7%
45 to 59 minutes	29	2.5%	1,552	1.9%
60 or more	52	4.4%	2,206	2.7%
Worked at home	21	1.8%	2,440	2.9%
Total commuters	1,178	100%	81,694	100.0%

Source: U.S. Census

8. Household Characteristics

Household size is a determinant of future demand for housing. Declining household size generally indicates a need for more housing units, even if there is no general growth in population. In 1980, the average household size in the Town of Winneconne was 2.84 persons, but by 2010, the average number declined to 2.48 people. The County experienced an even greater decline, from 2.71 percent to 2.34 percent (Table 11). Each decade, the average persons per home had decreased.

Table 11
Number of Households, 1980-2010

	1980		1990		2000		2010	
	No. H.H.	Persons per HH	No. H.H.	Persons per HH	No. H.H.	Persons per HH	No. H.H.	Persons per HH
Winneconne	562	2.84	672	2.62	838	2.56	948	2.48
Winnebago	46,885	2.71	53,216	2.52	61,157	2.43	67,875	2.34

Source: U.S. Census

In 2000, family households in Winneconne constituted almost 80% of the population. By 2010, that percentage had dropped very slightly to 75.4%. During that same time, the number of family households in Winnebago County decreased from 64.7% to 61.2%. The percentage of family households in 2010 was 14.2% higher in the Town as opposed to the County.

Table 12
Households by Type, 2000 - 2010

	Town of Winneconne				Winnebago County			
	2000	%	2010	%	2000	%	2010	%
Total Family Households	666	79.5	715	75.4	39,547	64.7	41,523	61.2
Married-Couple Household	599		649		32,422		32,465	
Female Headed Household	36		44		5,068		6,144	
Total Non-family Household	172	20.5	233	24.6	21,610	35.3	26,352	38.8
Householder Living Alone	135		186		16,850		20,276	
Total Households	838	100	948	100	61,157	100	67,875	100

Source: U.S. Census

9. Demographic Trends

Town of Winneconne and Winnebago County have shown a steady increase in population. Population projections are estimated off of historic demographic trends. Utilizing the Wisconsin Department of Administration (WDOA) projections (See Table 13), the Town of Winneconne is expected to experience a 17.4 percent population increase from 2010 to 2030. This increase is more than the projected increase of 13.0 percent for Winnebago County.

As a base of comparison, the more recent ESRI projections have been incorporated into this plan (See Table 13A). ESRI is a very recognized and respected source of demographic information which ties the more recent 2010 US Census information to projections. The other difference in utilizing ESRI as a projection source is the short projection window (five years). Nonetheless, the ESRI projection can be compared to the WDOA projection to determine a more accurate growth path.

As can be seen by comparing Tables 13 and 13A, the economic recession will leave an impact on future growth within the Town.

Table 13
WDOA Population Projections

	2010*	2015	2020	2025	2030	% Change 2010-2030
Town of Winneconne	2,350	2,405	2,540	2,640	2,760	17.4%
Winnebago County	166,994		177,050		188,680	13.0%

Source: Wisconsin Department of Administration (WDOA)

* 2010 US Census

Table 13A
ESRI Population Projections

	2000*	2010*	2012	2017	% Change 2010-2017
Town of Winneconne	2,267	2,350	2,389	2,466	4.9%

Source: ESRI Market Profile, 2013

* 2010 US Census

Chapter 2 - Housing

A. Goals and Objectives

Goal

To provide safe, affordable, quality housing for present and future Town residents.

Objectives

- a. Buffer residential areas from incompatible land uses.
- b. Identify the most suitable areas for new residential dwelling units on the Land Use Plan Map and guide new residential development to those areas.
- c. Encourage, where possible, the location of new housing units in areas that can be served by a sanitary district.
- d. Project housing needs based on population forecasts and project land requirements for these housing needs over the next planning period.

B. Inventory and Analysis

1. Housing Stock Age

The oldest home in the Town of Winneconne was built in the mid-1800's. Over the history of housing stock, the largest number of homes in the Town were built between 1990 to 2004 (326 homes built or nearly one third of all housing), which reflects the building boom of the early 2000s. Between 1990 and 2010, the Town of Winneconne's percentage of housing was somewhat newer than housing stock in the County.

Winnebago County also experienced substantial growth in its housing stock between 1990 and 2004, with 15,805 homes built (about 22% of total homes).

Table 14
Year Structure Built

Year	Town of Winneconne		Winnebago County	
	#	%	#	%
2005-2010	82	7.0	3,888	5.3
2000-2004	123	10.6	6,189	8.4
1990-1999	203	17.4	9,616	13.1
1980-1989	87	7.5	8,531	11.6
1970-1979	132	11.3	9,698	13.2
1960-1969	120	10.3	7,628	10.4
1940-1959	140	12.0	12,009	16.4
1939 or earlier	279	23.9	15,830	21.6
Total	1,166	100.0	73,389	100.0

Source: U.S. Census

2. Owner/Renter Occupied Housing

The Town of Winneconne has a much higher percentage of owner occupied housing units than Winnebago County in both 2000 and 2010. Owner occupancy decreased in both the Town and the County between 2000 and 2010, showing a trend of increased renter occupied housing.

Table 15
Owner/Renter Occupied Housing, 2000-2010

Year	Entity	Owner Occupied		Renter Occupied		Total Occupied
		Number	Percent	Number	Percent	
2000	Town of Winneconne	760	90.7%	78	9.3%	838
	Winnebago County	41,571	68.0%	19,586	32.0%	61,157
2010	Town of Winneconne	840	88.6%	108	11.4%	948
	Winnebago County	45,036	66.4%	22,839	33.6%	67,875

Source: U.S. Census

3. Housing Stock Structural Characteristics

Structural Type

Single-family residential units comprise the vast majority of the Town of Winneconne's housing stock. In 2000, 93.8 percent of the Town of Winneconne's 1,016 dwelling units were single-family units (Table 16). Of the remaining units, 4.7 percent were duplexes and multi-family units. There were 12 mobile homes (0.4%) scattered throughout the Town in 2000.

In 2010, the percentage of single-family homes decreased to 90.3%. Rental units increased from 78 to 108. Mobile homes also experienced an increase in numbers, from 12 to 55. Renter occupancy increased from 2000 to 2010, from 7.6% to 9.2%.

Table 16
Number of Units by Structural Type
2000-2010

Type of Housing	2000		2010	
	Number	Percent	Number	Percent
Single Family homes	953	93.8%	1,053	90.3%
2-4 Apartment units	19	1.9%	8	0.7%
5 or more units	28	2.8%	50*	4.3%
Mobile Home/Trailer	12	1.2%	55*	4.7%
Other units	4	0.4%	0	0%
Total	1,016	100.1%	1,166*	100.0%
Owner Occupied Units	760	74.5%	840	71.6%
Renter Occupied Units	78	7.6%	108	9.2%
Vacant Housing Units	182	17.8%	225	19.2%

Source: U.S. Census * The Town of Winneconne opposes the accuracy of these figures as field verified by Town Administrative Staff. The census numbers noted by * are excessive.

Table 17
New Housing Units Constructed, 2000 - 2012

Year	Single Family Units	Two+ Family Units	Total Units
2000	33	0	33
2001	19	0	19
2002	10	0	10
2003	14	0	14
2004	15	2	17
2005	7	1	8
2006	11	0	11
2007	14	0	14
2008	9	0	9
2009	4	0	4
2010	7	0	7
2011	2	0	2
2012	4	0	4
Total Units	149	3	152
Average per year	11.5	.23	11.7

Source: Town Building Permit Data

Note: Multi-family units have been included in the two-family unit numbers.

According to town building permit data, between 2000 and 2012, 149 new single-family housing units were constructed in the Town of Winneconne (Table 17). The Town has averaged 11.5 single-family building permits over the last 13 years.

As one would expect for a town, permits for two family unit developments were a very small percentage of new development.

4. Vacancy Rate

The vacancy rate for housing in the Town of Winneconne has fluctuated, with the highest rate of 6% occurring in 2000 for rental housing. In comparison, the Village of Winneconne had the same vacancy rate for rental vacancy in 2000, but a higher percentage of vacancy in 2010. Winnebago County has seen a lower vacancy rate for homeowner units in 2000 and higher rates in 2010, as compared to the Town of Winneconne rates.

Seasonal housing vacancy will typically be higher in the Town as compared to the Village or County, due to the large number of summer cottages along the lakes.

Table 18
Vacancy Rates

Minor Civil Division	Homeowner Vacancy Rate		Rental Vacancy Rate		Seasonal Units as a Percentage of Total Units	
	2000	2010	2000	2010	2000	2010
T. of Winneconne	1.7%	1.6%	6.0%	3.6%	15.0%	16.5%
V. of Winneconne	1.0%	0.6%	6.0%	8.3%	7.6%	9.9%
Winnebago County	1.3%	2.1%	6.1%	7.2%	1.6%	2.1%

Source: U.S. Census

5. Housing Value

Of the 825 owner-occupied housing units in the Town of Winneconne, almost half of the homes range in price from \$150,000 to \$299,000. Approximately one-half of the homes in the Town exceed \$200,000. This is reflective of the increasing value of homes that are being built in the Town of Winneconne.

Table 19
Owner Occupied Value - 2010

Housing Value	#	Percentage
Less than \$50,000	22	2.7%
\$50,000 to \$99,999	23	2.8%
\$100,000 to \$149, 999	163	19.8%
\$150,000 to \$199, 999	170	20.6%
\$200,000 to \$299, 999	236	28.6%
\$300,000 to 499, 999	162	19.6%
\$500,000 or more	49	5.9%
Owner-Occupied Units	825	100.0%
Median (dollars)	\$214,300	

Source: U.S. Census

6. Policies and Programs on Promoting Development of Housing

Housing development is controlled through the Town of Winneconne and Winnebago County Zoning & Subdivision Ordinances. The Town does not need policies and programs to promote housing development because of its ideal location relative to the Oshkosh metropolitan area. Recent improvements to US Highway 45 will make the Town very accessible to future homeowners.

7. Policies and Programs that Provide a Range of Housing Choices

Housing in the Town of Winneconne is driven by market conditions and regulated by Town and County Zoning and Subdivision Ordinances. The Town's zoning ordinance specifically allows for a wide range of housing choices.

8. Policies and Programs Promoting the Development of Low to Moderate Income Housing

The Town of Winneconne would support any state or federal subsidized housing programs that would provide a range of housing choices, including low and moderate housing.

9. Policies and Programs to Maintain or Rehabilitate Existing Housing

The main policies and programs that would require properties to be maintained or if desired, rehabilitated, would be in the form of the State uniform building codes. These codes are administered by a Town building inspector, who conducts building inspections, and state inspectors, who specialize in commercial and industrial building inspections.

10. Current & Projected Housing Demand

Due to the popularity of the Town of Winneconne area as a living environment, close proximity to shopping and employment, it can be anticipated that the Town will be attractive to new housing construction over the next 20 years. However, due to the economic recession of 2008 which has lingered to the current date of this plan update, new home construction and subdivision platting has stalled. Signs of a resurging economy seem to come and go however, the Town appears well positioned to accommodate new housing once the market returns. As a means of projection, building permits for the last 13 years were averaged and projected forward. Based on this method, the Town can anticipate 11 single-family homes built per year. This would generate a demand for over 220 residential lots over the next 20 years. In addition, the housing market always needs a degree of flexibility often referred to as a marketability factor. Planning standards suggest that a twenty five percent marketability factor should be projected to allow buyers a degree of flexibility in the market. Applying a twenty five percent marketability factor, the town could plan for a total of 275 residential lots to accommodate growth over the next twenty years.

The number of duplex & multi-family developments may vary, depending upon developers' ability to rezone land in the Town and the extension of sewer service to accommodate such development.

Table 20
Active Residential Subdivisions
Town of Winneconne, 2012 inventory

Subdivision	Total Lots	Vacant Lots
Clark Point	40	5
Hiawatha Heights	30	10
Lake Breeze	8	4
Lakewind	128	18
Naples Lane	11	1
Rivermoor	55	3
Wentzel Shore	74	11
Zillges Pines	22	12
Ball Prairie	40	36
Seven Elms	42	33
Olen Shores	14	14
Waters Edge	50	31
Total	514	178

Source: Town of Winneconne Records

At the present time, the Town of Winneconne contains approximately 178 platted but vacant single-family lots (see Table 20 for Subdivision Breakdown). Based on an average of 11 lots being absorbed per year, and without further platting, the Town has about a 15 year supply of buildable lots. However, not all single family development will occur within subdivisions so the number of vacant lots may last beyond 15 years. For the purpose of this planning effort, we are projecting approximately 80 percent of single family development will occur on vacant subdivision lots.

Given the marketability factor discussed previously and comparing it to the number of available vacant lots (178), some new residential lots will eventually need to be created in the Town but not within the foreseeable future as enough vacant lots currently exist to accommodate projected growth along with a substantial marketability factor.

Chapter 3 - Transportation Element

A. Goals and Objectives

The objectives, policies, goals and programs that the Town of Winneconne will strive to implement the following:

Goal

That the Town's transportation system is safe, efficient, and environmentally sound and that it provides personal mobility for all segments of the population.

Objectives

- a. Integrate transportation with other functional elements of comprehensive planning in recognition of the fact that the primary objective of a transportation system is to connect or relate activity locations.
- b. Provide a street and highway system which, together with other transportation facilities, will meet short and long-range needs, interests, and objectives of the Town's citizens in a cost-effective manner.
- c. Encourage development of a transportation system that minimizes environmental disruption and strives to maintain a quality environment.
- d. Develop transportation system compatible with existing and future land use patterns.
- e. Encourage private developers to incorporate pedestrian paths through future subdivisions, consistent with an overall pedestrian path network.
- f. Adopt an Official Map that reserves adequate rights-of-way for future reconstructed or newly constructed streets, pedestrian and bicycle facilities.
- g. Establish priorities, the Town should develop a five year town road maintenance/improvement plan.
- h. Incorporate pedestrian crossings at major intersections.
- i. Work with the WDOT and County Highway Department to minimize the impact of new transportation projects on existing neighborhoods, businesses and natural resources, through the use of buffering requirements.
- j. Implement access control regulations along town roads to facilitate safe travel, and control the number of residential platting on roadways.
- k. Continue to upgrade town roads that are substandard in dedicated right-of-way width.
- l. Work with the State and County to schedule reconstruction of roadways to improve cost efficiencies and reduce inconvenience to motorist.

- m. Adequately maintain and plow town roads to provide access to all parcels.
- n. Limit dead-end streets (cul-de-sacs) where possible, or if no turn-around exists, work with the adjacent property owner(s) to dedicate an adequate turn around.
- o. Prohibit any new development on private roads.

B. Inventory and Analysis

1. Existing Street and Highway System & Traffic Volumes

The Town of Winneconne's transportation system consists of local streets, collector streets, minor arterials and principal arterials, as illustrated on Map 2.

Streets and highways are classified according to their primary function, either to move vehicles or to serve adjacent land. Arterials accommodate the movement of vehicles, while local streets are designed to provide direct access to individual parcels of land. Collectors serve both local and through traffic by providing a connection between arterials and local roads. Facilities classified under the Federal Aids Secondary System (County Trunks and State Highways) qualifies for federal aid for capital projects involving construction and maintenance on the basis of lane mileage.

- a. **Principal Arterials:** Principal Arterials are meant to carry traffic through the Town, and have limited direct access. Principal Arterials in the Town of Winneconne are the following:
 - USH 45, which is a U.S. Highway, running north-south through the Town, is classified as a rural principal arterial. According to Map 2, traffic counts on this segment ranges from 10,400 vehicles per day (south of WIS 116) to 12,500 vehicles per day (north of WIS 116).
 - WIS 116, which is a State Road, runs east-west to the Village of Winneconne, and then north-south, west of the Village. Average Daily Traffic counts in 2010 on this highway range from 8,300 vehicles per day (east of the Village of Winneconne) to 2,300 vehicles per day (south of the Village of Winneconne). Despite the recession, WIS 116 experienced an increase in traffic counts since 2000. The expansion of US 45, which improved regional access to WIS 116 may have played a factor in the increase.
- b. **Minor Arterials:** Minor arterials provide mobility for through traffic. In the Town of Winneconne, County Roads act as minor arterial roadways. The County has portions of "GG", "G", "M", "D", "S", and "B" that run through the Town. Average Daily Traffic Counts in 2014 averaged 1,600 vehicles per day on CTH "M", 1,100 vehicles per day on CTH "D", 1200 vehicles per day on County Road "B", and 1800 vehicles per day on County Road "S". County Roads "GG" and "G" did not have 2010 traffic counts available. Again, despite the recession, all county roads experienced an increase in traffic counts from the Year 2000.

- c. **Collectors:** Collectors provide access between local streets and both the principal and minor arterials. Some of the town roads could be considered rural collector roads, such as Woodland Road, Roys Road, Breezewood Lane, Cross Road, Indian Shore Road on the east side, and Quigley Road, Lakeshore Road, and Oak Hill Road on the west side of the Town.
- d. **Local Roads:** Most remaining roads in the Town are local and provide direct access to residential, commercial, and industrial uses within the Town.
- e. **Private Roads:** These roadways are held in private ownership and are usually associated with waterfront development on small, old lots. These roads are the responsibility of adjacent property owners to maintain. The Town has an ordinance that prohibits the creation of any new private roads.

2. Transit

No local bus service exists at this time, and none is anticipated in the next 20-year planning period.

3. Transportation Systems for Person with Disabilities

Services offered in the rural areas of Winnebago County (and Town of Winneconne) are as follows:

a. Rural Transportation Over 60

This subsidized taxi and van service is provided to rural Winnebago County residents 60 years or older. Residents can call 24 hours per day, 7 days a week for service, and are eligible for ten (10) one-way trips each month. Individuals over 60 years old are required to apply for an ID card at the Oshkosh Red Cross Office (1-888-231-3590). The Town of Winneconne contributes half of the charge, and the residents pay “Cabulance” the other half of the one-way trip.

b. Rural Transportation Under 60

This subsidized taxi and van service is provided to disabled rural Winnebago County residents. Residents can call 24 hours per day, 7 days a week for service, and are eligible for ten (10) one-way trips each month. The Town of Winneconne contributes half of the charge, and the residents pay “Cabulance” the other half of the one-way trip.

4. Pedestrian and Snowmobile Paths

Wiouwash recreation trail for walking, hiking, biking, snowmobiling and horseback riding bisects the Town of Vinland, just east of the Town of Winneconne. Otherwise, no public trails exist in the Town of Winneconne at this time. The Town will consider whether to accept and promote trails in future subdivisions.

The Town does have snowmobile trails that run through the Town in an east-west orientation. Trails connect to adjoining Towns’ of Vinland, Omro and Poygan. Signage along town roads identify where the trails are located.

5. Railroads

No railroad lines exits in the Town of Winneconne, and no passenger rail service is available in the area. Rail service is available in the Oshkosh area, with “community sidings” available.

6. Air Transportation

The Town of Winneconne has no publicly operated airport. The closest passenger service is the Outagamie County Airport, approximately 15 miles to the northeast, and to a much more limited degree, the Wittmann airport in the City of Oshkosh. The Town of Winneconne does have several private landing strips throughout the Town, as further described below:

- a. The Courtney Plummer Air Landing Strip **(A)** is situated in Section 22 to the south of State Road 116, and directly west of Courtney Plummer Road (Map 2). The airstrip is located about one-half mile east of the Village of Winneconne corporate limits, and approximately one-quarter mile north of Lake Butte des Morts. The paved asphalt runway is oriented north-south and accommodates small private aircraft. Most users of the airstrip have residential home sites along the north shoreline of Lake Butte Des Morts, and have private hangers for their airplanes.
- b. A small private grass landing strip **(B)** is located on the west side of Ginnow Road, south of County Road D (Map 2). This private airport consists of a southwest-northeast grass runway that is used by smaller aircrafts.
- c. A small private grass landing strip **(C)** is located on Ginnow Road, south of Oak Hill Road (Map 2). This private airport consists of a east-west grass runway that is used by smaller aircrafts.

7. Trucking

Local trucking services are provided by outside carriers in the Fox Valley and Oshkosh area. The potential for a trucking firm coming into the Town may occur in a future commercial area near the future U.S. Highway 45/ WIS 116 interchange.

8. Water transportation

Lakes and Waterborne transportation is a large part of the Town of Winneconne. The Town contains about the westerly third of Lake Buttes Des Morts, and most of Lake Winneconne. The Wolf River, which flows through the Village of Winneconne, connects the two mentioned lakes. The southerly portion of the Town of Winneconne also contains the connection of the Fox River to Lake Buttes Des Morts.

The DNR patrols the waterways with boats capable of rescue services. For navigational purposes, the Winnebago County Parks Department contracts with Radtke Excavating Inc. (Winneconne) to install buoys in the spring and remove them in the fall.

However, those who need to move freight by water may be able to use the port at Green Bay, approximately 55 miles to the northeast.

9. Comparison of Local Objectives, Policies, Goals & Programs to State and Regional Plans

The State and local plans that may involve the Town of Winneconne are minimal. Since the last comprehensive plan, the State removed the Highway 110 designation from the present highway running east-west through the middle of the Town of Winneconne, and reassigned Highway 110 to Highway 45 and rebuilt that portion of Highway 110 (45) to a new freeway from State Road 116 to Oshkosh.

10. Regional Transportation Planning Studies

Wisconsin Department of Transportation and the Federal Highway Administration (FHWA) are currently studying alternatives to the repair or replacement of the WIS 116 Bridge over the Wolf River in the Village of Winneconne. The need for this study has been driven by the deficiencies with the existing bridge. The study will develop and evaluate a range of potential WIS 116 Wolf River crossing locations and recommend a preferred crossing location. The WIS 116 river crossing is a critical link not only connecting the Village of Winneconne, but connecting residents that travel from Oshkosh and the Fox Valley on US 45 and US 41.

The nearest Wolf River system crossings are the US 41 bridge over Lake Butte des Morts, 9.5 miles to the southeast, and the US 10 bridge near Fremont, 19.5 miles to the north. This gap in the Wolf River Systems crossings increases the importance of the WIS 116 crossing. Since transportation within the Town of Winneconne is influence heavily by this bridge, it is extremely important Town leaders stay involved in any future planning of the bridges location and features.

11. Future Transportation Planning Issues

The following transportation planning issues will need to be addressed in the future to meet the goals and objectives identified at the beginning of this section:

- a. **Town Road Access Points:** As rural development continues to occur, including individual lot creation through Certified Survey Maps and subdivisions, the Town will want to consider added regulation in the form of a Road Access Control Ordinance. Such an ordinance could set a standard for separation of roadways and private drives, and develop a continuous collector system from section to section.
- b. **Town Trail Planning:** Because pedestrian trails are becoming more popular, the Town may want to include, within a future subdivision ordinance, a provision that encourages trails to be included in new plats. The Town would also need to consider accepting future trails as public parkland (town amenity), and incur the cost to maintain them.
- c. **Future Air Transportation:** The future of commercial air transportation in Winnebago County appears limited at this time. The potential for growth is limited due to the competition of other local and regional airports in the area. The Wittman Regional

Airport is the most widely known as the home for the Experimental Aircraft Association (EAA) headquarters, the annual EAA AirVenture Oshkosh and the EAA AirVenture Museum. During the week-long EAA AirVenture, Wittman Regional Airport becomes the busiest airport in the world with over 12,000 planes participating in the event. The Wittman Regional Airport, operated by the County, will need to consider ways of utilizing the terminal building and continue marketing land on the Airports perimeter for industries that would benefit from direct access to airport facilities. A market study of the Wittman Field may be necessary as a means of providing some direction and imaginative ideas that would fully utilize airport facilities. In relation to such a study, the long-range plans of the Experimental Aircraft Association grounds should be dovetailed into whatever long range plans are derived for the airport itself. In 2009 an Economic Impact Analysis was completed for the Wittman Regional Airport, and concluded that the airport is instrumental in the County providing tax base, employment, and income.

The Outagamie County Airport, northeast of the Town of Winneconne in Outagamie County, has expanded their facility to accommodate more passenger service. This airport would also be the most commonly used passenger and freight air service by Town of Winneconne residents.

- d. Future Rail Transportation: It remains unseen what will happen to freight service after the completion of the merger between Wisconsin Central and Canadian National in 2013. Initial expectations are that the conversion to Canadian National railroad will simplify the corporate structure and operations. It is anticipated that the merger will lead to operational efficiencies and service improvements.

The proposed growth of the rail passenger service outlined previously has become less of an importance for the state. In 2007, the Passenger Rail Working Group (PRWG) completed a study called "Vision for the future, U.S. intercity passenger rail network through 2050" which highlights the importance of intercity rail. Minor improvements have been made to existing rail in the southern part of the state over the past years, including a new train station at Milwaukee's General Mitchell International Airport in 2005. Currently, additional plans to expand the rail northward to the Fox Cities have been postponed, along with the completion of the "Wisconsin State Rail Plan 2030, which was released as a draft in 2010.

- e. Truck Transportation: The trend of moving raw materials and products continues to increase. Truck transport does place a heavier dependence on a good road system. In Winnebago County, Federal, State, and County monies are being invested in major road improvements over the next twenty-year planning period, as evidenced by the US 45 upgrade. Therefore, moving goods by truck throughout the county and through the Town of Winneconne will keep pace with the growing demands of the highway system.
- f. Future Water Transportation Issues: The projection of water transportation is that the County will see a continual increase in the area of private boating, due to the public's thirst for recreation and sportsman activities. This means that the public may be seeking more locations for boat ramps, especially for canoeing and kayaking. The Town may want to look for opportunities to encourage any further developments on a public body of water to include public access points.

- g. Official Mapping: Official Map Ordinances place property owners and developers on notice that the Town will need wider right-of-way or future arterial and collector streets to assure efficient and safe traffic circulation within the Town. Official Mapping should also be done on a regional basis, thus promoting intergovernmental cooperation and planning for future roadways between communities.
- h. Highway 21 Bypass around the City of Omro: Although not in the Town of Winneconne, the State Department of Transportation's initial Plans do not show a connection of the new State Highway 21 restricted access roadway to State Highway 116 (1.5 miles south of the Town's border). Connection to the Highway 21 bypass would be a very important access to not only the City and Town of Omro, but also to the west side of the Town of Winneconne. This connection would provide a direct route for existing and future westside Town residents to Oshkosh and Highway 41.
- i. A Town Road Five-Year Maintenance and Improvement Plan: This program is a way of planning and prioritizing future roadway and pedestrian improvements as well as other public expenditures. This plan could act as a guide to yearly fund reconstruction of town roads and pedestrian paths. A Town Road Five-Year Maintenance and Improvement Plan typically identifies particular sections of town roads to be improved, the type of treatment that will be applied, and the estimated cost. The plan can also assist in documenting need that can assist in obtaining outside funding.
- j. National Inter-City Passenger Rail Network (2050): The 109th Congress created the National Surface Transportation Policy and Revenue Study Commission that will work to preserve and enhance the surface transportation system of the US for the next 50 years. The Committee was established to oversee today's passenger rail network and examined the cost and benefits of an expanded system. The passenger rail system will be determined by the most cost effective links between major urban areas and population centers, much like the current interstate highway system. The expansion of the intercity rail system would improve the nation's transportation system by reducing congestion on other modes of transportation and by offering mobility options to travelers. Other benefits include the reduction of dependency on foreign oil, improved air quality, improved public safety and relieve pressure on the current highway systems. Relative to the State of Wisconsin, the most likely corridor would be from Chicago to Milwaukee, Madison and Minneapolis. Town of Winneconne and Fox Valley residents would likely need to travel south to this route to access service.

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Chapter 4 - Utilities and Community Facilities

A. Goals and Objectives

This section of the Town of Winneconne Comprehensive Plan will provide an inventory of existing community facilities that are located throughout the Town. Although the facilities are somewhat limited in number, it must be emphasized that the present facilities provide a quality level of services to the Town residents whether in an urban or rural setting within the Town boundaries.

Goal

To promote the provision of government services and facilities in an efficient, environmentally sound and socially responsible manner.

Objectives

- a. Provide efficient and economical public facilities and services to urban development.
- b. Foster cooperation and coordination in the provision of services where efficiency, equity and economies of scale can be obtained with other entities.
- c. Develop a capital improvements program that is consistent with this Plan.
- d. Promote economy and equity in the delivery of urban services.
- e. Encourage development within sanitary districts, which will effectively and economically serve urban development.
- f. Where appropriate, have developers dedicate park and open space land in locations where housing density is occurring.

B. Inventory and Analysis

1. Sanitary Sewer Service

The Town of Winneconne contains 5 Sanitary Districts (see Map 3). Historically, Winneconne Sanitary Districts 1, Rivermoor, 3, 4 and 5 were all formed on Sept. 20, 1971, while the Butte des Morts Sanitary District was formed on April 28, 1967. A more detailed explanation of each of the existing Sanitary Districts follows:

a. Butte des Morts Consolidated Sanitary District #1:

In December 1992 the Butte des Morts Sanitary District and Winneconne Sanitary District No. 1 were combined to form one sanitary district, known as the Butte des Morts Consolidated Sanitary District No. 1. This Sanitary District, located on the north shore of Lake Butte des Morts, is limited in its service to existing platted lots.

This Sanitary System has its own treatment facility and contains four lift stations. A developer seeking service within the District for a new development would need to negotiate with the District to pay for any new infrastructure, and if necessary, treatment plant expansion.

b. Rivermoor Sanitary District:

The Rivermoor Sanitary District conducted a study in the mid 1990's. No sewer lines are in the ground as of 2012. Future sewer lines will likely connect to the Town of Omro Sanitary District lines, and the effluent will be served by the Treatment Plant in the City of Omro.

c. Winneconne Sanitary District #3:

Winneconne Sanitary District No. 3 became active in 1995. This District, located on the easterly shoreline of Lake Winneconne, has sewer lines and four lift stations that transport sewer to the Village of Winneconne Treatment Plant. Based on the contract with the Village, this Sanitary District is currently limited to ten new connections per year.

d. Winneconne Sanitary Districts #4:

The Winneconne Sanitary District 4 is inactive, with no sewer lines in the ground. Residents in this District have on-site septic systems.

e. Winneconne Sanitary Districts #5:

The Winneconne Sanitary District 5 is also inactive, with no sewer lines in the ground. Residents in this District have on-site septic systems.

2. Private Septic Systems

Property owners who are outside the Sanitary Districts are allowed to obtain on-site sanitary sewer permits to build their own system call a POWTS (Privately Owned Wastewater Treatment System). Typically those systems being either mound, holding tank, or at grade sewage treatment methods. The "at grade" system is seldom used due to unfavorable soil and ground water conditions. If a mound system cannot be used, the last resort is holding tanks, which need to be pumped periodically. Holding tanks are often considered a system of last resort. The Winnebago County Zoning Department review plans and issues permits for POWTS.

3. Storm Water Management

There are no underground storm water sewer lines in the Town of Winneconne at the present time and none are planned. Therefore, any subdivision petition must show water run-off provisions by use of adequately designed ditching.

The Winnebago County Subdivision/Land Division Ordinance contains several provisions to control storm water runoff. Section 18.58 regarding surface water runoff restrictions addresses drainage way protection conditions and determines

preconstruction and post-construction surface water runoff for design purposes. This section also addresses storm water detention, which is designed to protect property and structures from damage caused by increased rate of surface water runoff resulting from land development activities in the unincorporated areas of Winnebago County.

The standards apply to all major subdivisions and only those minor subdivisions where it is determined by the Planning Department personnel that the proposed development will have a significant impact on the environment. The standard requires that post development peak flows must not be any greater than the predevelopment peak flow during a 25-year storm event. Any proposed developments should contact the Winnebago County Planning Department for guidance and assistance on how stormwater management should be incorporated into the design.

4. Water Supply

There are no public water facilities in the Town of Winneconne. Service for the Town of Winneconne is provided by private wells. This system appears to be adequate for the present time.

The Town of Winneconne is located in an Arsenic Advisory Area, which is a five mile boundary surrounding several areas of St. Peter Sandstone. This area was identified by the Wisconsin Department of Natural Resources in the mid 1990's. Wells drilled in this area have the potential to produce water contaminated with arsenic (See Map 4) .

The federal Safe Drinking Water Act (SDWA) was amended in 1986 to include a nationwide program to protect groundwater used for public water supplies. The amendment established state wellhead protection (WHP) programs. The goal is for communities to prevent the contamination of their wells by delineating and protecting the land area which contributes water to their wells.

Under the requirements of section NR 811.16(5), Wisconsin Administrative Code, all new municipal wells installed after May 1, 1992, must have a Department of Natural Resources approved wellhead protection plan (WHP) prior to placing the well into service. For communities like the Village of Winneconne that had wells in service on May 1, 1992, the development of a WHP plan is encouraged, but not required.

More information on wellhead protection is available at:
<http://www.dnr.state.wi.us/org/water/dwq/gw/Wellhead.HTM>

5. Solid Waste Disposal

The Town contracts for solid waste disposal for one and two family dwellings with a local private contractor. Disposal is made via the Tri-County Recycling and Solid Waste Program. Local businesses contract for their own services.

6. On-site Wastewater Treatment Technologies

The State of Wisconsin regulates POWTS (Privately Owned Wastewater Treatment Systems) with permits issued by the Winnebago County Zoning Department.

7. Recycling Facilities

The Town contracts for pickup with a local private contractor. Disposal is made via the Tri-County Recycling and Solid Waste Program.

8. Parks

The Town of Winneconne contains a park located at 5068 Washington Street, in the Butte des Morts urbanized area. The Town owns the park and contracts for maintenance.

The Town of Winneconne maintains a boat launch area at the south end of Main Street to access Lake Butte des Morts, with a boat launch pad and docks.

A boat launch pad exists at the west end of Indian Shore Rd, which provides access to Lake Winneconne.

Winnebago County has a 40-acre archeological site in the Town, located north of Lasley Point Road, west of County Road M.

Along with the County and State designated snowmobile trails, the local snowmobile club has designated its own trail system.

9. Telecommunication Facilities

The Town of Winneconne has adopted a telecommunications Ordinance. There is one tower located in the Town of Winneconne at this time on the Dodd Farm. Cable television is provided to some Town residents by Charter Communications.

10. Power Generating Plants & Transmission Lines

At the present time, there are no power generation plants in the Town of Winneconne.

Alliant Energy and Wisconsin Public Service provide underground natural gas service to some Town residents. Others use propane fuel.

Alliant Energy and Wisconsin Public Service provide electric service to all Town of Winneconne residents and businesses.

11. Cemeteries

The Bell Cemetery is located on Cross Rd. and is controlled by the Bell Cemetery Association. The cemetery is partially funded by the Town of Winneconne.

12. Health Care Facilities

The Town is home to the Aurora Health Care Clinic located on STH 116. Other health care facilities are available to Town residents from the Winnebago County Health Department, and from physicians, clinics, and hospitals in Oshkosh and Fox Valley communities.

13. Child Care Facilities

Childcare facilities exist on 5149 Southwind Drive and 6785 Lakeshore Road.

14. Police

The Town of Winneconne has a part-time Police Department that enforces local ordinances and provides animal control. Police support also comes from the Winnebago County Sheriff's office.

15. Fire and Rescue Facilities

The Town of Winneconne contributes financially to the Winneconne Poygan Fire District to maintain fire protection and First Responders for Town residents. The Winneconne Poygan Fire District is a joint station that serves the Town and Village of Winneconne, as well as the Town of Poygan. A single fire station is on the western side of the Village of Winneconne, located at 550 Main Street. The Omro Fire Department services the Rivermoor area.

Because the majority of future growth is anticipated to occur in the eastern portion of the Fire District, a satellite fire station facility may be needed in the Town of Winneconne. The location of this satellite station can be determined at a future point.

The Winneconne – Poygan Fire District has service agreements with other surrounding departments to mutually assist when needed.

16. Libraries

Library services are available from the Village of Winneconne library, which receives partial funding from Winnebago County.

17. Schools

The Town of Winneconne is served by the Winneconne Area Community School District and the School District of Omro (see Map 6 for boundary line between the two school districts). The Omro School District only serves the very southern most part of the Town. There are no parochial schools in the Town or in the Village of Winneconne.

18. Other Government Facilities (Town Hall)

The Winneconne Town Hall was constructed in 1993. Located at 6494 County Rd. M, the Town Hall includes office space for the Town Police Department office, Town Clerk, Town Chairman, Road Commissioner, Building Inspector, Zoning Administrator, and Town Treasurer. The Town Hall also has a large meeting room, small meeting room, kitchen facility, and a fire-proof storage area. The large meeting room is rented to Town residents for various functions, at a nominal amount.

An additional building on the property serves as a storage garage for the Town. The Town Hall is situated on 3 acres of land, which allows for ample parking.

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Chapter 5 - Agricultural, Natural, & Cultural Resources

A. Goals and Objectives

Goal

Protect designated agricultural lands in the Town for long-term farm use and maintain agriculture as a major economic activity and way of life, and conserve, protect and enhance the natural resources and environmentally sensitive areas that exist in the Town.

Objectives

- a. Protect designated agricultural lands in the Town by maintaining farms and productive acreage.
- b. Provide input to the Winneconne Farmland Preservation Plan periodically to maintain a viable plan for the continual preservation and production of prime agricultural lands.
- c. Encourage residential development and other types of urban land uses to locate away from prime agricultural lands, and recommend areas that would best accommodate non-farm uses.
- d. The Town of Winneconne will not support the creation of any new landfill or quarry/gravel pit operations within the Town boundaries.
- e. The Town will encourage public agencies, utility companies and private entities to locate future roadway corridors, pipelines or power transmission lines away from prime agricultural land areas; in order to protect drain tile, drainageways and grass waterways, and not violate the preservation goal.
- f. Encourage farmers and agricultural landowners to continue their participation in state and federal agency programs that would provide benefits for keeping land in agricultural production.
- g. The Town of Winneconne should investigate other implementation methods or techniques that would preserve productive farmland. Such methods may include the establishment of easements, the acquisition of development rights, direct town review and approval of certified survey maps, as well as subdivision plats, and possible boundary and/or inter-governmental agreements with surrounding communities.
- h. The Fox and Wolf Rivers should be protected from urban development encroachment and non-suitable agricultural practices.

- i. The Town of Winneconne should work cooperatively with Winnebago County and the State of Wisconsin to ensure that watersheds, shoreline areas, wetlands, and woodlands are protected for future generations to use and enjoy.
- j. The Town of Winneconne should require a drainage plan for all new single-family residential subdivisions, multi-family, commercial and industrial developments. Town Board should review and approve the plan prior to the issuance of a building permit. The drainage plan requirements should also apply to any existing developments that create additional hard surface water run-off due to building expansion.
- k. Where possible, the Town will support State and Federal government agency efforts to protect and upgrade the quality of surface waters and groundwater within the Town.
- l. The Town will encourage efforts to protect and preserve areas needed to support local wildlife.
- m. The Town of Winneconne should work closely with Winnebago County and other governmental units to protect and preserve the Lake Winnebago “pool” lakes.
- n. The Town of Winneconne should review all development plans in or adjacent to important natural features, with the intent of preserving those features.

B. Inventory and Analysis

1. Productive Agricultural Soils and Farmland Preservation Areas

Soils provide the physical base for agriculture and urban development within the Town. Knowledge of the limitations and potentials of the soil types is important in evaluating crop production capabilities or when considering the construction of buildings, the installation of utilities, or other uses of the land. Some soils exhibit characteristics such as slumping, compaction, and erosion which place limits on development. Severe soil limitations do not necessarily indicate areas that cannot be developed, but rather indicate that more extensive construction measures may be necessary to prevent environmental and/or property damage. Such construction techniques generally increase the cost of utility installation and land development.

A prominent soil group is the Hortonville series (silt loam), which generally covers large portions on both sides of the Wolf River. This soil type is characterized by moderate permeability, and has good potential for cultivated crops and pasture areas. These soils have the potential for supporting septic sewer systems.

Other prominent soil types that have less desirable building characteristics are the Borth silty clay loam, Kewaunee silt loam, Menasha clay, Nebago fine sand, and Zittau silt clay loam. A significant amount of land along Lake Butte des Morts is considered unbuildable due to Houghton muck & ponding characteristics.

Farmland soil classifications are divided into 3 classifications. The Class 1 category is the prime farmland category, which covers much of the Town, except for those areas that contain marshland along rivers and lakes.

The Class 2 category is prime farmland if properly drained. This type is scattered throughout the Town and can be found along the edge of wetlands or in lower areas of farm fields, streams and swales.

The Class 3 category is considered prime farmland if not in a flooded condition. No areas of the Town have this classified. The white area classified as not prime represents soils that are generally considered wet, underwater, or marshland. These areas are not buildable, and need to be planned to remain in their natural condition.

However, the classification of soils types for agriculture use appears to becoming less of a factor in either attracting or discouraging farming activity. Best management practices for soil conservation and conditioning have progressed over the past several decades allowing farmers to virtually “create” productive farmland from areas that were once considered marginal. In addition, farming equipment has evolved allowing farmers to work land more quickly hitting sometimes narrow available windows for planting and harvesting. Land ownership patterns appear to be a big factor with current farmers seeking to expand operations.

In general, much of the soils (with the exception of the large wooded/wetland areas already described) in the Town are well suited for cropland and pastures. They are capable of producing high yields of crops typically grown in the County under a high level of management. A “high level of management” is considered by the Soil Conservation Service, to include provision for adequate drainage, appropriate tillage, planting and seeding with high yield varieties, control of weeds, diseases, insects, optimum fertilizer application and timely, efficient harvesting techniques.

Farming was one of the few industries that survived the recent economic recession without major issues. Farm commodity prices have remained relatively stable, with the exception of the often fluctuating milk. Some farm crops like corn and soybean had strong gains during this period. Cash cropping has returned in force in some areas due to major market processing player investments. Couple this fact with the almost stagnant housing development market, much land returned to be managed as agriculture. With the increased economic emphasis to buy local and support local, Wisconsin agriculture will likely stay strong for the foreseeable future. Competition between different agriculture niches like vegetable and grain crops verses dairy has increased the competition for farmland driving up agricultural land prices for purchase and rent. The gap between land values for development and land values for agriculture has closed substantially in the last five years.

The goal of the Town is to preserve and protect the prime agricultural land areas in the Town for those who desire to continue farming their land. Therefore, the Town will consider ordinances that protect existing farming operations from incompatible land uses or adjacent land uses that would create a conflict with agricultural uses, such as having lots created in the town via CSM or subdivision note a statement that they will not object to farming operations.

2. Wisconsin's Working Lands Initiative

In order to address the loss of Wisconsin's most productive agricultural lands and to promote the economic development of agriculture, the Working Lands Initiative (2009 Wis. Act 28) was approved by the legislature and signed into law by Governor Jim Doyle in late June 2009. The Act revised the state's existing Farmland Preservation Program (FP Program) and created new programs, including the Agriculture Enterprise Areas (AEAs) and Purchase of Agriculture Conservation Easements (PACE) programs.

Revision to the existing farmland preservation program included development of new standards for farmland preservation planning. Although original plans initially helped to protect agricultural lands, updates were essential to ensure that they reflect current trends and development pressures. In addition, plan updates are necessary to ensure eligible farmers can collect income tax credits and participate in the newly established PACE and AEA programs.

Under 2009 Wis. Act 28 found in Chapter 91 of Wisconsin State Statutes, (ch. 91, Wis. Stats.) changes to farmland preservation planning include:

- ☐ Modernizing farmland preservation plans to meet current land use challenges
- ☐ Providing flexibility for designating areas planned for farmland preservation
- ☐ Requiring consistency between local plans

The Working Lands Initiative also changed the process for certifying a revised county farmland preservation plan. Under the former program, farmland preservation plans required certification by the Land and Water Conservation Board; now they are certified directly by the Department of Agriculture, Trade and Consumer Protection (DATCP).

In 2012, Winnebago County Planning Department completed an update to the Winnebago County Farmland Preservation Plan according to the new Chapter 91 of Wisconsin State Statutes. The Plan was certified by DATCP for a period of five years (expires 2017). Relative to the Town of Winneconne, Map 7 reveals the areas of the Town that are designated as "Tier II" Farmland Preservation Areas and may be eligible for farmland preservation tax credits. Please note that the Town of Winneconne does not have farmland preservation zoning so tax credits could only be obtained by the establishment of an Agriculture Enterprise Area (AEA) within the farmland preservation areas at this time. Should the Town consider adopting farmland preservation zoning in the future, the Town would need to follow the requirements of Chapter 91 Wis. Stats and have their current zoning ordinance amended and certified by DATCP.

3. Soils Having the Potential for Structures

In establishing soil suitability for conventional septic systems, the Soil Conservation Service considers properties and features that affect absorption of the effluent, such as

permeability, depth to seasonal high water table, depth of bedrock, and susceptibility to flooding. Stones, boulders, and shallowness to bedrock interfere with installation. Excessive slope can cause lateral seepage and surfacing of the effluent. Also, soil erosion and soil slippage are hazards if absorption fields are installed on sloping soils.

The majority of soils in the Town of Winneconne are not suitable for at or below grade systems. As a result, potential homeowners are required to build above ground mound systems. A septic or below grade system is possible in scattered locations throughout the Town. According to records from the Winnebago County Zoning Department, who administers the POWTS program, most of on-site systems are either mound systems or holding tanks.

Before any new POWTS approval, a soil test conducted by a qualified State Certified soil consultant must be undertaken. The test results will determine the type of system allowed to be constructed. A permit is required from the County before any installation can occur.

4. Other Soil Limitations

The major wetland areas that front the lakes and rivers in the Town are characterized by moderate to rapid permeability, with very slow permeability scattered throughout the Town, in areas around major drainageways. Most of the Town contains soils that are a moderate to a moderate-slow permeability, which is the result of the type of soils that are predominant in the Town.

Areas of high bedrock, are relatively scarce in the Town. These high bedrock areas coincide with the St Peter Sandstone rock that is shown on the arsenic advisory (Map 4). The scattered locations that have the most severe condition are located east and west of County Road M, north of State Highway 116. Some concentrated areas show a depth of zero to 15 inches in bedrock depth. Other areas around the most shallow bedrock depth are from 16 to 30 inches in depth. The vast majority of the Town does not otherwise, have shallow bedrock problems.

5. Environmentally Sensitive Areas

Topography on the east side of the Town is characterized by changing elevation and well-defined drainageways, while the west side of the Town is relatively flat. The rolling topography on the east side of the Town reflects the underlying sandstone, with some of the bedrock being relatively close to the surface. Most of the surface features in the Town are the result of glacial activity.

The largest environmentally sensitive area in the Town is where Lake Butte des Morts narrows to the Wolf River, and the associated south shoreline of Lake Butte des Morts, in the area that connects to the Fox River. Hundreds of acres of cat-tails and marshland need to be protected in this area.

A secondary area is the Arrowhead River drainage basin, which flows south from the Town of Winchester, and drains into the Lake Winneconne (northeast shoreline). Land along this riverbed has environmentally sensitive land area.

The highest elevation in the Town is 845 feet above sea level, located just east of County Road M, approximately one-half mile north of State Highway 116. The lowest point of the Town is land area nearly level with the water's edge of the lakes and rivers in the Town, which would be just above the elevation of 746 feet above sea level. Therefore, the elevation in the Town of Winneconne can vary by as much as 99 feet.

6. Ground Water

The Town of Winneconne has a substantial area of high ground water. A high concentration of high ground water table coincides closely with wooded areas that were not cleared by the original farmers years ago.

A heavy concentration of high ground water lies along the lakes and rivers in the Town.

7. Stream Corridors

Winnebago County has adopted a Shoreland District Zoning Ordinance (Chapter 27), which regulates shoreland use and development within 300 feet of the ordinary high watermark of navigable rivers or streams or to the "landward side of the floodplain, whichever distance is greater (See Map 11). The purpose of the ordinance is to help protect scenic beauty, shore cover and to prevent erosion, sedimentation and pollution of the County's water resources.

The ordinance states that rivers and streams in the County shall be presumed to be navigable if they are designated as either continuous or intermittent waterways on the USGS quadrangle maps or other zoning base maps which have been incorporated by reference. The County Zoning Administrator shall make the initial determination of ordinary high watermark and navigability.

8. Surface Water

The Town contains two named lakes that are considered part of the Winnebago "pool lakes". The first is known as Lake Butte des Morts, located in the southeast corner of the Town. Both the Wolf and Fox River flow through this lake. The north shore of Lake Butte des Morts is occupied by year-round homes, but the remaining shoreline of the lake is occupied by wetland and wooded areas.

The second lake is known as Lake Winneconne, located in the northwest quadrant of the Town. This lake blends into Lake Poygan to the west. The Wolf River flows in and out of this lake. Year-round homes occupy the east and south edges of this lake.

Both lakes are very popular fishing and boating recreation destinations. Both lakes are relatively shallow and are very susceptible to non-point source contamination.

The Winnebago County Shoreland Zoning Ordinance regulates all land uses within 1,000 feet of any lake in the County.

9. Floodplains

Areas susceptible to flooding are considered unsuitable for development because of risks to lives and property. The Flood Insurance Rate Maps for the unincorporated

portions of Winnebago County identify areas within the Town of Winneconne that are subject to flooding (See Map 8). These areas are intermittently located along the lakes and rivers in the Town.

The Winnebago County Board has adopted a Shoreland-floodplain zoning ordinance that requires certain land use controls in designated flood hazard areas. This ordinance establishes floodplain districts formed by using the official floodplain zoning maps of Winnebago County and subsequent revisions. Land areas that are classified in the floodplain/floodway zones have considerable restrictions placed on them for development. Within the adopted zone, residents of the Town are eligible to participate in the federal Flood Insurance Administration's insurance program.

10. Wetlands

Wetlands are natural areas in which the groundwater table lies at, near or above the surface of the ground and which supports certain types of vegetation. Protection of wetlands in the Town is important since they serve several vital environmental functions including flood control, water quality improvement, and groundwater recharge as well as providing habitat for fish, birds and other wildlife.

The Winnebago County Shoreland-Floodplain-Wetland Ordinance describes permitted uses of wetlands, some of which include development of public and private parks and the cultivation of agricultural crops. The Department of Natural Resources regulates the placement of structures and other alterations below the ordinary high water mark of navigable streams and lakes. The State defines wetlands as those areas where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophytic vegetation and which have soils indicative of wet conditions. The Corps of Engineers has authority over the placement of fill materials in virtually all wetlands. The U.S. Department of Agriculture incorporates wetland preservation criteria into its crop price support program.

The Town of Winneconne has several wetland areas as mapped by the DNR on its Wisconsin Wetland Inventory Maps (See Map 9). The largest concentration of wetland areas is located on both sides of the Fox and Wolf River, as these rivers flow into Lake Butte Des Morts. Other wetland areas are found on the southwest and southeast corners of southerly bay of Lake Winneconne. These wetlands provide essential habitat to many wildlife species and are critical to the spawning success of many of the game fish species.

11. Woodlands

Woodlands are sometimes associated with wetland areas. But for the most part, concentration of woodlands in the Town of Winneconne are scattered throughout the west side of the Town (See Map 9). On the east side, woodland clusters are found mostly west of US 45. Woodland areas were typically left undisturbed because early settlers felt the ground area could not be farmed, which is a usual indicator that the soils could be wet or the area topography was difficult to deal with from an agricultural standpoint. Assistance for long term forest management is provided by the WDNR through the Managed Forest Law program. This program provides landowners a reduced property tax rate in exchange for a sustainable management plan for the woodlands. The plan incorporates periodic harvests designed to sustain the forest

industry and quality habitat. Property owners must contain a minimum of 10 acres to enroll in the program.

12. Air Quality

The following information is from the Wisconsin Department of Natural Resources:

“A few common air pollutants are found all over the United States. These pollutants can injure health, harm the environment and cause property damage. EPA calls these pollutants “criteria” air pollutants because the agency has regulated them by first developing human health-based criteria and/or environmentally-based criteria (science-based guidelines) as the basis for setting permissible levels. One set of limits (**primary standard**) protects health; another set of limits (**secondary standard**) is intended to prevent environmental and property damage. A geographic area that meets or does better than the primary standard is called an **attainment area**; areas that don't meet the primary standard are called **nonattainment areas**.”

Winnebago County is an attainment area. Air quality monitoring stations nearest to the Town of Winneconne is located in Appleton. According to the DNR, there are no air quality issues in the Fox Valley.

More information on air quality is available at:

<http://dnr.wi.gov/topic/AirQuality/>

and at:

<http://dnrmaps.wi.gov/imf/imf.jsp?site=wisards>

13. Wildlife Habitat and Threatened and Endangered Species

The vast amount of wetland and woodland areas as shown on Map 7 provide an excellent environment for a variety of wildlife, including deer, muskrats, raccoons and other animals. In addition, wetlands provide very important fish spawning habitat.

Information on wildlife habitat and threatened and endangered species is available from the Wisconsin Department of Natural Resources at <http://dnr.wi.gov/topic/NHI/CountyData.html>. The information is available at the township level. It is recommended that landowners and developers consult this website for information on habitat and species that may affect their property.

14. Metallic and Nonmetallic Mineral Resources

The east side of the Town of Winneconne contains Sand and Gravel quarries that presently are inactive. Winnebago County and the State of Wisconsin regulate all gravel pit & quarry operations, and have passed regulations for reclamation.

At the present time, the Town has at least four (4) gravel pits/quarries. These sand and gravel operations are generally found between Lake Winneconne and US 45. Two of

the quarries are active and two are inactive. Three of the quarries are considered sand pits, while the fourth (northerly most pit) generates rock.

The County regulates these gravel pit and quarry operations through the mineral extraction operational requirements found in the Winnebago County Zoning Code. Reclamation regulations are contained in the Non-metallic Mining Reclamation Ordinance, administered by East Central Wisconsin Regional Plan Commission.

15. Historical and Cultural Resources

The Town of Winneconne has many old and interesting buildings. Homes in the Town date from as early as 1860. The Town of Winneconne has an active Historical Society working to help preserve the history of the Town.

NOTE: The National Register lists all historically significant buildings in the State. Properties are constantly being added and, less frequently, removed. It is therefore important to access the most up-to-date version list of the National Register properties. This information can be found at the following web-site: <http://preview.wisconsinhistory.org>, or by contacting the DHP at (608) 264-6500.

16. Community Design

The Town of Winneconne has a subdivision ordinance, and mapping future roads (Official Map Ordinance). Along with the Smart Growth plan, this will provide for a community design that enhances the natural setting of the Town while meeting the needs of the residents.

17. Recreational Resources

The Wiouwash Trail is a short distance east of Town of Winneconne, in the Town of Vinland. This trail provides for walking, biking, snowmobiling and horseback riding. The Town of Winneconne is also known for its excellent hunting areas, especially in regard to deer, small game and duck in the marsh areas along the lakes. In addition, the Town has a Snowmobile Trail System that is used by its residents. A public golf course is also available in the Town. The Wolf Wilderness trail is located along WIS 116.

18. Other Natural Resources

Close to half of the Town area is under water, either by the lake and river system or its vast amount of wetland and marsh area. This presents an ideal setting for the sportsman who enjoys fishing and hunting, and is a resource that the Town needs to protect. The marshland and associated woodland within the Town is also an ideal breeding site for deer, which are almost too plentiful.

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Chapter 6 - Economic Development Element

A. Goals and Objectives

Goal

A growing and vital economy for all residents shall be promoted through careful planning and diversification of commercial and industrial land uses that may further develop around the State Highway 116 and US Highway 45 interchange, and other appropriate locations in the Town.

Objectives

- a. Identify future commercial and industrial areas around the 116/45 highway interchange. In other locations in the Town, encourage commercial and industrial type uses to locate adjacent to existing development of the same kind, subject to compatibility with surrounding land uses.
- b. The Town will seek assistance to support economic development through county, regional, and state economic development programs that apply to the Town.
- c. Develop a Design Review Ordinance to help direct the architectural design and appearance of commercial, industrial and multi-family buildings in an effort to promote and attract quality development and maintain and/or improve property values.

B. Inventory and Analysis

1. Analysis of Labor Force

The labor force in farming relies mostly on members of a family in a family owned farm. The trend, however in farming is the development of the “mega-farming” operation that operates as a big business with mostly outside employees. At this time, the Town has one “mega-farming” operation, located east of Cross Road, north of Highway “G”.

There is an adequate labor force for the existing agriculture and businesses present in the Town of Winneconne.

2. Analysis of Economic Base

Since early settlement of the Town of Winneconne, the economic base has been farming. Even though active farming operations continue to exist, the Town experienced urbanization due to the decline in family owned farms and increasing interest in rural subdivisions. While that trend was expected to continue, the recession of 2008 changed that. In fact, recent research and trends seem to indicate less ambition for future home buyers to travel longer distances between home and work opportunities. National data obtained through the Federal Highway Administration (FHWA) indicates a growing number of youth are less interested in obtaining a driver's license. In 2011, the percentage of 16-to-24 year olds with driver's licenses dipped to another new low. Just

over two-thirds of young Americans (67 percent) were licensed to drive in 2011, based on the latest data from the Federal Highway Administration (FHWA) and population estimates from the Census Bureau. That's the lowest percentage since at least 1963.

There has been lots of speculation about why fewer young people are getting driver's licenses (and why even those who do have them seem to be driving less). Is it the economy which has been particularly brutal for young people lately? Is it the rising cost of gas and vehicle ownership? Is it because young people are too busy cuddling with their iPhones and iPads to get behind the wheel? The bottom line is the "Millennial" generations are not that into cars as past generations. The transportation behaviors of the Millennials are doubly important because there are so many of them. The youth driving decline now is remarkable since there are now more teenagers and young adults in America than there have been in years. Since 1992, America has gained more than 7.3 million 16-to-24 year olds — an increase of 22 percent — but has added only 1.2 million 16-to-24 year old drivers, 16.4% of the total.

Another trend that may impact housing development within the Town of Winneconne is the impact of the "Baby Boomer" generation (those people born between 1946 and 1964), on the future housing market. In the coming years, baby boomers will be moving on and will likely want to sell their homes to move closer to services and medical arrangements. Like any seller, they will be hoping there are people behind them to buy their homes. If there's 1.5 to 2 million homes coming on the market every year at the end of this decade from senior households selling off, who will be behind them to buy? The answer is likely not enough buyers for the amount of homes on the market.

According to data from the American Housing Survey, from 1989 and 2009, 80 percent of new homes built in that era were detached single-family homes. A third of them were larger than 2,500 square feet. Forty (40) percent were built on lots of half an acre to 10 acres in size. This source predicts that 74 percent of new housing demand will come from the people who bought these traditional homes, now empty-nesters, wanting to downsize.

It is likely, a vast majority of today's households with children still want traditional sized houses. However, it is projected that about a quarter of the buyers will want something else, like condos, rental units and urban townhouses. Historically, that demand was very low, near zero percent in some regions. This is a small share but still a huge shift within the housing market. This trend may lead to why many baby boomers may not find buyers for their homes.

Both the youth travel and housing market trends cited above work together. To get to most of the homes that will hit the market, individual travel will be required. Add to this the fact that a portion of the upcoming home buyers will still want to build new. However, this percentage will likely decrease as well. Why? The cost to build versus buying an existing house in an already flooded home market will likely make building a new home a lesser value. Also, agricultural land prices are at an all-time high and few professionals project this trend to change as populations in developing countries grow increasing the demand for food. This means the cost to develop subdivisions within rural areas will be even more costly, especially in areas of active farming where the demand for farm land is high.

Although the above trends seem more national, than local, they will likely play a factor in the demand for new housing developments within the Town of Winneconne. All things considered, it is likely the Town will not experience the same amount of new residential growth which occurred in the early to mid-2000's until these developing trends change.

3. Desired New Businesses and Industries

Prospective new businesses and industries would need to be analyzed to assure compatibility with the community and surrounding neighborhood in which they may want to locate. Other considerations that would be analyzed would be environmental issues and required services.

4. Strengths and Weakness to Attract and Retain Businesses and Industries

Although development has slowed due to the economic recession, The Town of Winneconne is slowing transitioning from primarily farming to a bedroom community. In light of this changing status, small to medium sized businesses, such as car washes, grocery stores, restaurants, and bakeries, may find a growing market in the Town of Winneconne.

However, several factors may limit the development of commercial and industrial land uses, as listed below:

- There are a limited number of properly zoned vacant parcels with sanitary sewer
- The logical commercial development in the Town will likely occur at the intersection of US 45 and STH 116. However, developers will need to pay for utility line extensions and treatment plant expansion in order to make commercial projects happen
- No public water system is available
- Limited number of commercial and industrial zoned parcels

5. Designation of Sites for such Businesses and Industries

The Town of Winneconne Comprehensive Plan recognizes the intersection of US 45 and WIS 116 as designated areas in which to locate new businesses.

Other possibilities may also occur in appropriate sites near the Village of Winneconne or along WIS 116.

6. Market Potential for Environmental Contaminated Sites

The State of Wisconsin is currently monitoring environmentally contaminated sites in the Town of Winneconne.

7. County, Regional and State Economic Development Program Applicability

The County, Regional and State agencies have funding available to stimulate or help communities the size of the Town of Winneconne. In addition, the Town would need to

determine what types of assistance might be available, then apply, and administer possible programs.

The States' D.N.R. Stewardship grants that make money available for purchase and development of open space and parkland is one good source of financial aid that may be available to purchase and develop future parks and open space.

Chapter 7 - Intergovernmental Cooperation Element

A. Goals, Objectives and Policies

Goal

That the Town of Winneconne will strive to communicate and work with surrounding political entities, seeking ways to conduct joint planning and service agreements.

Objectives

- a. On a continuing basis, the Town of Winneconne will strive to communicate with surrounding communities, school districts, County, and other entities to seek ways to provide services jointly with others.
- b. The Town will meet on an annual basis with the Village of Winneconne regarding boundary issues and any other mutual interests regarding long-term borders and/or boundary agreements.

That the Town of Winneconne will strive to communicate and work with surrounding political entities, seeking ways to conduct joint planning and service agreements.

Policies

It is the policy of the Town of Winneconne to encourage involvement with adjoining communities, to minimize conflict of land use and development policies, and to achieve economies of scale. The Town needs to continue developing liaisons with adjoining communities, town boards, the Village of Winneconne, East Central Wisconsin Regional Plan Commission, and Winnebago County. This effort will give the Town of Winneconne a voice in applicable issues, as well as to build cooperation between various governmental units.

B. Inventory and Analysis

1. Introduction to Intergovernmental Cooperation

State Statutes Chapter 66.30 provides guidelines for intergovernmental cooperation between municipalities. This statute enables adjoining communities to enter into agreements that will benefit both communities such as providing and sharing community services. Other services or agreements that are beneficial to each community may also be executed.

As the Town of Winneconne looks to the future, one area that may be worthwhile pursuing is the establishment of a boundary agreement with the Village of Winneconne. The main purpose of this effort would be to stabilize present Town boundaries and be able to better plan future areas that would remain in the Town.

Mutual service agreements are another type of intergovernmental cooperation effort. At the present time, the Towns of Winneconne and Poygan, and the Village of

Winneconne, share in the cost and operation of a volunteer fire department. Mutual service agreements are also beneficial as a way of coordinating road maintenance and other public services between and among abutting towns. To achieve these types of agreements, each governmental unit must negotiate in “good faith”.

2. Relationships with School Districts, Adjacent Communities, Region, State & Other Government Units

The Town of Winneconne sends representatives to the Winnebago County Town Planning Association meetings, the Wisconsin Towns Association meetings, the Wisconsin Municipal Clerks Association, and the Wisconsin Municipal Treasurers Association. In addition, Town of Winneconne representatives attend meetings with other local governing bodies, including the Winneconne School District.

3. Boundary Agreements Under S. 66.023, 66.30 Or 66.945

At this time, the Town of Winneconne does not have any boundary agreements with adjoining towns or the Village of Winneconne. It may be to the advantage of the Town to hold discussions with the Village to determine if a boundary agreement would be in the best interest of both entities.

4. Potential Conflicts With Adjoining Governmental Units

The Town of Winneconne is currently not holding discussions with the Village of Winneconne concerning extraterritorial zoning or plat review. At present, no conflict exists between the two entities, and the Village has expressed no interest in exercising these regulations.

5. Conflict Resolution Procedure

The Town Board attempts to meet and listen to all other governmental units with whom there may be issues. The Town of Winneconne respects the rights of residents and landowners, and strives to resolve conflicts in an equitable manner

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Chapter 8 - Land Use

A. Goals and Objectives

Town objectives, policies, and goals provide the framework for guiding the Town of Winneconne's Comprehensive Plan for the next 20 years. The Town goals have been developed as general statements or ideals that are desirable to achieve sometime in the future. Town objectives are more definitive statements that chart a specific direction that the Town can follow to reach the stated goals. Policies and programs will be more specific ways in which the goals and objectives will be implemented.

The Town will strive to encourage a pattern of planned growth and orderly development and will identify and map land areas that have the greatest potential for future growth. As the Town grows, efforts will be made by the Town to provide an adequate level of police protection, fire protection, and community services and facilities that serve current residents as well as attract quality new development.

The Town will strive to cooperate and work closely with neighboring communities to coordinate present and future planning activities. This will be done to ensure that consistency exists between land use planning and development projects in surrounding communities. More specifically, the following goals and objectives have been established by the Town of Winneconne:

Goal

Ensure that the character, magnitude and location of all land uses provides a system for orderly growth and development that achieves a balanced natural, physical, and economic environment, and enhances the quality of life of all residents.

Objectives

- a. That the Town zoning regulations be amended to include site plan requirements that deal with safe ingress/egress, on-site traffic flow and parking to meet annual maximum daily requirements.
- b. The adopted zoning and future land division regulations shall ensure and provide that building permits are issued only upon certification that transportation facilities, water, sewer, solid waste, and other services are available to serve proposed development.
- c. The Town shall encourage the use of innovative land use development techniques such as planned development projects and cluster subdivisions.
- d. Residential subdivisions shall be designed to include an efficient system of internal circulation for all vehicles and pedestrians including the provision for external collector streets, and trails where applicable, to feed all traffic onto external arterial roads and highways.

- e. The Town shall protect residential areas from incompatible commercial and industrial uses by the use of open space, vegetative buffers and fences as appropriate.
- f. The Town shall encourage development within reach of existing sanitary district sewer systems.
- g. The Town shall discourage isolated residential developments that require higher service costs through proper implementation of the Comprehensive Plan.
- h. The Town shall evaluate the impact of development on existing land use, in relation to transportation, essential services such as sewer and water, recreation and drainage, prior to its approval.
- i. The Town shall encourage commercial activities to locate in designated commercial areas through the use of proper zoning district designation, as appropriate to the intensity and type of use to be permitted as directed in the Land Use Element of the Comprehensive Plan.
- j. The Town shall require adequate off-street parking and loading facilities in all commercial areas.
- k. The Town shall separate industrial areas from residential and commercial districts through adequate buffering and screening.
- l. The developer/owner of any site shall retain ultimate responsibility for on-site construction, maintenance, and management of stormwater run-off, which shall be provided in such a manner to comply with Town, County and State requirements.
- m. Historic designations shall be encouraged, when appropriate, for the purpose of preserving and protecting its character through the use of the Federal Designation process.
- n. Work towards achieving the highest and best use of all vacant and underutilized lands and buildings in the Town of Winneconne through the implementation of the comprehensive plan.
- o. Strive to make development decisions consistent with the Comprehensive Plan.
- p. Coordinate land use planning activities in the Town of Winneconne with planning activities in neighboring jurisdictions and the region.
- q. Guide new development only to those areas in the Town that are well suited for urban development.
- r. Coordinate land development projects with transportation system projects to achieve the highest and best use of remnant or underutilized lands.
- s. Coordinate land use planning activities in the Town of Winneconne with the plans and activities of school districts, sanitary districts, Fire Department, and other providers of municipal services and facilities.

- t. Improve the visual quality and physical design of the Town of Winneconne by developing and continuing to enforce signage, landscaping, property maintenance, site plan review, building design, parking and outdoor storage regulations which foster high quality urban development.
- u. Prohibit the expansion of non-conforming land uses that are incompatible with the recommendations of the Comprehensive Development Plan.

B. Inventory and Analysis

1. Land Use Planning Background

Due to the proximity of The Town of Winneconne to the City of Oshkosh metropolitan area, the Town of Winneconne is evolving into a “bedroom community.” However, the demand for residential lots and acreage has significantly subsided due to the economic recession of 2008. Signs of a resurging economy seem to come and go however, the Town appears well positioned to accommodate new housing if and when the market returns. The question becomes will the new housing market ever return to the fast paced growth experienced in the early to mid-2000’s? The answer to that question is not likely for reasons previously discussed in this plan. In addition, the farming economy has resurged in the State of Wisconsin with little indication of subsiding. The gap between the cost of land for development purposes verses land for farming has closed considerably lessening the need for farmers to sell land for economic gain.

2. Amount, Type, Intensity and Net Density of Existing Land Uses

Family type farms are still operating in the Town. Scattered single family platting has taken place throughout the Town, as illustrated in the existing land use map (Map 10). However, the conversion of farmland for residential purposes has declined since the recession. Since the demand for new housing has not returned, a growth in new subdivisions will be limited in the foreseeable future. In addition, over 170 vacant residential lots lie waiting for future buyers and builders.

Also, a large amount of the Town’s surface area is made up of wetlands and lakes. The vast amount of wetlands around the large bodies of water will prevent full development of the Town. Because wetland areas are considered an amenity, however, developers may desire to develop land near wetlands. As a way of crediting land development involving wetlands, the Town may want to allow conservation type development within the Town’s future subdivision ordinance as a way of maximizing developable lands adjacent to these areas in the Town.

Nearly all housing built in the last 50 years has been single family detached housing. It is believed that single family housing will continue to be the prevalent land use of the Town in the next 20 years. However, the subdivision of the future will likely occur on smaller lots with smaller homes driven by a changing consumer demand. In addition, as housing costs increase, manufactured modular housing may become more of a player in the local housing market. Working agricultural lands will continue to be scattered throughout the town adjacent and amongst residential development.

Construction of the US 45 corridor and interchange area with County Road GG and WIS 116 created great potential for commercial development. A number of commercial businesses have developed during and after the US 45 corridor improvements but recently, activity has waned due to the recent economic recession. However, this area appears very attractive to commercial type uses so the Future Land Use Map recognizes this potential. It is likely, commercial uses that would occur at this intersection would be “highway related” but not all.

If commercial development does occur, two-family and possibly multi-family development behind commercial uses would be appropriate as a buffer for single family development further away from the interchange. One important factor regarding any future development around the freeway interchange is that developers will be required to pay for any upgrade of the Butte des Morts sewage treatment facility before development can occur.

Industrial land development in the Town has also been very limited in the past, and will likely not be a major factor in the future. The Town has not, nor will it attempt to market land for an Industrial/Business Park. However, the Town of Winneconne may not be opposed to a private industrial zoning, provided such zoning is in a location that will not have any detrimental impact on residential uses and that buffers can be provided to adjacent land uses. Any future industrial development would need to be a low water user and not cause undo strain on the local road systems.

Table 21
Existing Land Use, Town of Winneconne, 2012

<u>Land Use</u>	<u>Acreage</u>	<u>Percent of Total</u>
Commercial	40.8	0.2%
Industrial	4.3	0.0%
Non-Metallic Mining Sites	18.4	0.1%
Open Water/Pool Lakes	7,986.0	37.7%
Recreation & Conservation	185.6	0.9%
Single, Two & Multi Family	1,016.5	4.8%
Undeveloped/Agricultural Area	9,622.9	45.4%
Utilities & Public Facilities	12.9	0.1%
Wetlands	2,306.3	10.9%
<u>Total</u>	21,193.7	100.0%

Chapter 9 - Implementation

A. Goals and Objectives

Goal

Revise existing ordinances and/or create new regulations to assure a system of orderly growth and development, achieves a balanced natural, physical, and economic environment, and enhances the quality of life of all residents.

Objectives

- a. Refine Town zoning, and create land division, official map, capital improvement plan, and design standards that will implement the goals and objectives of the Comprehensive Plan. In some instances, this will require close coordination with Winnebago County.
- b. Permanently protect environmental corridors from development through a combination of zoning, official mapping, public acquisition, developer land dedications, conservation programs and other options.
- c. The Town shall prohibit commercial activities from locating in wetlands, 100 year floodplains, and delineated conservation areas through the use of proper site plan review procedures, zoning and adopted flood plain management objectives and objectives of this plan.
- d. On an ongoing basis, the Town shall review, amend, and enforce land use regulations to effectively guide and manage future growth and land development.
- e. The Town should cooperate with Winnebago County to enforce and amend specific ordinances that provide for drainage and stormwater management and protect potable water, wells, and aquifer recharge areas.
- f. Strive to establish a positive image of the Town by improving the visual quality of development along key community entryways, such as US 45 and WIS 116. This could be achieved by creating and enforcing signage, site plan and design review regulations.
- g. The Town should cooperate with Winnebago County to protect environmentally sensitive areas, such as ponds, wetlands, drainage conduits, and their associated vegetative communities, shall be conserved and protected from the effects of urbanization and development activities through creation and enforcement of environmental regulations.

B. Programs and Actions**1. Town Zoning Ordinance**

One of the important tools to implement the Town of Winneconne Comprehensive plan is through the process of either initiating rezoning consistent with the plan or determining whether rezoning petitions should be approved or denied.

Zoning laws regulate which activities (land uses) are permitted in which areas (zones) of the Town. Zoning regulations also set forth standards for development (such as setbacks, height, density, etc.) which are designed to bring about efficient and attractive developments. A zoning code or ordinance is comprised of two parts: the ordinance text, which spells out the regulations, and the zoning district map, which identifies the boundaries for each district (residential, commercial, industrial, etc.).

It must be emphasized that zoning is intended to carry out the Comprehensive plan. Zoning ordinances are derived from the powers granted to local municipalities by State Statutes Chapter 62.23, and Chapters 60.61 and 60.62 pertaining to town zoning powers.

The Town of Winneconne has its own zoning code, although the Winnebago County Zoning Ordinance has jurisdiction over any land within 300 feet from the ordinary high water mark of a river or stream or the landward side of the floodplain, or 1,000 feet from the ordinary high water mark of a lake, pond or flowage (See Map 11). There have been amendments to the County Zoning Code over the years. The most recent revision occurred in 2012 when Winnebago County completed a comprehensive revision to their zoning ordinance. The comprehensive revision gave the Town of Winneconne the chance to consider relinquishing its current town zoning status for county zoning. The Town elected to maintain town zoning status. However, as part of the county zoning ordinance revision process, the county amended the shoreland zoning chapter (Chapter 27) which applies to the dimensional area listed above within the Town of Winneconne.

To implement the land use plan recommendations, the Town should take great care to review each rezoning request in light of the Future Land Use Plan Map, and when applicable, work closely with the Winnebago County Planning Department when rezones are being considered within the County's Shoreland jurisdiction. At some future point, the zoning map should "mirror" the land use plan map.

The Town might also consider the development and adoption of new zoning districts (residential & commercial) to implement the Future Land Use Plan. Additional local ordinances, such as a Subdivision Ordinance or Site Plan regulations, could help regulate new development in the Town and meet goals and objectives as set forth in this plan.

2. Official Mapping

State Statutes Chapter 62.23 allows the Plan Commission to create and maintain an official map of the municipality. An Official Map shows both present and proposed future roads, parks, and public facilities. The law limits compensation to private property owners who construct buildings on designated future streets or public areas.

In 2002, the Town of Winneconne adopted an Official Map Ordinance that identified future Collector street stubs on State Road 116 and Lasley Point Road.

3. Sign Regulation

All signage in the Town is regulated by the Winneconne Sign Code, which is a chapter of the Winneconne Zoning Code. The State of Wisconsin Department of Transportation signage on state highways is allowed as government signage, and is not regulated by the Town Sign Code.

4. Erosion and Storm Water Control Ordinances

The Winnebago County and Town of Winneconne Subdivision Ordinances and other related regulations cover drainage issues in subdivisions. The Town Plan Commission reviews and analyzes drainage on all plats, and will call in professional help as needed. Federal, State and DNR regulations and the Winnebago County Land Conservation Committee cover drainage on farms and rural areas. The Town may consider more restrictive storm water regulations to protect their vast wetland and floodplain areas.

5. Historic Preservation Ordinances

The Town of Winneconne would consider requests from property owners who seek written support to preserve historical buildings. No Historic Preservation Ordinance is in effect, and no such ordinance is anticipated in the future.

6. Site Plan Regulation

The Town of Winneconne has developed a site plan review ordinance. As the potential of commercial development increases at the intersection of WIS 116 and US 45, this ordinance will regulate the way commercial and office sites are designed.

7. Design Review Ordinances

The Town of Winneconne may consider the adoption of design review standards at some future point.

8. Building Codes

Building codes in the Town of Winneconne are enforced through the Town Building Inspector. All County, State and National codes are the standards followed.

9. Mechanical Codes

Mechanical codes in the Town of Winneconne are enforced through the Town Building Inspector and follow all State of Wisconsin and National standards.

10. Housing Codes

Housing codes in the Town of Winneconne are enforced through the Town Building Inspector and follow all State of Wisconsin uniform housing codes.

11. Sanitary Codes

Winnebago County regulates all on-site sanitary systems, when property is not served by a public sanitary sewer system. If sanitary sewer line connection is available and the property is within a sanitary district, connection shall occur to the public sanitary lines as opposed to constructing an independent system.

12. Subdivision Ordinances

Wisconsin State Statutes Chapter 236 set forth the necessary requirements to divide land in the State. A subdivision ordinance establishes criteria, standards and guidelines for the orderly layout of streets, lots, open space areas and utility easements and other land division issues. The code also identifies how subdivisions relate to each other and public highways to ensure the importance of orderly planning in the Town.

The Town of Winneconne has its own subdivision ordinance. Winnebago County continues to have review powers, but the Town plays a greater role in the initial review and ultimate adoption of new plats. The Town and County subdivision ordinances cover both subdivisions as well as certified survey maps (minor land divisions of 4 lots or less).

13. Consistency with Other Elements

The Town of Winneconne Plan Commission will be responsible for comparing all proposed development with each element of the Comprehensive plan including the natural environment (wetlands, high ground water and bedrock, and soil limitations for below grade septic systems). The Town will also consider implementation tools, such as land use ordinances and the official map, to assure consistency of land use decisions with Comprehensive Plan recommendations.

14. Measurement of Progress

The Town of Winneconne will provide a report on the community's progress as it pertains to the Comprehensive Plan each year at the annual meeting. The Plan Commission will undertake periodic reviews of the Comprehensive Plan as necessary but as a minimum, must conduct one review every five years. Also, develop more detailed planning procedures to further assess the potential for implementing the Plan's vision.

15. Plan Update Process

The Town of Winneconne Comprehensive Plan 2014-2034 consisted of a comprehensive review of the previous plan adopted in 2003. As a method of keeping the plan current, the Town Plan Commission and the Town Board will review any

suggested changes they deem necessary. The Town will also consider plan updates as needed but, at a minimum, every 5 years and a comprehensive review every 10 years.

16. Capital Improvements Program

A Capital Improvements Program is a financial planning tool used by local units of government to map out a spending strategy. The typical capital improvements program usually outlines a five or six year spending plan for major equipment purchases (fire truck, computer system, etc.) and capital outlays (street reconstruction, debt refinancing, etc.) that requires major public expenditures. A capital improvements program (CIP) prioritizes the various expenditures or projects, provides cost estimates, and identifies the funding source or sources (tax levy, grants, fees, etc.) necessary to accomplish the project.

As the Town of Winneconne continues to grow and develop over the next 20 years, it may be beneficial to develop a Capital Improvements Program for the reasons already identified. The adoption of a CIP would also help implement the comprehensive plan recommendations. The Plan Commission may make recommendations to more closely align the CIP with the Comprehensive Plan. Once prepared, the CIP should be periodically reviewed and updated.

17. Taxing and Spending Power

Taxing policies can discourage the amount of development that occurs in the community. Spending policies may act as an incentive to encourage new development. Taxing and spending power should relate closely to the capital improvements program.

18. State Laws

In addition to the state statutes previously cited, Wisconsin has regulations that are enforced at the county or local level. These regulations include preservation of flood plains, wetlands, and shoreland areas, assessment policies, location of community based residential facilities, day care and ponds and so forth.

19. Special Districts

Another implementation tool available to towns is to initiate planning studies and recommendations in special districts. The most common district associated with this method of implementation is a sanitary district. State Statutes Chapter 60.71 provides for the creation of sanitary districts by the respective town boards. The Town of Winneconne has a number of sanitary districts as outlined in the Utilities and Community Facilities Element (Chapter 4).

During the next 20-year planning period, the Town of Winneconne should place a priority on providing quality services to Town residents in an efficient, cost effective, and environmentally friendly manner.

A number of sanitary districts only exist in name, and do not have any type of infrastructure in the ground to serve the land within the district. It is recommended that

the town seek strong leadership for these districts to best determine how existing and future constituents can be served.

In addition, the Town should consider joint studies with active and inactive sanitary districts to determine the ability to provide public sewer line installation to serve existing property owners who may have failing private systems, as well as areas projected to have development in the next 20 years. Part of this analysis may involve discussions with the Village of Winneconne Sanitary district regarding service agreements and sanitary sewer line extensions.

Consideration of storm water improvement districts may be evaluated to address storm water runoff issues that will be generated by all types of future development.

Impact fees are not necessarily a type of special district, but may be studied by the Town to assist financially in future creation of police services, added fire protection, parks and recreation programs, and other services that will be demanded by a growing town population.

It is the intent of this planning effort to allow for logical, planned growth that is adequately serviced by appropriate levels of various public services. The provision of these services in the future is the key to implementing the plan's vision.

20. Sewer Service Area Planning

The East Central Wisconsin Regional Planning Commission (ECWRPC), is the designated Water Quality Planning Agency for lands within the Town of Winneconne. In this capacity, ECWRPC act as the NR-121 Sewer Service Area Plan administrators for the WDNR. More plainly, ECWRPC reviews public sewer expansion projects and ensures that these expansions are consistent with the approved Sewer Service Area Plan for the region. It is important that all discussion relative to the potential expansion of public sewer service into areas previous not included in the designated Sewer Service Area is coordinated with ECWRPC. The Town and sanitary districts shall request amendments to the existing Sewer Service Area Plans developed by ECWRPC as necessary to implement the Town's Comprehensive Plan.

One land use situation that must be addressed relatively soon includes how the Town proposes to service existing development and vacant lands adjacent the US 45/CTH GG interchange area. It is likely the type of develop which will occur in this area will be influence by the type of sewer service available. For example, with public sewer service, larger, more established commercial brand chains maybe attracted to the area including hotels, restaurants, etc. Without public sewer, commercial development may be limited to low water use enterprises such as storage facilities, equipment sales, etc.

21. Public Sanitary Sewer Expansion Opportunities and Challenges

An opportunity for future public sewer service may exist through Butte des Morts Consolidated Sanitary District No. 1. It is recommended that Town work with ECWRPC to study the Buttes des Morts Sewer Service Area plans to facilitate future sanitary sewer extensions in the Town's future growth areas. Specifically, add additional lands to the Buttes des Morts Sewer Service Area Boundary which would encompass the new

US 45/CTH GG interchange and STH 116 corridor. For this to occur, the Town and District will need to conduct a pre-engineering analysis (study) for the area to determine the feasibility of serving the area with public sewer. Financial options to conduct the analysis or install the desired public sewer infrastructure could come from taxes or impact fees. The cost for this analysis could be shared between the two entities or other partners.

Specifically, the analysis should review the following conditions and cost:

- Be based on a drainage area conducive to a gravity flow collection system to accommodate the interchange area.
- Estimate cost associated with the development of a collection system to deliver wastewater to the treatment plant.
- Determine a cost share arrangement between the sanitary district (s), Town and other partners for the study.

The ultimate outcome of this pre-engineering analysis effort will be to identify where planned and desired public sewered development may exist and conversely, where unsewered development will be allowed (and to what extent and under what conditions).

Should the Butte des Morts Consolidated Sanitary District No. 1, be the most feasible location to accommodate waste water from the interchange study area, it would likely require a plant upgrade and expansion. The upgrade would require a "Waste Water Facilities Plan Study" to be conducted where regional treatment to the City of Oshkosh may be required to be considered as an option.

During the interim, accommodating development within the study area will require some discipline by the Town. Particular attention should be given to large lot development serviced with on-site systems within the plan's sewered growth areas. Allowance for this type of development may hinder the economics of extending future sanitary sewer mains. Options available to the Town, include the following:

- Just say "No" or "Not Yet" until further study is undertaken and a clear direction is determined for the study area.
- Require easement dedication in locations where collection infrastructure will be required. Again, this strategy would be used after the results of the Pre-Engineering Analysis.
- Require "shadow platting" on lots developed with on-site systems during the interim. (Shadow platting is a process requiring the location of the building to be located in such a manner as to allow a further split of the lot to accommodate another structure in the future at a density more cost effective for public sewer service or other utilities).
- Approve future land divisions in the study area with the condition that if public sewer is made available, future connection shall be required.

- Consider Road patterns which allow for effective extension of sewer in the future.
- Consider the utilization of “Conservation Subdivisions” for future residential plats within the study area so that clustered housing could be served in the future with a waste water collection system.
- Continue to work with the County on their inspection and maintenance program for on-site systems to ensure the protection of water quality. Inspection information can be important information used in future studies to consider the expansion of public sanitary sewer.

Relative to the above, this plan recommends the following strategies and recommendations to provide further guidance to the Town:

Strategy 1: Study planned growth areas within the Town that can accommodate new development using a public sewer system.

Recommendation 1.1: Work cooperatively with Town Sanitary Districts to evaluate wastewater treatment plant capacity planning/infrastructure needs to accommodate future development.

Recommendation 1.2: Prepare necessary engineering analysis studies to determine feasibility of expanding existing wastewater collection and treatment systems into future growth areas.

Recommendation 1.3: Consider cost sharing between sanitary districts, the Town and other partners to conduct the necessary engineering studies. The new US 45/CTH GG interchange and STH 116 corridor appears the most essential area to study.

Strategy 2: Ensure proper controls exist to address interim development within or near areas that have the potential to be serviced with public sewer.

Recommendation 2.1: Until more information is known regarding the potential to provide public sewer, limit land divisions with the study areas.

Recommendation 2.2: Update and amend land division ordinance as needed to preserve the ability to accommodate planned urban development and the expansion of public utilities.

Recommendation 2.3: Work with Winnebago County to update and amend the zoning ordinance to differentiate allowed uses, densities and other provisions to better facilitate the cost effective expansion of public utilities.

22. Plan Commission Review

As new development is reviewed by the Town, certain issues should always be considered from a design perspective, such as:

- Lot size consideration

- Lot frontage requirement
- Potential for future lot splits
- Consider the requirement of “Area Development Plans” to ensure road systems align between adjacent land owners
- Allowance of ‘cluster developments’ with a single community well and treatment system as an option to conventional subdivisions design
- Require the reservation of easements for future sewer extensions and utilities
- Road patterns which allow for effective extension of sewer in the future

23. Intergovernmental Cooperation

The Town should strive to improve intergovernmental coordination between the Town Board, Town Sanitary Districts, and the Village of Winneconne with respect to planned development and the extension of future sanitary sewer in the following ways:

- a. Have the Town's Plan Commission or Board meet periodically with existing Town Sanitary Districts.
- b. The Town Plan Commission and appropriate Sanitary District jointly review developer's concept plans or preliminary plats within the SSA Planning Area to specifically examine the potential for the immediate or future extension of sanitary sewer.
- c. The Town Board consider discussions with Village of Winneconne to develop a boundary agreement, which allows for future extension of services into the Town.
- d. Develop a working relationship with the Village of Winneconne that facilitates Town participation in the Village's land use decisions when adjacent to Town lands.

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Appendix B

Esri Town of Winneconne Market Profile

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Market Profile

Winneconne town
Winneconne town, WI (5513987925)
Geography: County Subdivision

Winneconne town, WI (5513...

Population Summary

2000 Total Population	2,267
2010 Total Population	2,350
2012 Total Population	2,389
2012 Group Quarters	0
2017 Total Population	2,466
2012-2017 Annual Rate	0.64%

Household Summary

2000 Households	856
2000 Average Household Size	2.65
2010 Households	948
2010 Average Household Size	2.48
2012 Households	958
2012 Average Household Size	2.49
2017 Households	1,000
2017 Average Household Size	2.47
2012-2017 Annual Rate	0.86%
2010 Families	715
2010 Average Family Size	2.85
2012 Families	674
2012 Average Family Size	2.97
2017 Families	698
2017 Average Family Size	2.95
2012-2017 Annual Rate	0.70%

Housing Unit Summary

2000 Housing Units	1,039
Owner Occupied Housing Units	68.7%
Renter Occupied Housing Units	13.7%
Vacant Housing Units	17.6%
2010 Housing Units	1,173
Owner Occupied Housing Units	71.6%
Renter Occupied Housing Units	9.2%
Vacant Housing Units	19.2%
2012 Housing Units	1,173
Owner Occupied Housing Units	67.1%
Renter Occupied Housing Units	14.6%
Vacant Housing Units	18.3%
2017 Housing Units	1,183
Owner Occupied Housing Units	69.6%
Renter Occupied Housing Units	15.0%
Vacant Housing Units	15.5%

Median Household Income

2012	\$57,874
2017	\$72,456

Median Home Value

2012	\$149,556
2017	\$187,151

Per Capita Income

2012	\$28,365
2017	\$33,897

Median Age

2010	46.6
2012	46.0
2017	46.8

Data Note: Household population includes persons not residing in group quarters. Average Household Size is the household population divided by total households. Persons in families include the householder and persons related to the householder by birth, marriage, or adoption. Per Capita Income represents the income received by all persons aged 15 years and over divided by the total population.

Source: U.S. Census Bureau, Census 2010 Summary File 1. Esri forecasts for 2012 and 2017. Esri converted Census 2000 data into 2010 geography.

March 01, 2013

Made with Esri Business Analyst



Market Profile

Winneconne town
Winneconne town, WI (5513987925)
Geography: County Subdivision

Winneconne town, WI (5513...

2012 Households by Income

Household Income Base	957
<\$15,000	11.7%
\$15,000 - \$24,999	8.6%
\$25,000 - \$34,999	10.0%
\$35,000 - \$49,999	10.2%
\$50,000 - \$74,999	22.7%
\$75,000 - \$99,999	18.9%
\$100,000 - \$149,999	12.2%
\$150,000 - \$199,999	2.3%
\$200,000+	3.3%
Average Household Income	\$68,730

2017 Households by Income

Household Income Base	999
<\$15,000	10.0%
\$15,000 - \$24,999	5.6%
\$25,000 - \$34,999	6.5%
\$35,000 - \$49,999	7.7%
\$50,000 - \$74,999	21.7%
\$75,000 - \$99,999	26.2%
\$100,000 - \$149,999	14.9%
\$150,000 - \$199,999	3.3%
\$200,000+	4.0%
Average Household Income	\$81,277

2012 Owner Occupied Housing Units by Value

Total	787
<\$50,000	3.6%
\$50,000 - \$99,999	25.2%
\$100,000 - \$149,999	21.5%
\$150,000 - \$199,999	19.1%
\$200,000 - \$249,999	11.2%
\$250,000 - \$299,999	9.0%
\$300,000 - \$399,999	6.0%
\$400,000 - \$499,999	2.2%
\$500,000 - \$749,999	2.2%
\$750,000 - \$999,999	0.3%
\$1,000,000 +	0.0%
Average Home Value	\$176,271

2017 Owner Occupied Housing Units by Value

Total	822
<\$50,000	1.7%
\$50,000 - \$99,999	15.2%
\$100,000 - \$149,999	16.9%
\$150,000 - \$199,999	21.8%
\$200,000 - \$249,999	15.6%
\$250,000 - \$299,999	13.4%
\$300,000 - \$399,999	8.5%
\$400,000 - \$499,999	3.5%
\$500,000 - \$749,999	3.2%
\$750,000 - \$999,999	0.2%
\$1,000,000 +	0.0%
Average Home Value	\$210,493

Data Note: Income represents the preceding year, expressed in current dollars. Household income includes wage and salary earnings, interest dividends, net rents, pensions, SSI and welfare payments, child support, and alimony.

Source: U.S. Census Bureau, Census 2010 Summary File 1. Esri forecasts for 2012 and 2017. Esri converted Census 2000 data into 2010 geography.

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Market Profile

Winneconne town
Winneconne town, WI (5513987925)
Geography: County Subdivision

Winneconne town, WI (5513...

2010 Population by Age

Total	2,350
0 - 4	3.7%
5 - 9	6.3%
10 - 14	7.1%
15 - 24	10.7%
25 - 34	6.6%
35 - 44	12.4%
45 - 54	20.0%
55 - 64	18.2%
65 - 74	9.4%
75 - 84	4.5%
85 +	1.1%
18 +	78.1%

2012 Population by Age

Total	2,390
0 - 4	4.0%
5 - 9	6.3%
10 - 14	6.7%
15 - 24	11.2%
25 - 34	7.5%
35 - 44	12.4%
45 - 54	18.5%
55 - 64	17.7%
65 - 74	9.4%
75 - 84	4.6%
85 +	1.7%
18 +	78.5%

2017 Population by Age

Total	2,467
0 - 4	4.0%
5 - 9	6.3%
10 - 14	6.8%
15 - 24	10.4%
25 - 34	7.5%
35 - 44	11.9%
45 - 54	17.0%
55 - 64	18.4%
65 - 74	11.1%
75 - 84	4.8%
85 +	1.8%
18 +	78.7%

2010 Population by Sex

Males	1,187
Females	1,163

2012 Population by Sex

Males	1,213
Females	1,177

2017 Population by Sex

Males	1,255
Females	1,212

Source: U.S. Census Bureau, Census 2010 Summary File 1. Esri forecasts for 2012 and 2017. Esri converted Census 2000 data into 2010 geography.

March 01, 2013

Made with Esri Business Analyst



Market Profile

Winneconne town
Winneconne town, WI (5513987925)
Geography: County Subdivision

Winneconne town, WI (5513...

2010 Population by Race/Ethnicity

Total	2,350
White Alone	98.5%
Black Alone	0.3%
American Indian Alone	0.1%
Asian Alone	0.2%
Pacific Islander Alone	0.0%
Some Other Race Alone	0.1%
Two or More Races	0.8%
Hispanic Origin	0.5%
Diversity Index	3.9

2012 Population by Race/Ethnicity

Total	2,390
White Alone	98.1%
Black Alone	0.3%
American Indian Alone	0.2%
Asian Alone	0.2%
Pacific Islander Alone	0.0%
Some Other Race Alone	0.4%
Two or More Races	0.8%
Hispanic Origin	0.9%
Diversity Index	5.5

2017 Population by Race/Ethnicity

Total	2,467
White Alone	97.6%
Black Alone	0.4%
American Indian Alone	0.2%
Asian Alone	0.2%
Pacific Islander Alone	0.0%
Some Other Race Alone	0.5%
Two or More Races	1.0%
Hispanic Origin	1.2%
Diversity Index	7.0

2010 Population by Relationship and Household Type

Total	2,350
In Households	100.0%
In Family Households	87.7%
Householder	30.4%
Spouse	27.6%
Child	27.9%
Other relative	0.9%
Nonrelative	0.9%
In Nonfamily Households	12.3%
In Group Quarters	0.0%
Institutionalized Population	0.0%
Noninstitutionalized Population	0.0%

Data Note: Persons of Hispanic Origin may be of any race. The Diversity Index measures the probability that two people from the same area will be from different race/ethnic groups.

Source: U.S. Census Bureau, Census 2010 Summary File 1. Esri forecasts for 2012 and 2017. Esri converted Census 2000 data into 2010 geography.

March 01, 2013



Market Profile

Winneconne town
Winneconne town, WI (5513987925)
Geography: County Subdivision

Winneconne town, WI (5513...

2010 Households by Type

Total	948
Households with 1 Person	19.6%
Households with 2+ People	80.4%
Family Households	75.4%
Husband-wife Families	68.5%
With Related Children	23.9%
Other Family (No Spouse Present)	7.0%
Other Family with Male Householder	2.3%
With Related Children	1.6%
Other Family with Female Householder	4.6%
With Related Children	2.8%
Nonfamily Households	5.0%

All Households with Children	28.9%
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Multigenerational Households	1.4%
Unmarried Partner Households	5.0%
Male-female	4.7%
Same-sex	0.2%

2010 Households by Size

Total	948
1 Person Household	19.6%
2 Person Household	45.4%
3 Person Household	12.7%
4 Person Household	14.7%
5 Person Household	5.8%
6 Person Household	1.6%
7 + Person Household	0.3%

2010 Households by Tenure and Mortgage Status

Total	948
Owner Occupied	88.6%
Owned with a Mortgage/Loan	61.5%
Owned Free and Clear	27.1%
Renter Occupied	11.4%

Data Note: Households with children include any households with people under age 18, related or not. Multigenerational households are families with 3 or more parent-child relationships. Unmarried partner households are usually classified as nonfamily households unless there is another member of the household related to the householder. Multigenerational and unmarried partner households are reported only to the tract level. Esri estimated block group data, which is used to estimate polygons or non-standard geography.

Source: U.S. Census Bureau, Census 2010 Summary File 1. Esri forecasts for 2012 and 2017. Esri converted Census 2000 data into 2010 geography.

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Appendix C

ECWRPC Sewered/Unsewered Development Strategies

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Calumet•Menominee•Outagamie•Shawano•Waupaca•Waushara•Winnebago

Sewered/Unsewered Development

Additional Points to Consider / Examples (excerpts) of Ordinance Implementation

Limiting Rural Unsewered Development:

This might be a bit extreme for the T. Winneconne, but perhaps worth talking about? Calumet County used to have a simple written policy in their subdivision ordinance that stated: All subdivisions are required to be serviced by municipal sewer. This left the opportunity to continue rural CSM's for individual homes, but directed 'major' subdivisions to the areas which had the capability to provide sewer.

ECWRPC Long-Range Transportation-Land Use Plan Addendum:

1.4. On-site sewer systems are allowed within the Sewer Service Area Planning Area on existing lots of record regardless of lot size. However, East Central recommends that no new development, whether CSM's or subdivisions, using on-site sewer systems (regardless of the type) be permitted within the Sewer Service Area, or within the SSA Planning Area as of the date of the Commission's adoption of this policy. If rural residential development is allowed within this geographic area, the community should adequately address the following items prior to approval of the development:

- a) Whether the area will eventually have public sewer (40 to 50 year time horizon);
- b) How the area will fit into the overall planned residential density scheme of that portion of the community once "build-out" is completed;
- c) How the development is designed to accommodate the cost-effective provision of sewer in the future (i.e., sewer routes, easements, future increases in density, land access, etc.)

Calumet County Land Division Ordinance:

Sec. 74-43. Public Sewer.

(a) When public sewer approved by the DNR becomes available to the structure or premises served, the use of an existing POWTS shall be disconnected and the system abandoned in accordance with the provisions of COMM 83, Wis. Admin. Code within 1 year. The determination of whether sewer is available shall be made by the local sanitary district.

(b) All new development within a sewer service area shall be by public sewer only, with the following exceptions:

(1) Where a property is located within a sewer service area, and a sanitary district is physically unable to provide sewer to the property, a State sanitary permit for a POWTS may be issued provided that the property owner, in conjunction with the sanitary district, prepares and records with the Register of Deeds, an agreement to connect to the sanitary district when so determined by the sanitary district.

A. A temporary holding tank may be installed as a replacement system when public sewer, approved by the DNR, will be installed to serve the property within 2 years of the date of State sanitary permit issuance. The following items shall accompany a State sanitary permit application for the installation of a temporary holding tank:

1. A written statement from the municipality or sanitary district, verifying the date that public sewer will be installed and available to serve the property;
2. A written statement from the DNR, verifying approval of the public sewer;
3. An affidavit from the property owner agreeing to connect to public sewer when it becomes available and to abandon the temporary holding tank(s) upon connection.

(2) Where a property is located within a sewer service area, and the nearest sanitary district(s) cannot provide public sewer in a cost effective manner at this time, a State sanitary permit for a POWTS may be issued provided the property owner, prepares and records with the Register of Deeds, an agreement to connect to public sewer when so determined by the nearest sanitary district(s).

(3) If a failure determination is made in an area where public sewer, approved by the DNR, will be installed within 2 years of the failure determination, an owner may convert an existing septic tank to a temporary holding tank under the following conditions:

- A. The existing tank is modified and inspected by the County.
- B. A high water alarm, above ground service riser and locking device are installed.
- C. A servicing contract is secured with a licensed pumper.
- D. A holding tank agreement is recorded.
- E. Additional tank capacity is added by State sanitary permit if required.
- F. An all-weather access is provided by the owner.
- G. The owner signs and records an affidavit agreeing to connect to public sewer when it becomes available and to abandon the temporary holding tank(s) upon connection.

Density Management:

Referencing 'density management' provisions whereby a single house is built on a separate lot and some/all of the remaining area is deed restricted so as not to allow any additional development.

Calumet County Land Division Ordinance:

"Should at anytime [Lot #, Name of Plat] be provided with public sewer and water, the easement prohibiting development on, and the dividing of the open space described as [Legal Description], can be removed at the discretion of the jurisdictional authority."

Shadow Platting:

"Shadow Platting" is encouraged in areas where public sewer and water is currently not available but may be available in the future. Shadow plats show the lots, blocks and streets necessary to attain future urban residential development at urban densities while allowing the placement of buildings and access in the interim.

Calumet County Land Division Ordinance:

Shadow Plat. A conceptual development plan, drawn to the specifications of Sec. 62-29, Preliminary Plat, for a major subdivision or drawn to specifications of Sec. 62-31, Certified Survey Maps, for a minor subdivision and approved by the Committee, town, and the adjoining city or village having extraterritorial plat approval jurisdiction, that guides the future development of land at full urban densities for which partial development is sought in the short-term. Shadow plats show the lots, blocks and streets necessary to attain future urban residential development at urban densities while allowing the placement of buildings and access in the interim.

(e) Where agreeable by the subdivider (REQUIRE?), approving agencies, and objecting authorities, a shadow plat may be created for minor and major subdivisions located within a Density Management Boundary, as shown on the Density Map, where state approved public sanitary sewerage facilities are not provided for all lots of the subdivision. A shadow plat shall include the following:

- (1) Lot design and size consistent with the comprehensive plan of the area.
- (2) The layout of future roads. Local roads shall be planned to provide road connections to adjoining parcels, neighborhoods, or future development open spaces as a means of discouraging the reliance on county and state roads for local trips.
- (3) Easement locations for utilities and stormwater drainage.
- (4) Locations of buildings or structures on the lots to accommodate future Subdivision.
- (5) Information demonstrating how public utilities may be extended to the subdivision to accommodate future urban development.

Conservation Subdivisions:

Another good strategy is using conservation subdivisions (separate ordinance language needed) with 'common' wastewater/water systems. Once public sewer is 'within reach', such a system can simply connect at a designated point with little construction/interruption.

Calumet County Land Division Ordinance; ARTICLE IV., LAND DIVISION PROCEDURES, Sec. 62-29. Preliminary Plats.

a.(20)(c.): When a common wastewater treatment system is proposed, a complete site and design evaluation for suitability of state approved common on-site wastewater treatment systems that serve more than one (1) dwelling shall be provided. When a common water system is proposed, a complete site and design evaluation approved by the state shall be provided. A sewer and/or water supply management plan shall be provided; which estimates service contract needs, insurance requirements, replacement and other associated costs and defines the means for funding and enforcing the same on an on-going basis. Common wastewater treatment systems and/or common water systems not approved by the state shall not be allowed to service the lots in the plat.

Land Suitability for On-Sites vs. Sewer:

This might be good to suggest for the Winneconne Sanitary District No. 3 area only (since they have a little bit of room to grow) as it can assist in acquiring information that will allow the Plan Commission to make a better decision as to whether something should be sewerred or not, while placing the burden on the property owner/developer.

Waushara County Subdivision Ordinance - Sec. 42-44. - Land suitability

h. If any portion of a minor or major subdivision falls within a long term planning area identified under a WDNR adopted NR-121 Sewer Service Area Plan, the person submitting the application shall be required to submit written estimates comparing the short and long term costs of private on-site wastewater treatment systems with the costs of connection to the municipal sewer system serving the area, including operation, maintenance, and replacement costs projected over a 40-year period, using the cost comparison procedures identified in Wis. Admin. Code ch. NR-110. The agency shall use these cost comparisons and the availability of municipal sewer, based upon the recommendations of the sanitary district or municipality, in determining if the subdivision should be served by private on-site wastewater treatment systems or municipal sewer. In applying the provisions of this section, the agency shall, in writing, recite the particular facts upon which it bases its conclusions, including, but not limited to, economics, availability of municipal sewer, future growth and needs of the community and area, including any recommendations contained within the local land use plan, and groundwater contamination and other environmental consequences.