TOWN OF WINNECONNE

Comprehensive Plan 2046

Adopted: December 17, 2026

ROOTED IN RURAL 2046

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TOWN OF WINNECONNE COMPREHENSIVE PLAN

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TOWN OF WINNECONNE COMPREHENSIVE PLAN 2026–2046

Plan at a Glance

This plan guides how the Town grows and changes over the next 20 years. The Plan Commission and Town Board will use it to inform future land use decisions and Town investments. The following pages summarize resident priorities and the actions the Town plans to take.

COMMUNITY SNAPSHOT

2,625 Residents	**1,086** Households	**50.5** Median age	**36%** Of the Town is water	**45.4** Miles of Town roads

OUR VISION FOR 2046

In 2046, the Town of Winneconne remains a rural, agricultural community defined by working farmland, clean lakes and shorelines, and safe, well-kept neighborhoods. Growth is modest and guided to places that fit. The Town maintains a strong voice in land-use decisions along its borders and works cooperatively with its neighbors. Residents enjoy safe roads,

dependable public safety services, recreational connections to the water and neighboring communities, and a tax level families can afford.

FOUR PILLARS

1. Protect farmland, water, and rural character	Keep large blocks of farmland in production, protect lakes, shorelines, and groundwater, and preserve the Town's open, rural feel.
2. Guide growth to places that fit	Direct new homes to existing subdivisions and sewered areas, and keep business growth small-scale and planned.
3. Coordinate with our neighbors	Work with the Village, neighboring towns, Winnebago County, and WisDOT on boundaries, roads, sewer, and shared services.
4. Maintain roads, safety, and taxes	Keep Town roads in good repair, improve dangerous intersections, support fire, EMS, and police, and spend carefully.

WHAT WE HEARD

- **RURAL CHARACTER + FARMLAND** — 98% want to maintain the Town's rural character, and 96% support preserving agricultural land.
- **ROADS** — Roads are the top priority for the next 10 years; among residents naming a road concern, 47% pointed to WIS 116 and County M.
- **GROWTH + PUBLIC SAFETY** — 8 in 10 want to limit commercial and industrial development near homes, and 83% are satisfied or somewhat satisfied with fire, EMS, and law enforcement.

Sources: U.S. Census Bureau ACS 2020–2024; WisDOT certified mileage (2021). Survey: 2026 Community Vision Survey, 46 responses.

Chapter 1 – Introduction

1.1 The Town of Winneconne

The Town of Winneconne is in Winnebago County along the shores of Lake Winneconne; the Village of Winneconne, a separate municipality, is located within the Town on both sides of the Wolf River. The unincorporated community of Butte des Morts is also located within the Town. The Town's water resources of rivers and lakes make it a center for hunting and fishing, including winter ice fishing.

According to the United States Census Bureau, the town has a total area of 33.7 square miles (87.2 km^2), of which 21.5 square miles (55.8 km^2) is land and 12.1 square miles (31.4 km^2), or 36.02%, is water.



1.2 Town of Winneconne Planning History

The Town of Winneconne has utilized planning for several decades to better the community and make it a great place to live, visit, and recreate. A brief list follows detailing certain Plans that provided or currently guide planning for the Town of Winneconne.

2014 Town of Winneconne Comprehensive Plan

The Town's previous Comprehensive Plan adopted October 16, 2014, guided growth through 2034 with a strong emphasis on preserving rural character, protecting prime agricultural land, and directing new development toward the Town's five sanitary districts rather than into farmland. The 2014 plan projected roughly 11 new single-family homes per year and anticipated that the Town's existing inventory of platted vacant lots coupled with a 25% marketability cushion would be sufficient to absorb residential growth well beyond a decade without new subdivision activity. It also identified the US Highway 45/State Highway 116 interchange as the Town's primary node for future commercial and industrial development. This update revisits those assumptions in light of a decade of demographic, housing, and land-use trends to determine which 2014 goals remain relevant and where the Town's growth patterns have diverged from earlier projections.

2016-2035 Winnebago County Comprehensive Plan

Winnebago County's Multi-Jurisdictional Comprehensive Plan (adopted 2016, covering 2016–2035) sets county-wide farmland preservation and land-use policy that directly frames the Town's own agricultural protection goals, projecting continued conversion of farmland to residential use countywide and reinforcing the need for local plans like the Town's to steer growth toward existing sanitary districts rather than prime farmland. The County plan also identifies the Larsen Drainage District along the Arrowhead River within the Town of Winneconne; a feature the Town's own natural resources element should stay consistent with.

1.3 Purpose of the Comprehensive Plan

This plan is the Town of Winneconne 2026-2046 Comprehensive Plan. The State of Wisconsin Comprehensive Planning law, Wis. Stat. §66.1001, The 2010 requirement is that zoning, subdivision, and official map decisions be consistent with an adopted plan.

Wisconsin Statutory language is in Appendix 1. A comprehensive plan is meant to be the road map for a community. This document gives the Plan Commission, Town Board, and community a shared resource for understanding local conditions supported by relevant community information and data.

The Comprehensive Plan draws on input gathered from Town residents, staff, and property owners to identify local issues and opportunities. That input, paired with supporting data, shapes guidance across land use, housing, agriculture, natural and cultural resources, transportation, intergovernmental cooperation, and implementation.

The plan is organized around the nine elements required under state statute. These elements must remain consistent with one another, as well as with all Town ordinances and land use maps.

1. **Issues and Opportunities**
2. **Land Use**
3. **Agriculture, Natural, and Cultural Resources**
4. **Housing**
5. **Transportation**
6. **Economic Development**
7. **Utilities Community Facilities**
8. **Intergovernmental Cooperation**
9. **Implementation**

1.4 Public Engagement

The Town of Winneconne 2026-2046 Comprehensive Plan was shaped by technical analysis and public engagement efforts carried out over the course of the planning process. A summary of these engagement activities is provided below.

Town of Winneconne Plan Commission Meetings

Development of this Plan began with a formal Public Participation Plan, recommended by the Town Plan Commission on August 12, 2026, and subsequently approved by the Town Board on August 20, 2026 (Appendix A). The Plan Commission served as the steering body overseeing the Comprehensive Plan update. The update process appeared as a standing agenda item at Plan Commission meetings from August 2026 through December 2026 with each meeting properly noticed and open to public attendance.

Community Survey

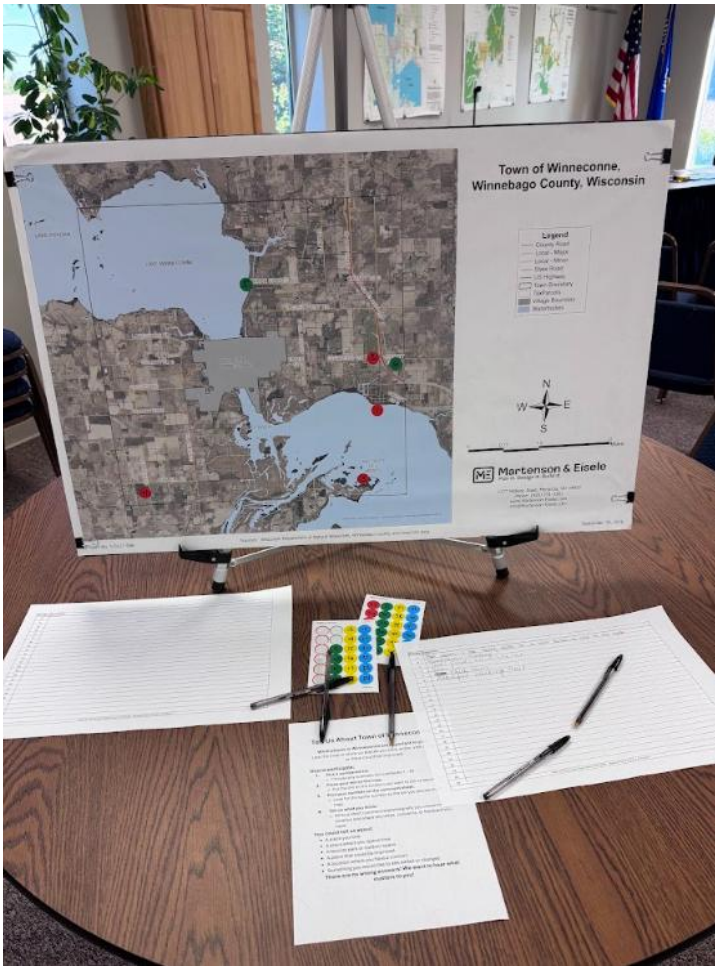
As outlined in the Public Participation Plan (Appendix A), an online survey of 20 questions was distributed to gather resident feedback on community priorities. Given the Town's limited resources, the Plan Commission and Town Board must weigh these priorities carefully to guide future investment decisions and ensure the Plan's goals and objectives reflect what residents value most.

The survey was conducted between August 24 and October 9, 2026, and generated 46 total responses completed, representing approximately 1.75% of the Town's population.

Survey results were presented to the Plan Commission at a public meeting held on October 7, 2026. Feedback from Town residents consistently emphasized a desire to preserve the community's rural character and safety while protecting significant natural resources. Full survey results are documented in Appendix B.

Community Engagement Event

On October 7, 2026, from 4:00pm–6:00pm, the Town of Winneconne, in partnership with Martenson & Eisele, Inc, hosted a community engagement event at Town Hall focused on gathering resident input for the Plan. Attendees participated in a Strengths, Weaknesses, Opportunities, and Threats (SWOT) exercise both individually and in small groups. Along with a community mapping activity highlighting valued local spaces, and an interactive prompt asking residents to describe their vision for the Town by 2046 (Appendix B).



Open House Mapping Activity October 7, 2027

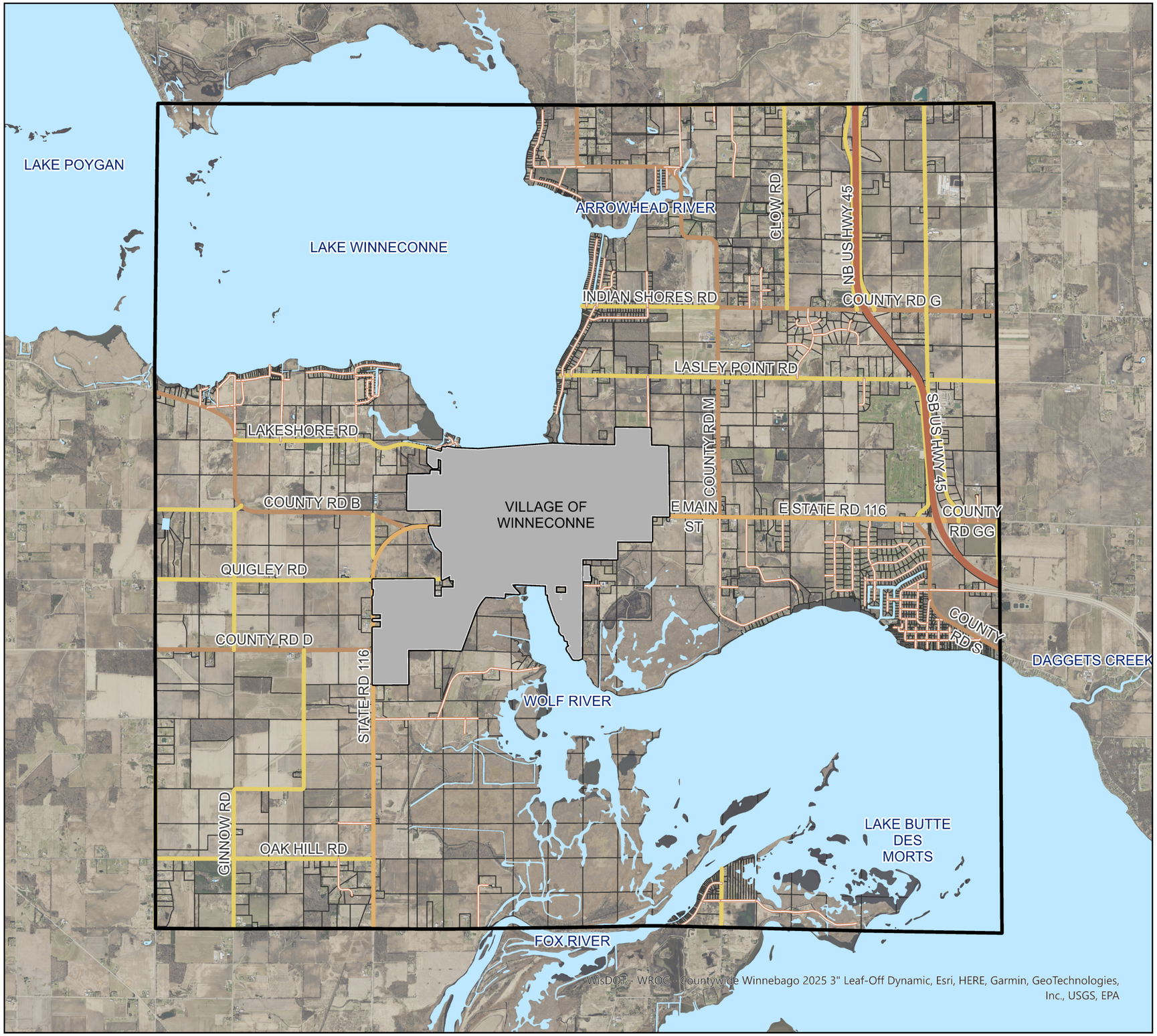
Public Hearing

Residents had the opportunity to comment on the draft Comprehensive Plan during the Plan Commission meeting on December 9, 2026, as well as at a formal public hearing held before the Town Board on December 17, 2026. The Plan Commission's resolution recommending adoption of the Plan to the Town Board is included as Appendix C.

Adoption

The Town of Winneconne 2026–2046 Comprehensive Plan was formally adopted by ordinance at the Town Board meeting held on December 17, 2026. The Town's Notice of Public Hearing is provided in Appendix C, and the adopting Ordinance is included as Appendix C.

Town of Winneconne, Winnebago County, Wisconsin



Legend

- County Road
- Local - Major
- Local - Minor
- State Road
- US Highway
- Town Boundary
- TaxParcels
- Village Boundary
- Waterbodies

N
W E
S

0 0.75 1.5 3 Miles

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Sources: Wisconsin Department of Natural Resources, Winnebago County, and local GIS data

October 15, 2026

Appendix 1 – Chapter 1

66.1001 Comprehensive Planning
(1) Definitions. In this section:
(a) "Comprehensive plan" means a guide to the physical, social, and economic development of a local governmental unit that is one of the following:
1. For a county, a development plan that is prepared or amended under s. 59.69 (2) or (3).
2. For a city, village, or town, a master plan that is adopted or amended under s. 62.23 (2) or (3).
3. For a regional planning commission, a master plan that is adopted or amended under s. 66.0309 (8), (9) or (10).
(am) "Consistent with" means furthers or does not contradict the objectives, goals, and policies contained in the comprehensive plan.
NOTE: Par. (am) is affected eff. 1-1-28 by 2025 Wis. Act 173 to read:
1. "Consistent with" means furthers or does not contradict the objectives, goals, and policies contained in the comprehensive plan.
2. This paragraph applies only to towns and counties.
(b) "Local governmental unit" means a city, village, town, county or regional planning commission that may adopt, prepare or amend a comprehensive plan.
(c) "Political subdivision" means a city, village, town, or county that may adopt, prepare, or amend a comprehensive plan.
(2) Contents of a comprehensive plan. A comprehensive plan shall contain all of the following elements:
(a) *Issues and opportunities element.* Background information on the local governmental unit and a statement of overall objectives, policies, goals and programs of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. Background information shall include population, household and employment forecasts that the local governmental unit uses in developing its comprehensive plan, and demographic trends, age distribution, educational levels, income levels and employment characteristics that exist within the local governmental unit.
(b) *Housing element.* A compilation of objectives, policies, goals, maps and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit. The element shall assess the age, structural, value and occupancy characteristics of the local governmental unit's housing stock. The element shall also identify specific policies and programs that promote the development of housing for residents of the local governmental unit and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs, policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate-income housing, and policies and programs to maintain or rehabilitate the local governmental unit's existing housing stock.
(c) *Transportation element.* A compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, electric scooters, electric personal assistive mobility devices, walking, railroads, air transportation, trucking and water transportation. The element shall compare the local governmental unit's objectives, policies, goals and programs to state and regional transportation plans. The element shall also identify highways within the local

governmental unit by function and incorporate state, regional and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans that apply in the local governmental unit.

(d) *Utilities and community facilities element.* A compilation of objectives, policies, goals, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities, such as police, fire and rescue facilities, libraries, schools and other governmental facilities. The element shall describe the location, use and capacity of existing public utilities and community facilities that serve the local governmental unit, shall include an approximate timetable that forecasts the need in the local governmental unit to expand or rehabilitate existing utilities and facilities or to create new utilities and facilities and shall assess future needs for government services in the local governmental unit that are related to such utilities and facilities.

(e) *Agricultural, natural and cultural resources element.* A compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources consistent with zoning limitations under s. 295.20 (2), parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.

(f) *Economic development element.* A compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion, of the economic base and quality employment opportunities in the local governmental unit, including an analysis of the labor force and economic base of the local governmental unit. The element shall assess categories or particular types of new businesses and industries that are desired by the local governmental unit. The element shall assess the local governmental unit's strengths and weaknesses with respect to attracting and retaining businesses and industries, and shall designate an adequate number of sites for such businesses and industries. The element shall also evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The element shall also identify county, regional and state economic development programs that apply to the local governmental unit.

(g) *Intergovernmental cooperation element.* A compilation of objectives, policies, goals, maps, and programs for joint planning and decision making with other jurisdictions, including school districts, drainage districts, and adjacent local governmental units, for siting and building public facilities and sharing public services. The element shall analyze the relationship of the local governmental unit to school districts, drainage districts, and adjacent local governmental units, and to the region, the state and other governmental units. The element shall consider, to the greatest extent possible, the maps and plans of any military base or installation, with at least 200 assigned military personnel or that contains at least 2,000 acres, with which the local governmental unit shares common territory. The element shall incorporate any plans or agreements to which the local governmental unit is a party under s. 66.0301, 66.0307 or 66.0309. The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts.

(h) *Land-use element.* A compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property. The element shall contain a

listing of the amount, type, intensity and net density of existing uses of land in the local governmental unit, such as agricultural, residential, commercial, industrial and other public and private uses. The element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land-use conflicts. The element shall contain projections, based on the background information specified in par. (a), for 20 years, in 5-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that shows current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which services of public utilities and community facilities, as those terms are used in par. (d), will be provided in the future, consistent with the timetable described in par. (d), and the general location of future land uses by net density or other classifications.

NOTE: Par. (h) is affected eff. 1-1-28 by 2025 Wis. Act 173 to read:

(h) *Land-use element.* A compilation of objectives, policies, goals, maps, and programs to guide the future development and redevelopment of public and private property. In this paragraph, determinations of the net density of lands shall exclude only those portions of the lands that are wetlands, that are included in a 100-year floodplain, or that are owned by the federal government, a local governmental unit, as defined in s. 20.931 (1) (a), or a state agency, as defined in s. 20.931 (1) (c), and are not intended for redevelopment. The element shall do all of the following:

1. Contain a listing of the amount, type, intensity, and net density of existing uses of land in the local governmental unit, such as agricultural, residential, commercial, industrial, and other public and private uses.
2. Analyze trends in the supply, demand, and price of land, opportunities for redevelopment, and existing and potential land-use conflicts.
3. Contain projections, based on the background information specified in par. (a), for 20 years, in 5-year increments, of future residential, agricultural, commercial, and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based.
4. For 20 years, in 5-year increments, identify the areas in which residential land use is projected and, for each of these areas and increments, specify the minimum and maximum net density of residences, expressed in residential units per acre, that will be authorized. This subdivision does not apply to a town or county.
5. Include a series of maps that shows current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which services of public utilities and community facilities, as those terms are used in par. (d), will be provided in the future, consistent with the timetable described in par. (d), and the general location of future land uses by net density or other classifications.

(i) *Implementation element.* A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, policies, plans and programs contained in pars. (a) to (h). The element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and shall include a mechanism to measure the local governmental unit's progress toward achieving all aspects of the comprehensive plan. The element shall include a process for updating the comprehensive plan. A comprehensive plan under this subsection shall be updated no less than once every 10 years.

Chapter 2 – Issues & Opportunities

> **Why It Matters:** The Town is growing faster than the County but aging quickly. The median age is 50.5, and employed residents are projected to level off even as the population grows. That changes what the Town needs: more housing options for older residents, steady demand for EMS, and careful spending from a tax base that relies mostly on residential property.

2.1 Issues and Opportunities

The Issues and Opportunities element outlines key background information about the Town of Winneconne, including population, household and employment trends, and forecast projections along with a set of overarching goals, objectives, and policies to steer future development and redevelopment efforts.

The Town is growing faster than the County but aging quickly. The median age is 50.5, and employed residents are projected to level off even as the population grows. That changes what the Town needs: more housing options for older residents, steady demand for EMS, and careful spending from a tax base that relies mostly on residential property.

Community Voice – Quote

"The area of the town that I reside is almost entirely agricultural, that was one of the reasons we chose to leave the city and move to the town. I would like the town to stay like a town. Farming is a huge part of this community and the amount of farmland being developed into continued subdivisions only hurts our local farmers more".

- 2026 Community Survey Respondent

A Community Vision Planning event was held at the Town Hall on October 7th, 2026, featuring a Strengths, Weaknesses, Opportunities, and Threats (SWOT) exercise both individually and in small groups. Along with a community mapping activity highlighting valued local spaces and an interactive prompt asking residents to describe their vision for the Town by 2046 (Appendix B); a full analysis appears in Appendix 2. Below is a summary of the Strengths, Weaknesses, Opportunities, and Threats (SWOT) identified during the October 7th event, along with responses gathered through the community survey.

Vision Statement:

In 2046, the Town of Winneconne remains a rural, agricultural community defined by working farmland, clean lakes and shorelines, and safe, well-kept neighborhoods. Growth is modest and guided to places that fit. The Town keeps a strong voice in land use decisions along its borders and works cooperatively with its neighbors. Residents enjoy safe roads, dependable public safety services, and recreational connections to the water and the neighboring communities, at a tax level families can afford.

Four Pillars:



2.2 Demographic Information

This section summarizes population, household, age, education, income, and employment data for the Town of Winneconne using the U.S. Decennial Census (2000, 2010, and 2020), the 2024 American Community Survey (ACS) 5-Year Estimates, and Wisconsin Department of Administration (WDOA) projections.

Population

As shown in Table 2-1, the Town of Winneconne's population grew from 2,350 residents in the 2010 Census to an estimated 2,625 residents according to 2024 American Community Survey estimates (ACS), an increase of 11.7% over that fourteen-year period. This continues a longer-term pattern of steady growth, as the Town grew from 2,196 residents in 2000 to 2,350 in 2010.

Looking ahead, the Wisconsin Department of Administration projects the Town's population will reach 2,878 residents by 2050, representing a 22.5% increase from the 2010 Census baseline.

Table 2-1 Town of Winneconne Population Comparison

	2000	2010	2024	2010-2024
Town of Winneconne	**2,196**	**2,350**	**2,625**	**11.7%**
Winnebago County	156,320	166,994	173,307	3.8%
State of Wisconsin	5,363,678	5,686,986	5,914,872	4.0%

Source: U.S. Census Bureau. "Age and Sex." American Community Survey, ACS 5-Year Estimates Subject Tables, Table S0101.

Both the Town of Winneconne and Winnebago County populations are expected to increase by 2050. In 2010, the Town of Winneconne, with 2,350 residents, represented 1.4% of Winnebago County's population, whereas by 2025 the Town represented 1.5% of Winnebago County's population.

This modest but steady increase in the Town's share of the County's population reflects its above-average growth rate relative to the County as a whole. Table 2-2 below reports the population for Winnebago County municipalities by the year 2020-2050 Wisconsin DOA projections, arranged by growth percentage.

Table 2-2 Winnebago County Municipalities' Estimated Population Growth by 2050

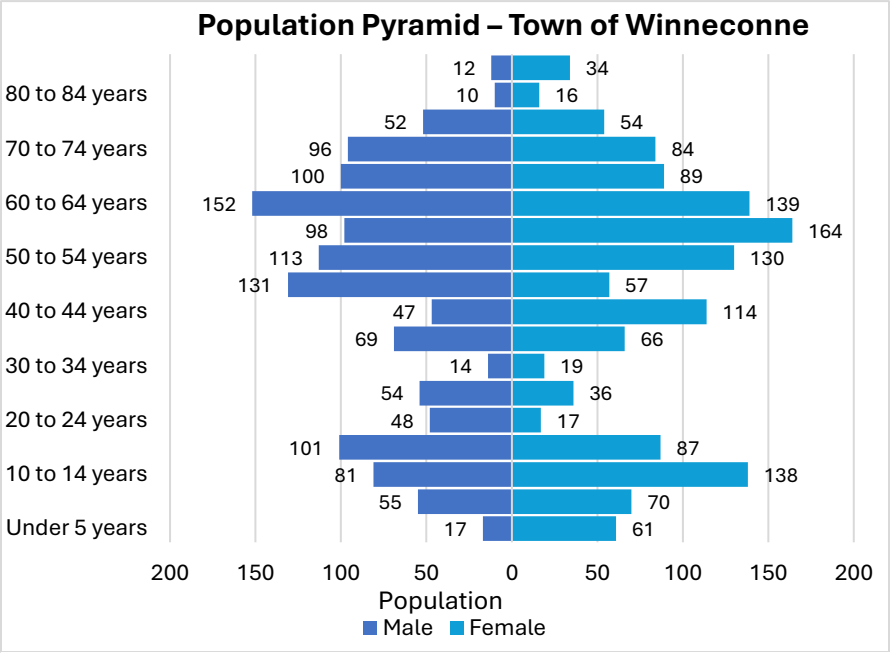
Name	2020	2030	2040	2050	Est 2020-2050 Percent Change
Town of Winneconne	**2,590**	**2,718**	**2,818**	**2,878**	**11.1%**
City of Omro	3,652	3,563	3,451	3,306	-9.5%
Village of Winneconne	2,544	2,488	2,416	2,321	-8.8%
Town of Winchester	1,794	1,739	1,674	1,594	-11.1%
Town of Vinland	1,769	1,700	1,623	1,531	-13.5%
Town of Poygan	1,261	1,287	1,302	1,301	3.2%
Town of Omro	2,293	2,480	2,637	2,752	20.0%
Town of Clayton	4,329	4,505	4,637	4,704	8.7%
Town of Oshkosh	2,439	2,351	2,250	2,130	-12.7%

Source: Wisconsin Department of Administration Population Projections (2024).

Age Distribution

As shown in Figure 2-1 below, the Town's population is considerably older than that of Winnebago County and the State. The Town's median age is 50.5 years, compared to 39.4 years for Winnebago County and 40.2 years for Wisconsin. More than one in five residents, 20.8% are 65 or older, and nearly one-third 32% are 60 or older, while residents under age 18 make up 20% of the population. The median age has increased from 41.8 years in 2010. This age profile has implications throughout the plan, including demand for smaller and accessible housing, emergency medical services, transportation options for residents who no longer drive, and a smaller share of residents in the labor force as more residents retire over the planning period.

Figure 2-1 Town of Winneconne Population Pyramid and Summary



Source: U.S. Census Bureau. "Age and Sex." American Community Survey, ACS 5-Year Estimates Subject Tables, Table S0101, 2024.

Race/ Ethnicity

As shown in Table 2-3, the Town of Winneconne remains predominantly White. In 2020, 2,493 residents (96.3%) identified as White alone, compared to 2,315 residents (98.5%) in 2010. While the number of White residents increased, their share of the total population declined slightly as the Town became modestly more diverse. Between 2010 and 2020, the number of residents identifying as Black or African American alone increased from 7 to 12, Asian alone from 5 to 8, and 70 residents identified as two or more races in 2020. Winnebago County diversified more substantially over the same period, with the share of residents identifying as White alone declining from 92.5% to 86.2%.

Table 2-3 Town of Winneconne Compared to Winnebago County Race and Ethnicity

Population by Race, 2010 to 2020	Town of Winneconne		Winnebago County	
Year	2010	2020	2010	2020
White Alone	**2,315**	**2,493**	154,445	148,041
Black or African American Alone	**7**	**12**	2,975	5,099
Asian Alone	**5**	**8**	3,880	5,601
American Indian or Alaska Native Alone	**3**	**2**	1,036	1,125
Some Other Ethnicity Alone (Incl. Hispanic/Latino)	**20**	**5**	4,658	3,183
Population Two or More Ethnicities	**(x)**	**70**	(x)	8,681
Total	**2,350**	**2,590**	166,994	171,730

Source: U.S. Census Bureau. "RACE." Decennial Census, DEC Demographic and Housing Characteristics, Table P8 (2020).

Households

The U.S. Census Bureau defines a household as "all the people who occupy a housing unit including related family members and all the unrelated people, if any, such as lodgers, foster children, wards, or employees who share the housing unit". The 2010 ACS estimated 948 households with an average 2.48 persons per household In the Town.

Table 2-4 Households, Town of Winneconne (2010 vs. 2024)

Characteristic	2010	2024	Change	What It Shows
Total households	948	1,086	+138 (+14.6%)	Steady household growth
Average household size	2.48	2.42	−0.06	Growth is coming from new households, not larger families
Householders living alone	16.50%	8.40%	−8.1 pts	Fewer single-person households
Households with 1+ person age 65+	22.00%	32.50%	+10.5 pts	Households are aging in place as couples and families

Source: "Selected Housing Characteristics." American Community Survey, ACS 5-Year Estimates Data Profiles, Table DP04 (2024).

While the number of households varied over the last decade, there are two interesting trends occurring. First, despite a 14.6% increase in the total number of households (from 948 to 1,086), average household size declined slightly from 2.48 to 2.42 people. Indicating that the Town's growth is being driven more by new household formation than by larger families moving in. Second, the share of households with one or more residents aged 65 or older grew notably, from 22.0% in 2010 to 32.5% in 2024, even as the share of householders living alone declined from 16.5% to 8.4%.

Taken together, these trends suggest the Town's households are aging in place as couples and families which has implications for future housing type, in-home service needs, and the pace at which existing housing stock may turn over to younger households. The Wisconsin Department of Administration (DOA) projects that the number of households in the Town of Winneconne will increase by 2050, with a gain of 162 households, or approximately 15.5%.

Table 2-5 Projected Households, Town of Winneconne (2020-2050)

Year	2020	2050 (Projected)	Change	Percent Change
Households	1,043	1,205	162	15.5%

Source: Wisconsin Department of Administration (DOA).

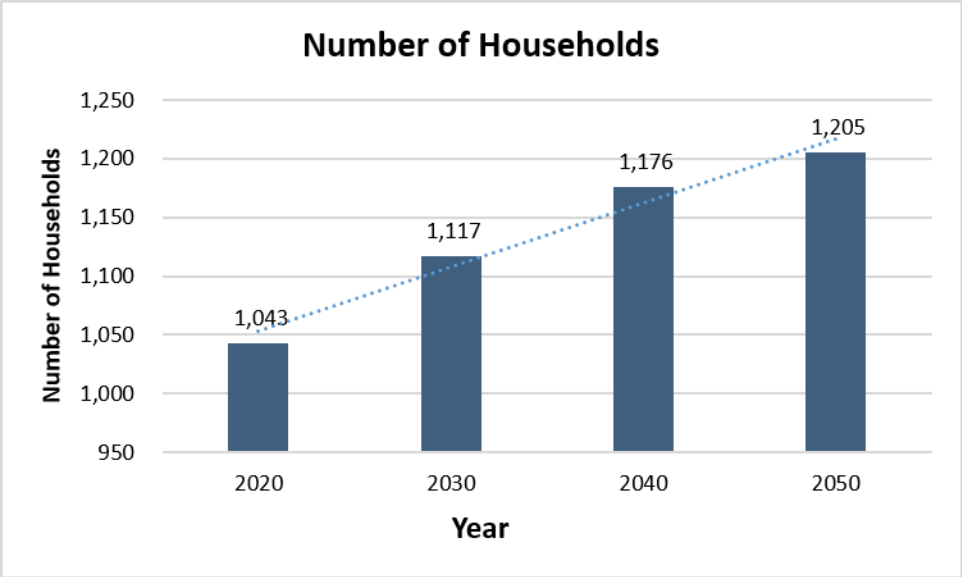
Household growth is projected to outpace population growth, which is expected to increase by approximately 11% over the same period, because average household size is projected to decline from 2.48 to 2.39 persons per household. This trend is consistent with the Town's age profile. The

median age is 50.5 years, more than one in five residents are 65 or older, and nearly one-third are 60 or older.

As residents age, the share of empty-nester, senior, and single-person households is expected to rise, sustaining demand for housing even as the rate of population growth slows. Because growth is projected to be strongest in the near term, most new household formation is anticipated before 2040.

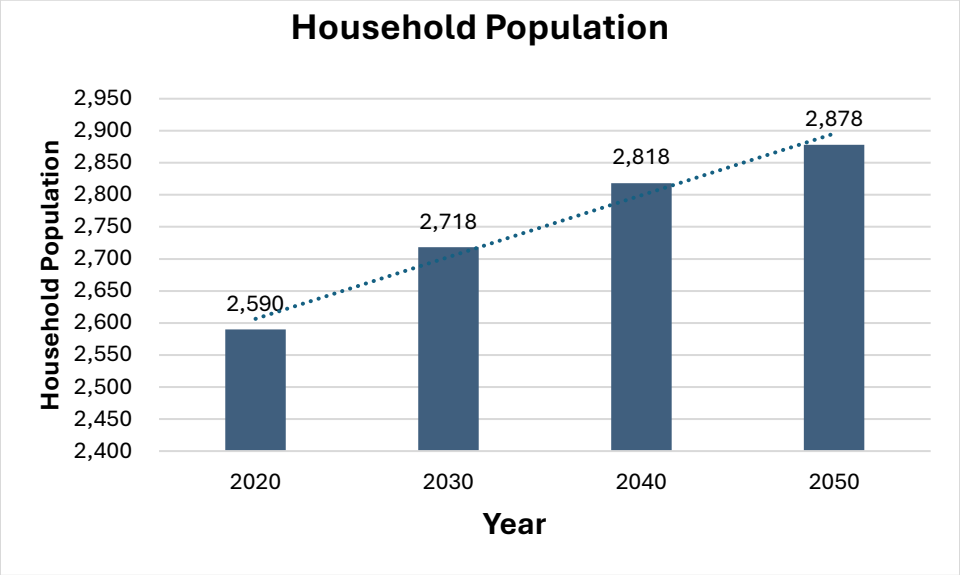
Overall, the projections indicate modest and manageable residential demand of approximately 160 to 165 additional households by 2050, supporting a policy of planned, incremental growth rather than large-scale residential expansion. The projections also underscore the need for a broader mix of housing types, including smaller single-family homes, accessible and low-maintenance units, and options that allow older residents to age in place, along with planning for services, transportation, and recreational facilities that serve a growing senior population.

Figure 2-2 Number of Household Projections 2020-2050



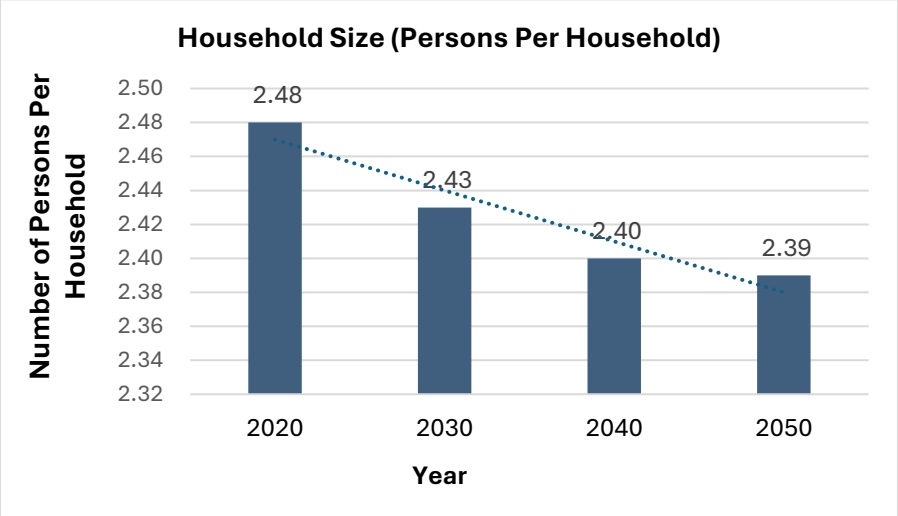
Source: Wisconsin DOA, Population Projections for Minor Civil Divisions, 2020–2050; U.S. Census Bureau ACS (2024); household projections estimated by Martenson & Eisele, Inc. assuming a gradual decline in average household size.

Figure 2-3 Household Population Projections 2020-2050



Source: Wisconsin DOA, Population Projections for Minor Civil Divisions, 2020–2050; U.S. Census Bureau ACS (2024); household projections estimated by Martenson & Eisele, Inc. assuming a gradual decline in average household size.

Figure 2-4 Household Size Projections 2020-2050



Source: Wisconsin DOA, Population Projections for Minor Civil Divisions, 2020–2050; U.S. Census Bureau ACS (2024); household projections estimated by Martenson & Eisele, Inc. assuming a gradual decline in average household size.

Educational Levels

Educational attainment is one of the strongest predictors of earning potential, and the Town of Winneconne's adult workforce reflects a strong educational foundation. As shown in Table 2-6, 2024 ACS estimates indicate that 95.1% of Town residents age 25 and older hold a high school diploma or equivalent, and nearly one-third 30.7% have completed a bachelor's degree or higher.

Both figures exceed the countywide benchmarks for Winnebago County, where 93.9% of residents hold a high school credential and 28.3% hold a bachelor's degree or higher. The Town's somewhat

more educated population aligns with, and likely contributes to, the higher median household income as discussed below.

Table 2-6: Educational Attainment Town of Winneconne & Winnebago County

Educational Attainment: Adult Population		Town of Winneconne		Winnebago County	
		Total	**Percent**	Total	Percent
2010	Less than 9th Grade	**7**	**0.4%**	3,059	2.8%
	9th - 12th 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's Degree	**211**	**12.5%**	10,161	9.3%
	Bachelor's Degree	**343**	**20.3%**	17,917	16.4%
	Graduate or Prof. Degree	**135**	**8.0%**	7,976	7.3%
	Total	**1,688**	**100.0%**	109,253	100.0%
2020	Less than 9th Grade	**4**	**0.2%**	1,601	1.2%
	9th - 12th Grade	**98**	**4.7%**	6,735	4.9%
	High School Grad +GEDS	**632**	**30.1%**	42,720	31.2%
	Some College - No Degree	**434**	**20.6%**	32,540	23.7%
	Associate's Degree	**288**	**13.7%**	14,668	10.7%
	Bachelor's Degree	**407**	**19.4%**	27,185	19.8%
	Graduate or Prof. Degree	**238**	**11.3%**	11,626	8.5%
	Total	**2,101**	**100.0%**	137,075	100.0%

*Source: U.S. Census Bureau. "Educational Attainment." American Community Survey, ACS 5-Year Estimates Subject Tables, Table S1501 (2024); *Population 18-24 that have less than a high school degree are counted in 9th - 12th Grade. This is data is not broken down into less than 9th grade; *Population 18-24 that have some college or associate's degree are counted as "some college." This data is not broken down into some college or associate's degree; *Population 18-24 that have a Bachelor's degree or high is counted as Bachelor's degree. This data is not broken down further for this age group.*

Existing Income Levels

The Town of Winneconne's median household income was estimated at $110,833 by the 2024 ACS, nearly 48% higher than Winnebago County's median of $74,925. While educational attainment, discussed above, may contribute to this gap, geography likely plays an equally important role. Convenient access to the employers in Oshkosh and the Fox Valley via US 45.

Employment Characteristics

According to 2024 ACS estimates, 1,420 of the Town's 2,140 residents age 16 and older are in the labor force, a labor force participation rate of 66.4 %. Of those, 1,408 residents are employed and 12 are unemployed, for an unemployment rate of less than one percent. The remaining 33.6% of residents age 16 and older are not in the labor force, a group that includes retirees, students, and others not seeking work, and which is expected to grow as the Town's population ages. The number of employed Town residents increased from 1,226 in 2010 to 1,408 in 2024, an increase of 14.8%, compared to 7.1% for Winnebago County over the same period.

The largest share of employed Town residents work in Manufacturing (24.4%), followed by Educational Services, Health cares, and social assistance (16.3%), and Professional, scientific, management and administrative services (11.3 %). Most residents commute outside the Town for work; nearly 90% reach work in under 35 minutes, and 12.1% work from home.

Table 2-7: Employment by Industry

Employment by Industrial Sector, 2010-2024	Town of Winneconne		Winnebago County	
	2010	**2024**	2010	2024
Agriculture, Forestry, Fishing and Hunting, & Mining	0	**28**	1,448	671
Construction	79	**90**	3,332	4,468
Manufacturing	340	**343**	20,073	22,344
Wholesale Trade	30	**54**	1,349	2,141
Retail Trade	57	**158**	9,768	10,900
Transportation, Warehousing, & Utilities	69	**70**	3,758	4,490
Information	11	**4**	1,315	1,008
Finance and Insurance, Real Estate, & Rental and Leasing	57	**66**	5,504	4,832
Professional, Scientific, and Management, & Administrative and Waste Management Services	92	**165**	6,537	8,120
Educational Services, Health Care, & Social Assistance	361	**229**	17,432	18,304
Arts, Entertainment, & Recreation, and Accommodation and Food Services	45	**55**	7,927	6,102
Other Services, Except Public Administration	33	**91**	3,907	3,969
Public Administration	52	**55**	2,389	3,436
Total	1,226	**1,408**	84,739	90,785

Source: U.S. Census Bureau. "Selected Economic Characteristics." American Community Survey, ACS 5-Year Estimates Data Profiles, Table DP03 (2024) (2010); Note 2-1 ACS data counts residents' jobs, not farm operator's jobs in Town.

Employment Forecast

Section 66.1001(2)(a) of the Wisconsin Statutes requires the plan to include an employment forecast. This forecast estimates how many Town residents will be employed through 2050. The jobs may be located anywhere, not just in the Town. The forecast starts from the 2024 American Community Survey (ACS), which found 1,408 employed residents, or 65.8% of the 2,140 residents age 16 and older. That is applied to the Wisconsin Department of Administration (DOA) population projections. The share of residents who are 16 and older is held at its 2024 level (81.5%).

The key unknown is how quickly the employed share will fall as residents retire. Three scenarios are shown:

- **Stable** holds the employed share at its 2024 level.
- **National Trend** lowers the share by 0.15 points per year. This matches the U.S. Bureau of Labor Statistics (BLS) projection that national labor force participation will fall from 62.6% in 2024 to 61.1% in 2034.
- **Accelerated Aging** lowers the share by 0.30 points per year. This reflects the Town's older population: a median age of 50.5 years, with 30% of residents between 50 and 64 who will reach retirement age during the planning period.

The plan uses the National Trend scenario. Under it, employed residents grow only slightly, from 1,408 in 2024 to about 1,455 by 2040, and then level off. That is an increase of about 3%, compared with roughly 7% population growth over the same period. In other words, the Town's population will

keep growing, but a larger share of new and existing residents will be retired. If the Town ages faster than the nation, employed residents could decline to about 1,360 by 2050.

Most of these residents will continue to work outside the Town. In 2023, 98% of Town residents with a primary job commuted to work elsewhere. The Town itself contained 213 primary jobs, and only 24 of those were held by Town residents. The forecast therefore depends mostly on the health of the Oshkosh and Fox Valley job markets, not on new businesses in the Town.

Table 2-8 Forecast of Employed Town Residents 2024-2050

Year	Population	Residents 16+	Stable	National Trend (plan forecast)	Accelerated Aging
2024	2,625	2,140	1,408	1,408	1,408
2025	2,665	2,173	1,429	1,426	1,423
2030	2,718	2,216	1,458	1,438	1,418
2035	2,768*	2,257	1,485	1,447	1,410
2040	2,818	2,297	1,512	1,456	1,401
2045	2,848*	2,322	1,528	1,454	1,381
2050	2,878	2,346	1,544	1,452	1,361
Employed share of residents 16+ in 2050			65.80%	61.90%	58.00%

Sources: 2024 data: U.S. Census Bureau, American Community Survey 5-Year Estimates (2020–2024), Table DP03; Population: Wisconsin Department of Administration, Demographic Services Center, Population Projections for Minor Civil Divisions, 2020–2050 (2025 figure from the DOA January 1, 2025, estimate); Commuting: U.S. Census Bureau, OnTheMap; Participation trend: U.S. Bureau of Labor Statistics, Employment Projections 2024–2034; Forecast prepared by Martenson & Eisele, Inc., 2026.

Goals, Objectives, Policies & Programs

To build on the opportunities identified above and protect the Town's rural character, this plan sets goals, objectives, policies, and programs for each of the nine elements required by state law. This chapter covers the Issues and Opportunities element, and each of the other eight elements is covered in its own chapter. Each part plays a distinct role:

- **Goals** describe the future the Town wants to achieve over the 20-year planning period. They are broad and long-term.
- **Objectives** are more specific steps toward each goal. They describe what the Town intends to accomplish and guide where the Town focuses its time and resources.
- **Policies** are rules or courses of action the Plan Commission and Town Board will follow when making decisions, such as reviewing rezonings, land divisions, and development proposals.
- **Programs** are the tools, partnerships, and funding sources the Town will use to carry out its policies. They include Town ordinances, capital improvement planning, and county, state, and federal assistance programs.

The specific actions, the order they will be done in, and who is responsible are listed in the Implementation Matrix in Chapter 10.

GOAL 2-1

Protect and enhance the assets that give the Town of Winneconne its high quality of life, including its rural character and agricultural resources, scenic beauty, historic heritage, natural resources, groundwater and surface water quality, the Wolf River and Winneconne, Butte des Morts Lakes shorelines, wildlife habitat, recreational opportunities, and an effective transportation network.

Objectives:

a. Follow the Town of Winneconne Comprehensive Plan, the Winnebago County Comprehensive Plan, the Town of Winneconne Zoning and Winnebago County Shoreland Zoning Ordinances, and Town land division regulations when making development and rezoning decisions.
b. Direct higher-density growth to areas adjacent to the Town of Winneconne and within the planned sewer service area, where services can be provided efficiently, to limit fragmentation of farmland and natural areas.
c. Encourage the preservation of productive agricultural land, natural resources, historic features, and scenic views.
d. Protect groundwater quality and quantity for private wells by supporting proper septic system maintenance, responsible land use practices, and consideration of groundwater impacts in development review.
e. Protect water quality and shoreline habitat along the Wolf River, Lake Winneconne, Lake Butte des Morts.

GOAL 2-2

Balance the interests of the community as a whole with the rights of individual property owners by encouraging active participation in Town government.

Objectives:

a. Encourage resident participation in Town government, including Town Board and Plan Commission meetings.
b. Educate residents and property owners about Town government processes, services, and regulations using the Town website, newsletters, and public notices.
c. Provide opportunities for public input on proposed developments and Town facility decisions.
d. Encourage public participation in the development and revision of the comprehensive plan and Town ordinances.
e. Engage commuters, seasonal residents, and waterfront property owners in Town government and community activities.

GOAL 2-3

Maintain and strengthen cooperative relationships with the Village of Winneconne, Winnebago County, neighboring towns, and regional agencies to provide services efficiently.

Objectives:

a. Maintain open communication with the Village of Winneconne on land use, boundary, utility, and service issues of mutual concern.

b. Maintain fire, emergency medical, and mutual aid agreements that serve Town residents and property owners.
c. Coordinate with neighboring towns and the East Central Wisconsin Regional Planning Commission on shared roads, waterways, and regional planning issues.
d. Explore shared service opportunities that reduce costs while maintaining service quality.

Policies

#	Policy
2.1	Use this Plan, including the Future Land Use Map, as the basis for all rezoning, land division, and official map decisions.
2.2	Update the population, household, and employment forecasts at each five-year plan review, or sooner when new Census or Wisconsin DOA data are released.
2.3	Provide notice and an opportunity for public comment on all plan amendments, following the Town's adopted public participation procedures.

Appendix 2 – Chapter 2

Note 2-1 Public Engagement Event Materials

- The October 7th, 2026 Public Vision Planning Event titled Town of Winneconne Vision Planning Event was hosted at the Town Hall between 4:00pm – 6:00pm.
- Number of attendees: 10
- Figure (1): SWOT Analysis
- Figure (2): Mapping Activity
- Figure (3): I want to see____ In Town of Winneconne by 2046

Town of Winneconne

Winnebago County, Wisconsin



Community Vision Survey

Help shape the future of our community!

Your feedback will help guide the Comprehensive Plan influencing future decisions about housing, transportation, parks, trails, economic development, and community amenities.

Paper surveys are available for pickup and return at Winneconne Town Hall

Survey Deadline: October 9th, 2026

Public Open House: October 7th, 2026 I 5:00 pm - 6:00 pm I Winneconne Town Hall

Housing

Strengths	Weaknesses

Opportunities	Threats

Transportation

Strengths	Weaknesses

Opportunities	Threats

Economic Development

Strengths	Weaknesses

Opportunities	Threats

Land Use

Strengths	Weaknesses

Opportunities	Threats

Parks & Natural Resources

Strengths	Weaknesses

Opportunities	Threats

Community Facilities

Strengths	Weaknesses

Opportunities	Threats

Intergovernmental Cooperation

Strengths	Weaknesses

Opportunities	Threats

Agriculture

Strengths	Weaknesses

Opportunities	Threats

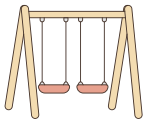
Housing	Transportation	Land Use	Agriculture

“I want _____ in the Town of Winneconne by 2046.”

Utilities & Community Facilities	Economic Development	Intergovernmental Cooperation	Natural & Cultural Resources



Draw What Your Love About Winneconne



Town of Winneconne

2046 Comprehensive Plan



We want YOUR ideas!



Draw something that shows what makes Town of Winneconne special to you!





🖍️ Use crayons, markers, or colored pencils to draw your picture!

⭐ Be creative and have fun! There are no wrong ideas.

My Name: _____

Chapter 3 - Land Use

> **Why It Matters:** About 12.1 of the Town's 33.7 square miles, more than one-third of its total area, is open water. Much of the remaining land is productive farmland or is in agricultural use. Every new lot outside existing subdivisions and sanitary districts comes directly out of the farmland base residents want protected. The Future Land Use Map is the Town's main tool for deciding where growth fits.

3.1 Land Use Overview

The Land Use element establishes the framework for guiding future development and redevelopment of both public and private property within the Town. Given the central role that land, particularly agricultural land plays in the Town's character and economy, this chapter compiles the goals, objectives, policies, maps, and programs needed to support responsible land division and sound land management practices.

The Town of Winneconne administers its own zoning ordinance, which regulates land use, development density, and building placement throughout the Town. Within shoreland areas, the Town has adopted the Winnebago County Town/County Zoning Ordinance (Chapter 23 of the Winnebago County General Code) under the authority granted by Wis. Stat. §59.69(5). As a result, development within shoreland areas along the Wolf River, Lake Winneconne, Lake Butte des Morts, and other navigable waters is subject to County zoning standards, and the Town relies on the Winnebago County Planning and Zoning Department for administration, permitting, and technical support in those areas. This arrangement allows the Town to maintain local control over land use decisions while drawing on County expertise for shoreland protection and other matters as needed.

The 2014 Town of Winneconne Land Use Plan has been incorporated into and updated by this 2026 Comprehensive Plan. The Future Land Use Map adopted in 2014 served as the starting point for this update. Map 3-1, the Town of Winneconne Future Land Use Map, is located at the end of this chapter and replaces the 2014 Future Land Use Map.

This update is guided by five core principles:

1. Protect the Town's rural character.
2. Protect surface water sources.
3. Protect groundwater to ensure safe drinking water supplies and long-term aquifer quality.
4. Protect agricultural landscapes and support the farming community by promoting sustainable farming practices.
5. Emphasize intergovernmental cooperation, fostering collaborative efforts with neighboring jurisdictions.

The goals, objectives, and policies presented at the end of this chapter are structured to advance these five guiding principles.

3.2 Current Land Use

As discussed earlier in this chapter, land use is a foundational element shaping how the Town of Winneconne grows and develops over time. It's worth distinguishing land use from the land cover data presented in section 3.2 on the previous page: land cover describes the physical characteristics of the land itself, while land use describes how people actually utilize that space. For instance, land classified as "cultivated crops" under land cover would typically fall under "agriculture" when

classified by land use. Section 3.5, Zoning, explains how the Town manages land use through its zoning districts.

The Town's existing land use pattern is depicted in Map (number), the Town of Winneconne Existing Land Use Map, with corresponding acreages reported in Table 3-2. For readability, these detailed categories have been consolidated into broader, simplified groupings for mapping purposes.

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

Table 3-2 lists the amount (acres), type, and net density of each existing land use. Intensity describes how heavily land is used. In the Town, most development is low-intensity rural residential, farm, and small-scale commercial use. Net density is the number of housing units per acre of residential land. As defined in Wis. Stat. § 66.1001(2)(h), net density excludes only wetlands, lands within the 100-year floodplain, and publicly owned lands that are not intended for redevelopment. Based on 1086 housing units, the Town's residential net density is about .32 units per acre about one home for every 3.1 acres of residential land, reflecting its rural lot pattern.

Table 3-1 Existing Land Use 2026

Land Use	Acres	Sq. Miles	Percent of Town Area
Single Family Residential	4,027.106	6.29	29.1%
Lakes, Rivers and Waterways	7,670.597	11.99	55.5%
Agricultural/Vacant/Undeveloped	5,914.476	9.24	42.8%
Parks/Open Space/Golf Course	302.116	0.47	2.2%
Wetlands	2,375.961	3.71	17.2%
Transportation	769.985	1.20	5.6%
Commercial	342.209	0.53	2.5%
Multi-Family Residential	29.614	0.05	0.2%
Industrial	35.728	0.06	0.3%
Public & Government Facilities	55.518	0.09	0.4%
Quarries and Sand Pits	59.139	0.09	0.4%
Landing Strips	15.257	0.02	0.1%
Incorporated Area	1,209.477	1.89	8.7%

Source: Winnebago County GIS Accessed by Martenson-Eisele, inc.

The land use information shows that natural features shape much of the Town. Open water makes up about 36% of the Town's 21,598 acres and wetlands another 11%, so nearly half of the Town is not available for development. Agricultural, vacant, and undeveloped land is the largest land-based use at about 27%, followed by single-family residential at about 19%. Transportation rights-of-way account for about 4%. Commercial, industrial, public, and multi-family uses together make up less than 3%. For comparison, the 2014 plan reported that in 2012 about 45% of the Town was undeveloped or agricultural land, 38% was open water, 11% was wetlands, and 5% was residential.

Wetland and open water shares are similar to 2014. The large shift from agricultural to residential land largely reflects a change in how Winnebago County classifies parcels: the full area of rural home sites is now counted as residential. Zoning tells a different story. About 87% of the Town's zoned land remains in agricultural districts, and many homes sit on large rural lots within those districts.

Recent Development Activity

Building permit records show how land in the Town is being developed and reinvested in. In 2025, the Town issued 66 building permits. Most were for additions and remodels to existing homes (38 permits), followed by new single-family homes (9), garages, barns, sheds and decks (9), and razed structures (8). No new commercial buildings were permitted. Total permit activity has declined in recent years, from 151 permits in 2023 to 125 in 2024 and 66 in 2025.

Table 3-2 Building Permits by Class 2025

Permit by Class	Number of Permits
Single family homes	9
Garages, Barns, Sheds, Decks, etc	9
Additions and Remodels	38
Razed Structures	8
New Commercial	0
Sign Permits	0
Cell Tower Modifications	1
Commercial Additions and Remodels	1
Early Start	0
Total	**66**

Source: Town of Winneconne, 2025.

3.3 Soil and Physical Feature Suitability for Land Use

Natural features and site conditions play a significant role in shaping how land within a community can and should be used. Every form of human activity leaves an imprint on the land, on surrounding natural resources, and on neighboring properties. By directing development toward the most suitable sites and soils, the Town can protect sensitive natural areas, productive agricultural land, and groundwater recharge areas, while also reducing the cost of construction and public service delivery.

Soil Suitability and Limitations

Existing soil conditions have a strong bearing on what land uses are practical in a given location. Sites with slight to moderate soil limitations generally allow for development at lower cost and with less risk of environmental harm. By contrast, building on soils with severe limitations, due to wetness, steep slopes, erosion potential, or low load-bearing strength. Typically requires costlier engineering solutions and carries greater risk of degrading natural resources. Map 3-5, the Town of Winneconne Agricultural Soils Map, identifies the soils best suited for crop production as well as steep, highly erodible soils where development should generally be avoided.

Agricultural Soils

The Natural Resources Conservation Service (NRCS) rates soils by their ability to grow crops. Land Capability Classes I and II have few limitations and are the most productive; Class III soils have moderate limitations; Classes IV through VIII have severe limitations and are generally better suited for pasture, woodland, or wildlife habitat. NRCS also identifies "prime farmland," which has the best combination of soil and moisture for producing crops, and "farmland of statewide importance." Protecting large blocks of these soils supports the Town's farming community and rural character.

According to the USDA Natural Resources Conservation Service (NRCS) Web Soil Survey, soils in the Town of Winneconne formed mainly in glacial till and lake-deposited clays, silts, and sands, with Hortonville silt loam, Houghton muck, Manawa silty clay loam, and Kewaunee silt loam the most extensive. Drainage is the Town's most significant soil limitation: more than half of the land area is somewhat poorly to very poorly drained, and roughly 23% is rated as hydric soils, concentrated along the shorelines of the lakes and the Wolf and Fox Rivers. These wet, clayey, and organic soils often indicate wetlands and pose severe limitations for basements, roads, and private onsite wastewater treatment systems (POWTS). The Town also has a substantial agricultural resource, with about 39% of its land area classified as prime farmland and another 38% classified as prime farmland where drained. New development is therefore best directed to well-drained upland soils, with site-specific soil testing and wetland delineation required before approval.

Soil Suitability for Septic Systems

Favorable soil properties and site conditions are needed for properly functioning septic tank absorption fields. Soil suitability for conventional septic systems is rated slight, moderate, and severe in the Soil Survey of Winnebago County, Wisconsin. Based on the NRCS Web Soil Survey, an estimated 99% of the land area in the Town of Winneconne has soils rated "very limited" for septic tank absorption fields. The most common limiting factors are slow water movement through clay soils, seasonal high water tables, ponding and flooding, and shallow depth to bedrock. Development on these soils typically requires mound or other alternative systems designed to Wisconsin POWTS (SPS 383) standards. Soils better suited to septic tank absorption fields are generally found in the Town's higher, better-drained areas, often along Town roads, while soils with more severe limitations tend to be concentrated near the Town's lakeshores, wetlands, and floodplain areas.

Soil Capability

Table 3-3 Soil Land Capability Classes

Class	Meaning	Share of Area	Approx. Acres*
2	Moderate limitations; good cropland	41.20%	~9,370
3	Severe limitations; cropland with conservation practices	15.90%	~3,630
4	Very severe limitations; limited cropping	1.10%	~250
6	Generally unsuited to cultivation; pasture/woodland	0.20%	~40
7	Very severe limitations; woodland/wildlife	6.90%	~1,580
8	Not suited to farming or forestry; wetlands, wildlife, recreation	34.70%	~7,890
Total		**100%**	**~22,760**

Source: NRCS Web Soil Survey, Accessed by Martenson-Eisele, Inc 2026.

Environmental Corridors and Floodplain

Environmental corridors encompass wetlands, steep slopes, floodplains, woodlands exceeding 10 acres, and parks and public lands. These corridors function as connective pathways for wildlife movement and typically support the Town's highest concentrations of ecological diversity. Floodplains, in particular, help slow stormwater runoff, capture nutrients and pollutants before they reach waterways, and provide critical wildlife habitat.

In the Town of Winneconne, environmental corridors follow the Wolf River and the shorelines of Lake Winneconne and Lake Butte des Morts, where large wetland complexes and floodplains are found (Map 3-6). The 2014 plan identified about 2,300 acres of wetlands, roughly one-tenth of the Town's area. These areas are poorly suited for buildings and septic systems and are regulated by Winnebago County shoreland, wetland, and floodplain zoning and by the Wisconsin DNR. Floodplain boundaries are based on Federal Emergency Management Agency (FEMA) flood maps. Keeping environmental corridors in open space protects water quality, reduces flood damage, and preserves the scenic, natural setting residents value.

Groundwater, Wellhead, and Surface Water Quality Protection

Protecting the Town's surface water and groundwater emerged as a recurring theme among residents at the public engagement event and among community survey respondents alike and with good reason, since Town of Winneconne residents rely entirely on private wells for their drinking water. Safeguarding groundwater recharge areas is therefore essential, which can be achieved by preserving open space and requiring new developments to appropriately manage and treat

stormwater on-site to reduce runoff and support groundwater recharge. Because residents in the Town of Winneconne rely on private wells for drinking water, protecting groundwater quality is an important consideration for future land use and development.

Groundwater recharge areas allow precipitation to infiltrate through the soil and replenish groundwater supply. Activities that introduce pollutants to the ground, such as improper disposal of chemicals, excessive use of fertilizers and pesticides, or poorly managed wastewater, can pose a risk to groundwater and private wells.

Naturally occurring arsenic is also a concern in parts of Winnebago County. The Wisconsin DNR has identified an Arsenic Advisory Area in the region, where special well construction standards apply.

Wellhead protection areas (WHPAs) are designated areas surrounding public water supply wells that contribute groundwater to those wells and are intended to help prevent contamination. Although the Town currently relies on private wells rather than a municipal water system, considering groundwater recharge areas and potential sources of contamination when making land-use decisions can help protect the Town's existing groundwater resources. If municipal wells are established in the future, wellhead protection planning should be considered to identify and protect the areas contributing water to those wells.

Municipal and agricultural wells can withdraw groundwater from aquifers faster than it can be naturally replenished, particularly in areas experiencing increased development and water demand. While the Town of Winneconne currently relies on private wells, groundwater resources are shared across municipal boundaries and can be affected by changes in water use and development throughout the region. For this reason, promoting water conservation, responsible groundwater use, and coordination with neighboring communities can help protect groundwater resources and maintain reliable supplies for residents and agricultural operations.

Buildings, roads, and pavement create impervious surfaces that prevent rainwater from infiltrating into the aquifer, instead increasing runoff into streams, rivers, lakes, and wetlands. To help protect the Town's waterbodies and preserve residents' high quality of life, the Town should encourage rainwater collection and infiltration practices such as permeable pavement that reduce the volume of stormwater runoff.

Buildings, roads, and other impervious surfaces can reduce the amount of stormwater (rain, snowmelt, and ice melt) that naturally infiltrates into the soil and replenishes groundwater, while increasing stormwater runoff to streams, rivers, lakes, and wetlands. The Town's stormwater and erosion control requirements are administered through Winnebago County, providing standards for managing runoff and controlling erosion associated with development. To help protect the Town's water resources and maintain residents' quality of life, the Town should encourage stormwater management practices that reduce runoff and promote infiltration where appropriate. These practices may include rain gardens, permeable pavement, infiltration areas, bioswales, and stormwater ponds.

3.4 Zoning

Zoning is the Town's main tool for carrying out this land use plan. The Town of Winneconne Zoning Ordinance was repealed and recreated in its entirety in 2025 (Ordinance 2025-06). It divides the Town into zoning districts, each with its own list of permitted and conditional uses, minimum lot sizes, setbacks, and building height limits. Zoning districts are shown on Map 3-7, and the area of each district is summarized in Table 3-5. Winnebago County administers shoreland, wetland, and floodplain zoning near lakes, rivers, and streams.

Under Wisconsin's comprehensive planning law (Wis. Stat. § 66.1001(3)), the Town's zoning, subdivision, and official mapping decisions must be consistent with this Plan. Over time, the Town's zoning map should increasingly match the Future Land Use Map (Map 3-1). The full Zoning Ordinance is available on the Town website: Town of Winneconne Zoning .

Table 3-4 Zoning Districts by Area

District	Description	Administered By	Acres	Sq. Miles	% of Zoned Land
A-2	Agricultural	Town	7,906.00	12.35	56.50%
A-2	General Agriculture	County	4,229.10	6.61	30.20%
Agricultural subtotal			**12,135.10**	**18.96**	**86.70%**
R-1	Rural Residential	Town	19.5	0.03	0.10%
R-1	Rural Residential	County	418.5	0.65	3.00%
R-1A	Residential	Town	231.1	0.36	1.70%
R-1A-1	Residential	Town	250.6	0.39	1.80%
R-2	Suburban Residential	County	392	0.61	2.80%
R-2A	Residential	Town	82.1	0.13	0.60%
R-3	Two-Family Residential	County	33	0.05	0.20%
R-8	Manufactured/Mobile Home Community	County	10.4	0.02	0.10%
Residential subtotal			**1,437.20**	**2.25**	**10.30%**
C-1	Commercial	Town	206.9	0.32	1.50%
B-2	Community Business	County	9.1	0.01	0.10%
B-3	General Business	County	52.9	0.08	0.40%
Commercial subtotal			**268.9**	**0.42**	**1.90%**
I-1	Industrial	Town	36.9	0.06	0.30%
I-1	Light Industrial	County	12.8	0.02	0.10%
I-2	Heavy Industrial	County	16.4	0.03	0.10%
Industrial subtotal			**66**	**0.1**	**0.50%**
PDD	Planned Development	County	90.1	0.14	0.60%
Total zoned land			**13,997.30**	**21.87**	**100.00%**

Source: Winnebago County GIS, Zoning Districts layer, accessed October 2026.

3.5 Future Land Use

Map 3-1 is the Town of Winneconne Future Land Use Map. It supersedes the 2014 Future Land Use Map and shows the general location of the land uses the Town would like to see over the next 20 years. The map is a guide, not a zoning map: it does not change the zoning of any property, but the Plan Commission and Town Board use it when reviewing rezonings, land divisions, and other development requests. Table 3-5 summarizes the acreage in each future land use category.

Table 3-5 Future Land Use by Area in Town of Winneconne

Land Use	Parcels	Acres	Percent of Total
Lakes, Rivers and Waterways	60	7,670.60	33.3%
Vacant/Undeveloped/Agricultural	116	5,972.85	25.9%
Single Family Residential	132	4,061.95	17.6%
Wetlands	88	2,389.40	10.4%
Incorporated Area (no use assigned)	2	1,209.48	5.2%
Transportation	5	769.99	3.3%
Commercial	46	465.34	2.0%
Parks/Open Space/Golf Course	29	263.91	1.1%
Public & Government Facilities	7	109.51	0.5%
Quarries and Sand Pits	4	59.14	0.3%
Industrial	1	35.73	0.2%
Multi-Family Residential	1	29.61	0.1%
Landing Strips	3	15.26	0.1%
Total	**494**	**23,052.75**	**100.0%**

Source: Winnebago County GIS, Martenson-Eisele, Inc, Town of Winneconne, 2026.

The Town of Winneconne has the following objectives for the mapped future land use areas:

The agriculture category covers farmland, farmsteads, woodlots, and scattered rural homes. It is intended to keep large blocks of farmland in production. As in the 2014 plan, this category may include homes on lots created by certified survey map (CSM), but not subdivisions created through the platting process under the Town Subdivision Ordinance (Chapter 275).

1. Protect farming operations from encroachment by incompatible uses.
2. Allow construction of agricultural buildings and other farm-related uses.
3. Limit non-farm homes to low-density lots created by CSM, located to avoid breaking up large blocks of productive farmland.
4. Direct new subdivisions to residential areas shown on the Future Land Use Map rather than agricultural areas.
5. Make land use decisions in agricultural areas consistent with this Plan and the Winnebago County Farmland Preservation Plan.

Single-Family Residential

This category includes existing subdivisions, lakeshore neighborhoods, and areas planned for new single-family homes. Most of the Town's housing is single-family detached homes, and this is expected to continue.

- Give priority to vacant lots in existing subdivisions and to areas within or next to active sanitary districts.
- Require new lots without public sewer to have soils suitable for a private onsite wastewater treatment system and access to safe well water.
- Encourage conservation (cluster) subdivision design to preserve open space, farmland, and shoreline views.
- Buffer residential areas from commercial, industrial, and quarry uses.

Two-Family and Multi-Family Residential

This category is for limited two-family and multi-family housing. The Village of Winneconne remains the primary location for apartments and senior housing.

- Allow two-family and multi-family housing only where public sewer is available and the use is compatible with nearby homes.

Commercial

The Commercial category is focused on the US 45 interchange with WIS 116 and CTH GG, which has good visibility and traffic volumes and is the Town's main area for future business growth. It also includes existing businesses elsewhere in the Town.

- Concentrate new commercial development at the US 45 interchange area.
- Use Site Plan Review to ensure quality site design, landscaping, signage, lighting, parking, and safe access.
- Recognize that the type of commercial development at the interchange depends on whether public sewer becomes available.
- Encourage new commercial uses elsewhere in the Town to locate next to existing commercial uses, if compatible with surroundings.

Industrial

Industrial development has been limited in the Town and is not expected to be a major land use. The Town does not plan to market an industrial or business park.

- Consider private industrial rezoning only where it will not harm residential areas and buffers can be provided.
- Limit industrial uses to low water users that do not overburden Town roads.

Quarries and Sand Pits

This category shows existing nonmetallic mining sites.

- Review new or expanded mining for compatibility with nearby uses, groundwater, traffic, and reclamation (Wis. Stat. § 295.20; ch. NR 135).
- Plan for reclaimed sites to return to agriculture, open space, or another use consistent with this Plan.

Parks, Open Space, and Recreation

This category includes public parks, boat landings, golf courses, and private and public open space.

- Maintain and improve public access to the lakes and rivers.
- Seek park land dedication or fees in lieu of dedication where new residential development occurs.

Public and Government Facilities

This category includes the Town Hall, fire station, churches, cemeteries, and other public and institutional uses.

- Locate new public facilities where they are accessible to residents and compatible with surrounding uses.

Transportation and Landing Strips

Transportation includes highway and road rights-of-way, including the US 45 corridor. Landing Strips are private airstrips.

- Reserve right-of-way for planned roads and trails through the Official Map.
- Avoid tall structures and incompatible development in the approach areas of private landing strips.

Wetlands and Surface Water

These categories include the Town's lakes, rivers, streams, and wetlands, along with the shorelands and floodplains around them.

- Keep wetlands, floodplains, and environmental corridors in open space.
- Protect water quality and shoreline habitat through County shoreland zoning, vegetated buffers, and stormwater management.

3.6 Land Use Analysis

Land Use Planning Background

The Town of Winneconne is a rural community located along the Wolf River, Lake Winneconne, and Lake Butte des Morts, next to the Village of Winneconne and within commuting distance of Oshkosh and the Fox Cities. More than one-third of the Town's area is open water and about one-tenth is wetlands, which limits where development can occur. Farming remains an important land use, and most homes are single-family houses on rural lots or in lakeshore and subdivision neighborhoods. The US 45 corridor gives the Town good regional access and creates commercial opportunities at the WIS 116/CTH GG interchange.

Key Issues and Drivers

The following issues and trends shaped this land use plan:

- Protecting rural character, farmland, and water quality, which residents identified as top priorities.
- An aging population and smaller households, which affect the type and size of housing needed.
- Housing costs and the availability of vacant lots in existing subdivisions.
- A strong agricultural economy and continued demand for farmland.
  Groundwater protection for private wells, including arsenic concerns in the region.
- Coordination with the Village of Winneconne on boundaries and services.

Supply

Much of the Town cannot be developed because it is open water, wetland, or floodplain, or has soils poorly suited for septic systems. The remaining land is largely in agricultural use. The Future Land Use Map also designates land at the US 45 interchange for commercial use.

Demand

Demand for new homes in the Town has been steady but modest. The Town issued 9 permits for new single-family homes in 2025, compared with an average of about 11 per year from 2000 to 2012. Demand is driven by the appeal of rural and waterfront living, proximity to jobs in Oshkosh and the Fox Cities, and lower densities than nearby cities and villages. Most recent building activity is reinvestment in existing homes. Commercial demand is focused at the US 45 interchange, and no new commercial buildings were permitted in 2025. Demand for farmland remains strong.

Land Values

Land values in the Town have risen sharply over the past decade. Between 2010 and 2014, as the region recovered from the housing downturn, the Town’s total equalized value held roughly flat. Since 2014 it has more than doubled, from about $296.8 million to $719.0 million in 2026, an increase of roughly 142 percent. Most of that growth came recently: equalized value rose about 79 percent

between 2020 and 2026 alone. Residential property makes up about 95 percent of the Town's equalized value, so rising home and lot prices drive this trend.

Farmland prices have followed the same path. In 2014, Winnebago County farmland that stayed in agricultural use sold for an average of $4,787 per acre, while farmland being converted to other uses sold for $9,108 per acre. By 2024, the most recent year available, the county average for agricultural land sales had reached $7,986 per acre, an increase of about 67 percent.[1] County averages rest on a small number of sales (only six in 2024), so they can swing from year to year.

The median home value in the Town is $368,800 (see Housing chapter).

Rising land values can make it harder for farmers to buy or rent land and for first-time buyers to afford homes. They can also increase pressure to convert farmland to residential lots, since land sold for development brings much higher prices than land sold for farming. Waterfront land commands the highest prices in the Town.

Table 3-6 Land Values

Year	Total Equalized Value	Residential Equalized Value
2010	$301,832,900.00	$283,621,100.00
2014	$296,813,900.00	$277,713,800.00
2018	$350,950,300.00	$330,655,900.00
2022	$503,526,500.00	$479,507,500.00
2026	$718,986,200.00	$685,454,800.00
Change, 2014–2026	**+142%**	**147%**

Source: Wisconsin Department of Revenue, Equalized Values by Location and Class.

Analysis of Opportunities for Redevelopment

Because most of the Town is rural, large-scale redevelopment opportunities are limited. The main opportunities include:

- Vacant and underused land at the US 45 interchange, which may become more attractive if public sewer service becomes available.
- Older homes and seasonal cottages, especially on waterfront lots, are being remodeled or replaced. The 8 razed structures and 38 additions and remodels in 2025 show this is already happening.
- Environmentally contaminated sites, if any, that could be cleaned up and reused.

Analysis of Existing and Potential Land Use Conflicts

Land use conflicts occur when neighboring uses are not compatible. Existing and potential conflicts in the Town include:

- Farms and rural homes: new residents may object to farm odors, noise, dust, and slow-moving equipment. Wisconsin's right-to-farm law (Wis. Stat. § 823.08) protects established farms, and a disclosure statement on new lots can help set expectations, as the 2014 plan recommended.
- Shoreland development and water quality: more impervious surface and lawns near lakes and rivers can increase runoff and reduce shoreline habitat.
- Commercial development at the interchange and nearby homes: traffic, lighting, noise, and signs may affect neighboring residents.
- Large-lot development in future sewer areas: scattered lots on septic systems can make it more costly to extend public sewer later.

- Boundaries with the Village of Winneconne: annexation of Town land can affect Town planning and services. Ongoing coordination and a possible boundary agreement can reduce conflict.
- Emerging issues: short-term rentals in waterfront areas and large-scale solar or other energy facilities may raise new compatibility questions. State law limits how towns can regulate some of these uses.

The Town will address conflicts by following the Future Land Use Map, avoiding spot zoning, giving preference to existing uses, requiring buffers and good site design, and coordinating with neighboring governments.

Land Use Projections for 20-Year Period

State law requires projections, in 5-year increments, of future residential, agricultural, commercial, and industrial land use. Table 3-8 shows the projected acres of land that may change to each use over the next 20 years, based on the assumptions below. These are planning estimates, not targets.

Table 3-7 Land Use Projections

Land Use	2026–2031	2031–2036	2036–2041	2041–2046
New housing units	60	60	60	60
Residential (acres added)	120	120	120	120
Commercial (acres added)	10	10	10	10
Industrial (acres added)	5	0	5	0
Agricultural (acres lost)	-135	-135	-135	-130

Source: Martenson-Eisele, Inc. Wisconsin DOA Population Projections.

Net Density Assumptions for Projection Estimates

The permit trend exceeds the population projection for three reasons: some new homes replace demolished older homes, some seasonal homes become year-round residences, and average household size is declining. The plan therefore uses the permit trend to ensure sufficient land is reserved.

The projections in Table 3-7 are based on the following assumptions: The Town of Winneconne is expected to grow slowly and steadily over the next 20 years. The Wisconsin Department of Administration projects the Town's population to grow from 2,590 in 2020 to about 2,850 by 2046, with growth slowing over time.

Two methods were used to estimate how many new homes the Town may need:

- **Population projection:** about 140 new homes by 2046, or 7 per year.
- **Building permit trend:** about 240 new homes by 2046, or 12 per year. This matches the Town's average from 2009 to 2025.

Goals, Objectives & Policies

GOAL 3-1

Ensure that the character, magnitude, and location of all land uses provide 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. Make land use decisions consistent with this Comprehensive Plan and the Future Land Use Map.

b. Direct new development to areas well suited for it, giving priority to vacant lots in existing subdivisions and areas within or next to active sanitary districts.
c. Discourage isolated residential development that increases the cost of Town services.
d. Evaluate the impact of new development on transportation, sewer and water, drainage, and recreation before approval.
e. Encourage commercial development in designated commercial areas, especially the US 45/WIS 116 interchange.
f. Improve the visual quality of development through signage, landscaping, property maintenance, site plan review, and outdoor storage regulations.
g. Prohibit the expansion of nonconforming uses that are incompatible with this Plan.

GOAL 3-2

Protect the Town's rural character, farmland, surface water, and groundwater by guiding development to suitable locations.

Objectives

a. Preserve large, contiguous blocks of productive farmland.
b. Encourage conservation (cluster) subdivision design and other innovative techniques that preserve open space.
c. Keep wetlands, floodplains, shorelands, and environmental corridors in open space.
d. Consider soil, septic, and groundwater conditions in all development decisions.
e. Require property owners and developers to manage stormwater on their sites.
f. Reduce conflicts between farms and non-farm residents.

GOAL 3-3

Coordinate land use planning with neighboring governments, Winnebago County, and service providers.

Objectives

a. Coordinate land use planning with the Village of Winneconne, neighboring towns, Winnebago County, and ECWRPC.
b. Coordinate land use decisions with school districts, sanitary districts, the Winneconne-Poygan Fire District, and other service providers.
c. Coordinate development with planned transportation projects.

Policies

#	Policy
3.1	The Plan Commission shall review every rezoning, land division, conditional use, and site plan for consistency with the Future Land Use Map. A rezoning that does not match the Future Land Use Map requires a plan amendment first.
3.2	Give priority to development on vacant lots in existing subdivisions and in active sanitary districts before approving new subdivisions in agricultural areas.
3.3	New lots without public sewer must show soils suitable for a private onsite wastewater treatment system and access to safe well water.
3.4	Require a right-to-farm disclosure statement on new certified survey maps and plats in or next to agricultural areas.
3.5	Require buffers, such as setbacks, vegetation, berms, or fences, between residential uses and commercial, industrial, or quarry uses.
3.6	Allow conservation (cluster) subdivision design as an option for new rural subdivisions.

#	Policy
3.7	Require developers and property owners to manage stormwater on site in compliance with Town, County, and State requirements.
3.8	Require Site Plan Review for commercial and multi-family development, including safe access, parking, landscaping, and lighting.
3.9	Consider industrial rezoning only for low water users in locations with adequate roads and buffers from homes.
3.10	In areas planned for future sewer service, limit large-lot development and require easements or shadow platting that allow future sewer extension.
3.11	Review the Future Land Use Map each year as part of the annual progress report and amend it as needed using the procedure in Chapter 10.

Programs

- Town Zoning Ordinance and Zoning Map; Town Subdivision Ordinance (Chapter 275); Site Plan Review Ordinance (Chapter 258);
- Official Map (Wis. Stat. § 62.23(6)); Winnebago County shoreland, floodplain, and POWTS programs; Winnebago County Farmland Preservation Plan; ECWRPC technical assistance and sewer service area planning.

Appendix 3 – Chapter 3

Note 3-2 Zoning Definitions

Rural Residential District R-1: The Residential District R-1 is intended to provide a quiet, pleasant and relatively spacious living area, protected from traffic hazards and the intrusion of incompatible land uses. Basic district standards are designed to provide reliable single-family home sites where all other uses, facilities, and services are of secondary significance to the location of the home site and living area itself.

Residential District R-1A: The Residential District R-1A is intended to provide a quiet, pleasant and relatively spacious living area, protected from traffic hazards and the intrusion of incompatible land uses. Basic district standards are designed to provide reliable single-family home sites where all other uses, facilities, and services are of secondary significance to the location of the home site and living area itself.

Residential District R-1A-1: The Residential District R-1A-1 is intended to provide a quiet, pleasant, and more dense living area than the R-1A District, in subdivided area only, protected from traffic hazards and incompatible land uses. Basic district standards are designed to provide reliable single-family home sites where all other uses, facilities, and services are of secondary significance to the location of the home site and living area itself.

Residential District R-2A: The Residential District R-2A is intended to provide a living area which is pleasant but not as spacious as District R-1A.

Residential District R-3A: The Residential District R-3A is intended to provide a living area which is pleasant and includes multiple housing but retaining a relatively low-density pattern. All lots in this district must be served by a public sewer utility.

Residential District R-4A: The Planned Residential District is intended to provide for large-scale development of land with uses as permitted in residential districts and called "planned development." This district shall have no definite and measurable boundaries until such are approved by the Town Board on the recommendation of the Town Plan Commission, in accordance with procedures prescribed for zoning amendments by § 62.23, Wis. Stats. The development will constitute a reasonable extension of the living areas in the Town and will be compatible with surrounding uses. Plans for the proposed development shall be submitted in duplicate, shall include drawings to scale, and shall show the total land area in square feet, the total percentage of land area covered by structures, and the total number of dwelling units in addition to the location, size and proposed use of all structures and land included in the area involved. All lots in this district must be served by a public sewer utility.

Mobile Home District MH-1: The Mobile Home District MH-1 is intended to provide areas exclusive for residential use of mobile homes on individual lots or as part of a mobile home subdivision or park in developing areas, sewered or unsewered.

Commercial District C-1: The Commercial District is designed to accommodate those retail and customer service establishments which are characteristic of a light commercial nature with a restriction that there be no more than one business to each specified lot in the Commercial District unless approved by a conditional use permit as mixed-use commercial.

Industrial District I-1: The Industrial District is intended to provide for industrial and manufacturing and warehouse uses in areas separated from other uses and to prevent the intrusion of incompatible uses within the district. The standards set forth herein are designed to minimize or eliminate possible environmental nuisances to adjacent commercial, business or residential districts.

Farmland Preservation District A-1: The Farmland Preservation District A-1 is designed to accommodate agricultural uses permitted under the Farmland Preservation Act, Ch. 91, Wis. Stats., to the extent that property within the Town may qualify to enter into farmland preservation agreements.

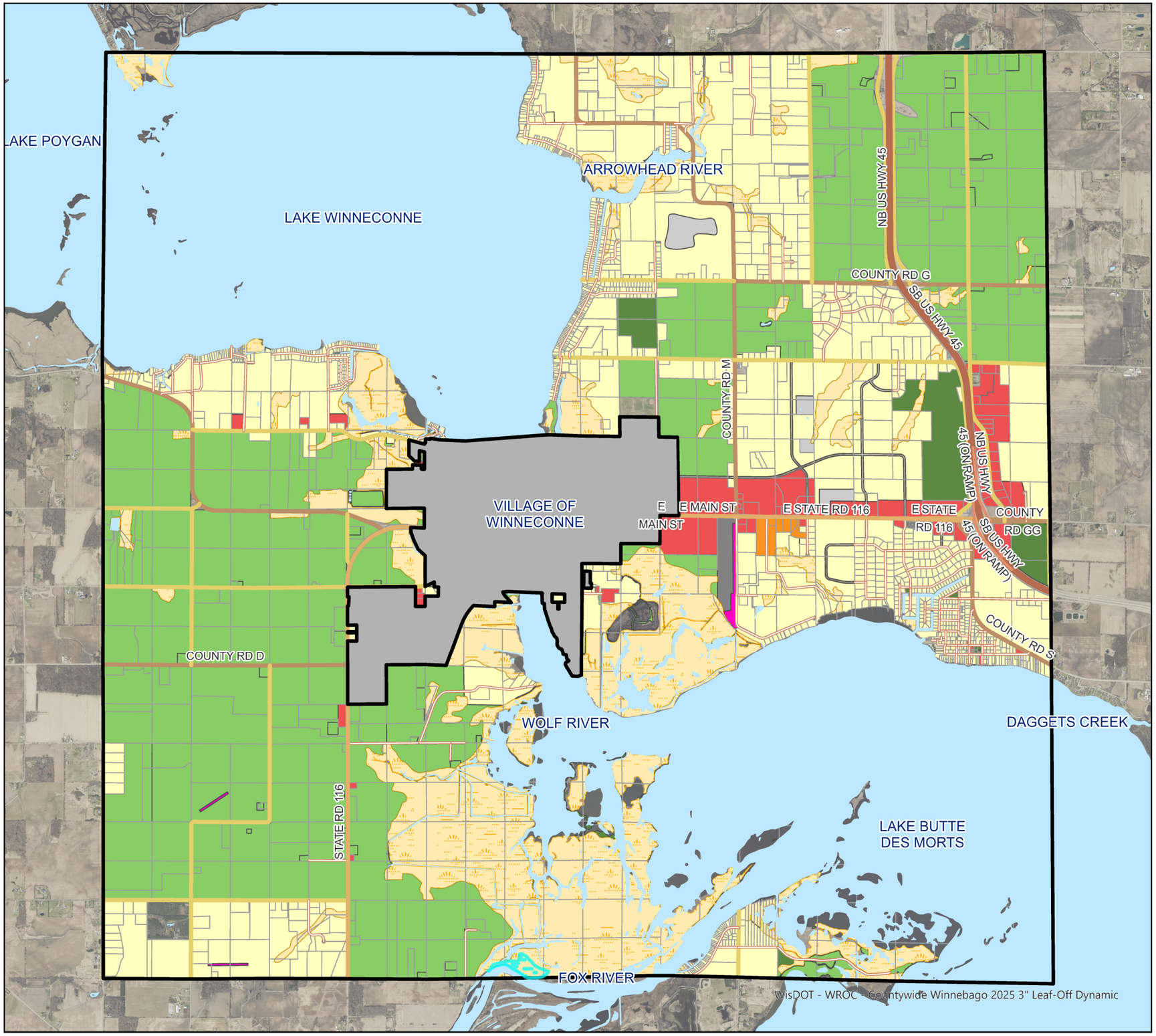
Agricultural District A-2: The Agricultural District A-2 is provided to conserve good farming areas and compatible public or private uses and to prevent the uneconomic and uncontrolled spread of residential development outside the available residential districts which might result in excessive cost to the Town for premature provision of essential public improvements and services, such as sewer, water and utility lines.

Floodplain Overlay District: The Floodplain Overlay District includes those lands within the 100-year and 500-year floodplain as mapped by the Federal Emergency Management Agency (FEMA). These overlay districts are further divided into the floodfringe and floodway. Each subdistrict has unique development standards based on flooding characteristics. The provisions relating to these overlay districts are contained in Chapter 26 of the General Code of Winnebago County.

Shoreland Overlay District: The Shoreland Overlay District extends from the ordinary high-water mark of navigable streams inland for a distance of 300 feet or to the inland side of the 100-year floodplain, whichever is greater, and from the ordinary highwater mark of navigable lakes, ponds, or flowages inland for a distance of 1,000 feet. The provisions relating to this district are contained in Chapter 27 of the General Code of Winnebago County.

Shoreland-Wetland Overlay District: The Shoreland-Wetland Overlay District includes those wetlands of five acres or more and which are shown on the Wisconsin Wetland Inventory maps that have been prepared for the Winnebago County. The provisions relating to this district are contained in Chapter 27 of the General Code of Winnebago County.

Existing Land Use - 2026
Town of Winneconne, Winnebago County, Wisconsin



Legend

- Town Boundary
- Village Boundary
- Commercial
- Industrial
- Landing Strips
- Multi-Family Residential
- Parks/Open Space/Golf Course
- Public & Gavernment Facilities
- Quarries and Sand Pits
- Single Family Residential
- Vacant/Undeveloped/Agricultural
- Wetlands
- Waterbodies

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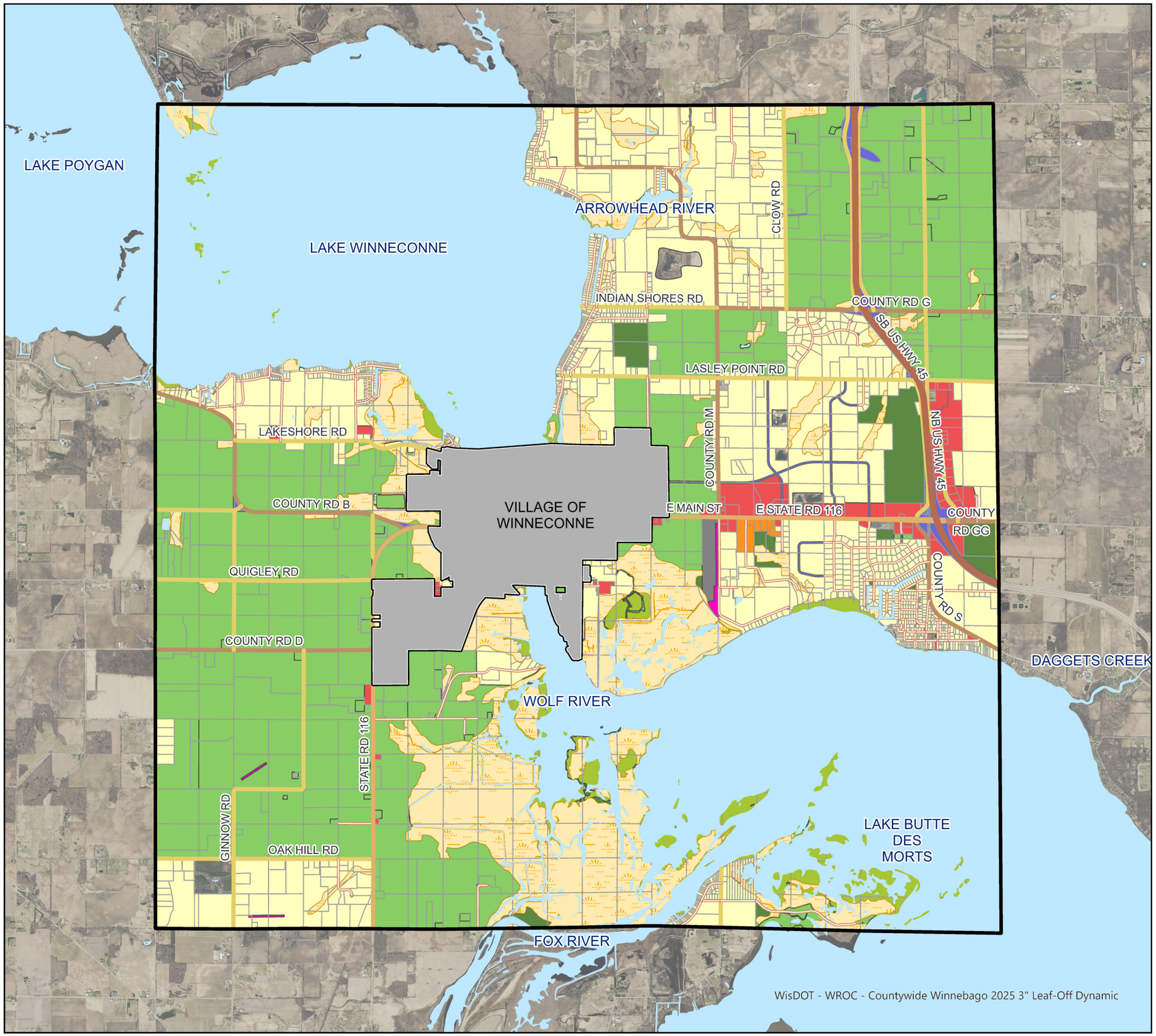
1377 Midway Road, Menasha, WI 54952
Phone: (920) 731-0381
www.Martenson-Eisele.com
info@Martenson-Eisele.com

Project No. 1-0127-001

Sources: Wisconsin Department of Natural Resources, Winnebago County, and local GIS data

October 15, 2026

2026 Future Land Use
Town of Winneconne, Winnebago County, Wisconsin



Legend

- Town Boundary
- Village Boundary
- Commercial
- Industrial
- Lakes, Rivers and Waterways
- Landing Strips
- Multi-Family Residential
- Parks/Open Space/Golf Course
- Public & Government Facilities
- Single Family Residential
- Transportation
- Vacant/Undeveloped/Agricultural
- Wetlands
- Waterbodies

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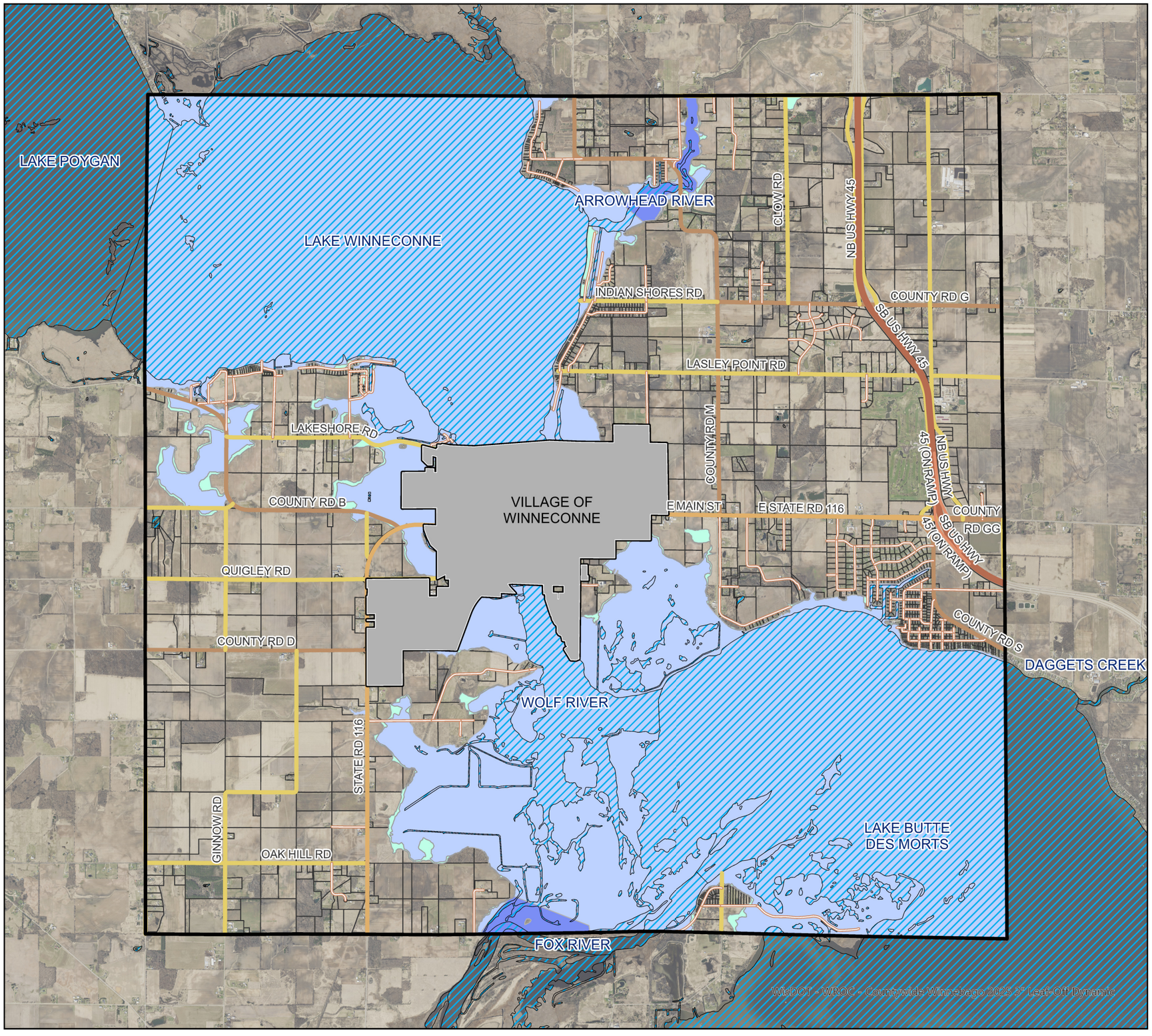
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Project No. 1-0127-001

Sources: Wisconsin Department of Natural Resources, Winnebago County, and local GIS data

October 15, 2026

Floodplain & Flood Hazard Map
Town of Winneconne, Winnebago County, Wisconsin



Legend

Flood Hazard Areas

- 100 Year Flood Zone
- Floodway Zone
- 500 Year Flood Zone
- Town Boundary
- Village Boundary

N

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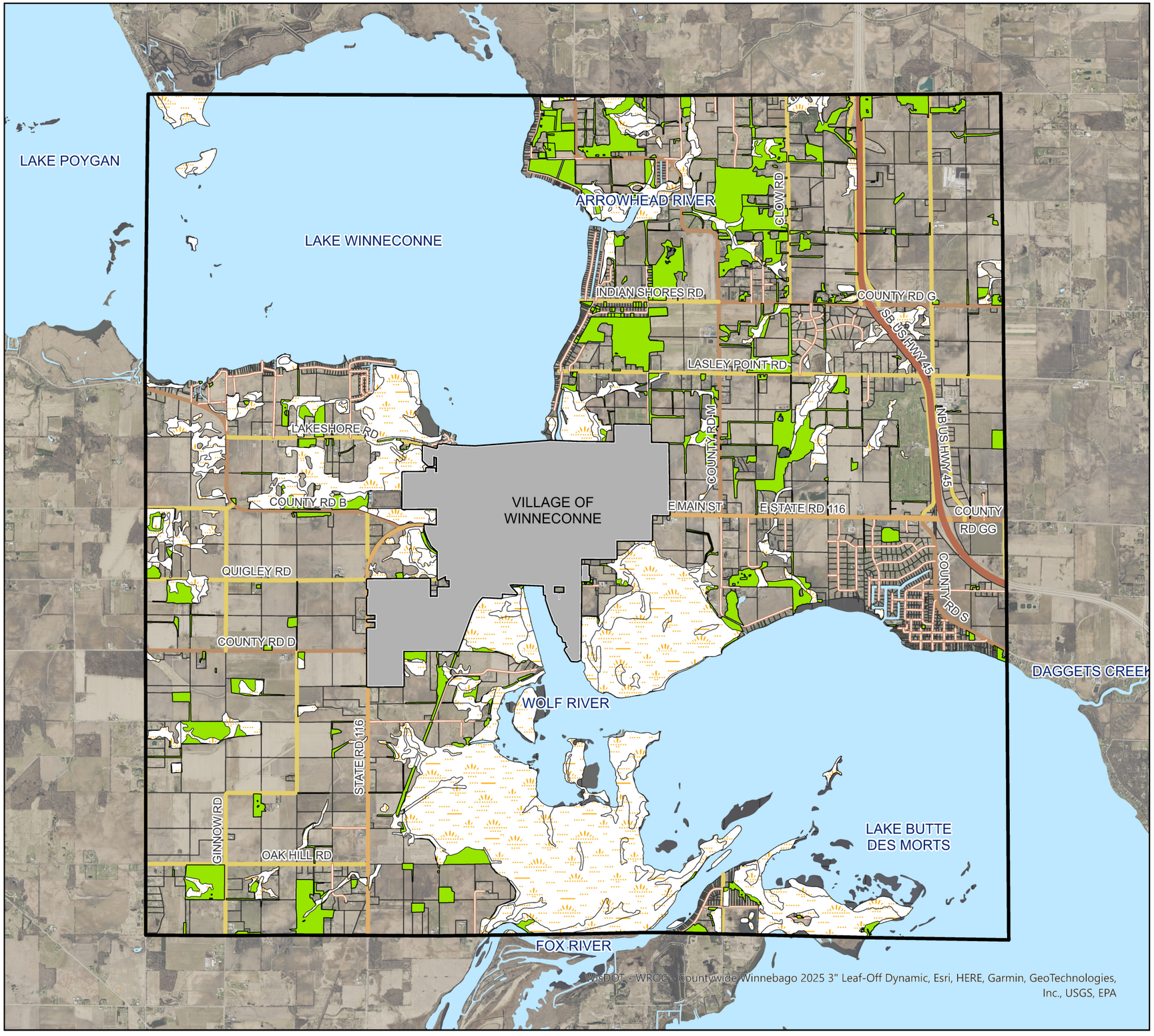
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Project No. 1-0127-006

Sources: FEMA, Wisconsin Department of Natural Resources, Winnebago County, and local GIS data

October 15, 2026

Wetland and Woodland Map
Town of Winneconne, Winnebago County, Wisconsin



Legend

- Town Boundary
- Village Boundary
- Woodlands
- Wetlands
- Waterbodies

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October 15, 2026

Chapter 4 – Housing

> **Why It Matters:** The Town is affordable for long-time owners but hard to enter. The median home value is $368,800. With one in three households, including someone 65 or older, the Town's challenge is less about adding housing than about helping residents age in place and giving young families a way in, without changing its rural character.

4.1 Housing Overview

Housing is a cornerstone of the Town of Winneconne's identity. Residents value the Town for its scenic beauty, rural lifestyle, and safety. The Town's housing pattern of single-family homes on rural, farmstead, and shoreline lots is a large part of that character. This chapter describes the Town's existing housing stock, identifies current and future housing needs, and sets out the goals, objectives, policies, and programs that will guide residential development over the next ten years.

Residential development in the Town is concentrated: near the Village of Winneconne, within shoreline neighborhoods around Lake Winneconne, Lake Butte des Morts, the Wolf River, and the Fox River, and in established subdivisions such as Harbour View Estates, Sev N Lms "Seven Elms," Lakewind, Ball Prairie, and Hiawatha Heights. Outside these areas, housing is primarily rural in character, consisting of farmsteads, single-family homes, and hobby farms interspersed with active agricultural lands.

The majority of residents have been clear that new housing should not change the Town's rural character. As the Town's population ages and household sizes decline, some residents have expressed interest in housing that allows long-time residents to remain in the community as their needs change. Some residents also are interested in more attainable homes for first-time buyers. Most residents agree that any housing growth must be balanced against the Town's commitment to preserving its natural resources, productive agricultural land, and surface and groundwater quality.

Because the Town does not provide public sewer and water outside its sanitary districts, most homes rely on private wells and private onsite wastewater treatment systems (POWTS). These systems, along with floodplains, wetlands, and shoreland regulations, shape where and at what density housing can be built. Higher-density housing types such as apartments and assisted living are generally better suited to the Village of Winneconne and nearby urban areas, where public utilities and services are available. The Town's housing role is to complement, not duplicate, these options.

Key Housing and Demographic Indicators

According to the 2024 American Community Survey (ACS) 5-year estimates, the Town of Winneconne has a population of 2,625 and 1,086 households, with an average household size of 2.42 persons. The Wisconsin Department of Administration (DOA) estimated the Town's January 1, 2025, population at 2,665. The Town's median age is 50.5 years, more than 11 years older than Winnebago County (39.4). The Town's median age rose from 46.8 in 2010 to 50.5 in 2024, and nearly one-third of Town households (32.5%) now include at least one person age 65 or older.

A higher median age has direct housing implications.

1. It points to growing demand for single-story, accessible (e.g., "zero entry", and lower-maintenance housing for ways to age in place.
2. It also suggests that a significant number of existing homes will turn over to younger households during the planning period as older residents downsize or relocate.

Additional demographic detail is provided in Chapter 2 and Appendix 4.

Table 4-1 Key Housing Indicators Comparison

Key Housing Indicators	Town of Winneconne	Winnebago County
Total Housing Units	1,298	77,318
Occupied housing units (households)	1,086	72,667
Average household size	2.42	2.27
Median age	50.5	39.4
Owner-occupied (% of occupied)	88%	65.8%
Median household income	$110,833.00	$74,925.00
Median home value	$368,800.00	$225,800.00
Median monthly owner cost (w/mortgage)	$1,841.00	$1,494.00
Median gross rent	$1,135.00	$965.00
Homeowner vacancy rate	0.4%	0.3%
Rental vacancy rate	0.00	4.4%

Source: U.S. Census Bureau. "Selected Housing Characteristics." American Community Survey, ACS 5-Year Estimates Data Profiles, Table DP04 (2024).

4.2 Community Survey Findings on Housing

The Town's 2026 Community Vision Survey received 46 responses. While the sample is small, the results show a consistent picture of resident priorities:

Rural character comes first: 45 of 46 respondents (98%) want the Town to maintain its rural character, and 44 (96%) support preserving agricultural land. The most common reason for living in the Town was scenic beauty and the rural lifestyle (40 respondents, 87%).

Single-family housing is preferred: When asked what housing types the Town should accommodate over the next ten years, respondents most often selected single-family homes on standard lots (30, 65%) and larger acreage/hobby farm lots (19, 41%). Fewer selected single-family homes on smaller lots (6), senior/assisted living (6), or multi-family housing (2), and 4 said no additional housing is needed.

Limited support for multi-family and new subdivisions: 29 respondents (63%) do not want multi-family housing such as duplexes or condominiums, and 27 (59%) disagreed that additional residential developments are needed in the area.

Mixed views on starter homes: 23 respondents (50%) agreed the Town needs more affordable first-time owner starter homes, while 18 (39%) disagreed.

Housing availability is rated average: Asked to rate housing options for people at different life stages, most respondents (29, 63%) gave a middle rating of 3 out of 5, with an average of 2.9.

Housing is a lower priority than other Town issues: Among six Town priorities, "increasing housing options" ranked last (average rank 5.1), behind road maintenance, farmland preservation, managing growth and annexation, public safety, and economic development.

Together, these results indicate that residents want the Town to remain a predominantly single-family, rural community. The survey supports modest steps that help existing residents age in place and help younger households enter the market, but it does not support a significant shift toward higher-density housing.

4.3 Housing Supply, Structure Type, and Occupancy

To understand the needs of Town of Winneconne residents, a comprehensive analysis of housing units was conducted, considering factors such as quantity, occupancy rate, structure type, age, and

value. This was done to ensure that there is a sufficient and suitable housing supply for all residents of the Town.

The Town contains an estimated 1,298 housing units. Of these, 1,086 are occupied: 953 by owners and 133 by renters. The Town's homeownership rate of 87.8% is far above Winnebago County's rate of 65.8% (Table 4-3).

More than 95% of the Town's housing units are single-family homes (Table 4-2), compared with about 70% countywide and 8% in the Village of Winneconne. The Town has 27 units in two-unit buildings, 31 units in buildings with five or more units, and no mobile homes. This single-family pattern has served the Town well and reflects resident preferences, but it also means the Town offers few options for residents who want to downsize, need a lower-maintenance home, or are entering the housing market.

Table 4-2 Structure Type

Structure Type	Town of Winneconne	%	Village of Winneconne	%	Winnebago County	%
Single-family	1,240	95.5%	979	83.2%	53,923	69.7%
2 to 4 units	27	2.1%	48	4.1%	6,878	8.9%
5 or more units	31	2.4%	137	11.6%	15,082	19.5%
Mobile home/other	0	0%	13	1.1%	1,435	1.9%
Total	1,298	100%	1,177	100%	77,318	100%

Source: U.S. Census Bureau, ACS 5-Year Estimates, Table DP04 (2024); Note: Single-family includes detached and attached.

Table 4-3 Housing Tenure, 2010–2024

Year	Entity	Owner Occupied	%	Renter Occupied	%	Total Occupied
2010	Town of Winneconne	840	88.6%	108	11.4%	948
2010	Winnebago County	45,036	66.4%	22,839	33.6%	67,875
2024	Town of Winneconne	953	87.8%	133	12.2%	1,086
2024	Winnebago County	47,791	65.8%	24,876	34.2%	72,667

Source: U.S. Census Bureau, ACS 5-Year Estimates, Table S2504 (2024); 2010 Census.

Vacancy and Seasonal Housing

The ACS reports 212 vacant housing units in the Town, a 16.3% overall vacancy rate. This figure should not be read as a sign of oversupply. Of the 212 vacant units, 175 (83%) are seasonal, recreational, or occasional-use homes, such as lake cottages and second homes along the Town's shorelines. Only four units were vacant and for sale, and none were vacant for rent (Table 4-4).

In the Town of Winneconne, the homeowner vacancy rate is 0.4 percent and the rental vacancy rate is 0.0 percent. Housing analysts commonly consider a homeowner vacancy rate of about 2% and a rental vacancy rate of about 5 to 7% as signs of a balanced market. By these measures, the Town's housing market is very tight: few homes are available for purchase or rent at any given time, which puts upward pressure on prices and makes it difficult for new or downsizing households to find a home in the Town.

Seasonal homes make up 13.5 percent of the Town's total housing stock, compared with 1.4 percent countywide. Over time, some seasonal cottages may convert to year-round residences. These conversions can add to the year-round housing supply, but they often involve older structures on small shoreline lots and may require upgrades to POWTS, wells, and structures to meet current shoreland and sanitary standards.

Table 4-4 Vacancy Rates, 2024

Vacancy Status	Town of Winneconne	Village of Winneconne	Winnebago County
For rent	0	13	1,166
Rented or sold, not occupied	0	0	541
For sale only	4	0	142
Seasonal, recreational, or occasional use	175	91	1,104
Other vacant	33	62	1,698
Total vacant units	212	166	4,651
Homeowner vacancy rate	0.40%	0.00%	0.30%
Rental vacancy rate	0.00%	4.90%	4.40%

Source: U.S. Census Bureau, ACS 5-Year Estimates, Tables B25004 and DP04 (2024).

4.4 Housing Value and Affordability

The median value of an owner-occupied home in the Town is $368,800, about 63 percent higher than Winnebago County's median of $225,800. Nearly two-thirds of the Town's owner-occupied homes (601 units, 63.1%) are valued at $300,000 or more, and 177 homes (18.6%) are valued at $500,000 or more (Table 4-5). The high share of shoreline and larger-acreage properties contributes to these values.

The U.S. Department of Housing and Urban Development (HUD) considers housing affordable when a household pays no more than 30 percent of its income for housing costs. Households paying more than 30% are considered cost-burdened. For a Town household earning the median income of $110,833, housing costs above about $2,770 per month would be a cost burden.

Table 4-5 Value of Owner-Occupied Housing Units

Housing Value	Number	Percent
Less than $50,000	15	1.6%
$50,000 to $99,999	0	0.0%
$100,000 to $149,999	25	2.6%
$150,000 to $199,999	85	8.9%
$200,000 to $299,999	227	23.8%
$300,000 to $499,999	424	44.5%
$500,000 to $999,999	137	14.4%
$1,000,000 or more	40	4.2%
Owner-Occupied Units	953	100.0%
Median (dollars)	$368,800	

Source: U.S. Census Bureau. "Selected Housing Characteristics." American Community Survey, ACS 5-Year Estimates Data Profiles, Table DP04 (2024).

A common rule of thumb is that a household can afford a home priced at about 2.5 times its annual income. By that measure, a household earning the Town's median income could afford a home of about $277,000. At least 601 of the Town's owner-occupied homes (63.1%) are valued above that level, and the actual number is likely higher because part of the $200,000–$299,999 range also exceeds $277,000. For smaller and single-person households, the gap is larger: the median income for the Town's non-family households is $56,500, which supports a home price of roughly $141,000. Only about 40 homes in the Town (4.2%) are valued below $150,000.

Despite high values, most current Town residents are not cost-burdened, largely because many long-time owners purchased years ago or have paid off their homes. About half of owner-occupied homes (474, or 49.7%) have no mortgage. Cost burden is concentrated among renters and a smaller group of owners (Table 4-6). Rising assessments and property taxes can still strain residents on fixed incomes, a concern raised in the community survey.

The practical result is that the Town is affordable for many existing residents but increasingly difficult to enter. Young families, first-time buyers, adult children of residents, and older residents who want

to downsize within the Town have limited options. This is consistent with the survey, where nearly half of respondents agreed the Town needs more affordable starter homes.

Table 4-6 Households Paying 30 Percent or More of Income for Housing

Household Type	Town of Winneconne	Winnebago County
Owners with a mortgage	55 (11.7%)	18.3%
Owners without a mortgage	42 (9.2%)	11.5%
Renters	30 (26.8%)	41.2%

Source: U.S. Census Bureau, ACS 5-Year Estimates, Table DP04 (2024). Percentages exclude units where cost burden could not be computed.

4.5 Age and Condition of Housing Stock

An estimated 41.6 percent of the Town's occupied housing units were built before 1980, and 106 units (9.8 percent) were built in 1939 or earlier (Table 4-7). By comparison, 109 units (10.0 percent) have been built since 2010. The Town's housing stock is somewhat newer than the County's overall: 9.8% of Town homes were built before 1940 compared with 18.3% countywide, and 28.5% were built between 2000 and 2019 compared with 18.7% in Winnebago county.

New home construction has slowed down since 2010. Contributing factors include the housing market downturn after 2008, higher construction and borrowing costs in recent years, limited land available for development outside agricultural areas, and site limits from soils, wetlands, floodplains, and private onsite septic systems (POWTS).

Overall, the Town's housing is in good condition. Fewer than 1 percent of occupied units lack complete plumbing or kitchen facilities. In the community survey, 52% of respondents disagreed that many homes in the Town need repair or cleanup, compared with 33% who agreed. Rather than a Town-wide need, repair and rehabilitation needs are concentrated in a few specific areas:

- **Older seasonal cottages and shoreline homes**, many on small lots, which may need structural, roof, heating, and insulation upgrades, especially when converted to year-round use.
- **Aging private wells and septic systems**, which may need replacement to protect groundwater and meet current sanitary and shoreland standards.
- **Aging-in-place modifications**, such as ramps, first-floor bedrooms and bathrooms, and grab bars, for the growing number of households age 65 and older (32.5% of Town households), many of whom are on fixed incomes.

The Town's role is to connect homeowners with existing assistance programs. The Weatherization Assistance Program (WAP) is administered by the Wisconsin Department of Administration's Division of Energy, Housing and Community Resources and delivered in Winnebago County by ADVOCAP. It offers free energy-efficiency improvements to income-eligible households, including insulation, air sealing, and furnace and appliance repair or replacement. Septic replacement, well, and home repair resources are listed in Section 4.9. Keeping existing homes in good repair protects property values, helps residents stay in their homes as they age, and reduces pressure to build new housing on farmland.

Table 4-7 Year Structure Built, Occupied Housing Units

Year Structure Built	Town of Winneconne		Winnebago County	
	Number	Percent	Number	Percent
2020 or Later	**17**	**1.6%**	884	1.2%
2010 to 2019	**92**	**8.5%**	4,402	6.1%
2000 to 2009	**217**	**20.0%**	9,177	12.6%
1980 to 1999	**308**	**28.4%**	17,125	23.6%
1960 to 1979	**257**	**23.7%**	17,572	24.2%
1940 to 1959	**89**	**8.2%**	10,233	14.1%
1939 or earlier	**106**	**9.8%**	13,274	18.3%
Total	**1,086**	**100%**	72,667	100%

Source: U.S. Census Bureau. "Physical Housing Characteristics for Occupied Housing Units." American Community Survey, ACS 5-Year Estimates Subject Tables, Table S2504 (2024).

DID YOU KNOW?

Most residents who responded to the community survey do not see widespread housing condition problems, and ACS data show that fewer than 1% of occupied units lack complete plumbing or kitchen facilities. However, older homes and older seasonal cottages may need updates to roofs, heating systems, insulation, wells, and septic systems. The Town can support these efforts primarily by connecting residents with available repair, weatherization, and septic replacement assistance programs (Section 4.9).

4.6 Senior Housing and Aging in Place

Of the Town's 1,086 households, 353 (32.5 percent) include at least one person age 65 or older, compared with 29.9 percent countywide. Sixty-two Town households (5.7 percent) consist of a person aged 65 or older living alone (Table 4-8). The Town's population aged 50 to 64 (796 residents, 30.3 percent) is large, which means the number of senior households will continue to grow over the planning period.

Table 4-8 Households with Seniors

Household Characteristic	Town of Winneconne	%	Winnebago County	%
Households with one or more persons 65+	353	32.5%	21,757	29.9%
Householder 65+ living alone	62	5.70%	9,603	0.132
Residents 65+ with a disability	127	23.2% of 65+	—	—

Source: U.S. Census Bureau, ACS 5-Year Estimates, Table DP02 (2024).

As residents age, incomes often become fixed while maintenance, property tax, and accessibility needs increase. Large rural lots, long driveways, multi-story homes, and distance from services can make aging in place more difficult in a rural town.

The Town does not have the appropriate infrastructure for large-scale senior apartments or assisted living facilities, which depend on public utilities and proximity to health care and services. These options exist in the Village of Winneconne and the Oshkosh and Fox Cities areas. Within the Town, the most practical ways to support aging in place are home modifications, single-story and accessible design in new homes, and accessory dwelling units (ADUs).

An accessory dwelling unit (ADU), sometimes called an "in-law suite" or "granny flat," is a smaller, independent living unit on the same lot as a single-family home. An ADU may be a converted basement or garage, an addition, or a small, detached structure, and typically has its own kitchen, bathroom, and entrance.

ADUs allow an older resident to move into a smaller unit while family lives in the main house, or to house a caregiver or adult child nearby, without changing the single-family appearance of a neighborhood. ADUs are not currently addressed in the Town Zoning Code.

This plan recommends that the Town evaluate amending its Zoning Ordinance to allow ADUs, coordinating with Winnebago county on sanitary permits and in shoreland areas, with appropriate standards for size, sanitary capacity.

4.7 Rental Housing and Special Needs Housing

The Town has 133 renter-occupied households, about 12 percent of all households. The median gross rent is $1,135 per month, higher than the County median of $965. No rental units were reported vacant, and 26.8% of renter households pay 30% or more of their income for rent.

Rental housing in the Town is limited, and survey respondents did not express support for adding multi-family housing. Renters who need lower-cost apartments or housing with services are more likely to find options in the Village of Winneconne, where 25% of households rent and the rental vacancy rate is 4.9%. The Town can support rental options that fit its character, such as ADUs and single-family rentals, while coordinating with the Village on the broader regional need.

Persons with special needs include people with physical or developmental disabilities, frail elderly residents, and others who may need accessible housing or supportive services. About 8.5% of Town residents have a disability, including 23.2% of residents age 65 and older. Group homes, community living arrangements, and adult family homes are regulated by state law, and the Town will allow such uses consistent with state and federal fair housing requirements. Supportive housing facilities are generally best located in communities with public utilities and nearby services.

4.8 Projected Housing Demand

DOA population projections show the Town growing from 2,590 residents in 2020 to 2,718 in 2030, 2,818 in 2040, and 2,878 in 2050, an increase of about 11% over 30 years. The Town's 2025 population estimate of 2,665 indicates growth is on pace with these projections.

According to the American Community Census data. Household size in the Town has declined from 2.56 people in 2000 to 2.42 in 2024, consistent with statewide trends toward smaller and older households. Assuming household size continues to decline gradually, the Town can expect roughly 1,140 households by 2030, 1,210 by 2040, and 1,250 by 2050 (Table 4-9).

Table 4-9 Project Households, Town of Winneconne

Year	Population	Persons per Household	Households
2024	2,625	2.42	1,086
2030	2,718	2.38	1,142
2040	2818	2.33	1,209
2050	2,878	2.3	1,251

Source: Wisconsin DOA, Population Projections for Minor Civil Divisions, 2020–2050; U.S. Census Bureau ACS (2024); household projections estimated by Martenson & Eisele, Inc. assuming a gradual decline in average household size.

This represents approximately 165 additional year-round households between 2024 and 2050, or an average of about 6 to 7 new housing units per year. The Wisconsin DOA household projection in Chapter 2 (Table 2-5) is lower, at 1,205 households in 2050; this chapter uses the higher estimate so that enough land is planned for housing.

For comparison, approximately 151 housing units (including seasonal units) were built in the Town since 2010, or about 10 to 11 per year. Projected demand is therefore within, or slightly below, the Town's recent pace of construction, and are accommodated on lots in existing subdivisions and in areas planned for residential use on the Future Land Use Map without significant conversion of productive farmland. Additional demand may come from conversion of seasonal homes to year-round use and from turnover of existing homes as older residents downsize. Residential land needs for five-year increments are addressed in the Chapter 3, Land Use.

Several trends are likely to shape housing in the Town over the next decade:

- **An aging population** will increase demand for accessible (e.g.; "zero entry"), single-story, and lower-maintenance housing, and for home modifications and in-home services.
- **Turnover of existing homes** as long-time owners downsize will create opportunities for younger households, although high home values may limit who can purchase.
- **Conversion of seasonal homes** to year-round residences will continue along the shorelines, requiring attention to POWTS, wells, shoreland rules, and floodplain regulations.
- **Environmentally conscious practices** such as rain gardens, native shoreline buffers, permeable pavement, and improved septic systems will become more common. These are especially important given the Town's extensive shoreline along Lake Winneconne, Lake Butte des Morts, and the Wolf and Fox Rivers.
- **Residential solar and other on-site energy systems** are expected to increase. The Town's review processes should ensure these systems fit the Town's rural character, agricultural land, and natural surroundings, consistent with state law limiting local restrictions on solar energy systems.
- **Boundary and growth pressure** near the Village of Winneconne will continue. Coordinating housing and land use decisions with the Village, as discussed in the Intergovernmental Cooperation chapter, will help the Town manage growth in boundary areas.

4.9 Housing Programs and Resources

The following programs are available to Town residents. Program availability and administrators change over time, and residents should contact the listed agency for current information:

- **USDA Rural Development Single Family Housing Programs:** Direct and guaranteed home loans for low- and moderate-income buyers in rural areas, and Section 504 repair loans and grants for very low-income homeowners (grants for homeowners age 62 and older).
- **Wisconsin Housing and Economic Development Authority (WHEDA):** First-time homebuyer mortgages and down payment assistance.
- **Weatherization Assistance Program (WAP):** Insulation, air sealing, and furnace and appliance repair or replacement for income-eligible households to reduce energy costs.
- **Wisconsin Home Energy Assistance Program (WHEAP):** Heating and electric bill assistance and emergency furnace repair for income-eligible households.
- **Focus on Energy:** Rebates and incentives for energy-efficient equipment and home improvements.
- **DNR Well Compensation Program:** Financial help for eligible owners of contaminated private wells.
- **Aging and Disability Resource Center (ARDC) of Winnebago County :** Information on home modifications, in-home services, and housing options for seniors and people with disabilities.

- ADVOCAP: Housing, home repair, and homeownership assistance for income-eligible households.
- DEHCR HOME Homebuyer and Rehabilitation Program (HHR): Assists eligible households with home purchases, rehabilitation, accessibility improvements, and housing repairs.

The following programs are available to the Town and/or interested developers:

- USDA Rural Development Water & Environmental Programs (WEP): provide grants, loans, and technical assistance to help rural communities plan, construct, improve, and maintain drinking water, wastewater, stormwater, and related utility infrastructure that supports public health and community development.
- WHEDA Competitive Loan Financing Programs: State funding programs that encourage workforce and senior housing through infrastructure investment, downtown housing redevelopment, and adaptive reuse of vacant commercial properties.
    - **Infrastructure Access Loan:** Supports public infrastructure improvements necessary for new workforce and senior housing developments.
    - **Vacancy-to-Vitality Loan:** Supports the conversion of vacant commercial buildings into workforce or senior housing.
- WHEDA Housing Tax Credits (LIHTC): Supports the development and preservation of affordable rental housing through federal and state tax credit financing.
- DEHCR Housing Trust Fund (HTF): Provides funding for the development and preservation of affordable housing serving low- and moderate-income households.
- Rental Housing Development Program (RHD): Supports the construction and rehabilitation of affordable rental housing, including housing that can serve older adults and smaller households.
- USDA Rural Housing Site Loans: Help nonprofit organizations acquire and develop residential lots for affordable housing in rural communities.

4.10 Goals, Objectives & Policies

The following goals, objectives, and policies respond to the requirements of Wis. Stat. §66.1001(2)(b) and to the priorities expressed by Town residents.

GOAL 4-1

Maintain the Town of Winneconne as a predominantly single-family, rural residential community with a well-maintained housing stock that meets the needs of residents at all stages of life.

Objectives:

a. Keep single-family homes as the primary housing type in the Town. Limit two-family and multi-family housing to areas served by public sewer and treat the Village of Winneconne as the primary location for apartments and assisted living.

b. Help homeowners keep existing homes, seasonal cottages, wells, and septic systems (POWTS) in good repair. Share information on repair, weatherization, and septic replacement assistance programs on the Town website and at Town Hall.

c. Make it easier for older residents to age in place and for young families to find a home in the Town. Allow options that fit the Town's rural character, such as accessory dwelling units and accessible, single-story home designs.

GOAL 4-2

Accommodate modest, well-planned residential growth in locations that protect farmland, natural resources, and water quality.

Objectives:

a. Direct new residential development to areas planned for residential use on the Future Land Use Map, with priority given to vacant lots in existing subdivisions, infill areas, and areas served by Town sanitary districts.
b. Discourage residential development on productive agricultural soils, in mapped floodplains, wetlands, and other environmentally sensitive areas.
c. Encourage conservation (cluster) subdivision design for new rural subdivisions to preserve farmland, open space, shoreline views, and rural character.
d. Require that new lots demonstrate soils suitable for private onsite wastewater treatment systems and access to safe well water where public sewer is not available.
e. Work with Winnebago County on zoning, subdivision, shoreland, and sanitary regulations so that residential development is consistent with this plan.
f. Maintain and periodically update an inventory of active subdivisions and available residential lots.

GOAL 4-3

Reduce barriers to more attainable housing for first-time buyers, fixed-income residents, and smaller households.

Objectives:

a. Reduce barriers to more attainable housing for first-time buyers, fixed-income residents, and smaller households.
b. Maintain opportunities for smaller single-family lots in areas served by public sewer within Town sanitary districts, where appropriate, to support starter homes.
c. Review Town and County development requirements, such as minimum lot sizes and minimum home sizes, to avoid requirements that raise housing costs without a clear public benefit.
d. Support ADUs as a lower-cost, market-based housing option that does not require new land.
e. Share information on homebuyer assistance programs, such as WHEDA and USDA Rural Development loans, on the Town website and at Town Hall.

Policies:

#	Policy
4.1	Connect residents with home repair, weatherization, energy assistance, and septic replacement programs by posting information on the Town website and at Town Hall.
4.2	Encourage regular maintenance, inspection, and timely replacement of private onsite wastewater treatment systems, and encourage regular testing of private wells.
4.3	Encourage single-story, accessible, and universal design features in new homes.
4.4	Enforce Town and County Property Maintenance and nuisance regulations consistently
4.5	Direct shoreline property owners to Winnebago County for enforcement of best management practices such as native vegetative buffers and rain gardens to protect water quality.

Appendix 4 – Chapter 4

Additional Data Tables

Table 4-10 Occupied Housing Units

Town of Winneconne Type of Housing	2010		2024	
	Number	Percent	Number	Percent
Single Family Homes	1,053	90.3%	1028	94.7%
2 to 4 Apartments	8	0.7%	27	2.5%
5 or More Apartments	50*	4.3%	31	2.9%
Mobile Home/Other	55*	4.7%	0	0.0%
Total	1166*	100%	1086	100%
Housing Tenure				
Owner Occupied Units	840	71.6%	953	73.4%
Renter Occupied Units	108	9.2%	133	10.3%
Vacant Housing Units	225	19.2%	212	16.3%

*Note: The Town of Winneconne opposed the accuracy of some figures in 2010, as field verified by the Town Administration Staff. The census numbers noted by * are excessive.*
Source: U.S. Census Bureau. "Physical Housing Characteristics for Occupied Housing Units." American Community Survey, ACS 5-Year Estimates Subject Tables, Table S2504 (2024).

Table 4-11 Winnebago County Occupied Housing Units

Winnebago County Type of Housing	2010		2024	
	Number	Percent	Number	Percent
Single Family Homes	1,053	90.3%	1028	94.7%
2 to 4 Apartments	8	0.7%	27	2.5%
5 or More Apartments	50*	4.3%	31	2.9%
Mobile Home/Other	55*	4.7%	0	0.0%
Total	1166*	100%	1086	100%
Housing Tenure				
Owner Occupied Units	840	71.6%	953	73.4%
Renter Occupied Units	108	9.2%	133	10.3%
Vacant Housing Units	225	19.2%	212	16.3%

Source: U.S. Census Bureau. "Physical Housing Characteristics for Occupied Housing Units." American Community Survey, ACS 5-Year Estimates Subject Tables, Table S2504 (2024).

Table 4-12 Owner/ Renter Occupied Housing Units

Year	Entity	Owner Occupied		Renter Occupied		Total Occupied
		Number	Percent	Number	Percent	
2010	Town of Winneconne	840	88.6%	108	11.4%	948
	Winnebago County	45,036	66.4%	22,839	33.6%	67,875
2024	Town of Winneconne	953	87.8%	133	12.2%	1,086
	Winnebago County	47,791	65.8%	24,876	34.2%	72,667

Source: U.S. Census Bureau. "Physical Housing Characteristics for Occupied Housing Units." American Community Survey; ACS 5-Year Estimates Subject Tables, Table S2504 (2024).

Table 4-13 Bedrooms

Bedrooms	Occupied Housing	Percent Occupied	Owner-Occupied	Percent Owner	Renter-Occupied	Percent Renter
No bedroom	0	0.0%	0	0.0%	0	0.0%
1 bedroom	45	4.1%	20	2.1%	25	18.8%
2 or 3 bedrooms	708	65.2%	633	66.4%	75	56.4%
4 or more bedrooms	333	30.7%	300	31.5%	33	24.8%

Source: U.S. Census Bureau. "Physical Housing Characteristics for Occupied Housing Units." American Community Survey; ACS 5-Year Estimates Subject Tables, Table S2504 (2024).

Table 4-14 House Heating Fuel

House Heating Fuel	Occupied Housing	Percent Occupied	Owner-Occupied	Percent Owner	Renter Occupied	Percent Renter
Utility gas	748	68.9%	668	70.1%	80	60.2%
Bottled or tank gas (propane, butane, etc.)	172	15.8%	165	17.3%	7	5.3%
Electricity	118	10.9%	72	7.6%	46	34.6%
Fuel oil, kerosene, etc.	20	1.8%	20	2.1%	0	0.0%
Coal or coke	0	0.0%	0	0.0%	0	0.0%
All other fuels	28	2.6%	28	2.9%	0	0.0%
No fuel used	0	0.0%	0	0.0%	0	0.0%

Source: U.S. Census Bureau. "Physical Housing Characteristics for Occupied Housing Units." American Community Survey, ACS 5-Year Estimates Subject Tables, Table S2504 (2024).

Table 4-15 Number of Units by Structure Type

Town of Winneconne Type of Housing	2010		2024	
	Number	Percent	Number	Percent
Single Family Homes	1,053	90.3%	1028	94.7%
2 to 4 Apartments	8	0.7%	27	2.5%
5 or More Apartments	50*	4.3%	31	2.9%
Mobile Home/Other	55*	4.7%	0	0.0%
Total	**1166***	**100%**	**1086**	**100%**
Owner Occupied Units	840	71.6%	953	73.4%
Renter Occupied Units	108	9.2%	133	10.3%
Vacant Housing Units	225	19.2%	212	16.3%

*Note: The Town of Winneconne opposed the accuracy of some figures in 2010, as field verified by the Town Administration Staff. The census numbers noted by * are excessive; U.S. Census Bureau. "Selected Housing Characteristics." American Community Survey, ACS 5-Year Estimates Data Profiles, Table DP04 (2024); Source: U.S. Census Bureau. "Physical Housing Characteristics for Occupied Housing Units." American Community Survey, ACS 5-Year Estimates Subject Tables, Table S2504 (2024).*

Chapter 5 – Transportation

> **Why It Matters:** Road maintenance is residents' top priority, and the WIS 116 intersections at County M and County S are their top safety concern. Traffic on these corridors has grown since 2016. Because the Town controls only its own 45 miles of local roads, progress on state and county intersections depends on working with WisDOT and Winnebago County.

5.1 Transportation Overview

Transportation networks allow the safe and efficient movement of people and goods and influence community development patterns by shaping how land is used. Map [5-1], the Town of Winneconne Transportation Map, shows the functional classification of roads in the Town.

The Town of Winneconne is in a rural area and most transportation takes place by automobile. US Highway 45 runs through the eastern portion of the Town as its principal arterial, connecting Winneconne to the City of Oshkosh roughly 15 miles to the southeast, while State Highway 116 runs east-west through the Village of Winneconne, linking to the Town of Omro to the west. County Roads GG, G, M, D, S, and B serve as minor arterials throughout the Town. The Town has no railways; the nearest rail service is in the Oshkosh area, where community sidings support the movement of grain and manufactured products. The nearest public airport is the Appleton International Airport approximately 15 miles to the northeast, though several private landing strips exist within the Town for small aircraft.

Many residents work outside the Town and rely on US 45 for access to Interstate 41 in Oshkosh, which provides connections to Appleton, Green Bay, Fond du Lac, and the greater Fox Valley. The Town is, in some respects, a bedroom community to these larger employment centers. No local bus service exists, and few public transportation options are available to Town residents, though subsidized taxi and van service is available to rural residents over 60 and to disabled residents through a countywide program.

Many Town residents and visitors are attracted by the recreational activities available nearby. Winneconne contains the westerly third of Lake Butte des Morts and most of Lake Winneconne, connected by the Wolf River, Boat launches at the south end of Main Street and along Indian Shore Road provide access to these waters, and recreational boating and fishing are very popular, with launch areas filling to capacity on summer weekends.

Snowmobile trails in the Town connect to the neighboring Towns of Vinland, Omro, and Poygan, and residents have expressed interest in expanding pedestrian and bicycle opportunities as new subdivisions are developed. The Town seeks to balance the need for high-quality roadways and non-motorized transportation routes with its desire to maintain and enhance its rural character, provide opportunities for recreation and exercise, and support a multimodal transportation network in an environmentally and fiscally sustainable manner. This chapter concludes with the goals, objectives, policies, maps, and programs that will guide the responsible maintenance and development of transportation facilities in the Town.

5.2 Modes of Transportation

A transportation mode is the type of transportation a Town resident uses to travel from a starting point to their destination. Privately-owned automobiles are the most frequently used transportation mode within the Town of Winneconne. Residents use their vehicles to travel to work, school, retail destinations, and recreation areas. Similarly, farmers use their vehicles to travel to fields, storage

facilities, and markets. Table 5-1 reports that most commuting Town residents drive alone to work, at 81.1%, notably higher than the Winnebago County rate of 77.3, while a smaller share of Town residents carpool (4.5%) compared to the County (7.4%). Other key facts extracted from recent ACS estimates were:

- Working from home has increased substantially over time in the Town, from 1.8% in 2010 to 12.1% as of 2024. Slightly higher than Winnebago County's 11.5% share of workers who work from home, and consistent with broader remote-work trends observed nationally following the COVID-19 pandemic.
- Commutes of 34 minutes or less represent 89.4% of Town commuters, about the same as Winnebago County (89%). However, only 8.1% of the Town commuters reach work in under 10 minutes, compared with 20.5% countywide, reflecting the County's larger share of very short commutes (under 10 minutes) concentrated in its more urbanized communities.
- The largest single cohort of Town commuters, 18.9%, spent 30 to 34 minutes traveling to work, followed closely by 18.3% who spent 15 to 19 minutes. The mean travel time to work in 2010 was 23.3 minutes.

Because most residents commute outside the Town, the availability of local employment affects travel demand. Opportunities to encourage businesses compatible with the Town's rural and agricultural character are addressed in Chapter 8, Economic Development.

Table 5-1 Transportation to Work

Workers 16 years and over	1,394
Means of Transportation to Work	Percent
Car, truck, or van	85.6%
Drove alone	81.1%
Carpooled	4.5%
In 2-person carpool	4.5%
In 3-person carpool	0.0%
In 4+ person carpool	0.0%
Workers per car, truck, or van	1.03
Public transportation	0.4%
Walked	0.7%
Bicycle	0.4%
Taxi or ride-hailing services, motorcycle, or other means	0.9%
Worked from home	12.1%

*Source: U.S. Census Bureau. "Commuting Characteristics by Sex." American Community Survey, ACS 5-Year Estimates Subject Tables, Table S0801 (2024); *Note: Work from home individuals are not included in the total commuters calculations at the bottom of the table.*



Highway Signs Winneconne. Photograph taken by M&E Staff, 2026.

Accessible Transportation Services

The following programs remain available to rural Winnebago County residents, including those in the Town of Winneconne:

Winnebago County Specialized Transportation: Older adults and adults with disabilities may qualify for reduced-fee transportation, including cab and wheelchair van service. Eligibility and application details are available through Winnebago County Human Services at (920) 232-5340.

Rural Transportation Over 60: This subsidized taxi and van service serves rural Winnebago County residents aged 60 and older, with up to ten one-way trips per month. Applicants apply through GO Transit (Oshkosh Transit) or the Winnebago County Aging and Disability Resource Center (ADRC).

Rural Transportation Under 60: This subsidized taxi and van service serves rural Winnebago County residents with a qualifying disability, also limited to ten one-way trips per month, with the same application process as above.

Transit

GO Transit, operated by the City of Oshkosh, partners with Winnebago County to offer two "Rural Riders" programs serving basic transportation needs of rural county residents (excluding residents of the Cities of Menasha, Neenah, and Oshkosh, who have other service options).

To apply, residents complete an online or printed application (available by mail, fax, or email to GO Transit) rather than applying in person at a Red Cross office as older documents may state. Current fares are listed on GO Transit's paratransit fares page rather than fixed at a flat rate.

Walking and Bicycling

The Town has no sidewalks or dedicated bicycle facilities, and pedestrians and bicyclists share Town and County roads with motor vehicles. Walking and bicycling account for about one percent of commute trips but are commonly used for recreation. The Wiouwash State Trail, a regional multi-use trail for walking, biking, snowmobiling, and horseback riding, runs through the neighboring Town of Vinland east of the Town but does not currently extend into the Town. As new subdivisions are proposed, the Town will evaluate opportunities to accept trail connections, recognizing that trail access is increasingly valued by rural residents seeking recreational and active transportation options close to home.

Electric Scooters and Electric Personal Assistive Mobility Devices

State law permits electric scooters and electric personal assistive mobility devices (EPAMDs), such as self-balancing personal transporters, to operate on certain roadways, sidewalks, and paths, subject to local regulation. Because the Town has no sidewalks or paths and most Town roads are rural with higher travel speeds, use of these devices within the Town is expected to remain limited and concentrated near the Village of Winneconne. The Town will monitor their use and consider local regulations if safety concerns arise, and future trail connections should be designed to accommodate these devices where appropriate.

Snowmobiles and All-Terrain Vehicles

Snowmobile trails, by contrast, are well established within the Town, running in an east-west orientation and connecting to trail systems in the adjoining Towns of Vinland, Omro, and Poygan. These trails rely on the Town's rural road network and open agricultural land to function, and signage posted along Town roads marks trail crossings and routing for riders. Maintaining these connections and coordinating with neighboring towns on trail signage and maintenance supports recreational access and the winter tourism economy that snowmobiling brings to the region.

Winnebago County has adopted an All-Terrain Vehicle/Utility Terrain Vehicle (ATV/UTV) Routes and Regulations Ordinance governing ATV/UTV operation on County-jurisdiction highways and roadways within the Town of Winneconne unless posted otherwise. The ordinance requires operators to be at least 16 years old, hold a valid driver's license, and carry liability insurance meeting County minimums.

The Town, as a municipality within the County, is responsible for maintaining a map of ATV/UTV routes within its jurisdiction and providing copies to the County Highway Commissioner and Sheriff, and the

County Highway Commissioner or Sheriff may close or suspend routes due to resident complaints, roadway damage, increased traffic, accidents, construction, or emergencies.

Railroads

No railroad lines run through the Town of Winneconne, and no passenger rail service is available locally. The nearest rail access is in the Oshkosh area, where community sidings support freight loading and unloading for regional businesses.

Air Transportation

The Town of Winneconne has no publicly operated airport of its own. Residents seeking commercial air travel typically rely on Appleton International Airport, roughly 15 miles to the northeast, or, to a lesser extent, Wittman Regional Airport in the City of Oshkosh. Despite lacking public air service, the Town is home to several private landing strips that reflect its lakeside recreational character:

- Courtney Plummer Airstrip (A), in Section 22 south of WIS 116 and west of Courtney Plummer Road, about one-half mile east of the Village of Winneconne. Its paved north-south runway serves small private aircraft, and most users own residential properties with private hangars along the north shore of Lake Butte des Morts.
- A private grass airstrip (B) on the west side of Ginnow Road, south of County Highway D, oriented southwest-northeast.
- A private grass airstrip (C) on Ginnow Road, south of Oak Hill Road, oriented east-west.

Trucking

Trucking services serving the Town are currently provided by outside carriers based in the Fox Valley and Oshkosh area. As the Town plans for future commercial development near the U.S. Highway 45/WIS 116 interchange, this location may present an opportunity to attract a trucking or freight-related business directly to the Town, supporting local job creation and reducing reliance on outside haulers. The Town will consider freight-related businesses there only if they meet the conditions in Section 8.4, including avoiding significant new truck traffic on Town roads and at the WIS 116 intersections residents identified as safety concerns.

Water Transportation

Given its lakes and rivers, waterborne transportation and recreation are central to the character of the Town of Winneconne. The Town encompasses roughly the westerly third of Lake Butte des Morts and most of Lake Winneconne, with the Wolf River flowing through the Village of Winneconne connecting the two. The Town's southern portion also includes the point where the Fox River connects to Lake Butte des Morts. The Wisconsin DNR patrols these waterways with rescue-capable boats, and for navigational safety, the Winnebago County Parks Department contracts with Radtke Excavating, Inc. of Winneconne to install channel buoys each spring and remove them each fall.

5.3 Inventory and Analysis

Functional Classification

Roads are classified by their primary function, whether moving through traffic or providing access to adjacent land. Arterials carry through traffic efficiently with limited property access, local roads primarily connect individual properties to the road network, and collectors serve both roles by linking local roads to arterials. Functional classification also determines eligibility for federal funding: roads classified as rural major collectors and above are eligible for federal aid, while local roads and rural minor collectors are not. Town roads are funded primarily through the property tax levy and State General Transportation Aids, which are distributed based on road mileage or a share of eligible costs.

DID YOU KNOW?

The Town maintains approximately 45.39 miles of Town roads, according to WisDOT's certified mileage as of January 1, 2021 (Wisconsin Information System for Local Roads).

Existing Street and Highway System & Traffic Volumes

Principal arterials: Designed to move traffic through the Town efficiently and provide limited direct property access. The principal arterials located within the Town of Winneconne include the following:

WIS 116, which is a State Road, runs east-west to the Village of Winneconne, and then north-south, west of the Village. According to 2023 WisDOT Traffic Counts, average daily traffic on this highway ranges from 8,500 vehicles per day between CTH S and USH 45 (east of the Village of Winneconne) to 5,500 vehicles per day on Main Street between 5th and 6th Streets within the Village of Winneconne. WIS 116 has experienced a substantial increase in traffic counts since the 2016 count, reflecting continued growth in regional through-traffic. The expansion of US 45, which improved regional access to WIS 116, may have played a factor in this increase.

WisDOT's Traffic Counts Map application (TCMap) was used to review current traffic volumes on roadways within the Town of Winneconne. Traffic counts are reported as the number of vehicles expected to pass a given location on an average day of the year, a measure known as Annual Average Daily Traffic (AADT). AADT is derived from a short duration count, typically 48 hours.

Minor arterials: Designed to provide mobility for through traffic while offering somewhat greater property access than principal arterials. Within the Town of Winneconne, this function is served by County Roads, with portions of CTH "GG," "G," "M," "D," "S," and "B" passing through the Town. According to available traffic count data, Average Daily Traffic in (2019) was approximately 2,100 vehicles per day on CTH "M," 1,100 vehicles per day on CTH "D," 920 vehicles per day on CTH "B," and 1,800 vehicles per day on CTH "S"; comparable counts were not available for CTH "GG" and "G."

Collector roads: Provide the connective link between local streets and the Town's principal and minor arterials. Several Town roads function as rural collectors, including Woodland Road, Roys Road, Breezewood Lane, Cross Road, and Indian Shore Road on the east side of the Town, and Quigley Road, Lakeshore Road, and Oak Hill Road on the west side.

Local Roads: The majority of remaining roadways in the Town are classified as local roads, providing direct access to residential, commercial, and industrial properties.

Private Roads: These roads remain in private ownership and are typically associated with older, small waterfront lots. Maintenance responsibility falls to the adjacent property owners rather than the Town. Notably, Town ordinance currently prohibits the creation of any new private roads.

Traffic counts are reported as annual average daily traffic (AADT), the estimated number of vehicles that pass a location on an average day of the year. Outside WisDOT's roughly 300 continuous-count sites statewide, AADT is based on a short count, usually 48 hours, that is adjusted for seasonal changes in traffic. These counts are repeated every 3, 6, or 10 years rather than annually, so each location in Table 5-2 shows only the years a count was taken. The busiest roads in the Town are segments of WIS 116 east of the Village, which carry 8,500 to 9,100 vehicles per day, up from 7,800 to 8,200 in 2016. Traffic on CTH M north of WIS 116 grew 31% between 2010 and 2019. Both corridors lead to the WIS 116 intersections that residents identified as their top road safety concern.

Table 5- 2 Town of Winneconne Traffic Counts

Location	2010	2016	2019	2023	Change (first to most recent count)
WIS 116, east of CTH M	—	7,800	9,000	9,100	+17% (2016–2023)
WIS 116, between CTH S and US 45	—	8,200	9,300	8,500	+4% (2016–2023)
WIS 116, south of CTH D	2,300	1,900	—	—	-17% (2010–2016)
CTH M, north of WIS 116	1,600	—	2,100	—	+31% (2010–2019)
CTH B, 1.0-mile northwest of WIS 116	1,200	—	920	—	−23% (2010–2019)

Source: TCMap: Wisconsin Department of Transportation Traffic Count Map. Note 5-1 Traffic data varies by year – means no data available for that year

Traffic Crash data

Crash data for the Town of Winneconne was reviewed using the Community Maps crash database maintained by the University of Wisconsin–Madison Traffic Operations and Safety

(TOPS) Laboratory. The data report can be found in Appendix 5.

The data compares crashes reported in 2025 to the Town's five-year annual average, excluding deer crashes and crashes on parking lots or private property.

In 2025, 35 crashes were reported in the Town, consistent with the five-year average of thirty-four crashes per year. Most 2025 crashes (21) resulted in no injury, while nine involved an injury, three involved minor injuries, and two resulted in serious injuries, compared to a five-year average of one serious injury crash per year.

No fatal crashes were reported in 2025. Intersection crashes were the most common crash type in 2025 at 13, nearly double the five-year average of seven. Single-vehicle lane departure crashes followed at 11, below the five-year average of eighteen.

Crashes on winter road conditions (5) and those involving speed (5), teen drivers (5), and impaired drivers (3) were all at or below their five-year averages. The most notable change was among older drivers: drivers aged 65 and older were involved in 10 crashes in 2025, compared to a five-year average of four. This trend is consistent with the Town's aging population.

Overall, the data indicates that while total crashes have remained stable, the Town's transportation safety priorities should include improving intersection safety, continuing to address roadway departure crashes on rural roads, and considering the needs of older drivers through improved signage, pavement markings, lighting, and intersection design.

5.4 Comparison of Local Objectives, Policies, Goals, and Programs to State and Regional Plans

Wisconsin Statutes require the Transportation element to compare the Town's goals, objectives, policies, and programs to state and regional transportation plans and to incorporate applicable plans. The plans below were reviewed for this update. No conflicts were identified between these plans and the Town's transportation goals.

State Plans

Connect 2050: WisDOT's statewide long-range multimodal transportation plan, adopted in 2022, establishes goals for safety, system preservation, mobility, and multimodal options. The Town's goals

for safe roads, cost-effective maintenance, and access to alternative transportation for older adults and persons with disabilities are consistent with Connect 2050.

Wisconsin Bicycle Transportation Plan 2020 and Wisconsin Pedestrian Policy Plan 2020: These plans guide bicycle and pedestrian accommodations on state and local roads and are being replaced by the Wisconsin Active Transportation Plan 2050. The Town's objectives to incorporate trail connections into new subdivisions and support safe walking and bicycling are consistent with these plans. The Town should review the final Active Transportation Plan once adopted.

Wisconsin Rail Plan 2050. Adopted in 2023: The plan addresses freight rail, passenger rail, and rail crossing safety. It identifies the Milwaukee Green Bay corridor, which would serve Fond du Lac, Oshkosh, and Appleton, as a potential intercity passenger rail route. WisDOT is updating the plan, with completion anticipated in 2027. No rail facilities are in the Town, and the Town's objective to monitor regional passenger rail planning is consistent with the plan.

Wisconsin State Airport System Plan 2030: The plan guides investment in Wisconsin's public-use airports, including Wittman Regional Airport and Appleton International Airport. No public airports are located in the Town, and the Town's plan does not conflict with the State Airport System Plan.

Wisconsin State Freight Plan. The plan addresses the movement of goods by truck, rail, air, and water. US 45 is part of the state's freight network, and the Town's objectives to maintain safe routes for agricultural equipment and coordinate with WisDOT on state highway projects are consistent with the plan.

Wisconsin Strategic Highway Safety Plan 2023–2027: The plan identifies statewide emphasis areas including roadway departure, intersection safety, older drivers, and impaired driving. The Town's crash data and safety objectives align closely with these emphasis areas.

Regional and County Transportation Plans

The WIS 116 bridge over the Wolf River in the Village of Winneconne. A long and critical link for the Town and for regional travelers moving between Oshkosh, the Fox Valley, and points beyond via US 45 and US 41 has since been addressed through a completed WisDOT reconstruction project. In 2019, WisDOT replaced the original 1934 lift bridge with a new high-level fixed girder structure, built alongside the old bridge to avoid a lengthy detour during construction. The new bridge improved traffic safety and flow while also enhancing accommodations for fishing, boating, and snowmobiling beneath the span reflecting the crossing's dual role as both a transportation corridor and a community recreational resource.

Given the historically limited number of Wolf River system crossings in this stretch of the county with the nearest alternatives being the US 41 bridge over Lake Butte des Morts roughly 9.5 miles to the southeast and the US 10 bridge near Fremont approximately 19.5 miles to the north the WIS 116 crossing remains a vital piece of regional infrastructure. The Town should continue to stay engaged with WisDOT on any future maintenance, capacity, or safety planning affecting this bridge, given how heavily local and regional travel.

Winnebago County Comprehensive Plan: The transportation element of the County plan addresses the County highway system, transit, and specialized transportation. The Town's goals and policies are consistent with the County plan.

2024 Winnebago County Coordinated Public Transit–Human Services Transportation Plan: This plan identifies transportation needs and service gaps for older adults, persons with disabilities, and low-income residents, and guides funding for specialized transportation services. The Town's objective to support access to specialized transportation services is consistent with this plan.

ECWRPC regional plans: ECWRPC's regional comprehensive plan and regional bicycle and pedestrian planning address regional travel and trail connections. The Town's objectives for safe roads, coordination on County and State highways, and trail connections in new subdivisions are consistent with these plans.

5.5 Future Transportation Planning Issues

> **What We Heard**
>
> Of the 46 residents who identified a road safety concern in the community survey, 20 of the 46 responses named WIS 116 and CTH M and 16 named the WIS 116 / CTH S / US 45 area. Many asked for a roundabout or traffic signal.

Town Road Access Points: Rural development continues including new lot creation through Certified Survey Maps and subdivisions. The Town should consider adopting a Road Access Control Ordinance. Such an ordinance would establish minimum separation standards between roadway access points and private driveways, helping the Town build toward a more continuous, functional collector road system as development proceeds section by section. This kind of proactive access management is particularly important in rural Towns like Winneconne, where uncoordinated driveway placement along township roads can compromise both traffic safety and long-term road capacity.

Town Trail Planning: With pedestrian and multi-use trails growing in popularity, the Town may want to incorporate a provision into a future subdivision ordinance encouraging developers to include trail connections within new plats. Doing so would require the Town to also weigh the long-term responsibility of accepting these trails as public parkland or town amenities, including the ongoing cost of maintenance. A consideration that carries more weight in a rural Town with a limited tax base and public works capacity than it might in a larger municipality.

Future Air Transportation: The near-term outlook for expanded commercial air service in Winnebago County remains limited, due to competition from other regional airports. Wittman Regional Airport, operated by the County, is best known as home to the Experimental Aircraft Association (EAA) headquarters, the annual EAA AirVenture Oshkosh fly-in, and the EAA Aviation Museum. During the week-long AirVenture event, Wittman Regional Airport becomes, temporarily, one of the busiest airports in the world, drawing thousands of aircraft.

Future Rail Transportation: On the passenger rail side, the outlook has shifted meaningfully since the last comprehensive plan. The long-referenced "Wisconsin State Rail Plan 2030" draft has since been superseded by the **Wisconsin Rail Plan 2050**, formally adopted by WisDOT and most recently amended in March 2026.

Truck Transportation: The movement of raw materials and finished goods by truck continues to grow, reinforcing the importance of a well-maintained highway network to the Town's economy. Winnebago County continues to see federal, state, and county investment in major road improvements, including the completed US 45 upgrade referenced earlier in this chapter. As freight volumes continue to rise regionally, the Town's road network particularly connections to US 45 and the broader state highway system will need to keep pace with growing demand, a consideration that carries particular weight for Town of Winneconne whose local roads support both agricultural and residential traffic alongside any through-freight movement.

Future Water Transportation Issues: Given sustained regional interest in outdoor recreation, private boating activity on the Town's lakes and waterways is expected to continue growing, driven by demand for fishing, canoeing, kayaking, and other water-based recreation. This suggests a

corresponding need for additional public access points, particularly boat ramps suited for smaller watercrafts. As new developments are proposed along the Town's public waterways, the Town should look for opportunities to require or negotiate public access as part of those approvals. An approach that helps preserve the Town's long-standing identity as a boating and fishing destination even as shoreline property continues to develop.

Official Mapping: Official Map ordinances put property owners and developers on notice that the Town may require wider rights-of-way for future arterial and collector streets to ensure safe and efficient traffic circulation as the Town grows. Because roadway networks rarely respect municipal boundaries, official mapping is most effective when coordinated regionally, reinforcing the value of intergovernmental cooperation in planning future roadway connections between the Town and its neighboring communities.

Town Road Five-Year Maintenance and Improvement Plan: This kind of plan gives the Town a structured way to prioritize future roadway and pedestrian improvements alongside other public expenditures, serving as a practical guide for annually funding town road reconstruction. A Five-Year Plan typically identifies specific road segments for improvement, the treatment type planned for each and estimated costs documentation that can also strengthen the Town's case when pursuing outside funding sources, an especially valuable tool for a town with a modest road maintenance budget relative to its road mileage.

5.6 Local Transportation Planning

Local transportation planning presents an important opportunity to promote efficient land access while strengthening intergovernmental cooperation with neighboring jurisdictions. The Town of Winneconne welcomes collaboration with neighboring municipalities, Winnebago County, the State of Wisconsin, and the federal government to improve transportation options for residents and pursue funding opportunities that support the Town's rural transportation needs. Given the Town's reliance on county and state roadways, and regional service providers for much of its transportation infrastructure, this kind of intergovernmental partnership is essential to advancing local priorities that the Town of Winneconne's size could not accomplish alone.

- 2024 Winnebago County Specialized Transportation Coordinated Plan

5.7 Wisconsin Transportation Plans

The State of Wisconsin maintains a series of statewide transportation plans that guide policy, data collection, and long-range strategy across the state's various transportation modes. While these plans are developed at the state level, they carry direct relevance for a Town like Winneconne, whose local roads, bridges, and mobility options are shaped as much by state and regional investment decisions as by local ones. Several of these plans, summarized below, help frame the broader context within which the Town's own transportation priorities are set:

- Statewide Long-Range Multimodal Transportation Plan
- Wisconsin Bicycle Transportation Plan 2020
- Wisconsin State Airport System Plan 2030
- Wisconsin Rail Plan 2050
- Wisconsin Strategic Highway Safety Plan, 2023-2027

5.8 Goals, Objectives & Policies

GOAL 5-1

Provide a safe transportation system that meets the mobility needs of all residents, including older adults, youth, and persons with disabilities.

Objectives

a. Improve safety at intersections and on rural roadways, with emphasis on reducing intersection and roadway departure crashes.
b. Work with WisDOT and the Winnebago County Highway Department to improve safety at the WIS 116 / CTH M and WIS 116 / CTH S intersections. Residents named these locations as their top road safety concern in the 2026 Community Survey. Improvements could include roundabouts, traffic signals, turn lanes, or reduced speeds, as determined through an engineering study.
c. Address the needs of older drivers, who are involved in a growing share of Town crashes, through improved signage, pavement markings, lighting, and intersection design.
d. Support safe pedestrian and bicycle travel, particularly near the Village of Winneconne, residential subdivisions, parks, and waterfront areas.
e. Support access to specialized transportation services for residents who are unable to drive.
f. Ask WisDOT and Winnebago County to study crash history, traffic volumes, and turning movements at these intersections, including the US 45 / CTH GG interchange area. Support funding applications for recommended improvements, such as through the Highway Safety Improvement Program (HSIP).

GOAL 5-2

Maintain an efficient, cost-effective Town road network that meets the short- and long-range needs of residents, businesses, and agricultural operations.

Objectives

a. Develop and maintain a five-year Town road maintenance and improvement plan to establish priorities and guide budgeting.
b. Continue to upgrade Town roads with substandard right-of-way widths.
c. Coordinate transportation planning with land use decisions so that roads serve existing and planned development patterns.
d. Coordinate road reconstruction schedules with Winnebago County, WisDOT, and the Village of Winneconne to improve cost efficiency and reduce inconvenience to motorists.
e. Maintain safe and efficient routes for farm equipment and agricultural traffic.

GOAL 5-3

Develop a transportation system that is compatible with the Town's rural character and minimizes impacts on neighborhoods, farmland, and natural resources.

Objectives

a. Minimize the environmental impacts of new or reconstructed roads on wetlands, shorelands, woodlands, and farmland.
b. Work with WisDOT and the Winnebago County Highway Department to minimize the impacts of transportation projects on existing neighborhoods, businesses, and natural resources.

c. Encourage developers to incorporate pedestrian paths and trail connections into new subdivisions, consistent with an overall Town pedestrian and trail network.
d. Reserve adequate right-of-way for future roads and pedestrian and bicycle facilities.

Policies

#	Policy
5.1	The Town shall rate the condition of Town roads using the PASER system and submit ratings to the Wisconsin Information System for Local Roads (WISLR) every two years, as required by Wis. Stat. §86.302.
5.2	The Town shall use PASER ratings, crash data, and traffic volumes to prioritize projects in the five-year road maintenance and improvement plan.
5.3	New and reconstructed Town roads shall meet the Town's adopted road design standards and minimum right-of-way widths.
5.4	The Town shall regulate driveways and access points along Town roads to limit the number of new access points, maintain safe sight distances, and preserve roadway capacity.
5.5	New subdivisions shall be designed with internal road networks that limit direct lot access onto collector and arterial roads.
5.6	The Town shall review crash data periodically to identify high-crash locations and consider low-cost safety improvements such as signage, pavement markings, rumble strips, lighting, and vegetation clearance at intersections.
5.7	The Town shall coordinate with Winnebago County and WisDOT on projects affecting County and State highways within the Town.
5.8	The Town shall consider environmental impacts, including impacts to wetlands, shorelands, and drainage, when planning road improvements.

Transportation Programs

- General Transportation Aids (GTA), WisDOT: state aid for Town road maintenance and construction.
- Local Roads Improvement Program (LRIP), WisDOT: cost-share funding for Town road improvements.
- Highway Safety Improvement Program (HSIP), WisDOT: funding for safety improvements at high-crash locations.
- Transportation Alternatives Program (TAP), WisDOT: funding for pedestrian and bicycle facilities.
- Wisconsin Information System for Local Roads (WISLR), WisDOT: road inventory and PASER condition reporting.
- Winnebago County Highway Department: coordination on County highways and shared road projects.
- East Central Wisconsin Regional Planning Commission (ECWRPC): regional transportation, bicycle, and pedestrian planning and technical assistance.
- GO Transit Rural Riders and Winnebago County Specialized Transportation: transportation for older adults and persons with disabilities.
- Recreational Boating Facilities Grant Program, WDNR and Wisconsin Waterways Commission: funding for boat launches and water access.
- Snowmobile and ATV/UTV trail aids, WDNR through Winnebago County: funding for trail maintenance and signage.

Appendix 5 – Chapter 5

WINNEBAGO

Functional Classification

WINNEBAGO

Fremont
Winneconne
Omro
Berlin
Ripon
Reighmoor
Appleton
Menasha
Neenah
Oshkosh
Railroad Grade Rd
Old 49
Desert Rd
Fairview Rd
Leonard Point Rd
Reighmoor Rd
34th Rd

N
W
E
S

0 1.75 3.5 7 Miles

Legend

Existing	Planned*	Other
Principal Arterial	Principal Arterial	Railroads
Minor Arterial	Minor Arterial	Lakes, Rivers, Streams
Major Collector	Major Collector	City/Village Boundary
Minor Collector	Minor Collector	Urban(ized) Area
	Minor Collector classified using small community criteria and Local	

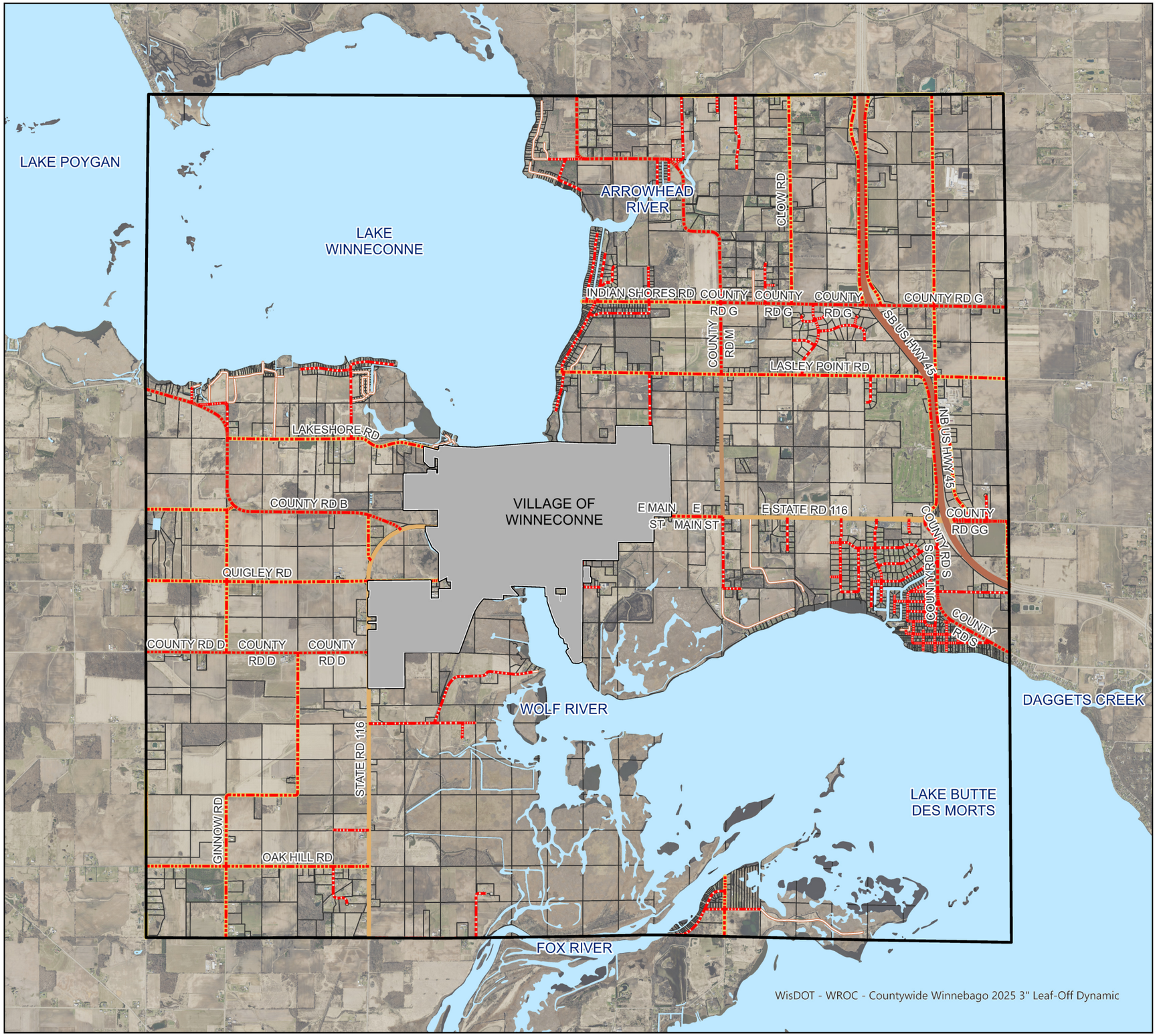
* NOTE:
All planned route locations are approximations only.

In urban(ized) areas, only urban connecting links of rural classified routes and urban non-connecting link principal arterials are shown.

The information on these maps and produced from these maps was created for the official use of the Wisconsin Department of Transportation (WisDOT). Any other use, while not prohibited, is the sole responsibility of the user. WisDOT expressly disclaims all liability regarding fitness of use of the information for other than official WisDOT business.

WisDOT Bureau of Planning and Economic Development
FHWA Approval Date: 04/28/2017
PDF Created: 04/20/2017
WINNEBAGO

ATV/UTV Routes
Town of Winneconne, Winnebago County, Wisconsin



Legend

- Town Boundary
- Village Boundary
- ATV/UTV Routes
- County Road
- Local - Major
- Local - Minor
- State Road
- US Highway

N
W E
S

0 0.75 1.5 3 Miles

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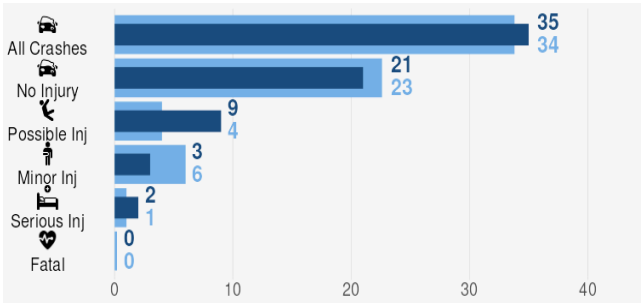
Sources: Wisconsin Department of Natural Resources, Winnebago County, and local GIS data

October 15, 2026

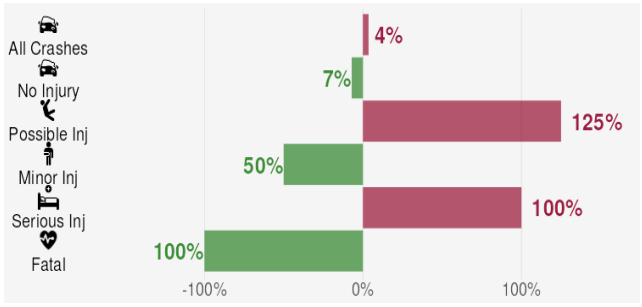
Winneconne, Town in Winnebago County: Crashes from Jan. to Dec.: 2025 verse 5 years average

Note: Deer crashes are excluded. Parking lot/private prop. crashes are excluded. *N/A: increase from 0

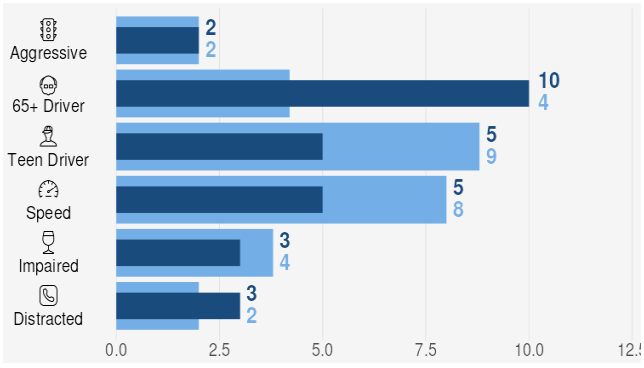
Crashes by Injury Severity



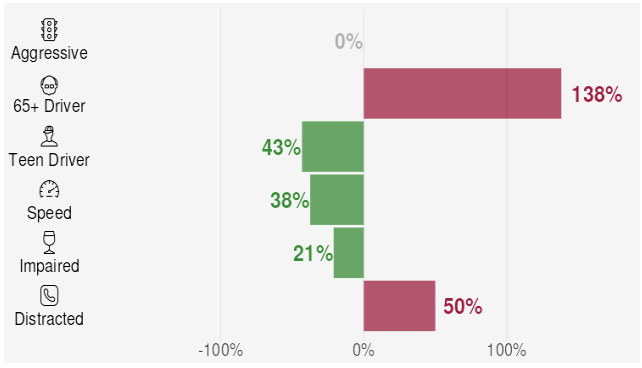
Percent Change



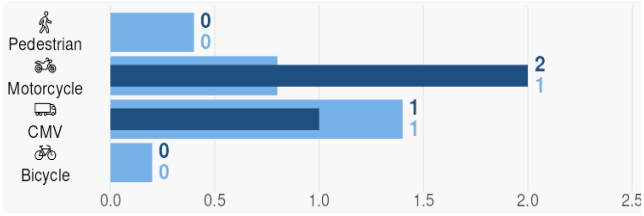
Driver Behavior



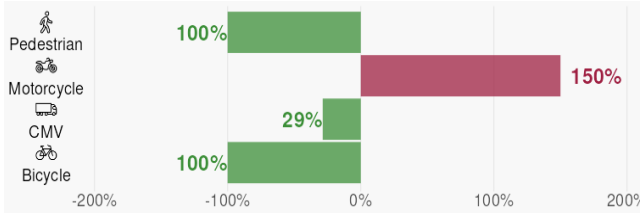
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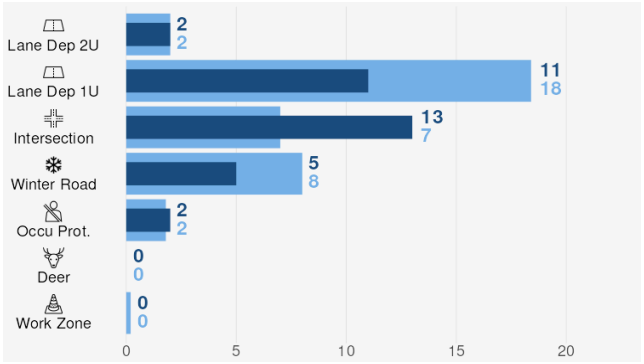
Flags by Unit



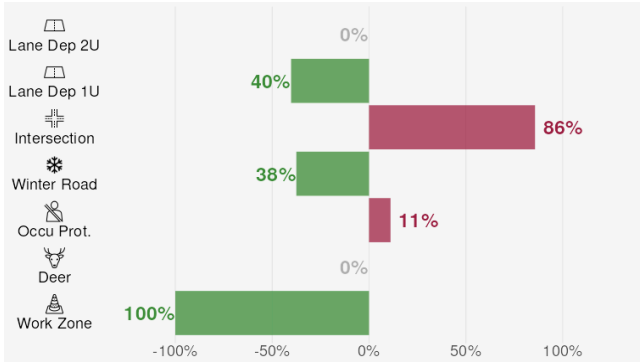
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Other Crash Flags



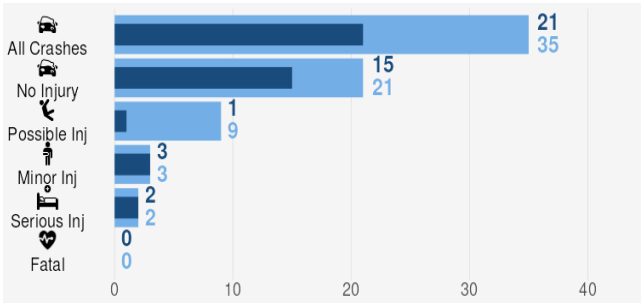
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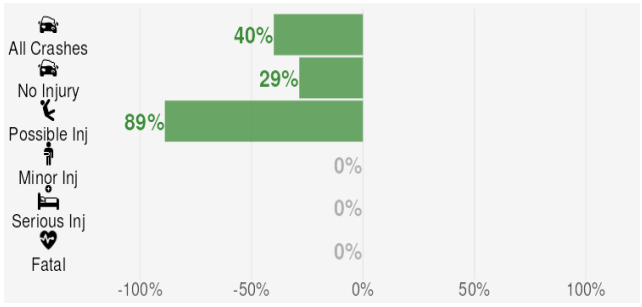
Winneconne, Town in Winnebago County: Crashes from Jan. to Dec.: 2026 verse 1 year average

Note: Deer crashes are excluded. Parking lot/private prop. crashes are excluded. *N/A: increase from 0

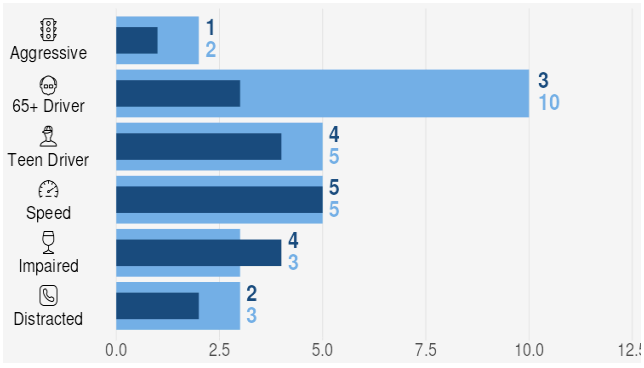
Crashes by Injury Severity



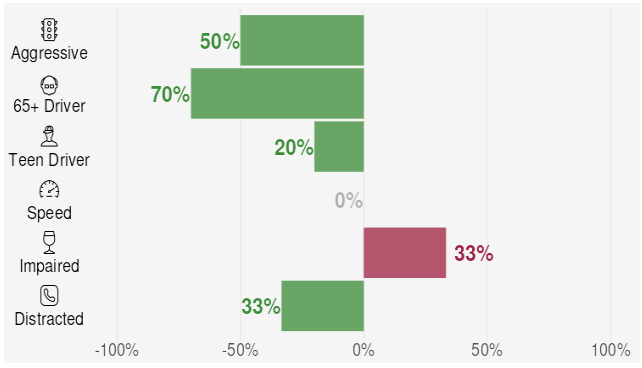
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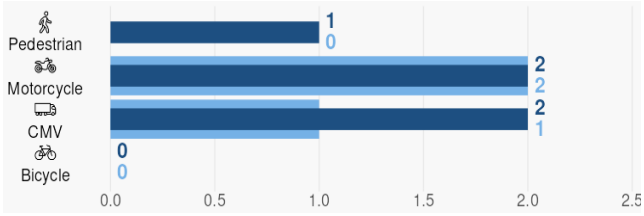
Driver Behavior



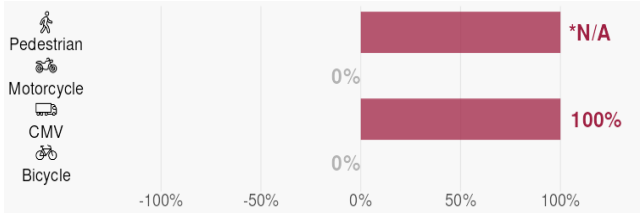
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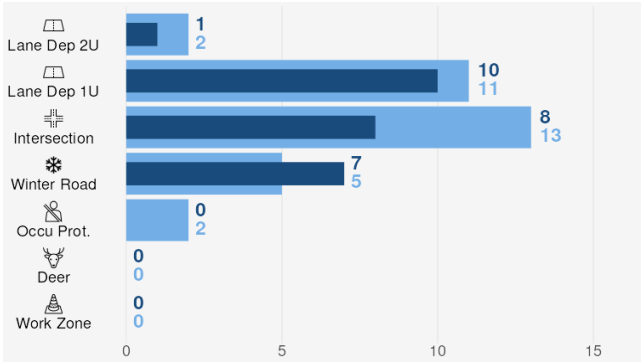
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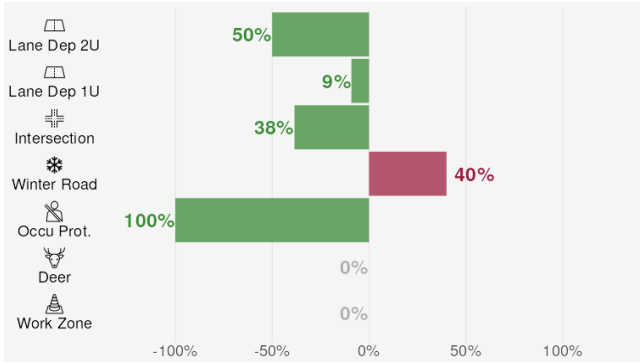
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Other Crash Flags



Percent Change



Chapter 6 – Utilities and Community Facilities

> **Why It Matters:** Sewer capacity determines where higher-density development can go, and two of the Town's sanitary districts depend on agreements with other communities. Fire and EMS rely on volunteers and a new ambulance district while demand rises with an aging population. Planning ahead lets the Town budget for these needs rather than react to them.

6.1 Utilities and Community Facilities Overview

The Town of Winneconne supports and utilizes an array of community facilities as well as public and private utilities. Community facilities include the Town Hall, schools serving the Town through the Winneconne Area Community School District and, in the southernmost portion of the Town, the School District of Omro, the Winneconne Public Library located in the Village of Winneconne, Bell Cemetery, Town-owned parks and boat launch facilities on Lake Winneconne and Lake Butte des Morts, health care access through providers such as the Aurora Health Care clinic, and emergency services provided through a law enforcement contract with the Winnebago County Sheriff's Office, and fire and emergency services through the Winneconne-Poygan Fire District. These facilities are essential components in promoting the Town's quality of life and economic vitality, and they provide insights into present and future Town needs.

Public and private utilities in the Town include five sanitary districts, two of which (Butte des Morts Consolidated Sanitary District No. 1 and Winneconne Sanitary District No. 3) provide public sewer service. Private on-site wastewater treatment systems (POWTS) for properties outside those districts, private well water supply in the absence of a municipal water system, electric and natural gas service from Alliant Energy and Wisconsin Public Service, telecommunications infrastructure including a wireless communications tower and fiber-optic broadband, and storm water management addressed through ditching and Winnebago County subdivision standards rather than a piped storm sewer system.

Town residents rely on the nearby Village of Winneconne for most day-to-day services, such as the library, schools, licensed childcare, shopping, and other retail services.

6.2 Governance and Community Facilities

Town government operates from the Winneconne Town Hall, located at 6494 County Rd. M, Winneconne, WI 54986. The Town Hall was constructed in 1993 and serves as the administrative center for Town government. All Town Boards and Commissions meet at the Town Hall, which is also available for other community meetings and events.

The building houses office space for the Town Clerk, Town Chairman, Highway Superintendent, Building Inspector, Zoning Administrator, and Town Treasurer. Additional facilities include a large meeting room, a smaller meeting room, a kitchen, and a fire-proof storage area. The large meeting room is available for rent to Town residents for private functions at a nominal fee.

A new storage garage has been constructed on the property to accommodate the Town's larger vehicles and equipment, supplementing the site's existing storage building. The Town Hall grounds span approximately three acres, providing space for both the Town's facilities and resident parking.

Capacity and condition: The Town Hall is adequate for current administrative staffing, meetings, and records storage, and no expansion is anticipated during the planning period. The Town hall is ADA accessible, and the parking lot was repaved in 2026. No major improvements are anticipated

during the planning period, other than routine maintenance as needed.

Table 6-1 Commissions and Committees

Committees
Butte des Morts Consol Saint District No.1 (B1)
Rivermoor Sanitary District
Town Sanitary District #3 of the Town of Winneconne (W3)
Winneconne Sanitary District No.4 (W4)
Winneconne Sanitary District No.5 (W5)
Board of Appeals
Plan Commission
Sex Offender Residency Board

Source: Town of Winneconne.

The Town of Winneconne's governance and administration is conducted by the Town Board, which consists of the Town Chairman and four Supervisors (Supervisor 1 through Supervisor 4). The Town Clerk and Deputy Clerk supports day-to-day administrative functions, while the Zoning Administrator and Building Inspector oversee land use and development matters. The Highway Superintendent manages the Town's roads and infrastructure, and the Town additionally retains an Assessor to manage property valuation and an Attorney to provide legal counsel.

Winnebago County Government

Winnebago County provides a number of services to Town residents, including law enforcement through the Sheriff's Office (4311 Jackson Street, Oshkosh); shoreland zoning, land division review and private on-site wastewater treatment system (POWTS) permitting through the Zoning and Planning departments; public health services through the Winnebago County Health Department; maintenance of County trunk highways; the County park system; and solid waste, recycling and household hazardous waste facilities at the Winnebago County Landfill.

Police

The Town of Winneconne contracts with the Winnebago County Sheriff's Office for law enforcement services. Under the contract, the Sheriff's Office provides a deputy to patrol within the Town 20 hours per month and provides additional support on an as-needed basis. This contract arrangement replaces the part-time Town police department described in the 2014 plan. Calls for service are dispatched through Winnebago County 911.

Fire and Rescue Facilities

Fire protection and emergency medical response for the Town of Winneconne are provided by the Winneconne–Poygan Fire District, a joint service arrangement covering three municipalities: the Village of Winneconne, the Town of Winneconne, and the Town of Poygan. The district operates on a fully volunteer basis from a single fire station in the Village of Winneconne. Its authorized roster is 50 firefighters and 20 emergency medical responders who remain on call around the clock, year-round. As of January 2025, active membership was 38 firefighters and 13 first responders, with six additional members in emergency medical responder training.

Libraries

Library services are available from the Winneconne Public Library in the Village of Winneconne, a member of the Winnefox Library System, which receives partial funding from Winnebago County. Town residents also have access to other Winnefox member libraries throughout the region.

Post Office

The Town is served by the Butte des Morts Post Office, located at 5757 Main Street in Butte des Morts, and by the Winneconne Post Office, located at 34 S. Second Street in the Village of Winneconne.



Post office Butte Des Morts Photograph taken by M&E Staff, 2026.

Parks

The Town of Winneconne is home to a Town-owned park located at 5068 Washington Street, within the Butte des Morts urbanized area; while the Town owns the property, day-to-day maintenance is managed through a private contract.

Water access is another defining feature of the Town's park and recreation system: a Town-maintained boat launch at the south end of Main Street provides access to Lake Butte des Morts, complete with a launch pad and docks, while a second launch pad at the west end of Indian Shore Road serves boaters seeking access to Lake Winneconne.



Park located in Butte Des Morts Photograph taken by M&E Staff, 2026.

The Town also contains a notable cultural resource in its Lasley Point Archaeological Site, a 40-acre area recognized by Winnebago County and located north of Lasley Point Road, west of County Road M. Outdoor recreation extends into winter as well: in addition to the county- and state-designated snowmobile trail network, the local snowmobile club maintains its own supplemental trail system for members and visitors.

Boat Launch

The Town's public boat launches on Lake Butte des Morts (south end of Main Street) and Lake Winneconne (west end of Indian Shore Road) are described under Parks above.

Schools

The Winneconne Community School District serves most of the Town of Winneconne and operates three schools, all located in the Village of Winneconne: Winneconne Elementary School (grades PK–5), Winneconne Middle School (grades 6–8) and Winneconne High School (grades 9–12). The School District of Omro serves the southernmost portion of the Town. Post-secondary opportunities are available nearby at the University of Wisconsin Oshkosh and Fox Valley Technical College in Oshkosh and Appleton, through the broader Universities of Wisconsin system, and through Lakeland University, a private university based in Sheboygan County.

CAPP/AP courses are available to students through University of Wisconsin Oshkosh, Lakeland University, and other UW systems schools. Transcript, Advanced Standing courses, and Certified Nursing Assistant (CNA) program are available through Fox Valley Technical College.



Boat Launch located in Butte Des Morts Photograph taken by M&E Staff, 2026.

See Map 6 for boundary line between the two school districts). The Omro School District only serves the very southernmost part of the Town. There are no parochial schools in the Town or in the Village of Winneconne.

District enrollment declined slightly, from 1,767 students in 2023–2024 to 1,721 students in 2024–2025. With enrollment stable declining and the high school being the district's newest facility, existing school buildings have adequate capacity, and no new school facilities are anticipated within the Town during the planning period. The Town should continue to share development and growth information with both school districts.

Table 6-2 Student Enrollment

School	Grades	2023–2024 Enrollment	2024–2025 Enrollment
Winneconne Elementary School	PK–5	851	823
Winneconne Middle School	6–8	409	411
Winneconne High School	9–12	507	487
District Total	**PK–12**	**1,767**	**1,721**

Source: National Center for Education Statistics, Common Core of Data. Update with Wisconsin DPI 2025–2026 enrollment counts when released.

6.3 Utilities

Sanitary Sewer Service

The Town of Winneconne is served by five sanitary districts, shown on Map 3. Winneconne Sanitary Districts No. 1, 3, 4 and 5 and the Rivermoor Sanitary District were all formed on September 20, 1971, while the Butte des Morts Sanitary District predates them, having been established on April 28, 1967.

The Butte des Morts and Winneconne Sanitary District No. 1 were later combined in December 1992, forming the Butte des Morts Consolidated Sanitary District No. 1. Situated along the north shore of Lake Butte des Morts, this district serves only existing platted lots and operates its own treatment facility supported by four lift stations. Any developer hoping to extend service to a new development within the district would need to negotiate directly with the district to fund the necessary infrastructure, including any capacity needed in the regional system.

The Rivermoor Sanitary District, by contrast, remains largely undeveloped from an infrastructure standpoint. A feasibility study was completed in the mid-1990s, but as of this update no sewer mains had been installed. When sewer service does move forward, it is expected to tie into the Town of Omro's sanitary system, with wastewater ultimately treated at the City of Omro's treatment plant.

Winneconne Sanitary District No. 3, active since 1995, serves properties along the eastern shoreline of Lake Winneconne. Sewage from this district is conveyed through existing lines and four lift stations to the Village of Winneconne's treatment plant, under a service agreement that currently caps new connections at ten per year.

Winneconne Sanitary Districts No. 4 and No. 5 remain inactive, with no sewer infrastructure in place in either district. Residents in both areas continue to rely on individual on-site septic systems for wastewater treatment.

Private Septic Systems

Property owners located outside the boundaries of the Town's sanitary districts may obtain a permit to install their own private on-site wastewater treatment system, commonly known as POWTS. In Winnebago County, these systems generally take one of three forms: mound, at-grade, or holding tank. At-grade systems are the least common of the three, largely because the Town's soil types and shallow groundwater conditions often make them unsuitable. Where a mound system also proves infeasible, a holding tank becomes the fallback option; because holding tanks require periodic pumping and ongoing maintenance, they are generally regarded as a system of last resort. All POWTS installations in the Town are reviewed and permitted through the Winnebago County Zoning Department.

Stormwater Management

At present, the Town of Winneconne has no underground storm sewer system and does not anticipate developing one during the planning period. Stormwater is primarily managed through roadside ditches, culverts, drainageways, and other surface drainage features. As a result, any subdivision petition submitted within the Town must demonstrate that surface water runoff will be adequately managed through properly designed drainage systems.

Stormwater runoff from new development is also regulated at the county level through the Winnebago County Subdivision/Land Division Ordinance, which contains several provisions aimed at controlling runoff.

These standards apply to all major subdivisions, and to minor subdivisions when Planning Department staff determine that a proposed development is likely to have a significant environmental impact. Under the ordinance, post-development peak flows may not exceed predevelopment peak flows during a 25-year storm event. Property owners and developers considering a new subdivision are encouraged to contact the Winnebago County Planning Department early in the process for guidance on incorporating appropriate stormwater management into their design.

In addition, construction sites that disturb one acre or more may require coverage under the Wisconsin DNR construction site stormwater permit (Wis. Admin. Code ch. NR 216) and must comply with applicable performance standards of ch. NR 151.

Because the Town relies primarily on surface drainage, maintaining existing roadside ditches, drainageways, and culverts remains an important stormwater management responsibility. Future needs are expected to focus on routine maintenance and improvements to existing drainage infrastructure, including replacement of undersized or deteriorated culverts in conjunction with road projects. This may be particularly important in older lakeshore subdivisions where drainage capacity is limited.

During the planning period, the Town should continue to coordinate with Winnebago County on stormwater requirements for new developments and consider drainage needs when planning road improvements, subdivision reviews, and other infrastructure projects. Where drainage deficiencies are identified, the Town should prioritize improvements that protect roads, private property, and water resources.

Water Supply

The Town of Winneconne currently has no public water utility; residents and businesses rely on private wells for their water supply, a system that appears sufficient to meet present-day needs. The Town does, however, fall within a designated Arsenic Advisory Area, a five-mile boundary surrounding known deposits of St. Peter Sandstone. The area was first identified by the Wisconsin Department of Natural Resources in the mid-1990s due to the potential for naturally occurring arsenic in groundwater. Wells drilled within this boundary carry an elevated risk of drawing water contaminated with naturally occurring arsenic, making private well testing an important consideration for private owners.

At the federal level, the 1986 amendments to the Safe Drinking Water Act (SDWA) established a nationwide framework requiring states to adopt wellhead protection (WHP) programs to safeguard groundwater supplying public water systems. The intent of these programs is to help communities identify and protect the land area that recharges their wells, reducing the risk of future contamination. In Wisconsin, this requirement is implemented under section NR 811.16(5) of the Wisconsin Administrative Code, which mandates that any new municipal well placed into service after May 1, 1992, have a DNR-approved wellhead protection plan before it can begin operating. Because the Town has no municipal water system, these wellhead protection requirements do not currently apply within the Town.

No public water system is anticipated in the Town during the planning period. Private well owners, particularly within the Arsenic Advisory Area, are encouraged to test their water regularly, and all new and replacement wells must meet DNR well construction requirements under Wis. Admin. Code ch. NR 812.

More information on wellhead protection is available at:

- https://dnr.wisconsin.gov/topic/DrinkingWater/wellheadProtection

Solid Waste Disposal & Recycling Facilities

For one- and two-family residential dwellings, the Town of Winneconne contracts with a private hauler, Harter's Lakeside Disposal, to provide weekly curbside collection of garbage and recyclables, with the service fee included on residents' property tax bills. Collected recyclables are transported to the Winnebago County Landfill as part of the broader Tri-County Recycling and Solid Waste Program, a regional partnership among Brown, Outagamie, and Winnebago Counties. Local businesses, industrial establishments, and multi-family properties are not included under the Town's

residential contract and must independently arrange for their own waste collection and disposal services.

Yard waste, brush, white goods, furniture, and other large items may be taken to the Winnebago County Landfill at 100 W. County Road Y for a fee, and oil-based paint and other hazardous materials may be taken to the Winnebago County household hazardous waste facility. The current contract approach is expected to meet the Town's needs throughout the planning period, with the contract reviewed at each renewal.

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.

Telecommunication Facilities

The Town of Winneconne has adopted its own Telecommunications Ordinance to guide the siting and regulation of wireless facilities within Town boundaries. For cable television and broadband service, Charter Communications (operating as Spectrum) provides service to a portion of Town residents, having expanded its fiber-optic network into parts of Winneconne in recent years as part of a broader Winnebago County buildout. OA.net provides high-speed underground fiber internet. The Town will continue to review proposed wireless towers under its Telecommunications Ordinance, encouraging co-location on existing structures, and will support providers and County efforts to close remaining broadband gaps.

Power Generating Plants and Transmission Lines

The Town of Winneconne does not currently contain any power generation facilities within its boundaries.

Natural gas service is available on an underground basis to a portion of Town residents through Alliant Energy and Wisconsin Public Service. Residents outside these service areas typically rely on propane as their primary fuel source. Electric service, by contrast, is universal across the Town, with Alliant Energy and Wisconsin Public Service together providing coverage to all residential and business customers within Winneconne.

High-voltage electric transmission lines in the region are owned and operated by American Transmission Company (ATC); no new transmission line projects within the Town were identified at the time of this update. Proposals for large-scale power generation, including utility-scale solar or wind facilities, and new transmission lines are subject to review by the Public Service Commission of Wisconsin, and Wis. Stat. § 66.0401 limits local regulation of solar and wind energy systems. Natural gas extensions are expected to occur incrementally as demand warrants.

6.4 Public/ Private Community Facilities

Health Care Facilities

Residents of the Town of Winneconne have access to local primary care through the Aurora Health Center, situated along STH 116. Beyond this facility, Town residents also rely on the Winnebago County Health Department for public health services, along with the broader network of physicians, clinics, and hospitals located in nearby Oshkosh and the Fox Valley region for more specialized or extensive medical care.

Medical facilities are available throughout Winnebago County. Local hospitals are in Oshkosh. Most communities have local clinics and retirement homes, while larger communities provide nursing homes.

Ascension NE Wisconsin – Mercy Hospital, Oshkosh: A 160-bed hospital providing 24-hour emergency care as a state-designated Level III Trauma Center and Primary Stroke Center, with more than 38 specialties including orthopedics, heart and vascular care, cancer care, behavioral health and inpatient rehabilitation.

Aurora Medical Center – Oshkosh: A full-service hospital offering 24-hour emergency services, robotic-assisted surgery and a range of on-site specialists.

Theda Regional Medical Center – Neenah: Provides 24-hour emergency care and is the region's only ACS-verified Level II Trauma Center, along with a comprehensive stroke center and acute and specialized clinical services.

Aurora Health Center – Town of Winneconne: Family medicine physicians who diagnose and treat acute and chronic conditions and provide referrals to specialists as needed.

Ascension Medical Group – Village of Winneconne: Family medicine physicians and specialists in anticoagulation therapy.

Child Care Facilities

There are no state-licensed childcare centers located within the Town of Winneconne. Town families rely primarily on licensed providers in the Village of Winneconne, which together have a licensed capacity of 236 children:

- St. Paul's Lutheran Child Center – 695 Grant Street; licensed for 81 children, ages 6 weeks to 12 years.
- The Learning Center Daycare, LLC – 224 W. Main Street; licensed for 75 children, infants to 13 years.
- Boys & Girls Club of Oshkosh – Winneconne – 233 S. 3rd Avenue; licensed for 80 school-age children, ages 4 to 11.

Additional licensed providers are located in Omro and Oshkosh. Regional childcare shortages, particularly for infant care, may affect Town households. The Town can support childcare availability by treating licensed family childcare homes (up to eight children) as permitted residential use, consistent with Wis. Stat. § 66.1017.

Houses of Worship and Cemeteries

- Lord of the Lakes Lutheran Church 6090 Harbour S Dr. Winneconne, WI.
- 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.

6.5 Future Needs Assessment and Timetable

The Town of Winneconne has approximately 2,625 residents in about 1,086 households and is expected to continue growing at a modest pace, with most new homes built on existing vacant lots. Because growth will be gradual, demand for Town services is expected to increase incrementally rather than require new Town facilities. The service needs most likely to change during the planning period are:

- Fire and emergency medical service: maintaining an adequate volunteer roster as EMS calls increase with an aging population.
- Law enforcement: confirming that contracted patrol hours keep pace with population and traffic growth.
- Roads and drainage: continued investment in road maintenance, ditching, and culvert replacement.

- Sewer service coordination: supporting the Butte des Morts Consolidated Sanitary District's regionalization with Oshkosh and monitoring the District No. 3 connection limit.
- Broadband: collaborating with providers and Winnebago County to extend reliable high-speed service to remaining unserved areas.

Table 6-3 Utilities and Community Facilities Timetable

Utility / Facility	Existing Condition and Capacity	Anticipated Need	Timeframe	Lead Party
Sanitary sewer – Butte des Morts Consolidated SD No. 1	Lagoon plant at ~76% of 0.078 MGD design; permit requires regionalization	Connect to Oshkosh WWTF; abandon lagoons	Short-term (2028–2030)	Sanitary district, City of Oshkosh, DNR
Sanitary sewer – Winneconne SD No. 3	Village WWTF at ~55% of 0.777 MGD design; 10 new connections/year cap	Maintain lift stations; revisit service agreement if demand exceeds cap	Ongoing; mid-term review	Sanitary district, Village
Rivermoor SD, SD No. 4 and SD No. 5	Inactive; no sewer mains; properties on POWTS	Evaluate sewer only if failing systems or density warrant; Rivermoor would connect to Omro	Long-term / as needed	Sanitary districts, Town
Private on-site wastewater (POWTS)	County permitting and 3-year maintenance program	Replace failing systems; encourage advanced pretreatment	Ongoing	Winnebago County, property owners
Stormwater management	Roadside ditching; no storm sewer	Ditch maintenance; culvert replacement with road projects	Ongoing	Town, Winnebago County
Water supply	Private wells; Arsenic Advisory Area	No public system planned; promote well testing	Long-term (none planned)	Property owners, DNR
Solid waste and recycling	Weekly curbside contract; County landfill	Review contract at each renewal	Ongoing	Town, Winnebago County
Town Hall (built 1993)	Adequate for current staff and meetings	Roof, HVAC, windows, rehabilitation; ADA review	Mid-term (2032–2036)	Town
Highway equipment and storage	New storage garage added on Town Hall site	Scheduled equipment replacement as needed	Ongoing	Town
Parks and boat launches	Washington Street park; two boat launch pads	Dock/launch pad replacement; accessibility; consider CORP for grant eligibility	Short- to mid-term	Town
Law enforcement	Sheriff contract, 20 patrol hours/month	Review patrol hours at each contract renewal	Ongoing	Town, Sheriff's Office
Fire and EMS	One volunteer station	Volunteer recruitment/retention; evaluate eastern satellite station	Short-term (staffing); long-term (station)	Winneconne-Poygan Fire District, Town/ Southern Winnebago County EMS

Utility / Facility	Existing Condition and Capacity	Anticipated Need	Timeframe	Lead Party
Telecommunications and broadband	OA fiber in parts of Town; other providers	Close remaining rural service gaps	Short-term	Providers, Town, County
Electric and natural gas	Universal electric; partial natural gas	Incremental gas extensions; review energy facility proposals	Ongoing	Alliant Energy, WPS, ATC
Schools	1,721 students (2024–25); stable to declining	No new facilities in Town anticipated	Long-term	School districts
Library	Winneconne Public Library (Village)	Continued County and Winnefox support	Ongoing	Village, County
Childcare	No licensed centers in Town; 236 licensed spaces in Village	Support family child care homes; monitor regional supply	Ongoing	Town, private providers
Cemetery	Bell Cemetery (association-operated, Town-supported)	Monitor remaining capacity with Association	Long-term	Bell Cemetery Association, Town
Health care	Clinic in Town; hospitals in Oshkosh and Neenah	No Town facility needed	N/A	Private providers

Sources: Wisconsin DNR WPDES permit fact sheets; Winneconne-Poygan Fire District; NCES; Wisconsin DCF; Town of Winneconne.

Utilities and Community Facilities Goals Objectives and Policies

This section establishes the Town of Winneconne's goals, objectives, policies and programs to guide the provision of utilities and community facilities through 2046. Although the facilities located within the Town are limited in number, together with services provided by the Village of Winneconne, Winnebago County, the sanitary districts and other partners, they provide a quality level of service to Town residents in both the lakeshore and rural areas of the Town.

6.6 Goals, Objectives & Policies

GOAL 6-1

To provide and coordinate with partner agencies to provide, government services, utilities and community facilities in an efficient, cost-effective, environmentally sound and socially responsible manner that supports the Town's rural character.

Objectives

a. Provide efficient and economical public facilities and services, directing more intensive development to areas served by active sanitary districts.
b. Foster cooperation and coordination in the provision of services where efficiency, equity, and economies of scale can be obtained with other entities, including the Village of Winneconne, Winnebago County, neighboring towns, the sanitary districts, and the Winneconne-Poygan Fire District.
c. Develop and annually update a five-year capital improvements program (CIP), consistent with this Plan, covering roads, drainage, the Town Hall, equipment, and parks.
d. Encourage development within active sanitary districts (Butte des Morts Consolidated Sanitary District No. 1 and Winneconne Sanitary District No. 3), where sewer service can be provided effectively and economically.

e. Where appropriate, require developers to dedicate park and open space land, or pay a fee in lieu of dedication, in locations where residential density is increasing.
f. Support access to reliable, high-speed broadband service for all Town residents and businesses.
g. Protect groundwater quality and private water supplies, including within the Arsenic Advisory Area.
h. Maintain adequate fire, emergency medical and law enforcement service levels as the Town grows and ages.
i. Support access to childcare, health care and other community services for Town residents.

Policies

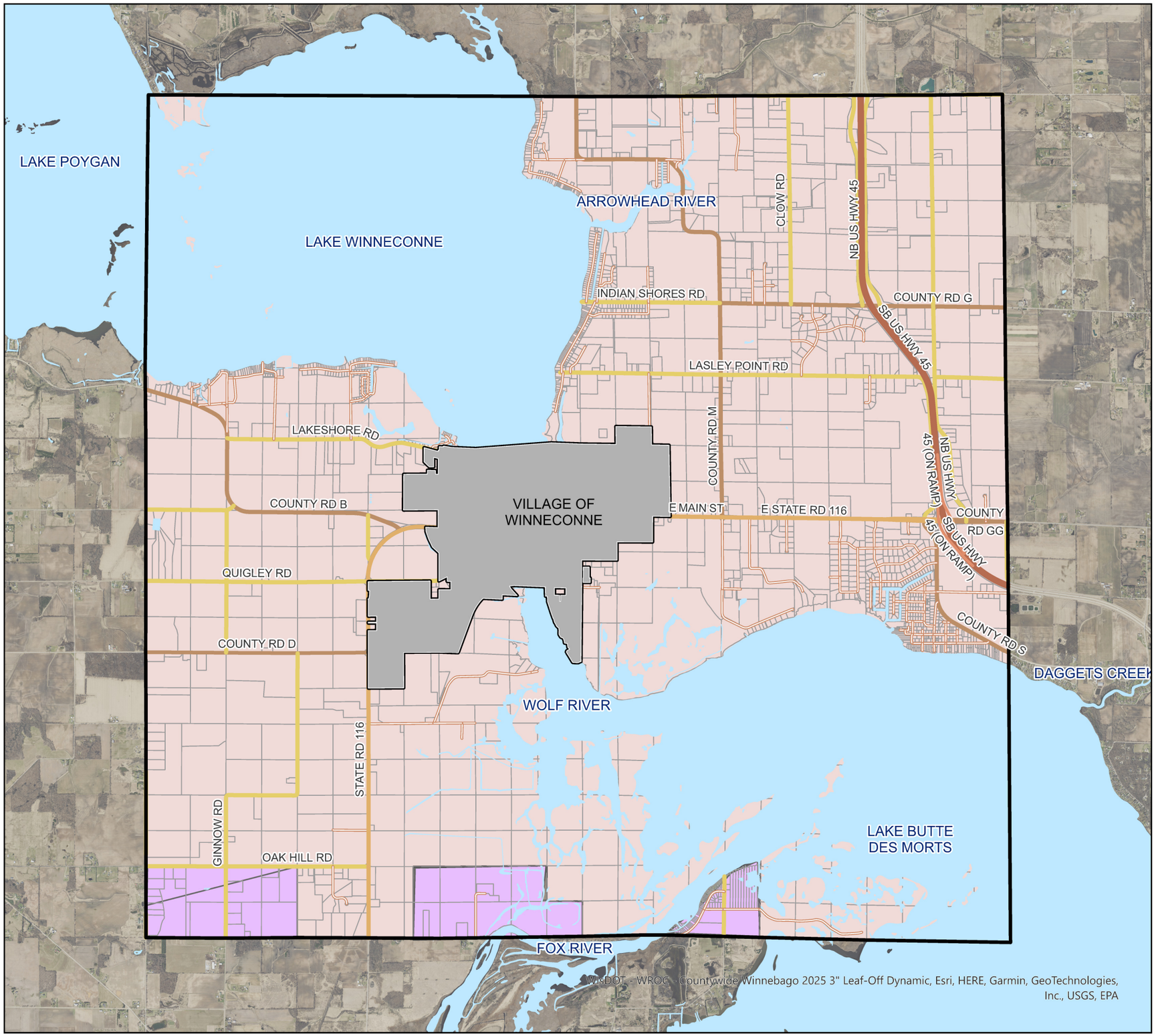
#	Policy
6.1	Direct new lots that require sewer service to active sanitary districts, and do not support sewer extensions that would encourage scattered development outside sanitary district boundaries.
6.2	Require new subdivisions and certified survey maps to demonstrate adequate stormwater management through properly designed ditching and compliance with Winnebago County land division standards and DNR stormwater rules.
6.3	Require POWTS permits through Winnebago County for all development outside sewered areas and treat holding tanks as a system of last resort.
6.4	Coordinate Town road projects with ditch, culvert and utility (electric, natural gas and fiber) work to reduce costs and disruption.
6.5	Review the Winnebago County Sheriff's Office contract and the Winneconne-Poygan Fire District arrangement at each renewal to confirm that service levels meet Town needs.
6.6	Review proposed telecommunications towers under the Town's Telecommunications Ordinance and encourage co-location on existing structures.
6.7	Treat licensed family childcare homes as permitted residential use, consistent with state law.

Programs

- **Wisconsin DNR Clean Water Fund Program**: Low-interest loans for wastewater projects, including sanitary district regionalization and sewer improvements.
- **USDA Rural Development Water and Environmental Programs**: Loans and grants for sewer, water and stormwater projects in rural communities.
- **Public Service Commission of Wisconsin Broadband Expansion Grant Program**: Grants to providers, in partnership with local governments, to extend broadband to unserved and underserved areas.
- **Wisconsin DNR Knowles-Nelson Stewardship and Recreational Boating Facilities grants**: Funding for park, trail and boat launch improvements (CORP required for Stewardship eligibility). Stewardship authorization expired June 30, 2026; monitor for renewal.
- **Wisconsin DNR Well Compensation Grant Program:** Assistance for eligible owners of contaminated private wells.

Appendix 6 – Chapter 6

School District Boundaries
Town of Winneconne,
Winnebago County, Wisconsin



Legend

- Town Boundary
- Village Boundary
- Omro School District
- Winneconne School District
- Waterbodies

N
W E
S

0 0.75 1.5 3 Miles

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Sources: Wisconsin Department of Public Instruction, Winnebago County, and local GIS data

September 24, 2026

Chapter 7 – Agricultural, Natural, and Cultural Resources

> **Why It Matters:** Farmland, clean water, and lakeshore are the reasons most residents live here; 96% support preserving agricultural land. Every home relies on a private well, and Lake Winneconne and Lake Butte des Morts are listed as impaired for phosphorus. Protecting these resources protects both the Town's character and residents' drinking water.

7.1 Inventory and Analysis

Productive Agricultural Soils and Farmland Preservation Areas

Soils provide the physical base for agriculture and development within the Town. Knowledge of soil limitations and potential is important in evaluating crop production capability and in considering the construction of buildings, the installation of utilities and other land uses. Some soils exhibit characteristics such as slumping, compaction and erosion that limit development. Severe soil limitations do not necessarily mean an area cannot be developed, but they indicate that more extensive construction measures may be needed to prevent environmental or property damage, which increases the cost of development.

A prominent soil group in the Town is the Hortonville series (silt loam), which covers large areas on both sides of the Wolf River. These soils have moderate permeability, good potential for cultivated crops and pasture, and can support private on-site wastewater treatment systems. Other prominent soils with less desirable building characteristics include Borth silty clay loam, Kewaunee silt loam, Menasha clay, Nebago fine sand, and Zittau silty clay loam. A significant amount of land along Lake Butte des Morts is considered unbuildable because of Houghton muck and ponding.

Farmland soils in the Town fall into three classifications. Class 1 (prime farmland) covers much of the Town, except for marshland along rivers and lakes. Class 2 (prime farmland if drained) is scattered throughout the Town along wetland edges and in low areas of fields, streams, and swales. No areas of the Town are classified as Class 3 (prime farmland if protected from flooding). Remaining soils, classified as not prime, are wet, under water or marshland; these areas are not buildable and should remain in their natural condition.

Soil classification has become a less decisive factor in where farming occurs. Advances in soil conservation, drainage and equipment allow farmers to work land efficiently during narrow planting and harvest windows and to bring marginal ground into production, while land ownership patterns and opportunities for farm expansion increasingly drive agricultural land use. In general, apart from the large wooded and wetland areas, most soils in the Town are well suited to cropland or pasture and are capable of high yields under good management – which the Soil Conservation Service defines as adequate drainage, appropriate tillage, high-yield seed varieties, control of weeds, diseases and insects, optimum fertilizer application, and timely, efficient harvesting.

The Town's goal is to preserve and protect its prime agricultural areas for those who wish to continue farming. To reduce conflicts between farms and new homes, the Town will consider ordinances that protect existing farm operations from incompatible adjacent uses, such as requiring lots created by certified survey map or subdivision plat to include a statement that the owner will not object to normal farming operations, including noise, dust and odors.

Agricultural Trends

The U.S. Census of Agriculture does not publish data at the town level, so Winnebago County data are used to describe agricultural conditions affecting the Town. Table 7-1 summarizes the 2022 Census of Agriculture for Winnebago County.

Table 7-1: Winnebago County Agricultural Overview, 2022

Measure	2022	% Change since 2017
Number of farms	816	-15%
Land in farms (acres)	145,208	-10%
Average farm size (acres)	178	5.0%
Market value of products sold	$188,099,000	54%
Net cash farm income	$44,105,000	91.0%
Average net cash farm income per farm	$54,051.00	124%
Total farm production expenses	$149,009,000.00	37%
Government payments	$1,346,000.00	-60.0%

Source: USDA National Agricultural Statistics Service, 2022 Census of Agriculture, County Profile – Winnebago County, Wisconsin.

The number of farms and amount of farmland in Winnebago County declined between 2017 and 2022, while average farm size increased, continuing a long-term trend toward fewer, larger operations. At the same time, the market value of agricultural products rose 54% and net cash farm income nearly doubled. Livestock, poultry, and products account for 64% of sales, led by their products account for 64% of sales, led by milk from cows ($100.1 million, ranking 27th among Wisconsin counties) and cattle and calves ($19 million). Crops make up the remaining 36%, with grains and oilseeds accounting for $60.4 million. Of the County's 145,208 acres in farms, 118,630 acres (82%) are cropland, 6,862 acres are woodland and 3,490 acres are pasture. Farm structure in the County is mixed. One-third of farms (33 percent) have less than $2,500 in annual sales, while 24 percent have sales of $100,000 or more; 45 percent of farms are smaller than 50 acres and 10 percent exceed five hundred acres. Ninety-four percent are family farms. Of the County's 1,475 producers, 553 (37%) are 65 or older and 128 (9%) are under 35, while 437 are new and beginning farmers, which highlights the importance of farm succession planning. Conservation practices are increasingly common: 30% of farms use no-till and 14% plant cover crops. Eighty percent of farms have internet access.

Table 7-2: Top Crops by Acreage, Winnebago County, 2022

Crop	Acres
Soybeans for beans	37,066
Corn for grain	36,112
Forage (hay/haylage), all	14,676
Corn for silage/greenchop	10,969
Wheat for grain	7,725

Source: USDA NASS, 2022 Census of Agriculture.

Farmland Preservation Planning

Winnebago County adopted its first farmland preservation plan under the Working Lands Initiative in 2011, and an updated plan was adopted as Volume 3 of the County's multi-jurisdictional comprehensive plan in 2017. The County's 2021–2030 Land and Water Resource Management Plan reports that, after the Working Lands Initiative took effect in 2010, many landowners withdrew from farmland preservation zoning; more than 14,000 acres of cropland were removed from farmland preservation zoning countywide, and only the Town of Nepeuskun has maintained its own DATCP-certified farmland preservation plan and zoning. The County's 2012 plan, certified by DATCP through 2017, designated portions of the Town as Tier II Farmland Preservation Areas.

As of 2026 Town of Winneconne did not have certified farmland preservation zoning, so landowners could claim farmland preservation tax credits only through a farmland preservation agreement within

a designated Agricultural Enterprise Area. To make Town landowners eligible through zoning, the Town would need to amend its zoning ordinance to meet ch. 91, Wis. Stats., and obtain DATCP certification. However, Winnebago Counties' current Farmland Plan was certified by DATCP through 2031. The county will reach out to discuss farmland preservation planning and offer surrounding Towns in the next couple of years and offer the opportunity to participate.

Wisconsin's Working Lands Initiative

The Working Lands Initiative, enacted in the 2009–2011 state budget and codified in ch. 91, Wis. Stats., modernized Wisconsin's Farmland Preservation Program. Its main components are county farmland preservation plans certified by the Department of Agriculture, Trade and Consumer Protection (DATCP); farmland preservation zoning ordinances certified by DATCP; Agricultural Enterprise Areas (AEAs), which are locally designated areas where landowners may enter into farmland preservation agreements; and farmland preservation tax credits. The Act also created a Purchase of Agricultural Conservation Easements (PACE) program and shifted certification of county farmland preservation plans from the Land and Water Conservation Board directly to DATCP. Landowners with land in a certified farmland preservation zoning district may claim an income tax credit of $10 per acre, or $12.50 per acre if the land is also covered by a farmland preservation agreement within an AEA. To claim the credit, landowners must comply with state soil and water conservation standards (ch. NR 151 and ATCP 50, Wis. Admin. Code), with compliance monitored by the Winnebago County Land and Water Conservation Department.



Soils Having the Potential for Structures

Soil suitability for building sites depends on drainage, depth to the seasonal high-water table, depth to bedrock, slope, shrink-swell potential, and bearing capacity. In the Town, well-drained silt loams such as the Hortonville series present the fewest limitations for dwellings with basements and for on-site wastewater systems. Poorly drained clays, mucks, and soils with a shallow water table, including the Houghton muck soils along Lake Butte des Morts, present severe limitations. Most soil in the Town of Winneconne are not suitable for in-ground or at-grade wastewater systems, so most new homes outside sanitary districts require mound systems; conventional below-grade systems are possible only in scattered locations. According to Winnebago County Zoning Department records, most on-site systems in the Town are mound systems or holding tanks. Before any new system is approved, a soil test must be completed by a state-certified soil tester, and a County sanitary permit is required before installation. Detailed soil suitability for dwellings, local roads, and septic absorption fields is available through the USDA Natural Resources Conservation Service Web Soil Survey and should be consulted when reviewing certified survey maps, subdivision plats, and rezoning requests.

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.

Other Soil Limitations

The major wetland areas fronting the lakes and rivers have moderate to rapid permeability, while most of the Town has moderate to moderately slow permeability, with very slow permeability scattered around major drainageways. Shallow bedrock is relatively scarce but occurs where St. Peter Sandstone is near the surface (see Map 4). The most severe locations are east and west of County Road M north of STH 116, where bedrock is 0 to 15 inches deep in concentrated areas and 16 to 30 inches deep in surrounding areas. Shallow bedrock limits wastewater systems and basements and increases the risk of groundwater contamination. Other soil limitations in the Town include wetness and seasonal high groundwater, ponding, low permeability in clay soils, and erosion potential on sloped or exposed sites.

These conditions limit the use of conventional in-ground wastewater systems; as described in Chapter 6, mound systems are most common outside sanitary districts and holding tanks are a system of last resort. Wet soil also contributes to drainage problems on rural roads and in older lakeshore subdivisions. Soil erosion from cropland and construction sites contributes sediment and phosphorus to the Winnebago Pool lakes, which are listed as impaired for both pollutants. The Winnebago County Land and Water Conservation Department uses soil survey data to evaluate erosion and phosphorus loss in farm nutrient management plans and to target conservation practices.

Environmentally Sensitive Areas

Environmentally sensitive areas are lands whose natural functions make them important to protect from development. In the Town of Winneconne these include wetlands, 100-year floodplains, shorelands along Lake Winneconne, Lake Butte des Morts and the Wolf and Fox Rivers, hydric soils, woodlands, and habitats for threatened and endangered species. When these features are contiguous, they form environmental corridors that provide wildlife habitat and movement, flood storage, water quality protection, and scenic value. The Town's Site Plan Review Ordinance (Chapter 258 of the Town Code) requires that wetlands, lands in a designated floodplain or floodway, and habitats of endangered wildlife or vegetation identified by federal agencies or the Wisconsin DNR be preserved as undeveloped open space on sites subject to site plan review. Shoreland, Winnebago County also regulates floodplain and wetland areas.

Topography on the east side of the Town is rolling, with well-defined drainageways reflecting the underlying sandstone, while the west side is flat. Elevations range from about 746 feet above sea level at the water's edge to 845 feet just east of County Road M, about one-half mile north of STH 116, a difference of 99 feet. The largest environmentally sensitive area in the Town is where Lake Butte des Morts narrows to the Wolf River, together with the south shoreline of Lake Butte des Morts where it connects to the Fox River, hundreds of acres of cattail marsh in this area warrant protection. A secondary sensitive area is the Arrowhead River corridor, which flows south from the Town of Winchester and drains into the northeast shoreline of Lake Winneconne.

Groundwater

All Town residents and businesses rely on private wells for drinking water. Groundwater in Winnebago County is generally of good quality and plentiful supply and is drawn from three aquifers: the sandstone aquifer, which is the most extensive and the only one able to sustain high-capacity wells; the Platteville-Decorah-Galena dolomite aquifer in the eastern third of the County; and the water

table aquifer in glacial sand and gravel deposits. All groundwater in the County originates from local precipitation that infiltrates through the soil.

As described in Chapter 6, the Town lies within the DNR-designated Arsenic Advisory Area surrounding deposits of St. Peter Sandstone, where wells have an elevated risk of naturally occurring arsenic (see Map 4). Other potential sources of groundwater contamination include failing private wastewater systems, manure and fertilizer application, abandoned wells, old landfills, quarries, and underground storage tanks. Protecting groundwater depends on proper well construction under ch. NR 812, Wis. Admin. Code, decommissioning of unused wells, nutrient management on farmland, maintenance of private wastewater systems, and careful review of land uses in areas susceptible to contamination. Private well owners are encouraged to test their water regularly.

Stream Corridors

The Town's most significant stream corridors are the Wolf River, which flows through the Village of Winneconne and connects Lake Winneconne and Lake Butte des Morts, and the Fox River, which enters Lake Butte des Morts in the southern portion of the Town. The Wolf River accounts for approximately 60% of the combined inflow to the Winnebago Pool lakes. The lower Wolf River and upper Fox River contain the spawning and nursery grounds for the Winnebago System's lake sturgeon and walleye populations. The Arrowhead River, which flows from the Town of Winchester into the northeast shore of Lake Winneconne, is the Town's other notable stream corridor. The Arrowhead River is listed as impaired for total phosphorus. Smaller drainageways and agricultural ditches throughout the Town carry runoff to these waters.

Protecting stream corridors involves maintaining vegetated buffers, controlling streambank and shoreline erosion, and limiting development within shoreland setbacks. The Winnebago County shoreland zoning ordinance, adopted under ch. NR 115, Wis. Admin. Code, regulates structure setbacks, vegetation removal and impervious surfaces within 1,000 feet of lakes and within 300 feet of navigable rivers and streams, or to the landward side of the floodplain, whichever is greater (see Map 11). Rivers and streams shown as continuous or intermittent waterways on USGS quadrangle maps are presumed navigable, with the County Zoning Administrator making the initial determination of navigability and the ordinary high-water mark.

Surface Water

Surface water covers approximately 7,671 acres, or 36%, of the Town's total area. The Town contains most of Lake Winneconne and about the westerly third of Lake Butte des Morts. Lake Butte des Morts lies in the southeast corner of the Town, and both the Wolf and Fox Rivers flow through it; its north shore is developed with year-round homes, while the rest of its shoreline is wetland and woods. Lake Winneconne lies in the northwest quadrant of the Town, blends into Lake Poygan to the west, and has year-round homes along its east and south edges. Both lakes are shallow and highly susceptible to nonpoint source pollution. Together with Lake Winnebago and Lake Poygan, these lakes make up the Winnebago Pool, part of the larger Winnebago System that represents about 17% of Wisconsin's total surface water acreage. The system is internationally known for its lake sturgeon population and supports excellent walleye, northern pike, and white bass fisheries. The recreational fishery has been estimated to contribute $280 million annually to the local economy of the surrounding counties.

Water quality in the Pool lakes has declined over time. Lake Winneconne, Lake Butte des Morts, and the main stem of the Wolf River in Winnebago County are on Wisconsin's 303(d) list of impaired waters for total phosphorus and sediment/total suspended solids, which contribute to algae blooms, low dissolved oxygen, and degraded habitat. Historical loss of emergent marshes from high water levels, waves, and ice action has reduced the lakes' natural ability to filter sediment and nutrients, and shoreline erosion continues in many areas.

A 2014 County inventory of more than 150 miles of Winnebago System shoreline identified about 11.7 miles of eroded shoreline. The U.S. Environmental Protection Agency approved the Upper Fox and Wolf River Basins TMDL in February 2020, which sets phosphorus and sediment reduction targets for both point and nonpoint sources in the watershed. Winnebago, Calumet, and Fond du Lac counties have also partnered with the Fox-Wolf Watershed Alliance on the Winnebago Waterways lake management and watershed planning effort to guide restoration of the system.



Photo taken by Butte Des Morts Conservation Club.

Floodplains

Floodplains are areas adjacent to lakes and rivers that are subject to inundation during a 100-year (1% annual chance) flood. Floodplains in the Town are located along the shorelines of Lake Winneconne, Lake Butte des Morts, and the Wolf and Fox Rivers, as shown on the Federal Emergency Management Agency (FEMA) Flood Insurance Rate Maps (see Map 8). Town property owners are eligible for federal flood insurance. Keeping floodplains in open space reduces flood damage, protects water quality and preserves habitat.

Wetlands

Wetlands provide wildlife and fish habitat, flood storage, groundwater recharge, and filtration of sediment and nutrients. The 2014 plan identified approximately 2,376 acres of wetlands in the Town, or about 11% of its area, concentrated along the lakes and rivers (see Map 9). The largest concentration is on both sides of the Fox and Wolf Rivers where they flow into Lake Butte des Morts, with other wetlands at the southwest and southeast corners of the southerly bay of Lake Winneconne. These wetlands provide essential wildlife habitats and are critical to the spawning success of many game fish. Countywide, the DNR has mapped more than 53,000 acres of wetlands, predominantly emergent, scrub-shrub, and forested wetlands. Wetlands within shoreland areas are regulated through Winnebago County shoreland-wetland zoning.

Woodlands

Woodlands in the Town are limited and scattered, consisting primarily of farm woodlots, wooded lakeshore areas, and forested wetlands. Most woodland is scattered across the west side of the Town, while on the east side woodland clusters are found mostly west of US 45. These areas were typically left uncleared because of their wet soils or because their difficult topography made them hard to farm. The DNR Managed Forest Law program offers reduced property taxes to owners of 10 or more acres who follow a sustainable forest management plan. A notable example is the Lasley Point Archaeological Site, which supports oak, hickory, basswood, and ash woods. Countywide, woodlands cover about 11,600 acres, or roughly 4% of the land area, nearly all privately owned, and about 1,746 acres were enrolled in the Managed Forest Law program as of 2020. Woodlands face

pressure from parcelization, clearing for agriculture, deer browse, invasive species such as buckthorn, and the emerald ash borer, which was confirmed in Winnebago County in 2013.

Air Quality

Winnebago County, including the Town of Winneconne, meets all National Ambient Air Quality Standards. The Wisconsin areas designated nonattainment for the 2015 ozone standard are limited to portions of counties along the Lake Michigan shoreline; Winnebago County is not among them. The nearest DNR air quality monitoring station to the Town is in Appleton. Local air quality concerns in the Town are generally limited to seasonal agricultural odors and dust, open burning, and occasional smoke, which are best addressed through good management practices and the Town's burning regulations.

More information on air quality is available at:

- https://dnr.wisconsin.gov/topic/AirQuality

Wildlife Habitat and Threatened and Endangered Species

The Town's lakes, marshes, rivers, and adjacent uplands have provided prime waterfowl habitat for centuries. Waterfowl hunting, fishing, and trapping remain important recreational activities. Upland areas support deer, turkey, pheasant, small game, and songbirds, and the marshes support muskrats, raccoons, and other furbearers. The Town's marshland and associated woodland provide ideal deer habitat, and deer numbers are high. Restoring aquatic plants such as wild celery and wild rice, protecting remaining emergent marshes and maintaining vegetated shorelines are key to sustaining wildlife populations.

The DNR's Natural Heritage Inventory tracks rare species and natural communities, and the Wisconsin Wildlife Action Plan identifies species of greatest conservation need and priority actions. Development proposals near lakeshores and wetlands should be screened through an NHI review to avoid impacts on listed species.

Information on wildlife habitat and threatened and endangered species is available from the Wisconsin Department of Natural Resources at:

- https://dnr.wisconsin.gov/topic/erreview/PublicPortal

It is recommended that landowners and developers consult this website for information on habitat and species that may affect their property.

Metallic and Nonmetallic Mineral Resources

There are no metallic mineral resources or metallic mining operations in the Town of Winneconne. Nonmetallic minerals such as sand, gravel, and crushed stone are an important local resource. They supply aggregate for roads, foundations, and other construction throughout the region. In the Town, shallow St. Peter Sandstone bedrock is found mainly east and west of County Road M, north of WIS 116. The 2014 plan identified at least four gravel pits or quarries, generally between Lake Winneconne and US 45 on the east side of the Town.

Winnebago County's nonmetallic mining reclamation ordinance, required under ch. NR 135, Wis. Admin. Code, is administered by the East Central Wisconsin Regional Planning Commission. The program requires reclamation plans and financial assurance so that sites are returned to a stable, productive use after mining ends. Under Wis. Stat. § 295.20, landowners may register marketable nonmetallic mineral deposits; once registered, a deposit is protected from zoning changes that would permanently interfere with its extraction during the registration period. Abandoned pits that have filled with water can provide habitat but also act as conduits for contaminants to reach groundwater, so proper reclamation is important.

Historical and Cultural Resources

The Town of Winneconne was organized on April 14, 1848, at a meeting held at the home of Augustin Grignon. The Town's location where the Wolf River meets Lake Winneconne and Lake Butte des Morts made it an important area for Native American settlement long before European arrival.



Augustin Grignon Hotel photo taken by M&E staff, 2026.

The Town's most notable historic building is the Augustin Grignon Hotel, at the southeast corner of Main and Washington Streets in Butte des Morts. Grignon, the community's founder, built the three-story Greek Revival hotel in the 1840s to serve travelers on the Fox River and overland routes.

The building later served as a general store, post office, and community gathering place for more than a century. It is listed on the National Register of Historic Places and is considered one of the oldest remaining commercial buildings in Winnebago County. The Town has many other older buildings, including homes dating to as early as the 1860s. The Butte des Morts Historical Preservation Society, founded in 2014, works to collect, preserve, and share the community's history.

The Lasley's Point Site, located north of Lasley Point Road and west of County Road M, was listed in the National Register of Historic Places on September 6, 1979, for its archaeological significance. Between about 1200 and 1500 AD, the site supported an Oneota village. Winnebago County acquired the site in 1981 from the Winnebago County Historical Society and manages its 40 acres as a passive park with interpretive trails.



Park located in Butte Des Morts Photograph taken by M&E Staff, 2026.

The Wisconsin Historical Society maintains the Architecture and History Inventory (AHI) and the Archaeological Sites Inventory (ASI), which document additional historic buildings and archaeological sites in the Town; archaeological site locations are restricted to protect them. Human burial sites, including cemeteries and Native American mounds, are protected under Wis.

Stat. § 157.70. Other cultural resources include the Bell Cemetery, the historic community of Butte des Morts, and local churches and organizations such as the Butte des Morts Lions Club and Conservation Club.

More information and to search the state/ National Register properties:

- https://wisconsinhistory.org/preserve/state-historic-preservation-office/state-national-registers-of-historic-places

Community Design

The Town's character is defined by working farmland, open views, rural roads, and established lakeshore neighborhoods along Lake Winneconne and Lake Butte des Morts. Residents value this rural character and the Town's goals have long emphasized limiting scattered development and directing more intensive development to sanitary districts. Commercial development is concentrated near the US 45 and STH 116 interchange, which serves as a primary gateway to the Town and the Village of Winneconne.

Recreational Resources

Recreation in the Town centers on its water resources. Residents and visitors use the lakes and rivers for fishing, boating, waterfowl hunting, trapping, and the annual lake sturgeon spearing season, and the Town is known for excellent deer, small game, and duck hunting in the marshes along the lakes. Recreational facilities in or near the Town include:

- The Town-owned park on Washington Street in the Butte des Morts area.
- Town boat launches at the south end of Main Street on Lake Butte des Morts and at the west end of Indian Shore Road on Lake Winneconne.
- The Winnebago County Lasley Point Archaeological Site, with interpretive woodland trails.
- County- and state-designated snowmobile trails and a supplemental trail system maintained by the local snowmobile club.
- The WIOUWASH State Trail in the adjacent Town of Vinland, used for walking, biking, snowmobiling and horseback riding, and routes shown on the Winnebago County Trails Map.
- Lake Breeze Golf Club a public golf course located in the Town.
- The Wolf Wilderness trail along WIS 116.
- Additional parks and recreation facilities are available in the Village of Winneconne.

Other Natural Resources

Close to half of the Town is covered by lakes, rivers, wetlands, and marsh, creating an ideal setting for fishing, hunting, and a resource the Town needs to protect. Other resource issues relevant to the Town include aquatic and terrestrial invasive species; changing precipitation patterns, including more frequent heavy rain events that increase runoff, flooding, and field wetness; and water level management on the Winnebago System, which affects shoreline erosion and marsh habitat. Interest in utility-scale solar and other renewable energy on agricultural land are also increasing; under Wis. Stat. § 66.0401, local regulation of solar and wind facilities is limited, but the Town can encourage development that minimizes the loss of productive farmland and protects drainage systems.

7.2 Goals, Objectives & Policies

GOAL 7-1

Protect productive agricultural lands in the Town for long-term farm use and maintain agriculture as a major economic activity and way of life; conserve, protect and enhance the natural resources and environmentally sensitive areas of the Town; and preserve the Town's historical, archaeological and cultural resources for future generations.

Objectives

- **a.** Protect designated agricultural lands in the Town by maintaining farms and productive acreage.
- **b.** Provide input to the Winnebago County Farmland Preservation Plan during each update to maintain a viable plan for the continued preservation and production of agricultural lands in the Town.
- **c.** Encourage residential development and other non-farmland uses to locate away from productive agricultural lands, within or adjacent to active sanitary districts and existing development.
- **d.** Discourage the creation of new landfills within the Town and ensure that any nonmetallic mining proposal is reviewed for compatibility with surrounding land uses, groundwater protection and reclamation requirements, consistent with Wis. Stat. § 295.20 and ch. NR 135, Wis. Admin. Code.
- **e.** Encourage public agencies, utility companies, and private entities to locate future roadway corridors, pipelines, and power transmission lines away from productive agricultural land in order to protect drain tile, drainageways, and grassed waterways.
- **f.** Encourage farmers and agricultural landowners to participate in state and federal conservation and farmland preservation programs.
- **g.** Investigate additional tools to preserve productive farmland, such as conservation easements, purchase of development rights, Town review of certified survey maps and plats, and intergovernmental agreements with surrounding communities.
- **h.** Protect the Wolf and Fox Rivers and the shorelines of Lake Winneconne and Lake Butte des Morts from development encroachment and unsuitable land management practices.
- **i.** Work cooperatively with Winnebago County and the State of Wisconsin to protect watersheds, shoreline areas, wetlands, floodplains, and woodlands.
- **j.** Require a drainage plan, reviewed, and approved by the Town prior to issuance of a building permit, for new residential subdivisions and for multi-family, commercial and industrial development, including expansions that add impervious surface.
- **k.** Support state and federal efforts to protect and improve surface water and groundwater quality, including implementation of the Upper Fox and Wolf River Basins Total Maximum Daily Load (TMDL).
- **l.** Encourage efforts to protect and preserve wildlife habitat and the habitat of threatened and endangered species.
- **m.** Work with Winnebago County, Fox-Wolf Watershed Alliance, and other partners to protect and restore the Winnebago Pool lakes.

n. Review development proposals in or adjacent to important natural features and archaeological sites with the intent of preserving those features.
o. Encourage the identification, protection and appropriate recognition of historic and archaeological resources, including the Lasley's Point Site.
p. Support the control of invasive species on land and in the Town's waters

Policies

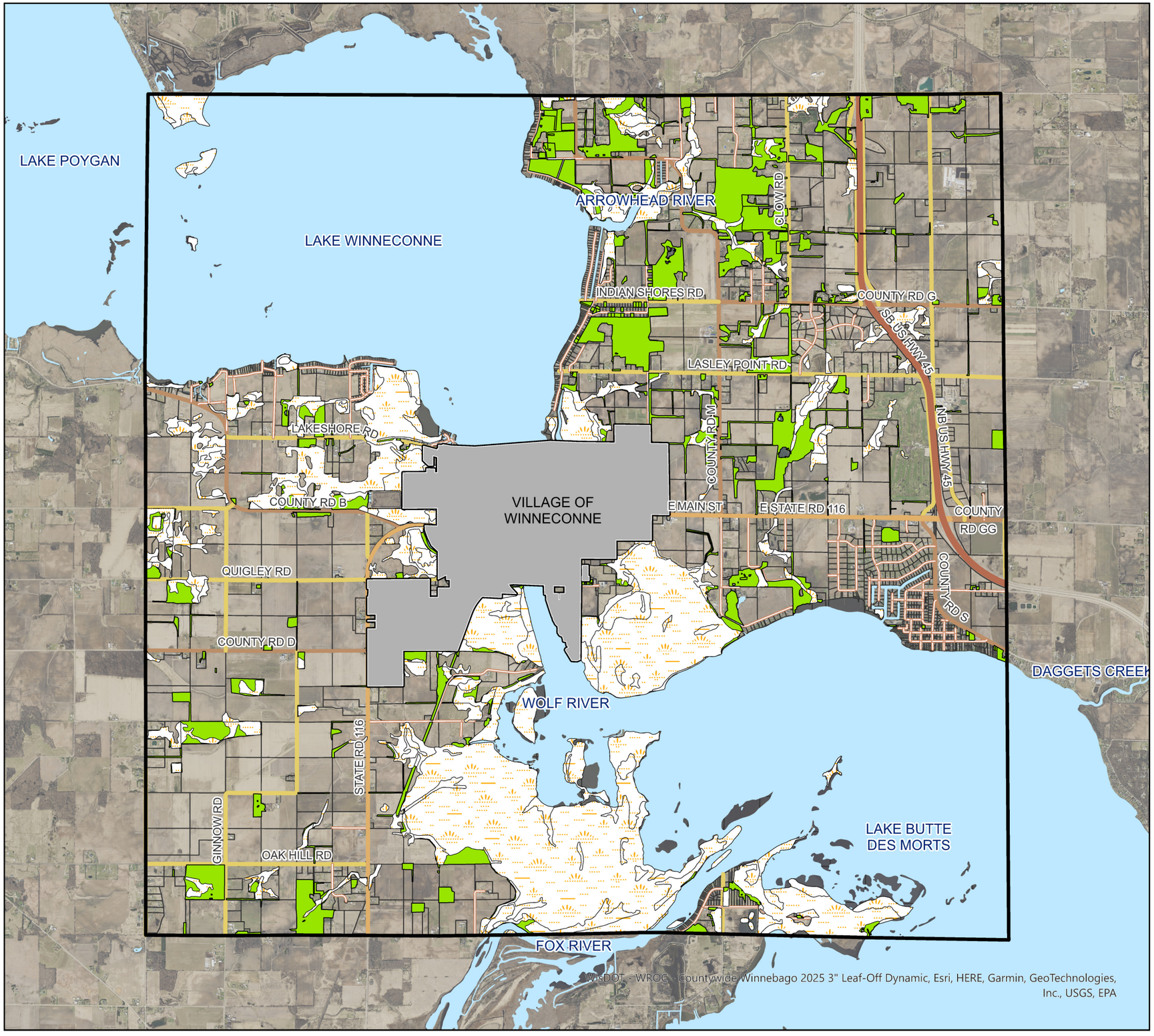
#	Policy
7.1	Use the NRCS Web Soil Survey and County GIS data to evaluate soil limitations, wetlands, floodplains, and shorelands when reviewing certified survey maps, plats, rezonings and site plans.
7.2	Preserve wetlands, floodplains, floodways, and documented endangered species habitat as undeveloped open space through site plan review and coordination with Winnebago County.
7.3	Require drainage plans for new subdivisions and for multi-family, commercial, and industrial development, and protect existing drain tile, drainageways, and grassed waterways.
7.4	Support the expansion of high-speed internet service to residents, farms, and businesses.
7.5	Encourage NHI screening for development proposals near lakeshores, wetlands, and other sensitive habitats.
7.6	Consult the Wisconsin Historical Society for proposals that may affect known archaeological sites or burial sites, including lands near the Lasley's Point Site.
7.7	Review nonmetallic mining proposals for compatibility with surrounding uses, groundwater protection, traffic and reclamation, consistent with Wis. Stat. § 295.20 and ch. NR 135.

Programs

- **Winnebago County Farmland Preservation Plan and Working Lands Initiative (DATCP)**: Farmland preservation planning, zoning, Agricultural Enterprise Areas and income tax credits.
- **Winnebago County Land and Water Conservation Department**: Technical assistance, cost-sharing, nutrient management, livestock waste management and the County Water Quality Improvement Program.
- **Wisconsin DNR Surface Water Grants**: Planning, protection and restoration grants for lakes and rivers, including shoreline restoration and aquatic invasive species control.
- **Wisconsin DNR Targeted Runoff Management (TRM) grants**: Cost-sharing for agricultural and urban runoff practices in priority watersheds.
- **Managed Forest Law and Wisconsin Forest Landowner Grant Program**: Tax incentives and cost-sharing for woodland management.
- **Knowles-Nelson Stewardship Program**: Grants for land acquisition, conservation easements and outdoor recreation facilities.
- **Wisconsin Historical Society**: National and State Register listing, historic preservation tax credits, and AHI/ASI records.
- **Fox-Wolf Watershed Alliance and Winnebago Waterways**: Regional partnership for Winnebago System lake and watershed management.

Appendix 7 – Chapter 7

Wetland and Woodland Map
Town of Winneconne, Winnebago County, Wisconsin



Legend

- Town Boundary
- Village Boundary
- Woodlands
- Wetlands
- Waterbodies

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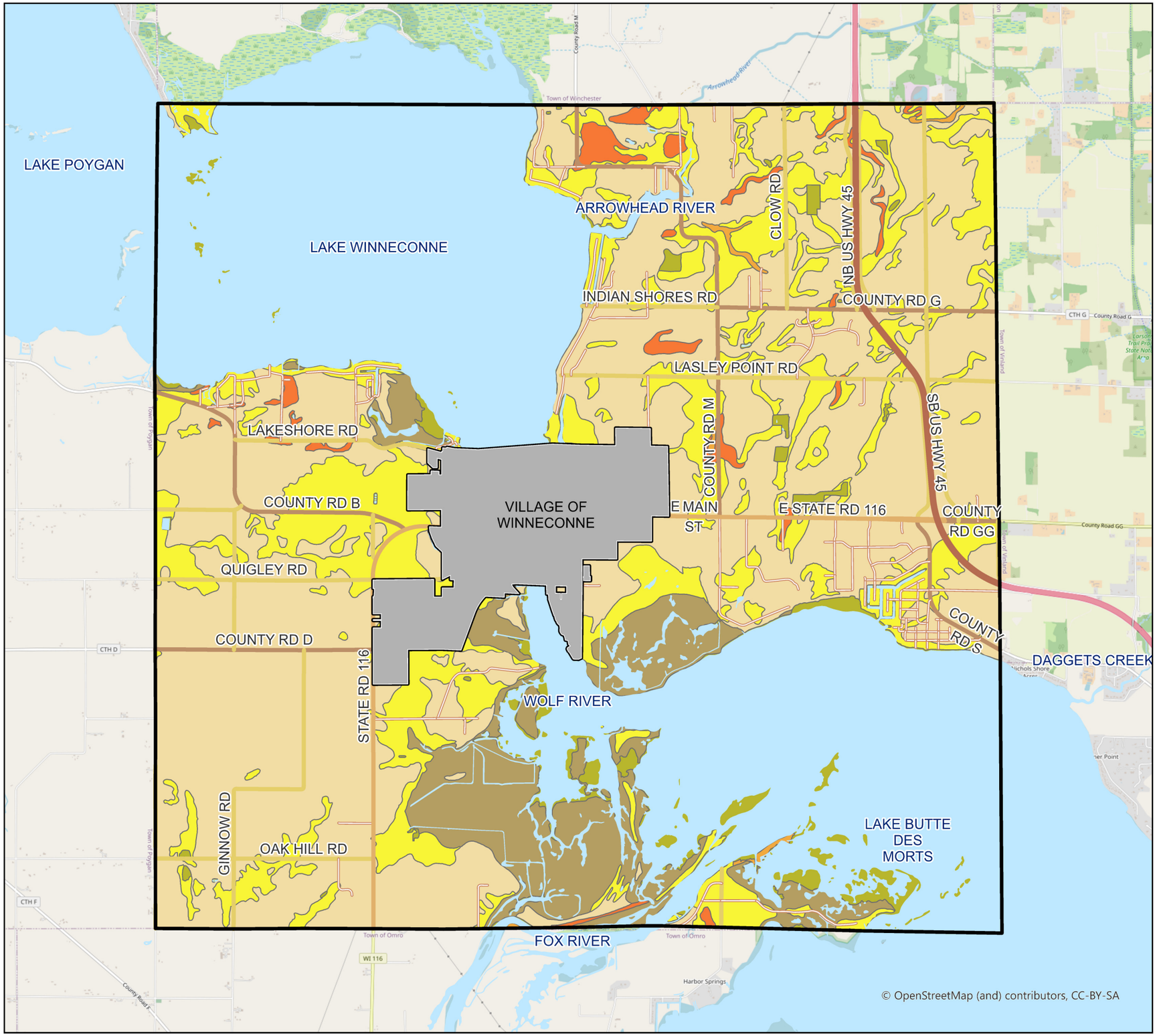
1377 Midway Road, Menasha, WI 54952
Phone: (920) 731-0381
www.Martenson-Eisele.com
info@Martenson-Eisele.com

Project No. 1-0127-006

Sources: Wisconsin Department of Natural Resources, Winnebago County, and local GIS data

October 15, 2026

Soil Capability Map
Town of Winneconne, Winnebago County, Wisconsin



Legend

- Town Boundary
- Village Boundary
- Waterbodies
- Class 2
- Class 3
- Class 4
- Class 6
- Class 7
- Class 8

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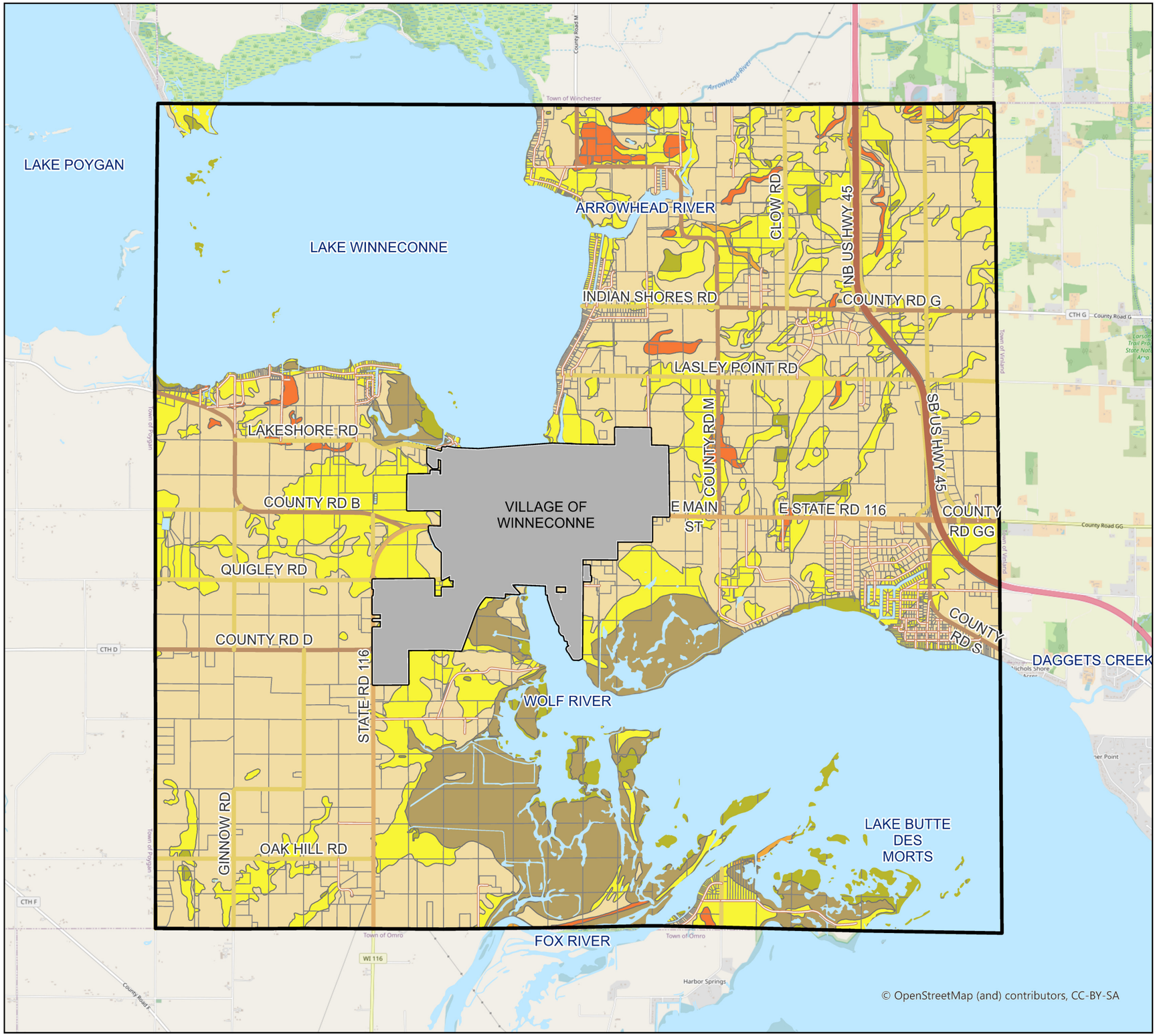
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October 15, 2026

Soil Capability Map
Town of Winneconne, Winnebago County, Wisconsin



Legend

- Town Boundary
- Village Boundary
- Waterbodies
- Class 2
- Class 3
- Class 4
- Class 6
- Class 7
- Class 8

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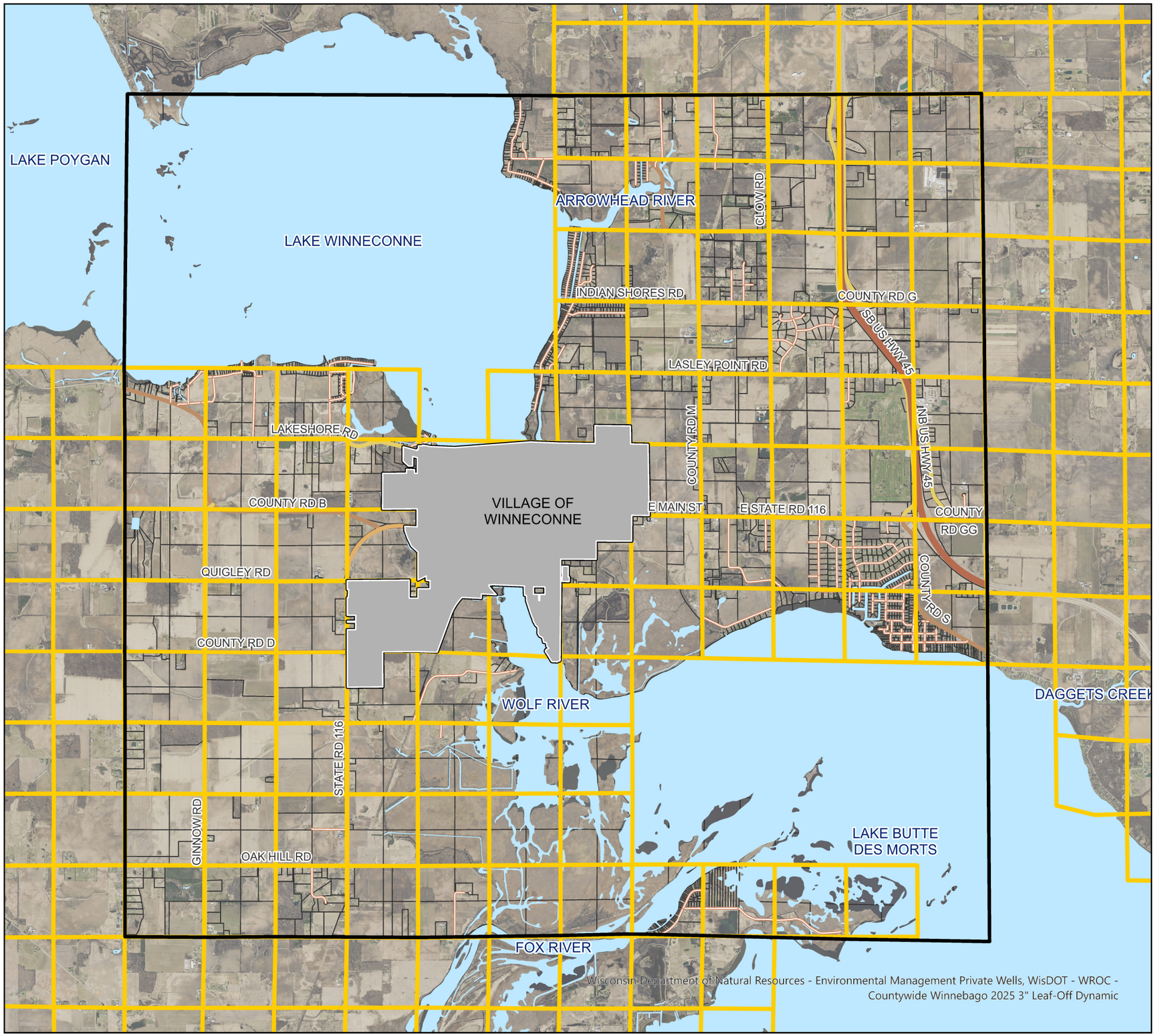
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Project No. 1-0127-006

Sources: USDA NRCS, Wisconsin Department of Natural Resources, Winnebago County, and local GIS data

October 15, 2026

Special Well Casing Depth Area
Town of Winneconne, Winnebago County, Wisconsin



Legend

- Town Boundary
- Village Boundary
- TaxParcels
- WDNR Special Well Casing Area

Note: Formally established by the Wisconsin DNR to regulate well construction in areas with naturally occurring arsenic. This replaces the historical 1993 Arsenic Advisory Area.

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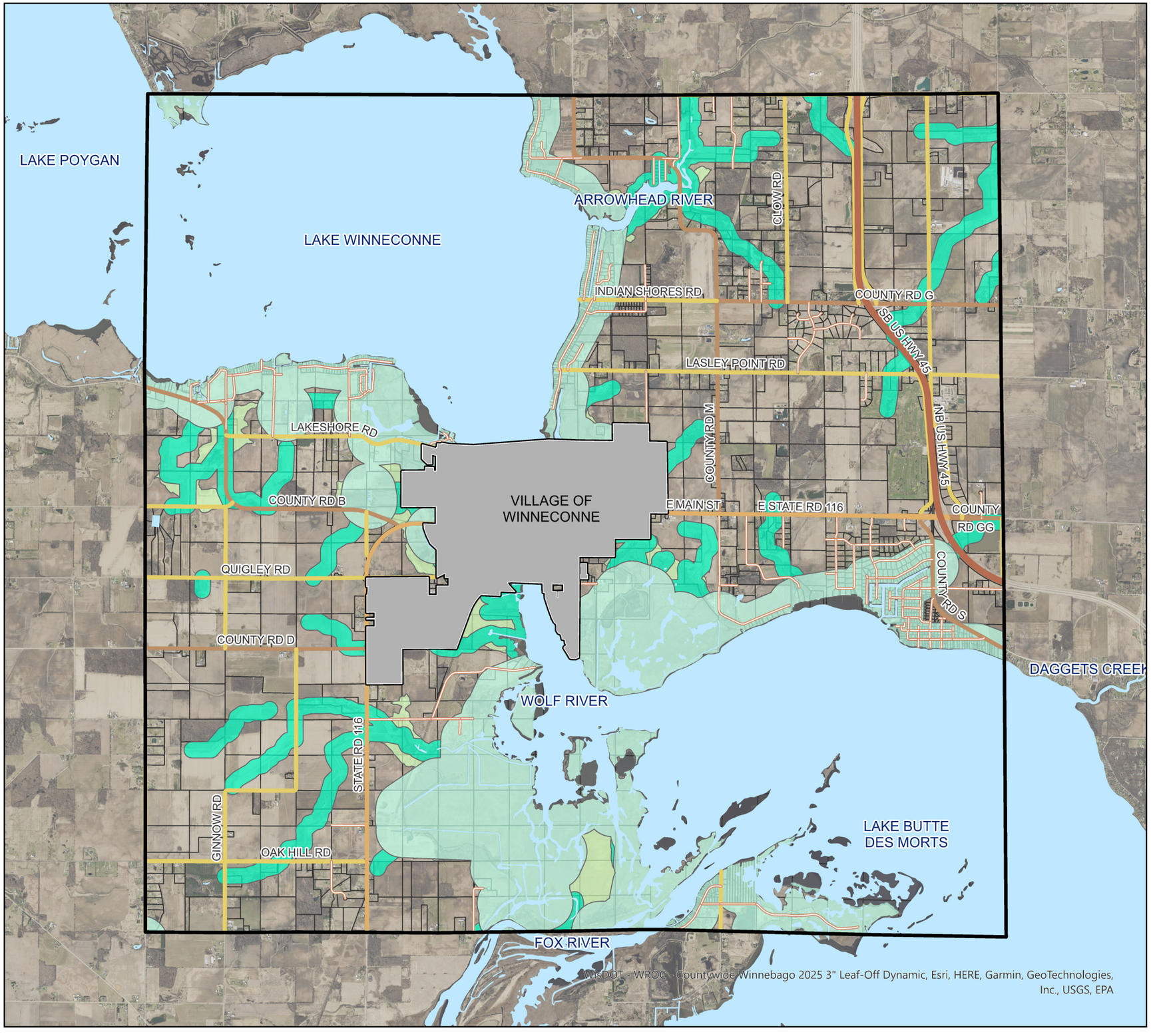
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Project No. 1-0127-006

Sources: Wisconsin Department of Natural Resources, Winnebago County, and local GIS data

October 15, 2026

Shoreland Zoning Map
Town of Winneconne, Winnebago County, Wisconsin



Legend

Shoreland Zoning

- 300 Foot Buffer
- 1000 Foot Buffer
- Extended by Floodplain
- Town Boundary
- Village Boundary
- Waterbodies

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Project No. 1-0127-006

Sources: Wisconsin Department of Natural Resources, Winnebago County, and local GIS data

October 15, 2026

Chapter 8 – Economic Development

> **Why It Matters:** About 98% of working residents commute to jobs outside the Town, so the Town's economy depends mostly on the Oshkosh and Fox Valley job markets. Residents support small, local businesses but not large commercial or industrial growth. The Town's role is to support farms, home-based businesses, and recreation while planning the US 45 interchange carefully.

8.1 Agriculture and the Local Economy

The Town of Winneconne is primarily a rural and agricultural area, and farming remains an important part of the local and Winnebago County economy. According to the 2022 USDA Census of Agriculture, Winnebago County is home to 816 farms collectively managing 145,208 acres of farmland, at an average farm size of 178 acres. The county's farms generated a total market value of agricultural products sold of roughly $188.1 million in 2022, an increase of 54% since 2017.

Leisure and tourism also play a vital economic role in both the Town and the broader region. The Town of Winneconne draws a notable seasonal influx of visitors from across Wisconsin and beyond, drawn by boating, fishing, and other recreation on Lake Poygan, Lake Winneconne, and Lake Butte des Morts, as well as the Wolf River corridor running through the Village of Winneconne. These seasonal and weekend visitors contribute meaningfully to the local economies of the Town and adjacent communities by patronizing area stores, restaurants, marinas, and entertainment venues, and there is opportunity to capture more of this spending locally. Community survey respondents also indicated support encouraging tourism-related businesses.

The Town of Winneconne relies on its lakes, and expansive rural and agricultural landscape as key drivers of its local economy and quality of life. Economic development efforts should aim to safeguard these natural areas and productive farmland while still addressing the community's need for employment opportunities and local commerce. Promoting new development that is sustainable and compatible with the Town's water resources, open spaces, and agricultural character.



Farming Equipment in an Agricultural field by M&E Staff, 2026

Rather than working against them this helps strengthen the Town's economy without undermining the very features that make it an attractive place to live, work, and visit. Agritourism represents an avenue for economic development in the Town of Winneconne, offering benefits that extend beyond the agricultural sector itself. Winnebago County's strong agricultural base also creates opportunities for businesses and services that support farming operations, such as farm equipment sales and repair, agricultural supplies, and other farm-related

services. Supporting these types of businesses can help strengthen the local agricultural economy, provide additional employment opportunities, and keep more agriculture-related spending within the community.

Building on the appeal of farm-based experiences alongside the Town's existing strengths in lake and river-based recreation, the Town has an opportunity to encourage complementary businesses and activities such as farm markets, seasonal agricultural events, farm-based recreation, and other agritourism opportunities. Supporting agriculture-related businesses and agritourism can help create locally rooted economic activity while preserving the agricultural heritage and rural character that defines the Town of Winneconne.

8.2 Labor Force Inventory and Analysis

Labor Force and Employment

According to 2024 American Community Survey (ACS) estimates, approximately 66.4% of Winneconne residents age 16 and older participate in the labor force, representing 1,420 residents. The Town's unemployment rate is estimated at 0.8%, notably lower than Winnebago County's overall rate of 1.4%, with the County's labor force participation rate estimated at 64%. Together, these figures indicate a highly engaged resident workforce.

Class of Worker

Winneconne's workforce (80.7%) consists of private wage and salary workers. Government workers account for 11.4%, while self-employed individuals make up 7.5%. The Town of Winneconne's median family income is $120,410, compared with $90,038 in Winnebago County, reflecting a relatively high-earning resident workforce.

Employment by Industry Sector

As shown in Table 8-1, the composition of the Town's resident workforce shifted notably between 2010 and 2024. Manufacturing remained the Town's leading employment sector for Town residents throughout the period, holding relatively steady at 340 to 343 workers. While Educational Services, Health Care, and Social Assistance declined from 361-229 workers. The most substantial growth occurred in Retail Trade, which nearly tripled from 57 to 158 jobs, and in Professional, Scientific, and Management and Administrative Services, which grew from 92 to 165 workers. Agriculture, Forestry, Fishing, and Hunting employment, negligible in 2010, grew to 28 jobs by 2024, while Information sector employment declined from 11 to 4 workers. Overall, total employment in the Town grew from 1,226 to 1,408 workers, an increase of 14.8%, outpacing Winnebago County's employment growth of 7.1% over the same period.

Table 8-1 Class of Worker

Class of Worker	Total	Percent
Civilian employed population 16 years and over	1,408	(x)
Private wage and salary workers	1,136	80.7%
Government workers	161	11.4%
Self-employed in own not incorporated business workers	105	7.5%
Unpaid family workers	6	0.4%

Source: U.S. Census Bureau. "Selected Economic Characteristics." American Community Survey, ACS 5-Year Estimates Data Profiles, Table DP03 (2024).

Table 8-2 Employment by Industrial Sector

Employment by Industrial Sector, 2010-2024	Town of Winneconne		Winnebago County	
	2010	**2024**	2010	2024
Agriculture, Forestry, Fishing and Hunting, & Mining	0	**28**	1,448	671
Construction	79	**90**	3,332	4,468
Manufacturing	340	**343**	20,073	22,344
Wholesale Trade	30	**54**	1,349	2,141
Retail Trade	57	**158**	9,768	10,900
Transportation, Warehousing, & Utilities	69	**70**	3,758	4,490
Information	11	**4**	1,315	1,008
Finance and Insurance, Real Estate, & Rental and Leasing	57	**66**	5,504	4,832
Professional, Scientific, and Management, & Administrative and Waste Management Services	92	**165**	6,537	8,120
Educational Services, Health Care, & Social Assistance	361	**229**	17,432	18,304
Arts, Entertainment, & Recreation, and Accommodation and Food Services	45	**55**	7,927	6,102
Other Services, Except Public Administration	33	**91**	3,907	3,969
Public Administration	52	**55**	2,389	3,436
Total	1,226	**1,408**	84,739	90,785

Source: U.S. Census Bureau. "Selected Economic Characteristics." American Community Survey, ACS 5-Year Estimates Data Profiles, Table DP03 (2024); Note: ACS industry data reflect the industry in which Town residents are employed, regardless of where the job is located. They do not represent the number of jobs located within the Town.

Economic Base

Table 8-3 Travel Time to Work

Travel Time to Work, 2024	Town of Winneconne		Winnebago County	
	Number	Percent	Number	Percent
Less than 10 minutes	99	8.1%	16,200	20.5%
10 to 14 minutes	179	14.6%	16,358	20.7%
15-19 minutes	224	18.3%	16,121	20.4%
20 to 24 minutes	212	17.3%	10,668	13.5%
25 to 29 minutes	149	12.2%	4,820	6.1%
30 to 34 minutes	**232**	**18.9%**	6,875	8.7%
35 to 44 minutes	75	6.1%	3,003	3.8%
45 to 59 minutes	34	2.8%	1,975	2.5%
60 or more minutes	21	1.7%	2,924	3.7%
Worked from home	169	12.1%	10,258	11.5%
Total Commuters	1,225	100.0%	78,944	100%

*Source: U.S. Census Bureau. "Commuting Characteristics by Sex." American Community Survey, ACS 5-Year Estimates Subject Tables, Table S0801 (2024). *Note: Work from home individuals are not included in the total commuter calculations at the bottom of the table.*

The Town's economic base is made up of four primary components: agriculture, lake- and river-based recreation and tourism, a limited number of commercial and service businesses, and a growing rural residential tax base. Agriculture remains the most visible land use and continues to support local farm families and agriculture-related businesses. Recreation on Lake Poygan, Lake Winneconne,

Lake Butte des Morts, and the Wolf River supports seasonal spending at marinas, restaurants, and other businesses in and near the Town.

Table 8-3 details the travel time to work by Town residents. Because the Town has relatively few commercial and industrial properties, most residents commute to jobs in the Village of Winneconne, the City of Oshkosh, the Fox Cities, and elsewhere in the region. As a result, the Town's economic stability depends heavily on the regional economy, residential property values, and the continued viability of farming and recreation. Retaining existing farms and businesses, supporting home-based and small businesses, and directing new commercial and industrial development to appropriate locations are the Town's primary strategies for stabilizing and expanding its economic base.

8.3 Desired New Business and Industries

Based on the Town's rural character, its existing economic base, and input received through the community survey, the Town desires the following categories of new businesses and industries:

- Neighborhood-serving retail and services that meet residents' day-to-day needs, such as grocery stores, restaurants, bakeries, car washes, and personal services.
- Agriculture-support businesses, including farm equipment sales and repair, agricultural supply, and farm services.
- Agritourism and value-added agriculture, including farm markets, on-farm stores, seasonal events, and farm-based recreation.
- Tourism and recreation businesses that complement the Town's lakes and rivers, such as marinas, bait and tackle shops, outfitters, and small-scale lodging.
- Light industrial, warehousing, and contractor businesses within the designated US 45/WIS 116 area, where road access and utilities can support them.
- Home-based businesses and home occupations that are compatible with surrounding residential and agricultural uses.

Businesses that require large volumes of water or wastewater capacity, generate significant noise, odor, or truck traffic, or pose risks to surface water and groundwater are generally not desired outside of planned and appropriately served locations.

Businesses that require large volumes of water or wastewater capacity, generate significant noise, odor, or truck traffic, or pose risks to surface water and groundwater are generally not desired outside of planned and appropriately served locations. Prospective new businesses and industries would need to be evaluated for compatibility with the surrounding community and neighborhood in which they propose to locate, along with consideration of environmental impacts and required infrastructure and services.

Prospective new businesses and industries would need to be evaluated for compatibility with the surrounding community and neighborhood in which they propose to locate, along with consideration of environmental impacts and required infrastructure and services.

8.4 Strengths and Weaknesses to Retain and Attract Businesses

The community survey shows that residents want limited, small-scale business growth that fits the Town’s rural character. When asked what types of business or economic development they would like to see, respondents most often chose retail and small businesses that serve residents (39%). Close behind were respondents who prefer no new business development, so that the Town stays mainly residential and agricultural (30%). Fewer selected agriculture-related businesses (11%), tourism and recreation businesses (7%), or light manufacturing (4%). For the commercial area near the US 45 corridor, 54% of respondents prefer that it remain mostly agricultural or undeveloped.

About 8 in 10 agreed the Town should limit commercial and industrial development near homes, even if it means turning away some businesses or tax revenue.

Strengths for attracting and retaining businesses.

- Highway access and visibility at the US 45/WIS 116 interchange.
- Short commutes to employers in Oshkosh and the Fox Valley.
- A highly educated, high-income resident workforce.
- Lake Winneconne, Lake Butte des Morts, and the Wolf River, which draw visitors year-round.
- Productive farmland and a strong county agricultural economy.
- Fiber broadband is available in parts of the Town.

Weaknesses

- No public sewer or water at the interchange, and soils poorly suited to septic systems in most of the Town.
- A small local market; about 98% of working residents commute out of the Town.
- Resident preference for limited commercial and industrial growth.
- Limited Town staff and tax base to offer incentives or build infrastructure.
- Safety concerns at the WIS 116 intersections with CTH M and CTH S.

Based on this input, the Town's rural character, and its existing economic base, the Town

Based on this input, the Town's rural character, and its existing economic base, the Town supports the following types of new businesses:

- **Small retail and service businesses** that meet residents' day-to-day needs, such as restaurants, cafés, convenience retail, and personal and professional services.
- **Agriculture-related businesses**, including farm equipment sales and repair, agricultural supply, and farm services.
- **Agritourism and value-added agriculture**, including farm markets, on-farm stores, seasonal events, and farm-based recreation that supplement active farms.
- **Small-scale tourism and recreation businesses** that complement the Town's lakes and rivers, such as bait and tackle shops, outfitters, marinas, and small lodging.
- **Home-based businesses and home occupations** that are compatible with neighboring residential and agricultural uses.

Future option: US 45 / WIS 116 interchange. The 2014 plan identified the interchange area as the Town's primary location for future commercial and industrial development, and it remains the most suitable place in the Town for business uses because of its highway access and visibility. Given resident preferences, the Town does not plan to actively market the area. Over the planning period, the area may stay in agricultural use or develop with small-scale retail and service businesses. If public sewer becomes available, it could also support lower impact uses such as contractor shops, storage, or light industry. Any such development should be reviewed case by case and meet these conditions:

- It is compatible with nearby homes and farms, with landscaping, buffers, and screening.
- It does not add significant truck traffic to Town roads or to the WIS 116 intersections residents identified as safety concerns.
- It uses low amounts of water and wastewater and poses no risk to groundwater or surface water.
- The developer pays for required infrastructure, including utility extensions and road improvements.

Businesses that need large amounts of water or wastewater capacity, generate significant noise, odor, or truck traffic, or pose risks to surface water and groundwater are generally not desired in the Town.

8.5 Designation of Sites for Businesses and Industries

The Town of Winneconne 2026 Comprehensive Plan continues to identify the intersection of US 45 and WIS 116 as the Town's designated area for new business development, as shown on the Future Land Use Map *[Map X]*. This area includes approximately *465.34* acres planned for commercial and industrial use, which is considered adequate to meet anticipated business demand over the planning period given the Town's rural character, historic development trends, and limited utility service. Additional opportunities may also exist on appropriate sites near the Village of Winneconne or along the WIS 116 corridor.

Proposals for commercial or industrial development outside designated areas should be evaluated based on compatibility with adjacent uses, access to adequate roads, availability of utilities or suitable on-site systems, and protection of farmland and natural resources. The Town will coordinate with the Village of Winneconne on utility extensions and other considerations for sites near the Village.

8.6 Environmentally Contaminated Sites

The Wisconsin DNR tracks known environmentally contaminated properties, cleanup activities, and brownfield redevelopment opportunities statewide, including within the Town of Winneconne. Through, through its Bureau for Remediation and Redevelopment Tracking System (BRRTS) and the associated interactive RR Sites Map. The Town should consult this database directly when evaluating specific sites for redevelopment potential, as it reflects the current, most accurate site-level status. There are no open environmentally contaminated sites within the Town of Winneconne.

- DNR RR Sites Map

Contaminated sites in rural towns are often associated with former fuel storage, agricultural, or small commercial uses. The Town supports the cleanup and reuse of environmentally contaminated sites for commercial or industrial uses where the site is suitable and compatible with surrounding land uses. Redeveloping these properties returns them to productive use and the tax rolls reduces pressure to convert farmland and addresses potential risks to groundwater and surface water. Property owners and developers are encouraged to complete Phase I and, if needed, Phase II Environmental Site Assessments early in the redevelopment process and to use the state assistance programs identified in Section 8.7.

8.7 County, Regional, and State Economic Development Program

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.

A variety of county, regional, state, and federal programs may be available to help the Town of Winneconne fund community improvements, economic development, recreation, and redevelopment projects. The Town should monitor available programs and work with Winnebago County, regional organizations, state agencies, and potential project partners to identify funding opportunities that align with community priorities.

County and Regional Resources

- Winnebago County Planning and Zoning administers land use and zoning programs that shape where business development can occur, and UW–Madison Division of Extension Winnebago County provides agricultural, business, and community development education and technical assistance.
- East Central Wisconsin Regional Planning Commission (ECWRPC) provides regional planning and economic data and maintains the region's Comprehensive Economic Development Strategy (CEDS), which supports eligibility for U.S. Economic Development Administration (EDA) funding.
- Greater Oshkosh Economic Development Corporation (GO-EDC) assists with business attraction, retention, site selection, and financing in the Oshkosh area.
- New North, Inc. is the regional economic development marketing organization for northeast Wisconsin.
- The Winneconne Area Chamber of Commerce supports local businesses and promotes the area to visitors.

Parks and Recreation

Federal and state-administered grant programs may provide financial assistance for park improvements, outdoor recreation facilities, trails, and public access to natural resources. The Land and Water Conservation Fund (LWCF) and Recreational Trails Program (RTP), administered through the Wisconsin Department of Natural Resources (WDNR), provide potential funding opportunities for eligible outdoor recreation and trail programs. The Town should also monitor the Knowles-Nelson Stewardship Program, which has historically provided funding for local park development, recreational facilities, and land acquisition. Although Stewardship funding was not renewed for the 2026-27 fiscal year, the program could become a potential funding source again if restored in the future. Other WDNR grant programs may also provide opportunities for recreation, surface water protection, and natural resource-related projects.

Agriculture and Tourism

The Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP) administers the Farmland Preservation Program, which offers income tax credits to eligible landowners, as well as grant programs for agricultural business development and value-added processing. USDA Rural Development offers programs such as Value-Added Producer Grants and Rural Business Development Grants that may support agritourism and agriculture-related businesses. The Wisconsin Department of Tourism's Joint Effort Marketing (JEM) grants may help local partners promote tourism events and destinations.

Economic and Community Development

The Wisconsin Economic Development Corporation (WEDC) administers programs that may support community redevelopment, infrastructure improvements, business development, and the reuse of underutilized properties. Programs such as the Community Development Investment Grant and Idel Sites Redevelopment Program may be applicable to eligible redevelopment, building, rehabilitation, infrastructure, and underutilized commercial and industrial properties.

The Community Development Block Grant (CDBG) program, administered by the Wisconsin Department of Administration (DOA), also provides potential funding for eligible community development and economic development projects.

Other tools that may apply include the Wisconsin Department of Transportation's Transportation Economic Assistance (TEA) program, which funds road improvements needed to support business

development and job creation, and the Public Service Commission's Broadband Expansion Grant Program. In addition, Wis. Stat. § 60.85 allows towns to create tax incremental districts for certain eligible project types, such as agricultural, forestry, manufacturing, and tourism projects. Town tax increment financing could be considered to help fund infrastructure at the US 45/WIS 116 area if a qualifying development is proposed.

Brownfields and Redevelopment

If vacant, abandoned, or underutilized properties with potential environmental concerns are identified, brownfields assistance may provide an opportunity to return those properties to productive use. WEDC's Brownfields Grant and Brownfields Site Assessment Grant programs may provide assistance for eligible environmental investigation, assessment, remediation, and related activities. Additional assistance may be available through WDNR programs, such as Wisconsin Assessment Monies (WAM), which provide environmental assessment services at no cost to eligible applicants, depending on the characteristics of a site and the proposed redevelopment.

Future Funding Opportunities

Grant programs, eligibility requirements, funding levels, and application deadlines change over time. The Town should review current programs requirements when specific projects are identified and evaluate funding opportunities early so that matching funds, partnerships, program eligibility, and other requirements can be incorporated into project planning. Coordination with Winnebago County, regional organizations, and state agencies may also help the Town identify additional funding opportunities as they become available.

8.8 Goals, Objectives & Policies

GOAL 8-1

A growing and vital economy for all residents shall be promoted through careful planning and diversification of commercial 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. The Town will seek assistance to support economic development through county, regional, and state economic development programs that apply to the Town.
b. 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.
c. Retain and support the expansion of existing businesses, farms, and home-based businesses in the Town.
d. Work with the Village of Winneconne, Winnebago County, and developers to evaluate the feasibility and cost of extending sanitary sewer and water service to the US 45/WIS 116 area.
e. Support small-scale businesses that serve residents and complement the Towns agriculture and recreational economy.

Policies

#	Policy
8.1.1	Direct new commercial and industrial development to areas designated on the Future Land Use Map, with priority given to the US 45/WIS 116 interchange area.
8.1.2	Require developers to fund utility extensions, road improvements, and other infrastructure needed to serve their projects, unless the Town Board determines that public participation, such as a tax incremental district, provides a clear community benefit.
8.1.3	Before supporting a rezoning or conditional use request, evaluate proposed commercial and industrial uses for compatibility with neighboring uses, traffic, environmental impacts, and service needs.
8.1.4	Allow home-based businesses and home occupations that are compatible with surrounding residential and agricultural uses, consistent with applicable zoning regulations.
8.1.5	Support the expansion of high-speed internet service to residents, farms, and businesses.

GOAL 8-2

Maintain agriculture as a foundation of the Town's economy and expand opportunities for agriculture-related businesses and agritourism.

Objectives

a. Support the retention of productive farmland and existing farm operations.
b. Encourage agriculture-support businesses and value-added agriculture.
c. Encourage agritourism, such as farm markets, seasonal events, and farm-based recreation, that complement the Town's rural character.

Policies

#	Policy
8.2.1	Support agritourism and on-farm businesses as accessory uses to active farms where they are compatible with neighboring properties and have adequate access and parking.
8.2.2	Discourage nonagricultural development that would fragment large blocks of productive farmland.
8.2.3	Share information on DATCP, UW–Madison Extension, and USDA Rural Development programs with farm operators and agriculture-related businesses.

GOAL 8-3

Strengthen the Town's recreation and tourism economy while protecting the lakes, rivers, and natural resources that support it.

Objectives

a. Coordinate with the Village of Winneconne, the Winneconne Area Chamber of Commerce, and Winnebago County to promote the area as a recreation destination.
b. Protect water quality and shoreland areas that draw visitors to the Town.
c. Support tourism and recreation businesses that complement lake- and river-based recreation.

Policies

#	Policy
8.3.1	Support small-scale tourism businesses, such as marinas, bait shops, outfitters, and lodging, in locations compatible with nearby residences and consistent with shoreline and floodplain regulations.
8.3.2	Pursue grant funding for public water access and trails, and recreation facilities that benefit both residents and visitors.

GOAL 8-4

Promote the reuse of underutilized sites and make effective use of county, regional, state, and federal programs to support economic development.

Objectives

a. Encourage the cleanup and reuse of environmentally contaminated sites for commercial or industrial uses where appropriate.
b. Maintain working relationships with Winnebago County, ECWRPC, GO-EDC, New North, WEDC, and DOA.

Policies

#	Policy
8.4.1	Consult WDNR RR Sites Map when reviewing proposed development of commercial and industrial properties.
8.4.2	Support property owners' applications for brownfield assistance when the proposed rule is consistent with this plan.
8.4.3	Review grant eligibility and matching requirements early in project planning so local match can be budgeted.

Appendix 8 – Chapter 8

OnTheMap

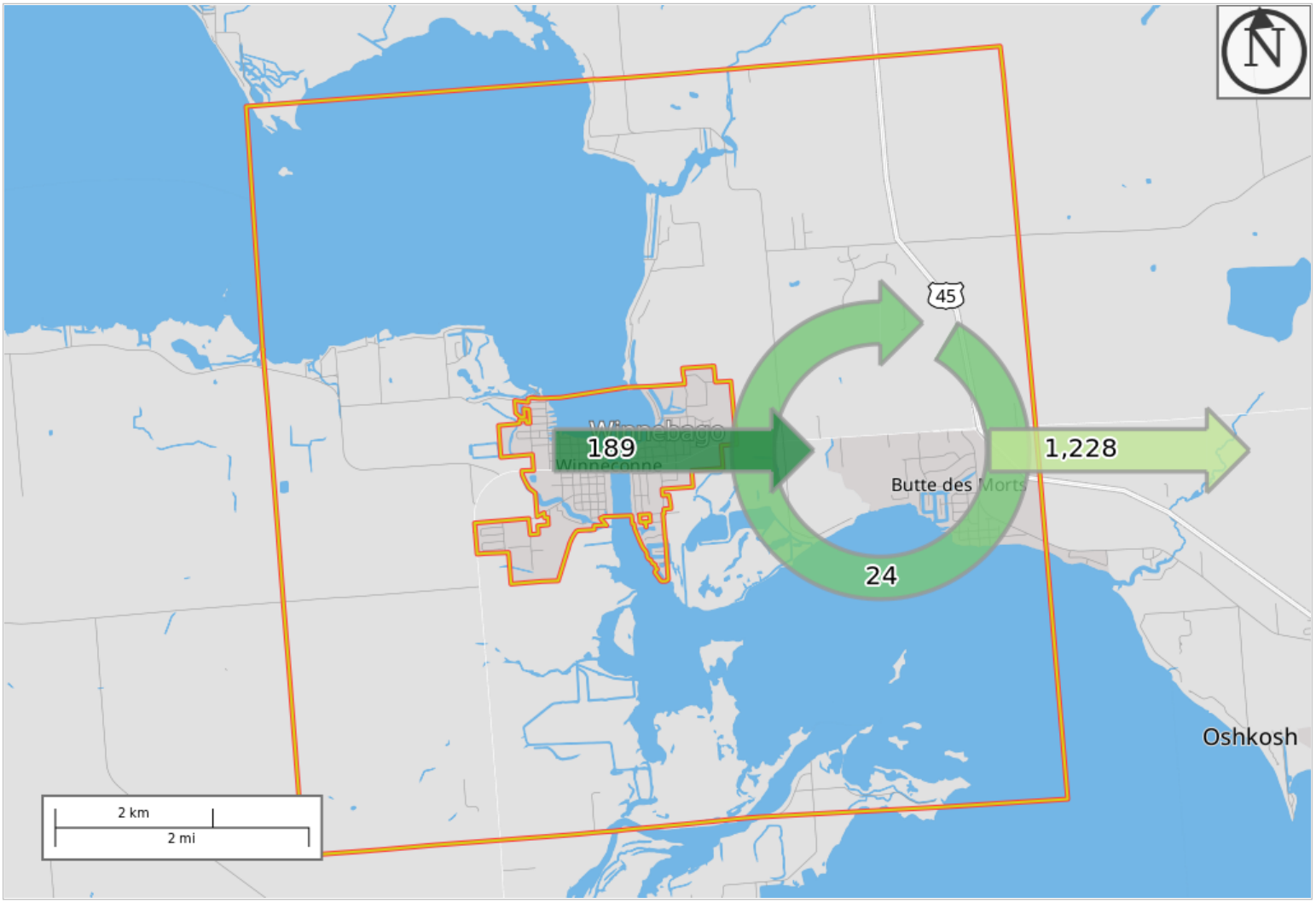
Inflow/Outflow Analysis

Worker Flows In, Out, and Within Winneconne town (Winnebago, WI)

Created by the U.S. Census Bureau's OnTheMap `https://onthemap.ces.census.gov` on 09/09/2026

Inflow/Outflow Counts of Primary Jobs for Selection Area in 2023

All Workers



Map Legend

Selection Areas

Selection Area

Inflow/Outflow

Employed and Live in Selection Area

Employed in Selection Area, Live Outside

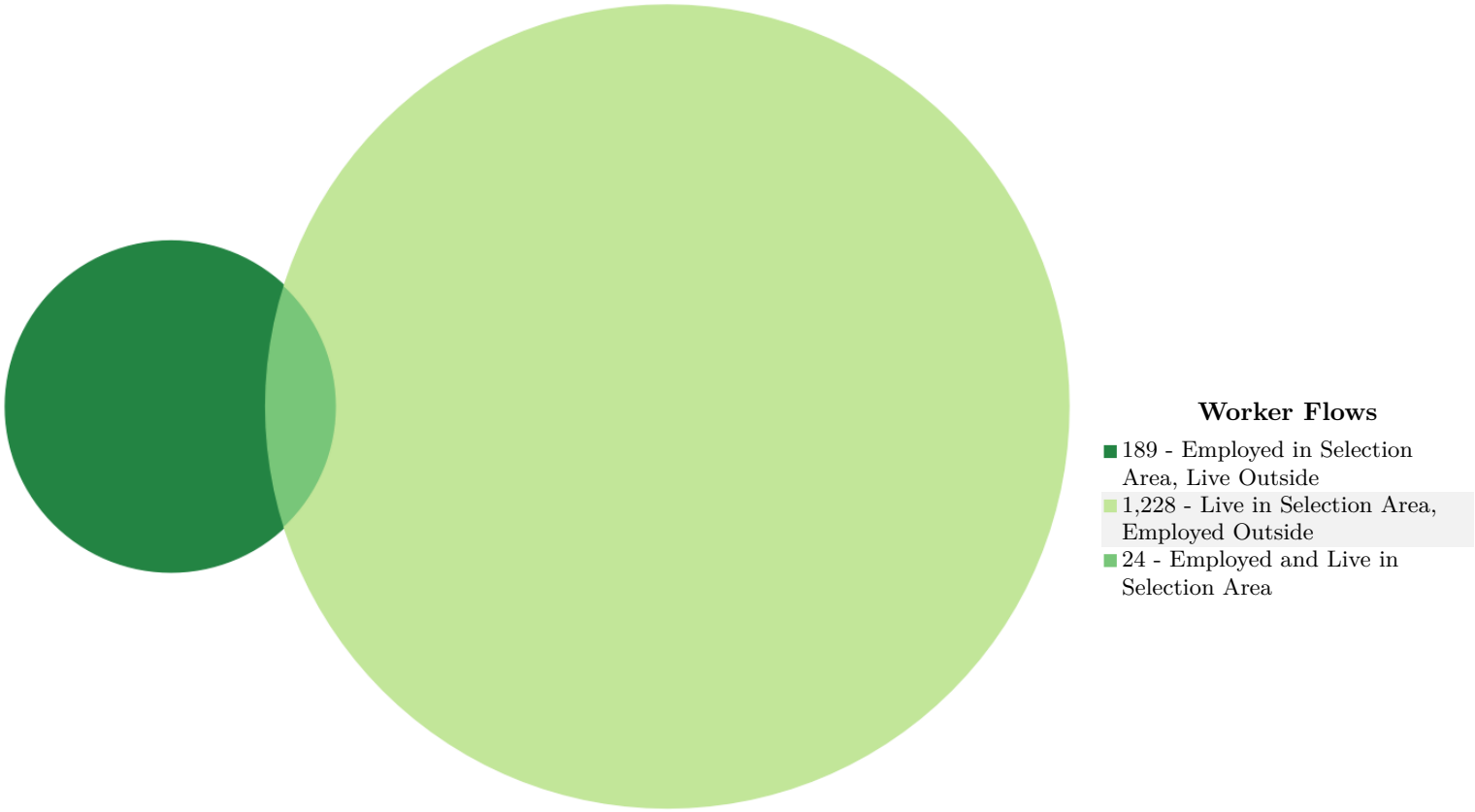
Live in Selection Area, Employed Outside

Note: Overlay arrows do not indicate directionality of worker flow between home and employment locations.



Inflow/Outflow Counts of Primary Jobs for Selection Area in 2023

All Workers



Inflow/Outflow Counts of Primary Jobs for Selection Area in 2023

All Workers

Worker Totals and Flows	2023 Count	Share
Employed in the Selection Area	213	100.0%
Employed in the Selection Area but Living Outside	189	88.7%
Employed and Living in the Selection Area	24	11.3%
Living in the Selection Area	1,252	100.0%
Living in the Selection Area but Employed Outside	1,228	98.1%
Living and Employed in the Selection Area	24	1.9%

Additional Information

Analysis Settings

Analysis Type	Inflow/Outflow
Selection area as	N/A
Year(s)	2023
Job Type	Primary Jobs
Selection Area	Winneconne town (Winnebago, WI) from County Subdivisions
Selected Census Blocks	135
Analysis Generation Date	09/09/2026 10:23 - OnTheMap 6.26.1
Code Revision	8e0435a3cbc6e8c298add78764d42126c9686cc9
LODES Data Vintage	8.4 (20251202_1657)

Data Sources

Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2002-2023).

Notes

1. Race, Ethnicity, Educational Attainment, and Sex statistics are beta release results and are not available before 2009.
2. Educational Attainment is only produced for workers aged 30 and over.
3. Firm Age and Firm Size statistics are beta release results for All Private jobs and are not available before 2011.

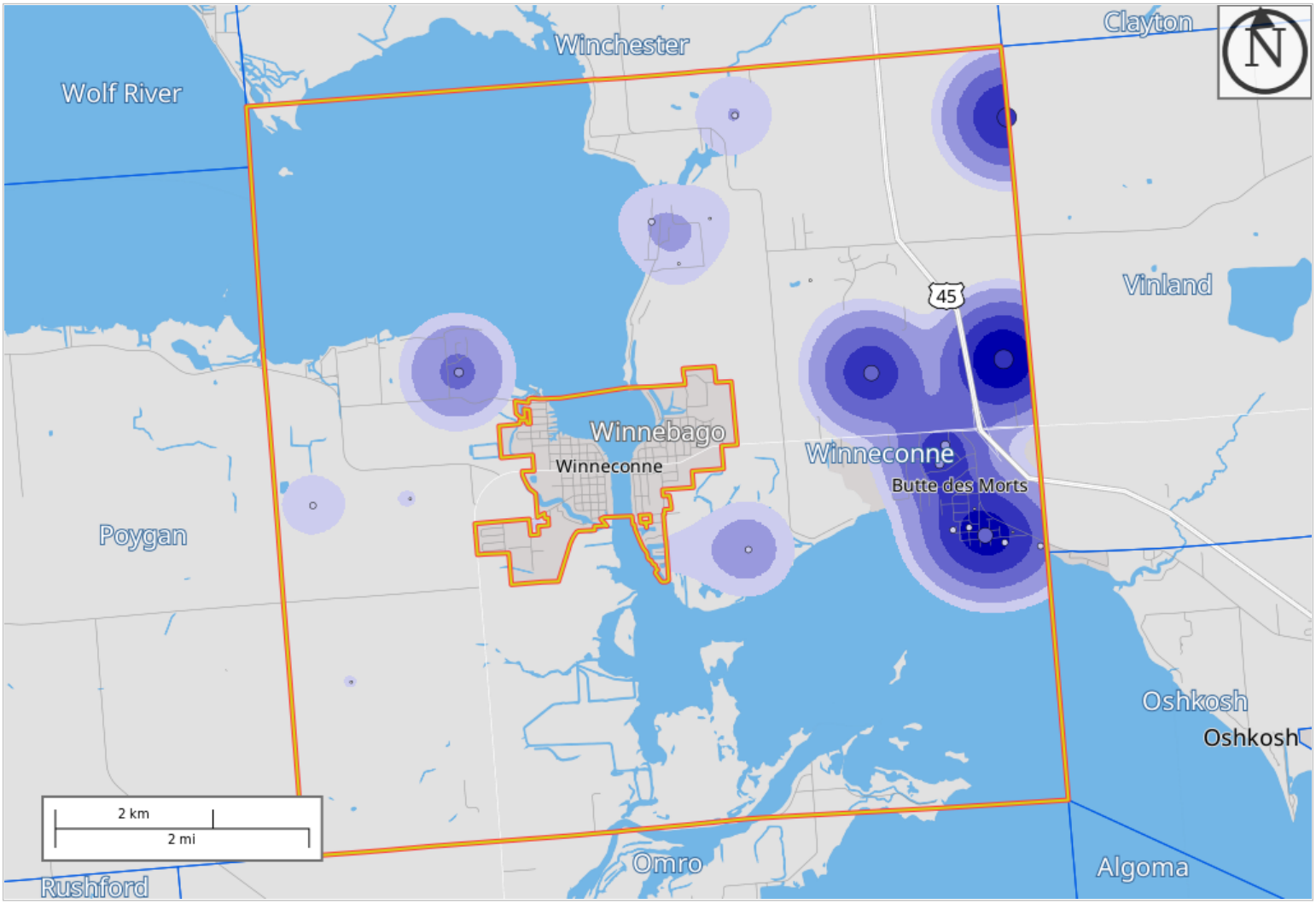
Work Area Profile Analysis

Workers: *Employed in Winneconne town (Winnebago, WI)*
Showing: *Employment locations*

Created by the U.S. Census Bureau's OnTheMap `https://onthemap.ces.census.gov` on 09/09/2026

Counts and Density of Primary Jobs in Work Selection Area in 2023

All Workers



Map Legend

Job Density [Jobs/Sq. Mile]
- 5 - 9
- 10 - 23
- 24 - 46
- 47 - 77
- 78 - 119

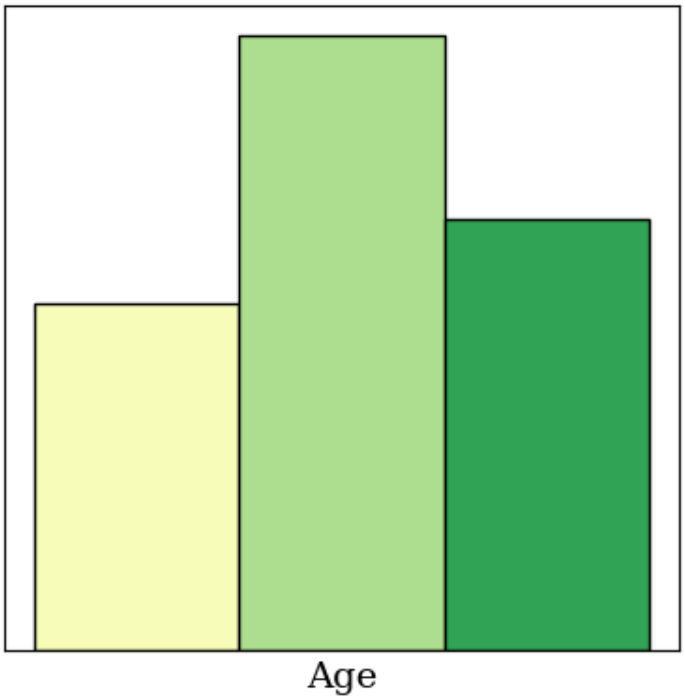
Job Count [Jobs/Census Block]
- 1 - 2
- 3 - 8
- 9 - 17
- 18 - 30
- 31 - 47

Selection Areas
- Work Area

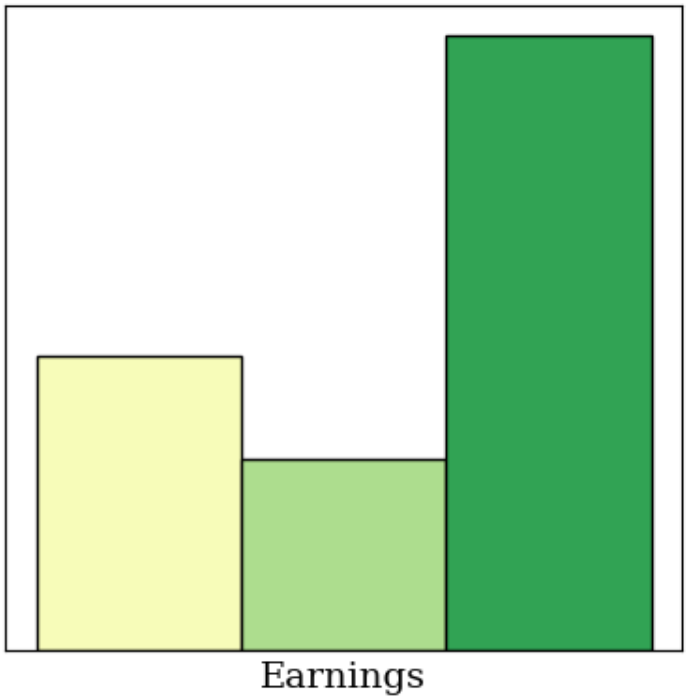


Primary Jobs for All Workers by Total in 2023

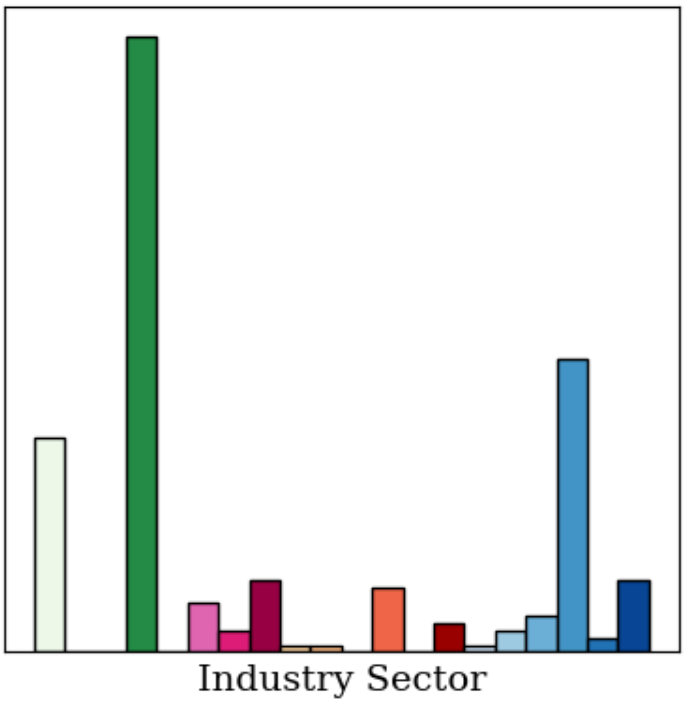
Employed in Selection Area



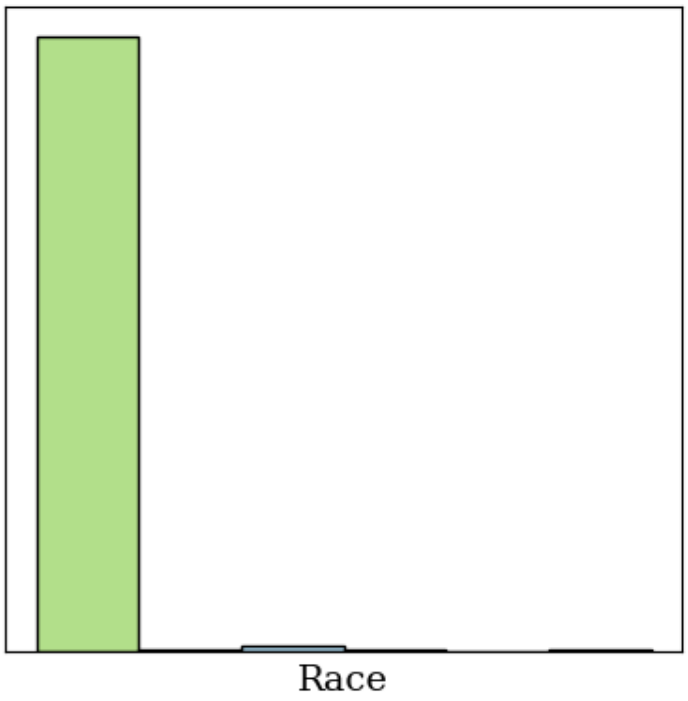
Age



Earnings



Industry Sector



Race

Primary Jobs for All Workers by Total in 2023

Employed in Selection Area

Total	2023 Count	Share
Total Primary Jobs	213	100.0%
Total Primary Jobs	213	100.0%

Additional Information

Analysis Settings

Analysis Type	Area Profile
Selection area as	Work
Year(s)	2023
Job Type	Primary Jobs
Labor Market Segment	All Workers
Selection Area	Winneconne town (Winnebago, WI) from County Subdivisions
Selected Census Blocks	135
Analysis Generation Date	09/09/2026 10:22 - OnTheMap 6.26.1
Code Revision	8e0435a3cbc6e8c298add78764d42126c9686cc9
LODES Data Vintage	8.4 (20251202_1657)

Data Sources

Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2002-2023).

Notes

1. Race, Ethnicity, Educational Attainment, and Sex statistics are beta release results and are not available before 2009.
2. Educational Attainment is only produced for workers aged 30 and over.
3. Firm Age and Firm Size statistics are beta release results for All Private jobs and are not available before 2011.

Chapter 9 – Intergovernmental Cooperation Element

Why It Matters: Many of the services residents rely on, including fire, EMS, sewer treatment, schools, and state and county roads, are provided with or by other governments. Annexation by the Village is a concern for 60% of respondents who answered that question. Strong working relationships and written agreements give the Town a voice in decisions it cannot make alone.

9.1 Intergovernmental Agreements

The Town of Winneconne participates in several intergovernmental arrangements for the delivery of public services. Law enforcement within the Town is provided by the Winnebago County Sheriff's Office. Fire protection and emergency medical response are provided through a joint fire district, and sewer service is provided to portions of the Town by town sanitary districts, as described below.

Winneconne-Poygan Fire District

The Winneconne-Poygan Fire District provides fire protection and services to three municipalities: the Village of Winneconne, the Town of Poygan, and the Town of Winneconne. The District is an all-volunteer department, with a roster of approximately 50 firefighters and 20 emergency medical responders, operating from the fire station at 550 W. Main Street in the Village of Winneconne. The member municipalities' governing boards meet annually as the Fire District to review the budget and receive operational updates.

Southern Winnebago County Ambulance District

The City of Omro and Town of Winneconne are part of a newly formed multi-municipal group called the Southern Winnebago County Ambulance District. Nine local communities, the City of Omro, Town of Omro, Town of Winneconne, Village of Winneconne, Black Wolf, Nekimi, Poygan, Rushford, and Utica joined together to form their own ambulance district. The district partnered with Lifestar to provide ambulance services. Southern Winnebago EMS operations launched, with ambulances housed locally (including temporary placement at the Omro Fire Station while permanent facilities are finalized).



Winneconne-Poygan Fire District.

Town Sanitary Districts

The Larsen Drainage District is the only active drainage district in Winnebago County, and part of it lies within the Town of Winneconne. The District drains about 5.6 square miles across the Towns of Winneconne, Winchester, Clayton, and Vinland. It is responsible for maintaining the Arrowhead River, its main drain, which flows south into the northeast shore of Lake Winneconne.

The District is overseen by the Winnebago County Drainage Board under Wis. Stat. ch. 88 and Wis. Admin. Code ch. ATCP 48, with oversight from DATCP. The Board inspects the drain and its corridor each year (including by drone), removes obstructions, maintains the drain, and charges assessments to the landowners who benefit from it. It also files an annual report with the County and DATCP.

State rules restrict buildings, fill, and other obstructions within the drain corridor, so land divisions and development near the Arrowhead River must be coordinated with the Drainage Board.

The Town's relationship with the District involves:

- Reviewing land divisions and building permits within the District boundary
- Town road culverts and ditches that connect to District drains
- posting District meeting notices at Town Hall

Sanitary Service Agreements

Two of the Town's sanitary districts depend on another municipality to treat their wastewater. That makes these service arrangements some of the Town's most important intergovernmental relationships because they control where and how fast sewered development can happen.

Winneconne Sanitary District No. 3 and the Village of Winneconne: Wastewater from Sanitary District No. 3 is carried to and treated at the Village of Winneconne Wastewater Treatment Facility. Under the service agreement between the District and the Village, new connections are currently limited to ten per year. Any growth in Sanitary District No. 3 beyond that limit will require renegotiating the agreement with the Village.

Butte des Morts Consolidated Sanitary District No. 1 and the City of Oshkosh: The District now treats its wastewater in its own lagoon system on Spiegelberg Road and discharges to Lake Butte des Morts. The District's 2025–2030 state discharge permit (WPDES) requires it to connect to the City of Oshkosh treatment plant instead.

The project, estimated at $4.5 million for lift station improvements and a new force main, is on the DNR Clean Water Fund priority list. Once complete, the District will rely on a service agreement with the City of Oshkosh for treatment capacity.

Rivermoor Sanitary District: If sewer service is ever built, it is expected to connect to the Town of Omro system, with treatment at the City of Omro plant. No agreement is in place today.

Cooperative Plan with the Town of Clayton (2020): In 2020, the Town of Winneconne entered into a cooperative boundary plan with the Town of Clayton in connection with Clayton's proposed incorporation as the new "Village of Larsen." The plan's stated purpose, consistent with Wis. Stat. § 66.0307(3)(b), is to guide coordinated and harmonious development across the participating municipalities' territories. Key provisions include:

- **Annexation waiver** – Once incorporated, the Village of Larsen agreed not to annex or attach any Town of Winneconne property during the term of the plan without prior written consent from the Winneconne Town Board.
- **Extraterritorial jurisdiction** – The new Village of Larsen agreed to waive certain portions of its extraterritorial jurisdiction within the designated Cooperative Plan Area.
- **Support for incorporation** – In exchange, the Town of Winneconne agreed to support Clayton's incorporation and waived any right to contest or challenge its validity or enforceability.

The cooperative plan was approved by the Wisconsin Department of Administration on October 23, 2020. However, in 2021 the State Incorporation Review Board denied the Town of Clayton's petition to incorporate as the Village of Larsen. Because the plan's annexation and extraterritorial provisions take effect upon incorporation, they are not currently operative; the plan remains on file and would

become relevant if Clayton renews its incorporation effort, which town officials indicated they intended to pursue in the future. The Town should monitor any renewed petition and confirm the plan's terms and status with legal counsel.

This kind of boundary agreement is one model the Town could look to going forward. As noted, a similar agreement with the Village of Winneconne could help stabilize the Town's current boundaries and support long-range planning for areas expected to remain under Town jurisdiction. Separately, mutual service agreements (such as Winneconne-Poygan Fire District shared by the Towns of Winneconne and Poygan and the Village of Winneconne) offer another avenue for intergovernmental cooperation, particularly for road maintenance and other shared services, provided all parties negotiate in good faith.

Winnebago County Land Information Plan 2025-2027

Within the Winnebago County Land Information Plan (2025–2027), the Town and Village of Winneconne are referenced in a few specific areas. For parcel mapping, Winnebago County GIS maintains parcels for all 15 Towns. Including the Town of Winneconne along with the Cities of Omro, Menasha, and Neenah, and the Villages of Winneconne and Fox Crossing.

Winnebago County also provides services that affect the Town directly, including law enforcement through the Sheriff's Office, maintenance of county trunk highways, shoreland and floodplain administration, and land and water conservation programs. The County Drainage Board, discussed later in this chapter, oversees drainage districts within the County.

Regional Government Bodies

East Central Wisconsin Regional Planning Commission: The East Central Wisconsin Regional Planning Commission (ECWRPC) is the official area-wide planning agency that is a multi-county region that includes Winnebago County. Providing planning services for issues that cross municipal boundaries. The Commission has a statutory duty to prepare comprehensive regional plans covering land use, transportation, open space, economic development, and environmental management, and it provides technical assistance to participating governments.

State Agencies

Department of Transportation: The Wisconsin Department of Transportation is divided into five regions for administrative and programmatic purposes. Winnebago County is located in the Northeast Region. WisDOT has jurisdiction over state highways in the Town and administers local road aid and grant programs, such as the Local Roads Improvement Program, in which the Town participates.

Department of Agriculture, Trade, and Consumer Protection: The Department of Agriculture, Trade, and Consumer Protection (DATCP) has regulatory duties concerning the Farmland Preservation Program and certain agricultural practices.

DATCP also oversees county drainage boards and drainage districts statewide under Wis. Stat. ch. 88 and ATCP 48, which is relevant to the Town's coordination with the Winnebago County Drainage Board.

Department of Natural Resources: The Wisconsin DNR oversees statewide environmental quality, state parks, and recreation, governed by the Natural Resources Board, which sets policy, recommends regulations, approves property purchases, and accepts donations. Together, the board and DNR staff establish programs, administer state laws, distribute grants and loans, and coordinate with government and private partners. Most DNR staff work out of five regional field offices, further divided into 23 geographic management units aligned with the state's river basins; Winnebago County falls within the Northeastern region. DNR staff identify local ecological conditions and

threats to natural resources, often working alongside local governments and private entities to manage public resources.

The Town's frontage on area lakes and the Wolf River makes DNR a key partner for shoreland, floodplain, and wetland regulation, fisheries and water quality, and outdoor recreation grant programs.

Department of Administration: The Department of Administration's Municipal Boundary Review program reviews annexations, incorporations, and boundary agreements and cooperative plans under Wis. Stat. §§ 66.0301 and 66.0307. The Town's 2020 cooperative plan with the Town of Clayton is on file with this program. DOA also receives copies of adopted comprehensive plans under Wis. Stat. § 66.1001(4).

9.2 Inventory and Analysis

Introduction to Intergovernmental Cooperation

Wisconsin law provides several tools for intergovernmental cooperation. Wis. Stat. § 66.0301 allows municipalities and other units of government to contract one another to jointly provide services, share equipment, or exercise powers, and to enter into boundary agreements. Wis. Stat. § 66.0307 allows communities to adopt cooperative boundary plans, approved by the Department of Administration, which can establish boundaries and govern annexation over a defined planning period. Wis. Stat. § 66.0309 provides regional planning commissions such as ECWRPC.

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 will remain in the Town.

Mutual service agreements are another type of intergovernmental cooperation effort. The Towns of Winneconne and Poygan and the Village of Winneconne share in the cost and operation of the Winneconne-Poygan Fire District. 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".

Intergovernmental Programs and Resources

Programs available to support joint planning and service sharing include the DOA Municipal Boundary Review program; technical assistance from ECWRPC; Winnebago County Planning & Zoning and GIS services; UW–Madison Extension Winnebago County; and the training and legal resources of the Wisconsin Towns Association.

School Districts

The Town of Winneconne is served by two school districts: the Winneconne Community School District and the School District of Omro. Winneconne's elementary, middle, and high schools are in the Village of Winneconne. The Town's relationship with the Districts centers on enrollment and growth, the location of future facilities, bus routes on Town roads, and the community use of school grounds. Residential growth decisions in the Town affect district enrollment and the property tax base, so regular information sharing benefits both parties.

Drainage Districts

The Winnebago County Drainage Board supervises drainage districts in the County, which currently consist only of the Larsen Drainage District. The District's meeting notices are posted at the Winneconne Town Hall along with the Towns of Clayton and Winchester, and portion of the District

lies within the Town. Development and land divisions within a drainage district must avoid obstructing district drains and are subject to corridor requirements under ATCP 48.

Adjacent Local Governmental Units

The Village of Winneconne is surrounded by the Town and is its most significant intergovernmental relationship, involving the shared fire district, boundary and annexation issues, and road connections. The Town also borders the Town of Poygan (a fire district partner) and other towns, including the Towns of Wolf River, Winchester, Clayton, Vinland, Oshkosh, and Omro. Relationships with these towns focus on boundary roads, compatible land use along shared borders, and shared services.

Region, State, and Other Governmental Units

The Town's relationships with Winnebago County, ECWRPC, and State agencies are described earlier in this chapter.

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.

Military Installations

There are no military bases or installations with at least 200 assigned military personnel or containing at least 2,000 acres that share common territory with the Town of Winneconne. Accordingly, no military installation maps or plans apply to this element.

Intergovernmental Agreements

Under Wis. Stat. §§ 66.0301, 66.0307, and 66.0309 the following agreements and plans to which the Town is a party are incorporated into this element by reference:

- Intergovernmental Cooperative Plan Between the Town of Clayton and the Town of Winneconne (Wis. Stat. § 66.0307), approved by DOA October 23, 2020. Provisions take effect only upon Clayton's incorporation, which was denied in 2021.
- Winneconne-Poygan Fire District agreement among the Town of Winneconne, Town of Poygan, and Village of Winneconne.
- ECWRPC regional comprehensive plan (Wis. Stat. § 66.0309), which is advisory to the Town.
- Southern Winnebago County Ambulance District agreement among the Town of Winneconne and eight neighboring communities for ambulance service.

Sewer service agreement between Winneconne Sanitary District No. 3 and the Village of Winneconne for wastewater treatment, which limits new connections to ten per year.

At this time, the Town of Winneconne does not have a boundary agreement with the Village of Winneconne or any adjoining town other than the Clayton cooperative plan noted above. It may be to the advantage of the Town to hold discussions with the Village and other neighboring communities to determine if a boundary agreement would be in the best interest of both entities.

> **DID YOU KNOW?**
>
> Sixty percent of respondents who answered were concerned or very concerned about annexation and several comments oppose Village expansion.

9.3 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. Wisconsin law nonetheless allows a village that has adopted a subdivision ordinance or official map to review plats within 1.5 miles of its boundary, so this could change.

Existing or potential conflicts between the Town and other governmental units include:

- **Annexation and boundary change.** Without a boundary agreement, annexations to the Village of Winneconne can remove land and tax base from the Town and complicate long-range planning.
- **Sewer service and utilities.** Extensions of Village or sanitary district sewer service can drive development and annexation pressure in areas the Town plans for rural use.
- **Incorporation in the Town of Clayton.** A renewed Clayton incorporation effort would bring the 2020 cooperative plan into effect and should be monitored.
- **Land use along shared borders.** Differing land use plans or zoning with adjoining towns could place incompatible uses next to one another.
- **Boundary roads.** Maintenance, plowing, and reconstruction responsibilities for roads on shared boundaries can be a source of disagreement without written agreements.
- **Drainage.** Development affecting drainage district drains or natural drainage patterns can create disputes with the Drainage Board and neighboring landowners.
- **School facilities.** The siting of new school facilities, or school closures, can affect Town roads, traffic, and development patterns.

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.

When a conflict arises, the Town will use the following process, moving to the next step only if the previous one does not resolve the issue:

1. Informal communication between Town officials or staff and their counterparts to identify the issue and share information.
2. A joint meeting of the affected governing bodies or plan commissions, including the annual Town–Village meeting called for in this chapter.
3. Facilitated discussion or mediation using a neutral party, such as ECWRPC staff, UW–Madison Extension, or a professional mediator.
4. A formal written agreement under Wis. Stat. § 66.0301 or a cooperative plan under Wis. Stat. § 66.0307, with review by the DOA Municipal Boundary Review program as applicable.
5. Binding arbitration or other legal remedies, used only as a last resort.

Goals, Objectives & Policies

GOAL 9-1

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.
c. Explore with the Village of Winneconne a boundary agreement under Wis. Stat. § 66.0301 or a cooperative plan under Wis. Stat. § 66.0307 to establish long-term boundaries and service arrangements.
d. Maintain the Winneconne-Poygan Fire District and periodically evaluate it and other shared-service arrangements for cost-effectiveness and service quality.
e. Coordinate with the Winneconne Community School District and the School District of Omro on enrollment trends, the siting of new or expanded school facilities, and shared use of facilities.
f. Coordinate with the Town's sanitary districts and the Winnebago County Drainage Board so that development, sewer service, and drainage decisions are consistent with this plan.
g. Keep the 2020 Cooperative Plan with the Town of Clayton on file and monitor any renewed incorporation effort by the Town of Clayton.
h. Distribute the adopted plan and any amendments to adjacent local governments, Winnebago County, ECWRPC, the school districts, and other recipients required by Wis. Stat. § 66.1001(4).
i. Participate in county, regional, and state planning efforts that affect the Town, including updates to the Winnebago County comprehensive plan and the ECWRPC regional comprehensive plan.

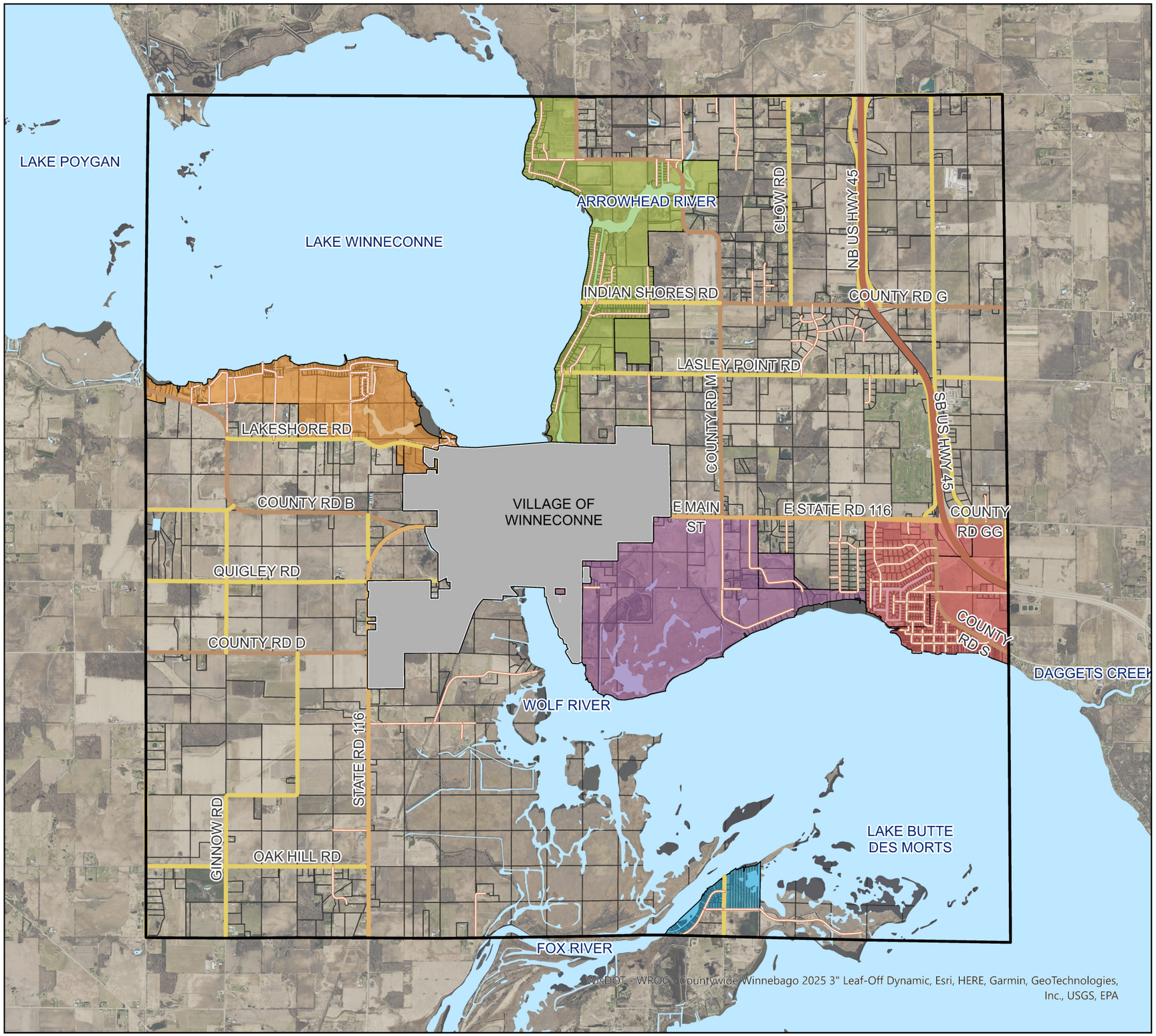
Policies

#	Policy
9.1	Notify adjacent local governments, the affected school district, and Winnebago County of proposed comprehensive plan amendments, rezonings, and major land divisions within one-half mile of a shared boundary and provide an opportunity to comment before Town action.
9.2	Review and comment on plans, ordinances, and development proposals of neighboring jurisdictions, the County, and the State that may affect the Town.
9.3	Before purchasing major equipment or constructing new public facilities, evaluate opportunities to share costs, equipment, or facilities with neighboring units of government.
9.4	Support the continued operation of the Winneconne-Poygan Fire District and participate in the District's annual meeting and budget review.
9.5	Share residential development information with the school districts and consider school capacity when reviewing major residential proposals.
9.6	Direct higher-density development to areas served or planned to be served by sanitary districts, and coordinate with the sanitary districts and the Village on any extension of sewer service.

#	Policy
9.7	Consult with the Winnebago County Drainage Board before approving land divisions or development within or adjacent to a drainage district or its drain corridors.
9.8	Coordinate shoreland, floodplain, and water quality management with Winnebago County and the DNR.
9.9	Amend this plan to incorporate any new or revised agreement entered under Wis. Stat. §§ 66.0301, 66.0307, or 66.0309.

Appendix 9 – Chapter 9

Sanitary District
Town of Winneconne,
Winnebago County, Wisconsin



Legend

- Town Boundary
- Village Boundary
- Butte des Morts Consolidated Sanitary District No. 1
- Rivermoor Sanitary District
- Town of Winneconne Sanitary District No. 3
- Town of Winneconne Sanitary District No. 4
- Town of Winneconne Sanitary District No. 5
- Waterbodies

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Project No. 1-0127-006

Sources: Wisconsin Department of Natural Resources, Winnebago County, and local GIS data

October 15, 2026

Chapter 10 – Implementation

> **Why It Matters:** A plan only works if it is used. Under state law, the Town's zoning, subdivision, and official map decisions must be consistent with this plan. The actions in this chapter turn the plan's goals into specific steps, with clear responsibilities and timeframes, that the Town will review each year.

10.1 The Implementation Element

This Comprehensive Plan does not function as a standalone chapter rather; it works in coordination with every other element of the Plan, serving as the mechanism through which all the Plan's individual components come together as a coherent whole.

Implementation makes visible the interconnectedness of the issues and opportunities facing the Town of Winneconne including Housing, Transportation, Utilities, Community Facilities, Agricultural and Natural Resources, Cultural Resources, Economic Development, Intergovernmental Cooperation, and Land Use. A decision made in any one of these areas rarely stays contained to that area alone; it tends to ripple outward, producing both direct and indirect effects across the rest of the Plan.

This element also includes a framework for measuring progress, allowing the Town to periodically assess whether the Comprehensive Plan is being effectively carried out. It describes how the Plan's various components are intended to work together and remain aligned over time, and it establishes a process for keeping the Plan current through future updates and amendments as circumstances change.

The Town will measure the success of this Comprehensive Plan primarily by how consistently it upholds that top priority: protecting the Town's rural character. The Plan's goals, objectives, and policies are intended to serve as an ongoing point of reference for the Plan Commission and Town Board, to be applied consistently as new requests and proposals arise and are not to be treated as a one-time checklist.

When a development request or proposal comes before the Plan Commission and Town Board, the Plan Commission's role is to evaluate that request against the Plan's goals, objectives, and policies to determine whether it aligns with the Town's vision. Where a proposal is found to be consistent with the Plan, the Plan Commission and Town Board may approve it directly or, where appropriate, refer it to Winnebago County for further review.

10.2 Measurement of Progress

The Town of Winneconne intends to report on the community's progress toward achieving the goals of this Comprehensive Plan at each annual Town meeting. The Plan Commission will conduct periodic reviews of the Plan as needed, with a review occurring at minimum once every five years. Each year, before the annual Town meeting, the Plan Commission will review the Implementation Matrix (Section 10.5), mark each action as Complete, In Progress, Not Started, or Ongoing, and note whether the rezonings, land divisions, and plan amendments approved that year were consistent with the Future Land Use Plan Map.

10.3 Implementation Tools and Proposed Ordinance Changes

Town Zoning Ordinance

Zoning serves as one of the Town of Winneconne's primary tools for putting the Comprehensive Plan into action, whether by initiating rezonings that align with the Plan's recommendations or by evaluating rezoning petitions submitted by property owners against those same recommendations. Zoning exists to implement the Comprehensive Plan, not the reverse. The Town's authority to zone derives from state law, specifically Wisconsin Statutes Sections 60.61 and 60.62, which govern town zoning powers, and Section 62.23, which applies to the Town through its village powers.

The Town of Winneconne maintains its own local zoning ordinance, most recently repealed and recreated in its entirety under Ordinance 2025-06. Winnebago County retains exclusive shoreland zoning jurisdiction over any land within 300 feet of the ordinary high-water mark of a river or stream (or the landward extent of the floodplain, whichever is greater), and within 1,000 feet of the ordinary high-water mark of a lake, pond, or flowage (see Map 11). When the County overhauled its zoning ordinance in the early 2010s, the Town Board chose to keep local zoning control while remaining subject to the County's shoreland zoning (Chapter 27) in those areas.

Going forward, the Town should carefully evaluate each rezoning request against the Future Land Use Plan Map, coordinating closely with the Winnebago County Planning Department whenever a proposed rezoning falls within the County's shoreland jurisdiction. Over time, the goal should be for the Town's zoning map to increasingly mirror the Future Land Use Plan Map.

Subdivision Ordinance

The Town of Winneconne maintains its own Subdivision Ordinance (Chapter 275), which builds on the land division requirements of Wisconsin Statutes Chapter 236. While Winnebago County retains review authority over proposed land divisions, the Town holds primary responsibility for the initial review and final approval of new plats. Both the Town's and County's subdivision regulations apply not only to full subdivisions but also to certified survey maps, which cover minor land divisions of four lots or fewer.

Official Map

Wisconsin Statutes Section 62.23(6) allows the Town to create and maintain an official map. An Official Map shows both present and proposed future roads, parks, and public facilities.

Proposed Ordinance Changes

The following changes to the Town Zoning Ordinance, Subdivision Ordinance, and Official Map will carry out this Plan. They are listed in the order they are expected to be completed; the Implementation Matrix (Section 10.5) shows the lead party for each.

1. **2027 - Subdivision Ordinance:** requires a right-to-farm disclosure statement on new certified survey maps and plats in or next to agricultural areas.
2. **2027 - Road access control ordinance:** set driveway spacing and sight-distance standards on Town roads.
3. **2027-2028 - Zoning Ordinance:** allow accessory dwelling units with standards for size, sanitary capacity, and design, and require buffers between homes and commercial, industrial, or quarry uses.
4. **2027-2028 - Subdivision Ordinance:** allow conservation (cluster) subdivision design; require drainage plans; require easements or shadow platting in future sewer areas; and require park land dedication or a fee in lieu.

5. **2028 - Official Map:** adopt or update the Official Map to reserve right-of-way for planned roads and trails.
6. **2029 - Design review ordinance:** set architectural and site design standards for commercial, industrial, and multi-family buildings.
7. **Ongoing - Zoning Map:** rezone land as needed so the Zoning Map increasingly matches the Future Land Use Map.

Other Codes and Tools

Signs are regulated by the Winneconne Sign Code, part of the Town Zoning Code; state highway signage is not covered. The Town Building Inspector enforces the Wisconsin Uniform Dwelling Code, Commercial Building Code, and state mechanical codes. Winnebago County regulates private onsite wastewater treatment systems, and where public sewer is available within a sanitary district, connection is required. The Plan Commission reviews drainage for every plat under the Subdivision and Site Plan Review ordinances. The Town has no Historic Preservation Ordinance but will provide letters of support to owners preserving historic buildings on request. Finally, a Capital Improvements Program (CIP), which plans major equipment and project spending over five to six years, would help the Town align its spending with this Plan.

10.4 Consistency Among Elements

The Town of Winneconne Plan Commission is responsible for evaluating proposed development against every element of this Comprehensive Plan, including natural resource constraints such as wetlands, high groundwater, shallow bedrock, and soils poorly suited to below-grade septic systems. The Town will also rely on implementation tools such as its land use ordinances and Official Map to help ensure that individual land use decisions remain consistent with the Plan's recommendations over time.

This Plan was prepared as a single document, with the Plan Commission serving as the steering committee. Under Wisconsin Statutes Section 66.1001(3), Town zoning, subdivision, and official mapping decisions must be consistent with this Plan. The Plan Commission reviewed all nine elements while preparing this plan and found them consistent with one another. When any element is amended, the Town will review the other elements for related changes.

The table below shows how each element is carried out.

Plan Element	Primary Implementation Tools
Issues and Opportunities	Community vision and the top priority of preserving rural character
Housing	Zoning districts, lot size and density standards, Subdivision Ordinance
Transportation	Official Map, road layout review on plats, Capital Improvements Program
Utilities and Community Facilities	Sanitary districts, Sewer Service Area planning, sewer feasibility study, Capital Improvements Program
Agricultural, Natural, and Cultural Resources	County shoreland and floodplain zoning, stormwater standards, conservation subdivision design
Economic Development	Interchange-area zoning, Site Plan Review, sewer feasibility study
Intergovernmental Cooperation	Coordination with Winnebago County, the Village of Winneconne, sanitary districts, and ECWRPC

Plan Element	Primary Implementation Tools
Land Use	Future Land Use Plan Map, rezoning review, Official Map

10.5 Plan Adoption, Amendments, and Updates

The Town of Winneconne Plan Commission recommends approval of the Plan to the Town Board, which then formally adopts it. Once adopted, the Plan serves as the Town's strategic guide for the next ten years. The Plan Commission and Town Board will rely on the Plan's goals, objectives, and policies to inform planning decisions going forward. As reviews take place, decisions are made, and the Town's governing bodies act on its behalf, the Town will continue to focus its efforts on advancing the community's top priorities.

Ultimately, the Town of Winneconne Plan Commission and Town Board bear responsibility for carrying out and upholding this Plan. As such, it is essential that both bodies routinely revisit the Plan's goals, a practice that reflects sound, effective long-range planning.

Criteria for Amendments

The Plan may be amended between full updates. Before recommending an amendment, the Plan Commission should consider whether the change:

- Is consistent with the goals and objectives of this Plan and keeps the Plan's elements consistent with one another.
- Protects the Town's rural character, farmland, and natural resources, including wetlands, floodplains, shorelands, surface water, and groundwater.
- Avoids undue impacts on neighboring properties and on public services such as roads, drainage, emergency services, and parks.
- Responds to a change in Town policy, conditions, or corrects an error in the Plan.
- Meets a community need identified in this Plan and complies with state law.

Amendment Procedure

Amendments, including changes to the Future Land Use Plan Map, follow the steps in Wisconsin Statutes Section 66.1001(4):

1. The Town follows its adopted public participation procedures.
2. The Plan Commission recommends an amendment to the Town Board by resolution, approved by a majority of the full Plan Commission.
3. The Town publishes a Class 1 notice at least 30 days before a public hearing.
4. The Town Board holds the public hearing and adopts the amendment by ordinance, approved by a majority of the full Town Board.
5. The Town Clerk sends the adopted amendment to the parties listed in Section 66.1001(4)(b), including every governmental body located in whole or in part within the Town (including the Winneconne Community and Omro school districts, the Town sanitary districts, the Winneconne-Poygan Fire District, and the Southern Winnebago County Ambulance District), Winnebago County, adjacent local governments, ECWRPC, the Wisconsin Department of Administration, and the local public library.

Ten-Year Update

Wisconsin law requires the Plan to be updated at least once every 10 years. Because this Plan was adopted in 2026, the Town should begin its next full update by about 2034, so it is adopted no later than 2036. That update should refresh data, review public input, and revisit the goals, objectives, and policies.

10.6 Implementation Matrix

The Implementation Matrix lists the programs and specific actions needed to carry out every element of this Plan, in the order they should be completed, along with the lead party and timeframe for each. The Plan Commission will use it for the annual progress review described in Section 10.1.

Plan Reference	Action	Responsibility	Timeframe	Status	Related Partners
Implementation Tools and Ordinances (Chapter 10)					
Section 10.3 (item 5): Official Map (Wis. Stat. § 62.23(6)).	Adopt or update the Official Map to reserve right-of-way for planned roads, trails, parks, and public facilities (target 2028 per Ch. 10).	Plan Commission; Town Board	Short-term (1–3 yrs)		Town engineer; Winnebago County Highway Dept.
Section 10.3; Objective 6-1(c): Capital Improvements Program.	Develop and adopt a five-year Capital Improvements Program covering roads, drainage, the Town Hall, equipment, and parks; update it each year with Plan Commission input.	Town Board; Clerk; Plan Commission	Short-term (1–3 yrs)		Town engineer; Town auditor
Objective 10-2(a): Review ordinances for consistency.	Within two years of Plan adoption, review the land division, site plan review, and other land use ordinances for consistency with the Plan.	Plan Commission; Zoning Administrator	Short-term (1–3 yrs)		Town attorney; Winnebago County Planning & Zoning
Objective 8-1(d); Policy 6.1: Sewer Service Area planning.	Coordinate with ECWRPC on any Sewer Service Area Plan amendments needed to support planned growth near the interchange and STH 116 corridor. [Confirm interchange: matrix says US 45/CTH GG; draft Ch. 8 says US 45/WIS 116.]	Town Board; Plan Commission	Short-term (1–3 yrs)		ECWRPC; WDNR; Butte des Morts Consolidated Sanitary District No. 1
Objective 8-1(d): Sewer feasibility near the interchange.	Conduct a pre-engineering feasibility analysis of extending sewer through the Butte des Morts Consolidated Sanitary District No. 1; pursue Strategy 1 (study planned growth areas for public sewer) and Strategy 2 (manage interim development). [Confirm interchange: US 45/CTH GG vs. US 45/WIS 116.]	Town Board	Short-term (1–3 yrs)		Butte des Morts Consolidated Sanitary District No. 1; ECWRPC; Town engineer; City of Oshkosh
Section 10.3 (Other Codes and Tools): Stormwater standards.	Consider adopting more restrictive stormwater management standards to better protect the Town's extensive wetland and floodplain areas.	Plan Commission; Town Board	Mid-term (4–6 yrs)		Winnebago County Land & Water Conservation Dept.; WDNR; Town engineer
Objectives 6-1(a), 6-1(d); Policy 6.1: Sanitary districts.	Provide strong leadership for underdeveloped districts; study joint sewer line extensions, stormwater improvement districts, and impact fees to help fund services demanded by growth.	Town Board	Mid-term (4–6 yrs)		Town sanitary district commissions; Village of Winneconne
Section 10.3: Taxing and spending.	Coordinate annual budget, taxing, and spending decisions with the Capital Improvements Program.	Town Board; Clerk	Annually		Town auditor
Section 10.3 (item 7); Policy 3.1: Zoning Map consistency.	Evaluate rezoning requests against the Future Land Use Plan Map and coordinate with Winnebago County within shoreland jurisdiction; work toward the zoning map mirroring the Future Land Use Plan Map.	Plan Commission; Zoning Administrator; Town Board	Ongoing		Winnebago County Planning & Zoning
Policy 3.8: Site Plan Review (Ch. 258).	Apply Site Plan Review standards as commercial interest grows near the WIS 116/US 45 intersection.	Plan Commission; Zoning Administrator	Ongoing		WisDOT (highway access); Winnebago County
Section 10.4; Policy 10.2.1: Consistency among elements.	Use land use ordinances and the Official Map to ensure development decisions remain consistent with Plan recommendations.	Plan Commission	Ongoing		
Section 10.3 (Other Codes and Tools): State regulations enforced locally.	Ensure Town review processes account for applicable state regulations enforced at the local level.	Zoning Administrator; Plan Commission	Ongoing		Winnebago County; WDNR
Policy 9.6; Objective 9-1(c): Coordinate with sanitary districts and the Village.	Hold periodic joint meetings, pursue a boundary agreement with the Village, and jointly review development plans within the Sewer Service Area.	Town Board; Plan Commission	Ongoing		Village of Winneconne; Town sanitary districts
Section 10.3: Subdivision Ordinance (Ch. 275).	Continue administering plat and certified survey map review under Chapter 275, in coordination with Winnebago County.	Plan Commission; Zoning Administrator	Ongoing		Winnebago County Planning & Zoning
Section 10.3 (Other Codes and Tools): Sign Code.	Continue enforcing the Sign Code consistently for private and commercial signage Town-wide.	Zoning Administrator	Ongoing		
Section 10.3 (Other Codes and Tools): Building, mechanical, and housing codes.	Continue enforcing the Uniform Dwelling Code, Commercial Building Code, and state mechanical codes through the Town Building Inspector.	Building Inspector; Town Board	Ongoing		WI Dept. of Safety and Professional Services
Section 10.3 (Other Codes and Tools): Sewer connection.	Continue requiring connection to public sanitary sewer, rather than new private onsite systems, where service is available within a sanitary district.	Town Board; Zoning Administrator	Ongoing		Town sanitary districts; Winnebago County (POWTS)
Section 10.3 (Other Codes and Tools): Historic buildings.	Provide letters of support, on request, to owners preserving historically significant buildings.	Town Board; Clerk	Ongoing		Wisconsin Historical Society

Plan Reference	Action	Responsibility	Timeframe	Status	Related Partners
Issues & Opportunities / Public Participation (Chapter 2)					
Objective 2-2(b): Educate residents about Town processes.	Create simple handouts and a web page explaining how to apply for a rezoning, land division (CSM), conditional use, and building permit.	Zoning Administrator; Clerk	Short-term (1–3 yrs)		Planning Consultant
Policy 2.2: Update forecasts.	Update the population, household, and employment forecasts at each five-year plan review, or sooner when new Census or DOA data are released.	Plan Commission; Clerk	Mid-term (4–6 yrs)		Planning consultant; WI DOA
Objective 2-2(d): Encourage participation in plan and ordinance revisions.	Publish a short "plan progress" update each year in the Town newsletter or website.	Clerk; Plan Commission	Annually		
Goal 2-2; Policy 10.2.4: Keep the Plan and Town records available.	Post agendas, minutes, ordinances, and the adopted Comprehensive Plan on the Town website, and keep a printed copy at Town Hall.	Clerk	Ongoing		
Objective 2-2(a): Encourage resident participation in Town government.	Provide orientation and training for new Plan Commission and Town Board members on the Comprehensive Plan and consistency requirements.	Town Board; Plan Commission	Ongoing		UW–Madison Extension (Center for Land Use Education); Wisconsin Towns Association
Objective 2-2(e): Engage seasonal residents and waterfront owners.	Share Town news and plan updates with seasonal and waterfront owners through mailings, email lists, and lake or property owner associations.	Clerk	Ongoing		Lake and property owner associations
Land Use (Chapter 3)					
Policy 3.4; Section 10.3 (item 1): Right-to-farm disclosure.	Amend the Subdivision Ordinance to require a right-to-farm disclosure statement on new certified survey maps and plats in or next to agricultural areas (target 2027 per Ch. 10).	Plan Commission; Town Board	Short-term (1–3 yrs)		Town attorney; Winnebago County Planning & Zoning
Policy 3.5; Section 10.3 (item 3): Buffers from incompatible uses.	Amend the Zoning Ordinance to require buffers (setbacks, vegetation, berms, or fences) between homes and commercial, industrial, or quarry uses (target 2027–2028 per Ch. 10).	Plan Commission; Zoning Administrator	Short-term (1–3 yrs)		
Policy 3.6; Objective 3-2(b); Section 10.3 (item 4): Conservation (cluster) subdivisions.	Amend the Zoning and Subdivision Ordinances to allow conservation (cluster) subdivision design as an option for rural residential development (target 2027–2028 per Ch. 10).	Plan Commission; Town Board	Short-term (1–3 yrs)		Winnebago County Planning & Zoning; UW–Madison Extension
Policy 3.10: Large-lot development in planned sewer areas.	Review lot size and density standards in planned sewer growth areas so large-lot development does not block future sewer extension.	Plan Commission; Town Board	Short-term (1–3 yrs)		Town sanitary districts
Policy 3.10; Section 10.3 (item 4): Easements and shadow platting.	Amend the Subdivision Ordinance (Ch. 275) to require utility easements, shadow platting, future sewer connection, and Area Development Plans in planned sewer growth areas (target 2027–2028 per Ch. 10).	Plan Commission; Town Board	Short-term (1–3 yrs)		Town attorney; Town engineer
Objective 3-1(g): Prohibit expansion of incompatible nonconforming uses.	Review the Zoning Ordinance's nonconforming use provisions for consistency with this Plan.	Plan Commission; Zoning Administrator	Mid-term (4–6 yrs)		Town attorney
Policy 3.11: Annual Future Land Use Map review.	Review the Future Land Use Map each year as part of the annual progress report and amend it as needed using the Ch. 10 procedure.	Plan Commission; Zoning Administrator	Annually		Winnebago County Planning & Zoning (GIS)
Objective 3-1(a); Policy 3.1: Make decisions consistent with the Plan.	Track land use activity each year: rezonings, CSMs, plats, new homes, and acres converted from farmland. Include it in the annual progress report.	Zoning Administrator; Clerk	Annually		Winnebago County Planning & Zoning (GIS)
Housing (Chapter 4)					
Objective 4-2(f): Inventory subdivisions and available lots.	Prepare an inventory of active subdivisions and available residential lots; update it every two to three years.	Zoning Administrator; Clerk	Short-term (1–3 yrs)		Winnebago County Planning & Zoning (GIS)
Objectives 4-1(c), 4-3(d); Section 10.3 (item 3): Accessory dwelling units.	Amend the Zoning Ordinance to allow accessory dwelling units (ADUs) on single-family lots, with standards for size, septic capacity, parking, and design (target 2027–2028 per Ch. 10).	Plan Commission; Town Board	Short-term (1–3 yrs)		Winnebago County Zoning (POWTS capacity)

Plan Reference	Action	Responsibility	Timeframe	Status	Related Partners
Objective 4-3(c): Review requirements that raise housing costs.	Review minimum lot size and minimum home size requirements and remove any that raise housing costs without a clear public benefit.	Plan Commission; Zoning Administrator	Short-term (1–3 yrs)		
Objective 4-3(b): Smaller lots for starter homes.	Allow smaller single-family lots in areas served by public sewer within Town sanitary districts, where appropriate.	Plan Commission; Town Board	Mid-term (4–6 yrs)		Town sanitary districts
Objectives 4-1(b), 4-3(e); Policy 4.1: Share housing assistance information.	Post information on homebuyer, home repair, weatherization, energy assistance, and septic replacement programs on the Town website and at Town Hall.	Clerk	Ongoing		WHEDA; USDA Rural Development; ADVOCAP; ADRC of Winnebago County
Policy 4.2; Objective 6-1(g): Septic maintenance and private well testing.	Share information on POWTS maintenance and private well testing with residents, especially in the Arsenic Advisory Area.	Clerk	Ongoing		Winnebago County Health Dept.; WDNR
Policy 4.3: Accessible and universal design.	Share information on single-story, accessible, and universal design features with builders and building permit applicants.	Zoning Administrator; Building Inspector	Ongoing		ADRC of Winnebago County
Policy 4.4: Enforce property maintenance regulations.	Enforce Town property maintenance and nuisance regulations consistently. [Confirm applicable ordinances.]	Zoning Administrator; Town Board	Ongoing		Winnebago County
Policy 4.5: Shoreline best management practices.	Direct shoreline property owners to Winnebago County for best management practices, and share information on native buffers, rain gardens, and Healthy Lakes & Rivers grants.	Clerk; Zoning Administrator	Ongoing		WDNR; Winnebago County Land & Water Conservation Dept.; Fox-Wolf Watershed Alliance
Objective 4-1(a): The Village is the primary location for apartments and assisted living.	Coordinate with the Village of Winneconne on regional housing needs, including senior and multi-family housing.	Town Board	Ongoing		Village of Winneconne
Transportation (Chapter 5)					
Objectives 5-1(b), 5-1(f): WIS 116 intersection safety (top survey priority).	Ask WisDOT and Winnebago County to study crash history, traffic volumes, and turning movements at WIS 116/CTH M, WIS 116/CTH S, and the US 45/CTH GG interchange area; support HSIP funding applications for recommended improvements.	Town Board; Clerk	Short-term (1–3 yrs)		WisDOT Northeast Region; Winnebago County Highway Dept.; Winnebago County Sheriff's Office
Policy 5.3: New and reconstructed roads meet Town design standards.	Adopt or update Town road design standards and minimum right-of-way widths.	Plan Commission; Town Board	Short-term (1–3 yrs)		Town engineer
Policy 5.4; Section 10.3 (item 2): Regulate driveways and access points.	Adopt a driveway and access ordinance that sets spacing and sight-distance standards and limits new access points on Town roads (target 2027 per Ch. 10).	Plan Commission; Town Board	Short-term (1–3 yrs)		Town engineer; Winnebago County Highway Dept.
Objective 5-3(d): Reserve right-of-way for future roads and trails.	Prepare a Town trail and pedestrian network map and add planned routes to the Official Map.	Plan Commission	Mid-term (4–6 yrs)		Village of Winneconne; Winnebago County Parks; ECWRPC
Policy 5.1: Rate Town roads using PASER (Wis. Stat. § 86.302).	Rate all Town roads using PASER and submit ratings to WISLR every two years.	Town Board; Clerk	Every 2 years		WisDOT; UW–Madison Transportation Information Center; Town engineer
Policy 5.6: Review crash data to identify high-crash locations.	Review crash data and consider low-cost safety improvements such as signs, pavement markings, lighting, and brush clearing at intersections.	Town Board	Every 2 years		WisDOT; Winnebago County Sheriff's Office; Winnebago County Highway Dept.
Policy 5.2; Objective 5-2(a): Five-year road maintenance and improvement plan.	Update the five-year road plan each year using PASER ratings, crash data, and traffic volumes, and use it to guide the budget.	Town Board; Clerk	Annually		Town engineer
Objective 5-2(d); Policy 5.7: Coordinate road reconstruction schedules.	Meet each year with the County, WisDOT, and the Village to coordinate road project schedules.	Town Board	Annually		Winnebago County Highway Dept.; WisDOT; Village of Winneconne
Goal 5-2: An efficient, cost-effective Town road network.	Apply for Local Roads Improvement Program (LRIP) and other state road funding when eligible.	Town Board; Clerk	Ongoing		WisDOT; Winnebago County
Objective 5-1(e): Support access to specialized transportation.	Share information on specialized transportation services for older adults and people with disabilities.	Clerk	Ongoing		ADRC of Winnebago County; Winnebago County specialized transportation program
Utilities & Community Facilities (Chapter 6)					
Objective 6-1(i); Policy 6.7: Support access to child care.	Confirm the Zoning Ordinance treats licensed family child care homes as a permitted residential use (Wis. Stat. § 66.1017).	Zoning Administrator; Plan Commission	Short-term (1–3 yrs)		WI Dept. of Children and Families

Plan Reference	Action	Responsibility	Timeframe	Status	Related Partners
Objective 6-1(f): Support access to reliable high-speed broadband.	Identify unserved and underserved areas using state broadband maps and support provider grant applications.	Town Board; Clerk	Short-term (1–3 yrs)		Public Service Commission of Wisconsin; internet service providers; Winnebago County
Objective 6-1(e); Section 10.3 (item 4): Park land dedication or fee in lieu.	Amend the Subdivision Ordinance to require park land dedication or a fee in lieu of dedication, consistent with Wis. Stat. §§ 236.45 and 66.0617 (target 2027–2028 per Ch. 10).	Plan Commission; Town Board	Short-term (1–3 yrs)		Town attorney
Objective 6-1(h); Policy 6.5: Maintain fire, EMS, and law enforcement service levels.	Review the Sheriff's Office contract and the Winneconne-Poygan Fire District arrangement at each renewal.	Town Board	Ongoing		Winnebago County Sheriff's Office; Winneconne-Poygan Fire District
Policy 6.4: Coordinate road projects with ditch, culvert, and utility work.	Notify utility companies and the County Drainage Board of planned road projects so work can be coordinated.	Town Board; Clerk	Ongoing		Electric, gas, and fiber providers; Winnebago County Drainage Board
Policy 6.2: Stormwater management for new subdivisions and CSMs.	Require drainage and stormwater plans for new CSMs and plats consistent with County land division standards and DNR rules.	Zoning Administrator; Plan Commission	Ongoing		Winnebago County Land & Water Conservation Dept.; WDNR
Policy 6.6: Telecommunications towers.	Review tower proposals under the Telecommunications Ordinance, encourage co-location, and keep the ordinance consistent with Wis. Stat. § 66.0404.	Plan Commission; Zoning Administrator	Ongoing		Town attorney
Goal 6-1: Efficient, cost-effective services and facilities.	Seek grants and low-interest loans for sanitary district, drainage, and community facility projects.	Town Board; Clerk	Ongoing		WI DOA (CDBG); WDNR (Clean Water Fund, Safe Drinking Water Loan Program); USDA Rural Development
Agricultural, Natural & Cultural Resources (Chapter 7)					
Policy 7.1: Use soil, wetland, floodplain, and shoreland data in development review.	Create a development review checklist that uses NRCS Web Soil Survey, County GIS, and WDNR wetland maps for CSMs, plats, rezonings, and site plans.	Zoning Administrator; Plan Commission	Short-term (1–3 yrs)		Winnebago County Planning & Zoning (GIS); WDNR; NRCS
Objective 7-1(j); Policy 7.3; Section 10.3 (item 4): Drainage plans.	Amend Town ordinances to require a Town-approved drainage plan before a building permit is issued for new subdivisions and for multi-family, commercial, and industrial development (including expansions that add impervious surface), and to protect drain tile, drainageways, and grassed waterways (target 2027–2028 per Ch. 10).	Plan Commission; Town Board; Zoning Administrator	Short-term (1–3 yrs)		Town engineer; Winnebago County Land & Water Conservation Dept.
Objective 7-1(o): Identify and recognize historic and archaeological resources.	Work with local historians to identify historic buildings and sites and consider historical markers or recognition.	Plan Commission	Mid-term (4–6 yrs)		Wisconsin Historical Society; local historical society
Objective 7-1(g): Investigate additional farmland preservation tools.	Evaluate voluntary tools such as conservation easements and purchase of development rights, working with land trusts.	Plan Commission	Long-term (7–10 yrs)		Regional land trusts; Winnebago County; DATCP
Objective 7-1(b): Provide input to the County Farmland Preservation Plan.	Review and comment on the Winnebago County Farmland Preservation Plan during each update.	Plan Commission; Town Board	Ongoing		Winnebago County Planning & Zoning; DATCP
Objective 7-1(f): Encourage participation in conservation and farmland preservation programs.	Share information on NRCS conservation programs and farmland preservation tax credits with farm owners.	Clerk	Ongoing		NRCS; Winnebago County Land & Water Conservation Dept.; DATCP; UW–Madison Extension
Policy 7.5: Encourage NHI screening near sensitive habitats.	Encourage applicants near lakeshores and wetlands to complete a Natural Heritage Inventory (NHI) review.	Zoning Administrator	Ongoing		WDNR (Natural Heritage Conservation)
Policy 7.6: Consult the Wisconsin Historical Society on archaeological and burial sites.	Refer proposals near known archaeological or burial sites, including the Lasley's Point Site, to the Wisconsin Historical Society (Wis. Stat. § 157.70).	Zoning Administrator; Plan Commission	Ongoing		Wisconsin Historical Society; tribal historic preservation offices as appropriate
Objective 7-1(p): Support control of invasive species.	Support Clean Boats, Clean Waters inspections and invasive species control at public boat landings.	Town Board	Ongoing		WDNR; Winnebago County; lake associations
Objective 7-1(m): Protect and restore the Winnebago Pool lakes.	Participate in regional lake management efforts for the Winnebago Pool lakes.	Town Board	Ongoing		Winnebago Waterways; Fox-Wolf Watershed Alliance; WDNR; Winnebago
Policy 7.7: Review nonmetallic mining proposals (Wis. Stat. § 295.20; NR 135).	Review mining proposals for compatibility, groundwater, traffic, and reclamation, and coordinate with the County's reclamation program.	Plan Commission; Town Board	Ongoing		Winnebago County (NR 135 program); WDNR
Economic Development (Chapter 8)					

Plan Reference	Action	Responsibility	Timeframe	Status	Related Partners
Objective 8-1(b); Section 10.3 (item 6): Design review ordinance.	Draft and adopt a design review ordinance setting architectural and site design standards for commercial, industrial, and multi-family buildings (target 2029 per Ch. 10).	Plan Commission; Town Board	Short-term (1–3 yrs)		Planning consultant
Policy 8.1.1: Direct commercial and industrial growth to the US 45/WIS 116 interchange.	Map available commercial and industrial sites at the interchange and prepare a one-page site information sheet.	Plan Commission; Clerk	Short-term (1–3 yrs)		Greater Oshkosh EDC (GO-EDC); Winnebago County; ECWRPC
Policy 8.1.4: Allow compatible home-based businesses.	Review the Zoning Ordinance's home occupation standards so compatible home businesses are allowed.	Plan Commission; Zoning Administrator	Short-term (1–3 yrs)		
Policy 8.1.2: Developers fund infrastructure needed for their projects.	Adopt a standard developer's agreement template covering roads, utilities, stormwater, and financial guarantees.	Town Board	Short-term (1–3 yrs)		Town attorney; Town engineer
Policy 8.2.1: Support agritourism and on-farm businesses as accessory uses.	Review the Zoning Ordinance to allow agritourism and on-farm businesses as accessory uses to active farms, with standards for access and parking.	Plan Commission; Zoning Administrator	Mid-term (4–6 yrs)		DATCP; UW–Madison Extension
Policy 8.3.2: Pursue grants for public water access, trails, and recreation.	Identify and apply for grants for public water access and trails.	Town Board; Clerk	Mid-term (4–6 yrs)		WDNR (Knowles-Nelson Stewardship, Recreational Boating Facilities); Winnebago County Parks; Village of Winneconne
Objective 8-1(c): Retain and support existing businesses, farms, and home businesses.	Contact major employers and farm operations each year to learn about expansion plans and needs.	Town Board	Annually		GO-EDC; Winneconne Area Chamber of Commerce
Policy 8.4.3: Review grant eligibility and match early.	Review upcoming grant opportunities during budget preparation so local match can be included.	Clerk; Town Board	Annually		ECWRPC; WEDC; WI DOA
Policy 8.4.1 / 8.4.2: Reuse contaminated sites.	Check the WDNR Remediation & Redevelopment (BRRTS) map when reviewing commercial and industrial proposals, and support owners' brownfield assistance applications.	Zoning Administrator; Town Board	Ongoing		WDNR Remediation & Redevelopment; WEDC; ECWRPC
Goal 8-3; Objective 8-3(a): Strengthen recreation and tourism.	Coordinate with the Village and the Chamber to promote the area as a lake and river recreation destination.	Town Board	Ongoing		Village of Winneconne; Winneconne Area Chamber of Commerce; Winnebago County
Intergovernmental Cooperation (Chapter 9)					
Proposed Policy 9.10 (move from draft Ch. 10, Policy 10.4): Conflict resolution.	Adopt a simple conflict resolution procedure (informal discussion, then mediation) for disputes with neighboring governments.	Town Board	Short-term (1–3 yrs)		Neighboring governments; UW–Madison Extension
Proposed Policy 9.11 (move from draft Ch. 10, Policy 10.3): Shared boundary roads.	Pursue written maintenance agreements for roads on shared boundaries.	Town Board	Short-term (1–3 yrs)		Neighboring towns; Village of Winneconne
Objectives 9-1(b), 9-1(c): Meet annually with the Village of Winneconne.	Hold an annual meeting with the Village on boundaries, utilities, and services, and explore a boundary agreement (Wis. Stat. § 66.0301) or cooperative plan (§ 66.0307).	Town Board; Plan Commission	Annually		Village of Winneconne; WI DOA (Municipal Boundary Review)
Policy 9.4: Support the Winneconne-Poygan Fire District.	Participate in the Fire District's annual meeting and budget review.	Town Board	Annually		Winneconne-Poygan Fire District; Town of Poygan
Policy 9.5: Share development information with school districts.	Send school districts a yearly summary of new residential lots and housing units.	Clerk	Annually		Winneconne Community School District; School District of Omro
Policy 9.1: Notify neighbors of actions near shared boundaries.	Notify adjacent governments, the school district, and the County of plan amendments, rezonings, and major land divisions within one-half mile of a shared boundary.	Clerk; Zoning Administrator	Ongoing		Adjacent towns; Village of Winneconne; Winnebago County; school districts
Policy 9.7: Consult the County Drainage Board.	Consult the Winnebago County Drainage Board before approving development in or next to a drainage district.	Zoning Administrator; Plan Commission	Ongoing		Winnebago County Drainage Board
Objective 9-1(g): Monitor the Town of Clayton cooperative plan.	Keep the 2020 Cooperative Plan with the Town of Clayton on file and monitor any renewed incorporation effort.	Town Board	Ongoing		Town of Clayton; WI DOA
Objective 9-1(i): Participate in county and regional planning.	Participate in updates to the Winnebago County comprehensive plan and the ECWRPC regional plan.	Plan Commission	Ongoing		Winnebago County; ECWRPC
Policy 9.9: Amend the Plan for new agreements.	Amend this Plan to incorporate any new or revised agreement under Wis. Stat. §§ 66.0301, 66.0307, or 66.0309.	Plan Commission; Town Board	Ongoing		Village of Winneconne; neighboring towns; WI DOA
Plan Monitoring, Amendments & Updates (Chapter 10)					

Plan Reference	Action	Responsibility	Timeframe	Status	Related Partners
Objective 9-1(h); Wis. Stat. § 66.1001(4)(b): Distribute the adopted Plan.	Send the adopted Plan to adjacent governments, Winnebago County, ECWRPC, WI DOA, school districts, and the local library.	Clerk	Short-term (1–3 yrs)		Recipients listed in § 66.1001(4)(b)
Section 10.5: Plan amendments.	Create a plan amendment application form and set an annual amendment cycle so requests are reviewed together.	Zoning Administrator; Clerk; Plan Commission	Short-term (1–3 yrs)		
Policy 10.2.3: Five-year plan review.	Complete a five-year review of the Comprehensive Plan (about 2031) and recommend any amendments.	Plan Commission; Town Board	Mid-term (4–6 yrs)		Planning consultant
Section 10.5 (Ten-Year Update); Wis. Stat. § 66.1001(2)(i).	Begin the full Comprehensive Plan update by about 2034 so an updated Plan is adopted no later than 2036.	Plan Commission; Town Board; Clerk	Long-term (7–10 yrs)		Planning consultant; ECWRPC
Sections 10.2, 10.6: Annual progress report.	Update the Status column of this matrix each year and present a summary at the annual Town meeting.	Plan Commission; Clerk	Annually		
Section 10.2: Measurement of progress.	Develop more detailed implementation procedures to track and assess progress toward the Plan's long-term vision.	Plan Commission; Clerk	Annually		
Section 10.5: Revisit goals, objectives, and policies.	Routinely revisit the Plan's goals, objectives, and policies as an ongoing practice of sound long-range planning.	Plan Commission; Town Board	Annually		
Policy 10.3.2: Public input on major updates.	Hold at least one public open house or survey when preparing a major plan update or ordinance change.	Plan Commission; Clerk	Ongoing		Planning consultant

Goals, Objectives & Policies

GOAL 10-1

Make land use decisions that are consistent with the Comprehensive Plan and further the goals and objectives of the plan.

Objectives

a. Use this plan and the Future Land Use Map as the main guide for all rezoning, land division, conditional use, and site plan decisions.
b. Track progress on carrying out the plan and report it to the Town Board each year.
c. Keep the plan current by amending it when conditions change, rather than approving decisions that conflict with it.

Policies

#	Policy
10.1	The Plan Commission will base all recommendations on rezonings, land divisions, conditional uses, and site plans on consistency with this plan and the Future Land Use Map. It will record its findings in the meeting minutes.
10.2	The Plan Commission will review this chapter's policies each year and give the Town Board a short progress report.
10.3	The Town will review this plan at least every five years and update it at least every ten years, as required by s. 66.1001, Wis. Stats.

GOAL 10-2

Review, update, and enact land division and other Town ordinances to maintain consistency with the 2026-2046 Town of Winneconne Comprehensive Land Use Plan.

Objectives

a. Within two years of plan adoption, review the Town's land division, site plan review, and other land use ordinances for consistency with the plan.
b. Amend Town ordinances as needed so they support the Future Land Use Map, farmland protection, and shoreland and natural resource goals.
c. Coordinate Town ordinances with Winnebago County zoning, shoreland, and subdivision rules so applicants face clear and consistent requirements.

Policies

#	Policy
10.2.1	The Plan Commission will base all rezoning, land division, and site plan recommendations on consistency with this plan and the Future Land Use Map.
10.2.2	When a proposal conflicts with the plan, the Town will either deny it or first amend the plan through the public hearing process required by state law.
10.2.3	The Town will review this plan at least every five years and update it at least every ten years, as required by s. 66.1001, Wis. Stats.
10.2.4	The Town will keep current copies of the plan, maps, and ordinances available on the Town website and at Town Hall.

GOAL
10-3

Encourage the residents of the Town of Winneconne to participate in Town government.

Objectives

a. Keep residents informed about Town meetings, decisions, and planning issues using the website, posted notices, and other local outlets.
b. Give residents regular chances to share input on land use and community decisions.
c. Encourage residents to serve on the Plan Commission, Town Board, and other Town committees.

Policies

#	Policy
10.3.1	The Town will post meeting agendas, minutes, and public hearing notices on the Town website and at Town Hall, in addition to required legal notices.
10.3.2	The Town will hold at least one public open house or survey when it prepares a major plan update or ordinance change.

Appendix 10 – Chapter 10

Note 10-1 The Living Comprehensive Plan The goals, objectives, and policies being on hand during development review decisions before the Plan Commission or Town Board will ensure that the Town follows the Comprehensive Plan and resident wishes simultaneously.

Appendix A

Public Participation Plan & Its Adopting Resolution

TOWN OF WINNECONNE

Winnebago County, Wisconsin

PUBLIC PARTICIPATION PLAN

2026 Comprehensive Plan Update

Prepared in accordance with Wis. Stat. § 66.1001(4)(a)

Recommended by the Town of Winneconne Plan Commission: August 12__2026
2026 Adopted by the Town of Winneconne Town Board: August 20_, 2026

Martenson & Eisele, Inc.

1. Purpose of This Plan

The Town of Winneconne is updating its Comprehensive Plan, which was last adopted in 2014. Wisconsin's comprehensive planning law requires a local governmental unit to update its comprehensive plan at least once every ten years, so this update keeps the Town in compliance and provides an opportunity to refresh the Town's goals, maps, and data.

Wis. Stat. § 66.1001(4)(a) requires the Town Board to adopt written procedures, before adopting the plan, that are designed to foster public participation at every stage of the planning process. Those procedures must provide for open discussion, communication programs, information services, and public meetings for which advance notice has been provided. The statute also requires the Town to provide an opportunity for written comments to be submitted by members of the public and to respond to those comments.

This document is that written procedure. It describes how the Town will inform residents, property owners, and other interested parties about the plan update and how it will gather and respond to their input. It is intended to be proportionate to the scope of this update. A focused, efficient process appropriate for the Town, meeting all statutory requirements without an extended engagement campaign.

Participation Objectives

- Meet or exceed all public participation, notice, and hearing requirements of Wis. Stat. § 66.1001.
- Give every Town resident and property owner a way to be heard — online survey and paper copies.
- Confirm whether the community's vision, goals, and objectives from the 2014 plan still reflect local priorities.
- Make the draft plan easy to find and review before it is adopted.
- Document public comments received and the Town's response to them.

2. Roles and Responsibilities

Party	Role
Town Board	Adopts this Public Participation Plan via Resolution. Hosts the public hearing; adopts the Comprehensive Plan by ordinance following the public hearing.
Plan Commission	Serves as the Steering Committee for the plan update. Reviews and directs draft content at its regular meetings, guides the survey and open house, and recommends the final plan to the Town Board by resolution.
Town Clerk Deputy Clerk Zoning Administrator	Publishes and mails required notices; maintains the public record of written comments; posts materials to the Town website; makes the draft plan available at Town Hall. Zoning Administrator

Party	Role
Martenson & Eisele, Inc.	Prepares plan materials and maps; designs and administers the survey; facilitates the open house; summarizes public input and prepares responses to written comments; assists with notices and adoption documents.
Residents, property owners, and other interested parties	Participate through the survey, the open house, the draft review period, written comments, and the public hearing.

The Plan Commission will act as the Steering Committee for this update. Plan Commission meetings are open to the public and noticed in accordance with Wisconsin's Open Meetings Law (Wis. Stat. §§ 19.81–19.98). Each meeting agenda will include an opportunity for public comment.

3. Public Participation Methods

3.1 Community Survey (Online and Paper)

A community survey will be the primary tool for gathering broad input. The survey will ask residents and property owners about land use, housing, transportation, community facilities, natural resources, agriculture, and economic development priorities, and will test whether the 2014 plan's vision and goals remain accurate.

- Formats: An online survey hosted through a link on the Town website, and an identical paper survey available at the Winneconne Town Hall.
- Return of paper surveys: Completed paper surveys may be returned to Town Hall in person, or by mail, responses are combined with online responses for analysis.
- Promotion: The survey will be promoted on the Town website and through printed flyers distributed at and posted in Town Hall and other high-traffic local locations throughout the community. Flyers will include the survey link, a QR code, the location where paper copies of the survey are available, and the survey closing date.
- Anonymity: Responses are anonymous.
- Reporting: A summary of survey results will be presented to the Plan Commission at a regular meeting and incorporated into the Comprehensive Plan.

3.2 Public Open House and Vision Planning Event

Date: Wednesday, October 7, 2026 — Winneconne Town Hall (5:00pm – 6:00pm)

The open house format allows people to arrive when convenient, review materials at their own pace, and speak one-on-one with Plan Consultant Martenson & Eisele Team members.

- Display stations covering existing conditions, draft maps (including future land use), survey results, and key issues and opportunities.
- A short, facilitated visioning exercise — for example, dot voting on priorities and a written comment station — to confirm or revise the Town's vision statement and goals.
- Comment cards available at the event, with written comments accepted at the door and afterward at Town Hall.
- Notice: Posted on the Town website and at Town Hall, and promoted through the same flyers used for the survey, at least two weeks in advance. The event will also be noticed as a public meeting under the Open Meetings Law.
- Follow-up: Open house materials and a summary of input received will be presented to the Town plan commission after the event.

3.3 Availability of the Draft Plan

One complete draft of the Comprehensive Plan (Draft One) will be made available for public review before the public hearing:

- Online — posted as a downloadable PDF on the Town of Winneconne website.
- In person — a printed copy available for review at the Winneconne Town Hall during regular office hours.

The draft will be **posted no later than 30 days before the public hearing** and will remain available through the hearing date. The notice of public hearing will state where and when the draft may be inspected and how a copy may be obtained.

3.4 Written Comments

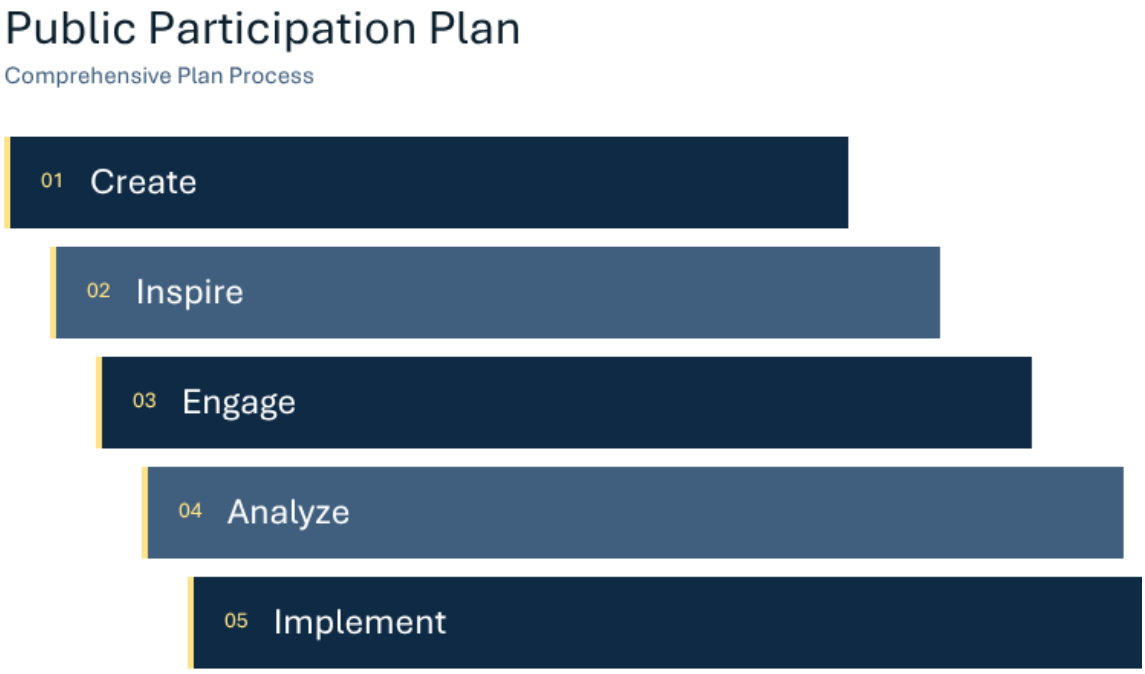
Written comments on the draft plan will be accepted at any point in the process and will be actively solicited during the draft review period. Comments may be submitted by:

- Mail or hand delivery to the Town Clerk at the Winneconne Town Hall;
- Email to the zoning administrator at the address listed on the Town website
- Comment cards completed at the open house; or
- Oral or written testimony at the public hearing.

All written comments will be compiled by the Town Clerk and provided to the Plan Commission and Town Board. As required by Wis. Stat. § 66.1001(4)(a), the Town will respond to written comments through a written response to the commenter, a consolidated response memo presented at a public meeting, or on the record at the public hearing. Comments and responses will be retained as part of the plan record.

3.5 Town Website

The Town website will serve as the central information point for the update and will host the survey link, event notices and flyers, meeting dates, the draft plan, contact information for questions, and the adopted plan once complete.



4. Public Hearing

Date: Thursday, December 17, 2026 — Town of Winneconne Town Board meeting, Winneconne Town Hall.

One public hearing will be held on the Comprehensive Plan before the Town Board takes action to adopt it. The hearing will be conducted by the Town Board and will provide an opportunity for any interested party to offer oral or written testimony on the draft plan.

Notice Requirements

In accordance with Wis. Stat. § 66.1001(4)(d), a Class 1 notice under Wis. Stat. ch. 985 will be published at least 30 days before the public hearing. The notice will include:

- The date, time, and place of the hearing;
- A summary of the proposed Comprehensive Plan;
- The place and times at which the draft plan may be inspected, and information on how to obtain a copy; and
- The name, telephone number, and email address of a Town employee or official who can answer questions about the plan.

At least 30 days before the hearing, the Town will also provide written notice, together with a copy of or link to the draft plan, to:

- Every governmental body that is located in whole or in part within the Town's boundaries;
- Each adjoining local governmental unit, Winnebago County, and the applicable East Central Wisconsin regional planning commission;
- The Wisconsin Department of Administration state agency;
- The Library: Winneconne Public Library
- Any person who has submitted a written request to receive notice.

Notice will also be posted on the Town website and at the Town's posting locations, and the hearing will appear on the noticed Town Board agenda.

5. Adoption Process

The Comprehensive Plan will be adopted using the two-step process required by Wis. Stat. § 66.1001(4):

- Plan Commission recommendation — The Plan Commission recommends the plan to the Town Board by adopting a resolution by a majority vote of the entire Commission. The resolution must reference the nine required plan elements and the Commission's recommendation for adoption.
- Town Board adoption — Following the public hearing, the Town Board adopts the plan by ordinance, by a majority vote of the members-elect.

Following adoption, the Town Clerk and Martenson & Eisele, Inc will send a copy of the adopted plan to each of the entities listed in Section 4, and the adopted plan will be posted on the Town website and kept on file at the Winneconne Town Hall.

6. Anticipated Schedule

Dates are targets and may shift; any change will be reflected in posted meeting notices. All Plan Commission and Town Board meetings are open to the public and include an opportunity for public comment.

Date	Activity	Participation Opportunity
August 2026	Town Board adopts this Public Participation Plan; Plan Commission seated as Steering Committee	Open meeting; public comment
August – October 9 2026	Community survey open (online and paper); promoted on website and by flyer	Survey — all residents and property owners
October 7, 2026	Public Open House and Vision Planning Event	Open house, visioning exercise, comment cards
October 7, 2026	Survey results summarized and presented to Plan Commission	Open meeting; public comment
October – November 2026	Draft One prepared and reviewed by Plan Commission	Open meetings; public comment
By November 10, 2026	Class 1 notice published; written notices mailed; Draft One posted online and available at Town Hall	Draft review period; written comments
December 9th	Plan Commission resolution recommending the plan;	
December 17, 2026	Public Hearing at Town Board meeting; Plan Commission resolution recommending the plan; Town Board adoption by ordinance	Oral and written testimony

7. Contact Information

Questions about the Comprehensive Plan update, requests for a paper survey, requests to review the draft plan, and written comments may be directed to:

Contact	Information
Town Clerk, Town of Winneconne	Winneconne Town Hall — 6494 County Rd. M Winneconne, WI 54986
Phone / Email	(920) 582-3260| clerk@townofwinneconne.gov
Town Hall office hours	Monday, Tuesday, Thursday | 9:00 am – 4:00 pm
Town website	https://townofwinneconne.gov/
Planning consultant	Martenson & Eisele, Inc. — Lisa Moore, Community Development Planner | (920) 731-0381 | lisam@martenson-eisele.com

Adoption of the Public Participation Plan

This Public Participation Plan was adopted by the Town Board of the Town of Winneconne, Winnebago County, Wisconsin, in accordance with Wis. Stat. § 66.1001(4)(a), at a duly noticed public meeting held on the date written below.

_____ _____

Town Chairperson Date

_____ _____

Town Clerk Date

Appendix B

Community Survey Results
Note B-1 Town of Town of Winneconne Community Engagement Summary
This Appendix contains:
• A blank copy of the community survey
• The survey results from 46 online respondents

Town of Winneconne Community Vision Survey

Help shape the future of the Town of Winneconne!

The Town of Winneconne is updating its Comprehensive Plan, which will guide decisions about land use, housing, transportation, economic development, parks, and community facilities over the next 10 years. Your feedback will help the Town Plan Commission, Town Board, and Martenson & Eisele, Inc. develop a shared vision for the community's future.

Estimated time to complete: 10–15 minutes

One response per household.

Survey responses are anonymous and will be summarized as part of the Comprehensive Plan update.

Public Open House: Join us to learn more about the Comprehensive Plan, ask questions, and share your ideas with Town officials and the planning team.
Date: October 7, 2026
Time: 5:00–6:00 p.m.
Location: Winneconne Town Hall, 6494 County Road M, Winneconne, WI 54986

Survey Deadline: October 9, 2026

For additional information about the Comprehensive Plan update, visit the Town website.

Paper Survey Privacy Disclosure: *Location information on paper surveys is used only to verify that one survey is submitted per household. Responses will not be recorded, tabulated, or reported with a property address or any other personally identifiable information.*

Location Details

1. Which general area of the Town best describes where you live?
   - ◯ Butte des Morts area
   - ◯ Near the Village of Winneconne (Boundary Area)
   - ◯ Along Hwy 45/Hwy 116 corridor
   - ◯ Rural/Agriculture area
   - ◯ Other

Section 1: Land Use, Growth, & Annexation

2. How concerned are you about the annexation of Town land into the Village of Winneconne?
   1 = Not Concerned, 5 = Very Concerned



3. Which future land use would you most like to see in the commercial area near the Hwy 45 corridor?
   - ◯ Continue as storage/light commercial
   - ◯ Encourage more retail and service businesses
   - ◯ Encourage light manufacturing and jobs
   - ◯ Keep mostly agricultural/undeveloped
   - ◯ Other

Section 2: Housing

4. What types of housing, if any, should the Town accommodate in the next 10 years? *Check all that apply.*
   - ◯ Single-family homes on standard lots
   - ◯ Single-family homes on smaller lots
   - ◯ Larger acreage/hobby farm lots
   - ◯ Multi-family housing (duplexes, apartments)
   - ◯ Senior/assisted living housing
   - ◯ No additional housing needed

5. How would you rate the current availability of housing options in the Town for people at different stage of life (young family, seniors, etc.)?
   1 = Poor, 5 = Excellent



6. To what level do you agree with the following statements?
   Please check in the box accordingly.

	Strongly Agree	**Agree**	**Disagree**	**Strongly Disagree**	**Not Sure**
I am planning a new structure or other improvements to my property in the next 5 years.					
Residential housing developments (i.e. subdivisions, mixed use neighborhoods) are needed in our area.					
Preserving historical structures and areas are important.					
Many of the existing homes and properties need repair or clean up.					
Town of Winneconne needs more affordable first-time owner starter homes.					
Current property taxes in the Town of Winneconne provides sufficient funds to maintain Town services.					
The Town should limit new commercial and industrial development near residential areas, even if it means turning away some businesses or tax revenue." (i.e. excessive noise, odors, soil & groundwater contamination, etc.).					
Existing Town ordinances are adequate to meet the needs of the Town residents.					
I am familiar with where I can find and read the town ordinances for myself.					
The Town should advance development and improvement of park and recreation facilities.					

Section 3: Transportation & Roads

7. Which roads or intersections in the Town are of the greatest concern to you for safety or conditions?
   Please list specific roads or intersections (e.g. Hwy 116 & County S).

   _____

   _____

   _____

   _____

   _____

8. Road maintenance is a Town priority. How would you prioritize funding for road resurfacing and reconstruction over the next 10 years?

   ◯ High priority – invest more even if it affects the tax levy

   ◯ Moderate priority – maintain current funding level

   ◯ Low priority – other needs come first

   ◯ No opinion

Section 4: Utilities, Public Safety, & Community Facilities

9. Are you satisfied with current fire, EMS, and law enforcement services available to the Town?

   ◯ Satisfied

   ◯ Somewhat satisfied

   ◯ Not satisfied

   ◯ No opinion

10. Several Town sanitary districts are unsewered or have limited capacity. How important is it for the Town to plan for future sanitary services in these areas.
    1 = Not Important, 5 = Very Important

    1 | 2 | 3 | 4 | 5

Section 5: Agricultural, Natural, & Cultural Resources

11. How important is preserving active agricultural land and farmland character to the future of the Town?

1 = Not Important, 5 = Very Important



12. To what level do you agree with the following statements?

The Town of Winneconne should make an effort to conserve, protect, and promote:

	Strongly Agree	**Agree**	**Disagree**	**Strongly Disagree**	**Not Sure**
Productive Agriculture Soils					
Environmentally Sensitive Features					
Mapped Floodplain Areas					
Shorelines and Water Features					
Historical and Cultural Resources					
Current Residential Housing					
Current Businesses					
Tourism Areas					

13. Do you agree with the following statements?

The Town of Winneconne should:

	Yes	**No**	**Not Sure**
Productive Agriculture Land			
Maintain Water Quality			
Have Public Access and/or Navigability on Water Resources			
Allow Large Scale Farming			
Have Multiple Family Housing Units (Duplexes, Condos, etc.)			
Encourage Commercial and Industrial Development			
Have Business and Economic Growth			
Maintain the Towns' Ability to Influence Land Use			
Encourage Tourism in the Town			
Maintain Rural Character of the Town			
Resolve Any Current or Future Conflicts with Neighboring Communities			

Section 6: Economic Development

14. What types of business or economic development would you like to see in the Town?
Check all that apply.

- ◯ Retail/Small businesses serving residents
- ◯ Light manufacturing/industrial
- ◯ Agriculture related businesses
- ◯ Tourism/Recreation related businesses
- ◯ None – Prefer to maintain primarily residential/agricultural
- ◯ Other

Section 7: Communication & Overall Priorities

15. How do you currently get information about Town news, meetings, and announcements?
Check all that apply.

- ◯ Town website
- ◯ Facebook page
- ◯ Word of mouth/neighbors
- ◯ Town Hall/posted notices
- ◯ I do not regularly get Town information

16. Please rank the following in order of priority for the Town over the next 10 years.
1 = Highest Priority, 6 = Lowest Priority

Rank	
	Road maintenance and improvement
	Managing growth and annexation
	Preserving agricultural land
	Attracting businesses/economic growth
	Increasing housing options
	Public safety and emergency services

Section 8: About You

17. How long have you lived in, or owned property in the Town of Winneconne?

- ◯ Less than 5 years
- ◯ 5-14 years
- ◯ 15-29 years
- ◯ 30 years or more
- ◯ I do not live in the Town, but own property or a business here

18. What age groups currently reside in your household?
Check all that apply.

- ◯ 0-5
- ◯ 6-17
- ◯ 18-34
- ◯ 35-64
- ◯ 65 and older

19. Why do you live or own property in the Town of Winneconne?
Check all that apply.

- ◯ I grew up in this area.
- ◯ My extended family lives here.
- ◯ My spouse grew up here.
- ◯ My employment is here.
- ◯ It is a safe place to live.
- ◯ I like the scenic beauty and rural lifestyle.
- ◯ It is close to hunting, fishing, and recreation land.
- ◯ It is affordable.

20. Do you have any additional comments, concerns, or suggestions for the Comprehensive Plan Update?

_____

_____

_____

_____

Thank you for taking the time to complete this survey.
Your responses will help shape the future of the Town of Winneconne

Appendix C

Plan Commission Resolution Recommendation Adoption
Notice of Public Hearing
Ordinance Adopting / Codifying Plan

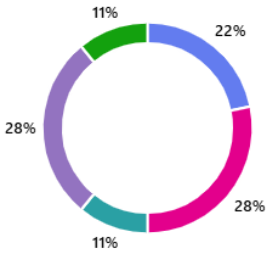
Responses Overview

Closed

Responses	Average Time	Duration
46	14:03	71 Days

1. Which general area of the Town best describes where you live?

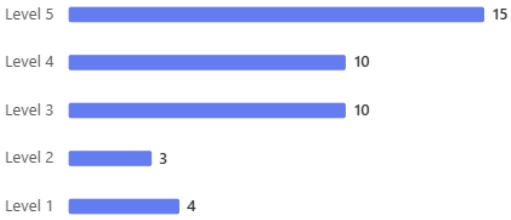
Butte des Morts area	10
Near the Village of Winneconne (boundary area)	13
Along Hwy 45/Hwy 116 corridor	5
Rural/Agricultural area	13
Other	5



2. How concerned are you about the annexation of Town land into the Village of Winneconne?
1 = Not Concerned, 5 = Very Concerned

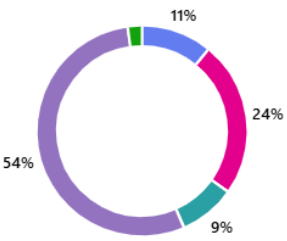
3.69
Average Rating

1 2 3 4 5



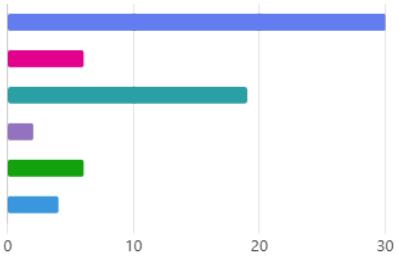
3. Which future land use would you most like to see in the commercial area near the Hwy 45 corridor?

Continue as storage/light commercial	5
Encourage more retail and service businesses	11
Encourage light manufacturing and jobs	4
Keep mostly agricultural/undeveloped	25
Other	1



4. What types of housing, if any, should the Town accommodate in the next 10 years?
Check all that apply.

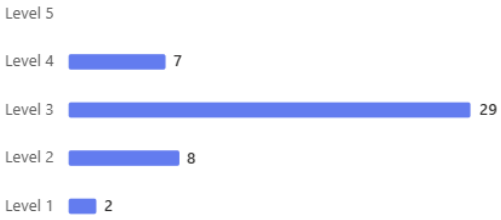
Single-family homes on standard lots	30
Single-family homes on smaller lots	6
Larger acreage/hobby farm lots	19
Multi-family housing (duplexes, apartments)	2
Senior/assisted living housing	6
No additional housing needed	4



5. How would you rate the current availability of housing options in the Town for people at different stages of life (young families, seniors, etc.)?
1 = Poor, 5 = Excellent

2.89
Average Rating

1 2 3 4 5



6. To what level do you agree with the following statements?

Strongly Agree Agree Disagree Strongly Disagree Not Sure

I am planning a new structure or other improvements to my property in the next 5 years.

Residential housing developments (i.e. subdivisions, mixed use neighborhoods) are needed in our area.

Preserving historical structures and areas are important.

Many of the existing homes and properties need repair or clean up.

Town of Winneconne needs more affordable first-time owner starter homes.

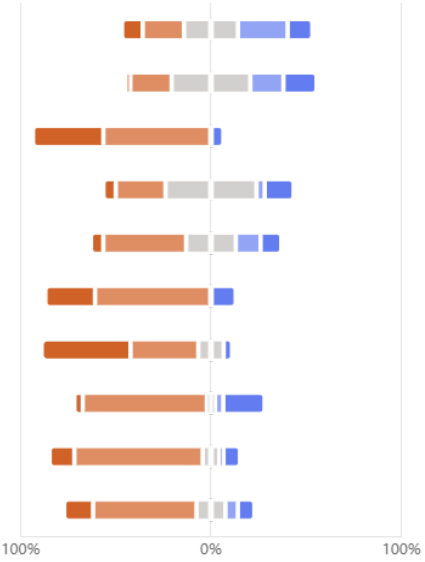
Current property taxes in the Town of Winneconne provides sufficient funds to maintain Town services.

The Town should limit new commercial and industrial development near residential areas, even if it means turning awa...

Existing Town ordinances are adequate to meet the needs of the Town residents.

I am familiar with where I can find and read the town ordinances for myself.

The Town should advance development and improvement of park and recreation facilities.



7. Which roads or intersections in the Town are of greatest concern to you for safety or condition?
Please list specific roads or intersections (e.g., Hwy 116 & County S, North Harbour Road).

43
Responses

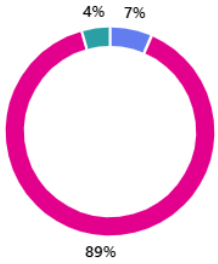
Latest Responses
"G and M Roys Rd and M"
"116 & County Trk M"
• • •

18 respondents (42%) answered Hwy for this question.



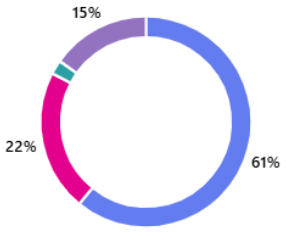
8. Road maintenance is a Town priority. How would you prioritize funding for road resurfacing and reconstruction over the next 10 years?

High priority – invest more even if it affects the tax levy	3
Moderate priority – maintain current funding level	41
Low priority – other needs come first	2
No opinion	0



9. Are you satisfied with current fire, EMS, and law enforcement services available to the Town?

Satisfied	28
Somewhat satisfied	10
Not satisfied	1
No opinion	7



10. Several Town sanitary districts are unsewered or have limited capacity. How important is it for the Town to plan for future sanitary service in these area s?

1 = Not Important, 5 = Very Important



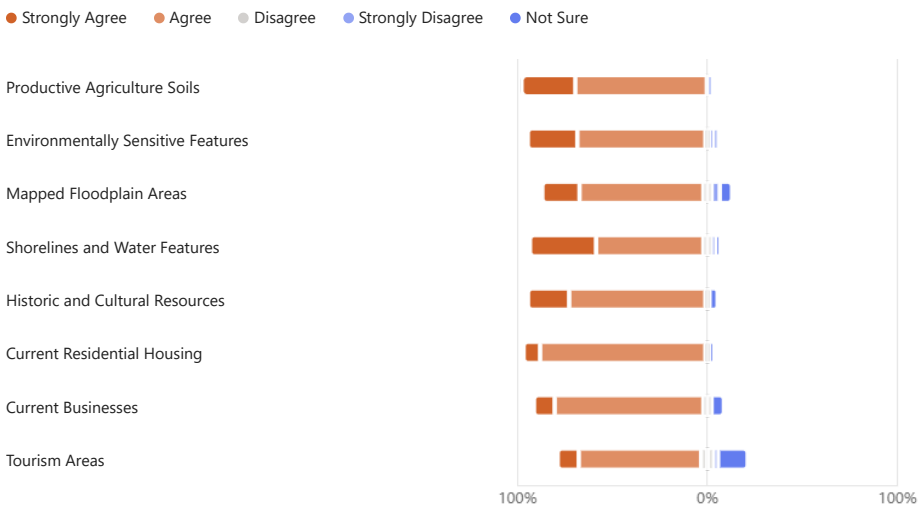
11. How important is preserving active agricultural land and farmland character to the future of the Town?

1 = Not Important, 5 = Very Important



12. To what level do you agree with the following statements?

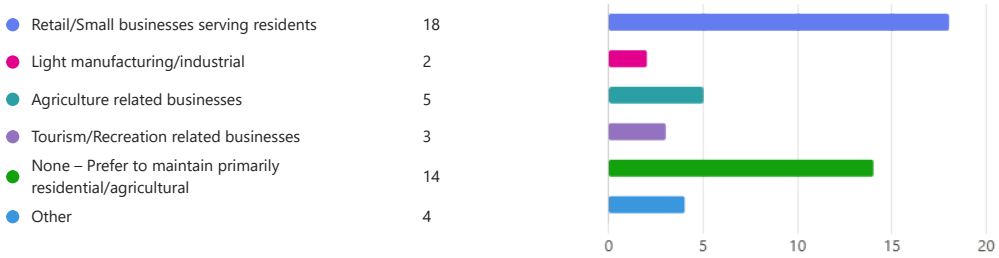
The Town of Winneconne should make an effort to conserve, protect, and promote:



13. Do you agree with the following statement?
The Town of Winneconne should:



14. What types of business or economic development would you like to see in the Town?

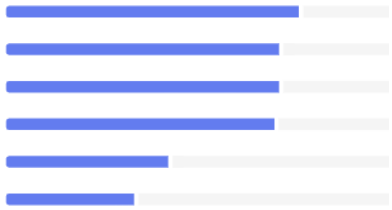


15. How do you currently get information about Town news, meetings, and announcements?
Check all that apply.



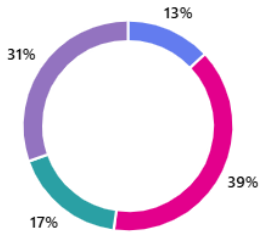
16. Please rank the following in order of priority for the Town over the next 10 years.
1 = Highest Priority

1	Road maintenance and improvement
2	Managing growth and annexation
3	Preserving agricultural land
4	Public safety and emergency services
5	Attracting businesses/economic growth
6	Increasing housing options



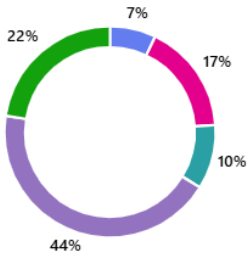
17. How long have you lived in, or owned property in the Town of Winneconne?

Less than 5 years	6
5-14 years	18
15-29 years	8
30 years or more	14
I do not live in the Town, but own property or a buisness here	0



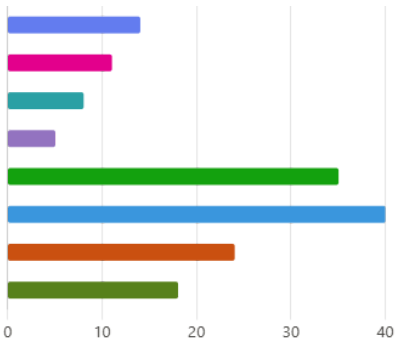
18. What age groups currently reside in your household?
Check all that apply.

0-5	5
6-17	12
18-34	7
35-64	31
65 and older	16



19. Why do you live or own property in the Town of Winneconne?
Check all that apply.

I grew up in this area.	14
My extended family lives here.	11
My spouse grew up here.	8
My employment is here.	5
It is a safe place to live.	35
I like the scenic beauty and rural lifestyle.	40
It is close to hunting, fishing, and recreation land.	24
It is affordable.	18



20. Do you have any additional comments, concerns, or suggestions for the Comprehensive Plan Update?

16
Responses

Latest Responses
"The water quality of Lake Winneconne needs to be addressed."
...

5 respondents (31%) answered Town for this question.

