



2025

SMART GROWTH COMPREHENSIVE PLAN

TOWN OF CENTER
OUTAGAMIE COUNTY, WI



COMPREHENSIVE PLAN

Town of Center Outagamie County, Wisconsin

Prepared by
OMNI
ASSOCIATES
Appleton, Wisconsin

2005

The information contained in this document has been significantly revised from initial drafts presented by planning professionals. The text and maps included in this document reflect the direction and editing of the Town of Center Plan Commission. Planning ideas, concepts and development patterns reflect the desires and wishes of the Town of Center.

1.0 INTRODUCTION

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1.0 INTRODUCTION

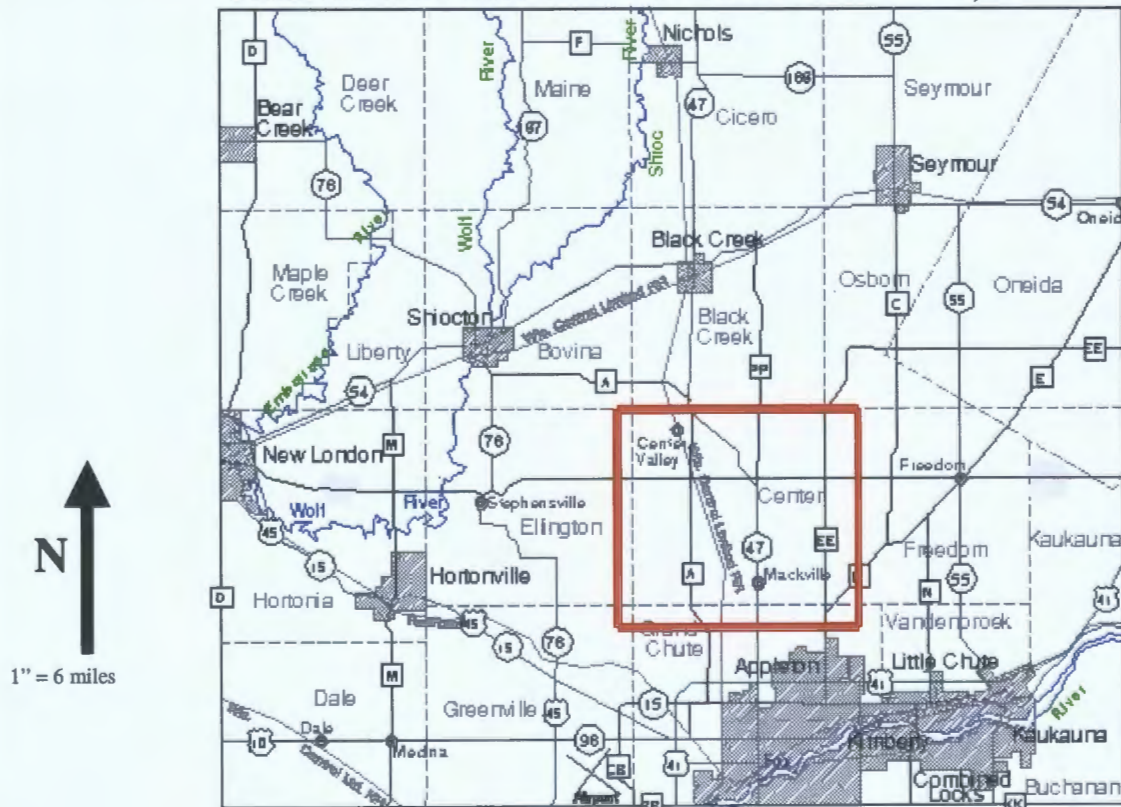


The Local Setting

The **Town of Center** is located in **Outagamie County, Wisconsin**, immediately north of the City of Appleton. The town enjoys a blend of family farming operations, rural residential development, and two local community focal points - Mackville and Center Valley. In total, the township includes 36 square miles and is home to more than 3,000 people.

The Town of Center shares borders with: the Town of Ellington to the west, Town of Black Creek to the north, Town of Freedom to the east, and the Town of Grand Chute and City of Appleton to the south.

ORIENTATION MAP FOR OUTAGAMIE COUNTY, WI



SOURCE: Outagamie County Planning Department - www.co.outagamie.wi.us - February 2002

STH 47 traverses the town and provides easy access for residents to USH 41 and to nearby employment centers in the Fox Cities. CTY A, CTY O, and CTY S are also primary traffic routes through the town.

Town History

In the early 1800's, the Town of Center, together with the Town of Freedom, was known as Lansing. By 1850, after the Town of Freedom was established, the remaining portion of Lansing became known as the Town of Center. This name was taken from the place in Columbiana County, Ohio, where so many of the early Irish families living in the town had come from. The establishment of the Town of Center preceded the creation of Outagamie County, which separated from Brown County in 1851. Although the Town of Center is located in the center of Outagamie County, this location had no bearing on its naming.

From its beginnings, the Town of Center has been a farming community. Today, farming is still important, but faces several challengers. In more recent decades residential development has become more and more pervasive as people seek rural locations with easy access to the employment opportunities in the Fox Cities.

Background

In 2001, the Town of Center Board decided to initiate the comprehensive planning process. This decision was made to ensure that the town will continue to have a say in land uses decisions after 2010, as is stipulated in the Wisconsin Smart Growth Law (1999 Wisconsin Act 9). During this start-up period, town leaders sought assistance from a consulting firm based in Appleton, WI. This firm's staff of certified planners was selected to facilitate a community-based planning program including visioning, town strengths and weakness identification, and the development of GIS-based maps. This community-based planning approach helped the town to identify and address important land use, resource protection and development issues facing the Town of Center.

Developing this plan sends a clear message that the Town of Center wishes to act proactively – to set its own ground rules for the types of development that will benefit the town, maintain a rural atmosphere and still provide flexibility for landowners.

Purpose and Scope of This Document

This 20-year Comprehensive Plan for the Town of Center, includes four major components:

- *A profile of the demographic, economic and housing characteristics of the town;*
- *An inventory and assessment of the environment, community facilities, and natural resources;*
- *Visions, goals, objectives and policies (see definitions in box); and*
- *A land use map that depicts the future land use patterns in the town.*

DEFINITIONS

Vision: An overall statement related to each of the nine required elements expressing the town's expectations for the future. These statements provide a framework and context to consider when making future land use decisions.

Goal: A statement that describes, usually in general terms, a desired future condition. Goals will usually only addresses one specific aspect of the vision.

Objective: A statement that describes a specific action or condition that is to be attained within a stated period of time. Objectives include ordinances changes, new programs, and other tasks. The objectives serve as a "to do" list to implement the plan. To be effective, objectives must be evaluated regularly and updated as necessary.

Policy: A course of action, or rule of conduct, used to achieve the goals and objectives of the plan. Policies are based on specific research. Therefore, they are developed after vision statements. In some cases, the policies relate closely to the vision, but provide more refined, specific actions.

This plan was developed under the authority of 1999 Wisconsin Act 9, Wisconsin's "Smart Growth" Law. The law requires that a 20-year comprehensive plan be developed and adopted by all units of government that wish to have a role in land use decisions. The law authorizes municipalities to prepare and adopt comprehensive plans, singly or in cooperation with other communities, to serve as guides for the development of their communities.

The Smart Growth Law defines, for the first time, what is meant by a "comprehensive plan" in Wisconsin. It includes **nine (9) required elements**. These are:

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



In addition, the state requires that these elements be developed in concert with **Wisconsin's 14 Goals for Local Planning**, which are:

- 1) Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
- 2) Encouragement of neighborhood designs that **support a range of transportation choices**.
- 3) **Protection of natural areas**, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.
- 4) Protection of **economically productive areas**, including farmland and forests.
- 5) Encouragement of land uses, densities and regulations that promote **efficient development patterns** and relatively low municipal, state governmental and utility costs.
- 6) **Preservation** of cultural, historic and archeological sites.
- 7) Encouragement of **coordination and cooperation** among nearby units of government.
- 8) Building of **community identity** by revitalizing main streets and enforcing design standards.

- 9) Providing an adequate supply of **affordable housing** for individuals of all income levels throughout each community.
- 10) Providing **adequate infrastructure and public services** and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
- 11) Promoting the **expansion or stabilization of the current economic base** and the creation of a range of employment opportunities at the state, regional and local levels.
- 12) Balancing **individual property rights** with community interests and goals.
- 13) Planning and development of land uses that create or **preserve varied and unique urban and rural communities**.
- 14) Providing an **integrated, efficient and economical transportation system** that affords mobility, convenience, and safety that meets the needs of all citizens, including transit-dependent and disabled citizens.

Public Involvement

The *Town of Center Comprehensive Plan* was developed in an environment rich with public input. To gain citizen understanding and support throughout the planning process, the public was provided with a variety of meaningful opportunities to become involved in the process. Public input was facilitated through several meetings and activities, including a community survey. Results of the survey, copies of meeting agendas and attendance sheets as well as the *Public Participation Plan and Adoption Procedures* are provided in the appendices of this document.



What follows is a description of some of the primary opportunities for public education and input in the planning program.

KICK-OFF MEETING

The Town of Center “kick-off” meeting was held on February 25, 2002 at the Town of Center Hall. At that meeting, OMNNI Associates presented an overview of the planning process, and provided general information to the public about smart growth planning and its importance to the Town of Center. The meeting concluded with a discussion of area values (presented at the end of this chapter).

PLANNING COMMISSION MEETINGS

The Planning Commission convened every month to review draft text, maps, establish goals and establish priorities for plan implementation. Each of these meetings was duly posted and open to the public.

INFORMATION MEETING / COMMUNITY ISSUES WORKSHOP (SWOT)

This workshop provided the Planning Commission and interested residents with background information about the town's demographic, economic, and housing characteristics. Participants at this workshop were also given an opportunity to identify and evaluate community strengths, weaknesses, opportunities and threats. This information was used to develop draft goals for the *Town of Center Comprehensive Plan* and to complete the Issues and Opportunities Element.

MID-COURSE MEETING

At the mid-point of the planning process, the Planning Commission hosted an informational meeting to share with the public what had been happening in the planning program and what was yet to be done. At the meeting, OMNNI presented an overview of progress on the planning program, shared the value statements developed by the Planning Commission and encouraged the public to participate in the process to provide additional input. Participants also completed three exercises to identify and rank area strengths and weaknesses, express what makes Center a great place to live, and develop their own future land use maps.

MAP FORUM

At the map forum, a preliminary set of plan maps was displayed for residents, property owners and business owners to review and comment upon. This opportunity allowed residents to find "their property" and comment on what they liked or didn't like about the maps they saw. This was also the first opportunity the Town Board and Planning Commission had to see the first *Draft Future Land Use Plan Map*.

OPEN HOUSE – 2004 ANNUAL MEETING

The purpose of the plan "open house" was to display the plan maps and text in an informal setting. At the "open house," which was held as part of the 2004 annual meeting, a brief presentation was given by OMNNI Associates and summary handouts were available for each element. The maps and plan text were on display for interested residents to review at their own pace after the meeting. Members of the Planning Commission and OMNNI staff were available to answer questions as needed. This meeting was a success in that it allowed the participants to share their ideas in a setting that was much less formal than the public hearing. As a result, more people were able to react to the plan than would have otherwise done so, if only a formal public hearing had been held.

INTERNET WEB PAGE

The planning program was profiled on an interactive web page hosted on the OMNNI Associates Web Site. The page included meeting schedules, summaries of past meetings, draft maps and plan chapters, and general education materials about the Smart Growth law. The site was updated on a monthly basis to ensure that the information was current and would effectively inform the public.

COMMUNITY SURVEY

The Town of Center Planning Commission developed, distributed and analyzed a community survey as part of the planning program. The purpose of this survey was to obtain direct resident input about existing and potential future development in the town. The survey was sent to every town resident in a mass mailing in the fall of 2002. Data from the survey has been highlighted throughout this plan to reflect resident concerns and desires.

INTERGOVERNMENTAL MEETING

As an integral part of the planning program, the Planning Commission hosted an intergovernmental meeting with representatives from neighboring units of government, the school districts, Outagamie County, the East Central Wisconsin Regional Planning Commission, WDNR and WisDOT. This discussion at this meeting not only focused on the existing plans of these neighboring jurisdictions and agencies to identify potential conflicts that may exist with the proposed *Town of Center Comprehensive Plan*, but also on ways in which these plans could be coordinated.

At the meeting, participants from the neighboring units of government, county, state agencies, regional planning and school district were given the opportunity for mutual exchange of ideas and recommendations to address any conflicts. Based on the conversations and suggestions, the *Town of Center Comprehensive Plan* was modified to include recommendations to continue to resolve intergovernmental planning issues and conflicts over the 20-year planning period.

Town Values

During the Kick-Off Meeting, residents in attendance were asked to identify the values that influence residents to remain, take pride in, and become actively involved in the community. At the Mid-Course Meeting participants were also asked to complete the same activity. The complete list of those values is provided below. These value statements provided a clear direction for the development and implementation of the *Town of Center Comprehensive Plan*. Moreover, these values clearly indicate that residents of the Town of Center share a strong sense of community identity and pride closely associated with the rural character and natural areas that make the Town of Center a desirable place to live.

- *We value our location in the Greater Fox River Valley.*
- *We value open spaces and large open lots.*
- *We value our low crime rate.*
- *We value our great local eating establishments.*
- *We value farmland.*
- *We value our quality roads – Ballard, CTH S, CTH A, STH 47 and Town Roads.*
- *We value our low tax rate.*
- *We value our small town government that allows everyone to be heard.*
- *We value our friendly town atmosphere and residents.*
- *We value our town hall facility.*
- *We value our schools.*
- *We value our privacy and rural environment.*
- *We value our light industrial park (Jeske Drive).*
- *We value our long standing churches and their congregations.*
- *We value our excellent fire protection and first responders.*
- *We value our clean air.*
- *We value our wildlife.*
- *We value our ability to safely walk and ride a bicycle in the community.*
- *We value our woods and wetlands.*

2.0 ISSUES & OPPORTUNITIES ELEMENT

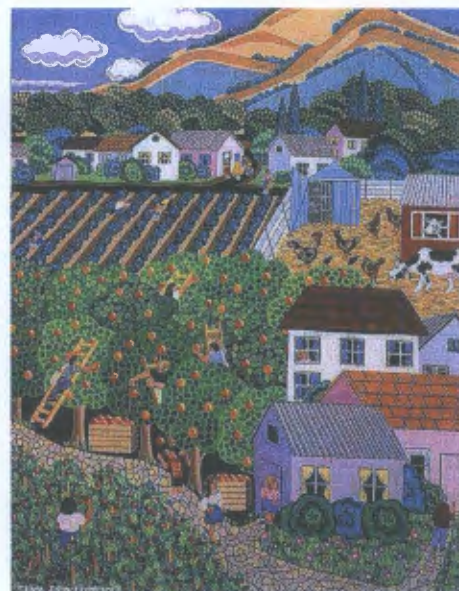
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2.0 ISSUES & OPPORTUNITIES

Introduction

The Issues and Opportunities Element provides the background information on the town and the overall visions to guide future development and redevelopment over a 20-year planning period. Specifically, the Issues and Opportunities Element includes population, household and employment forecasts and demographic trends, age distributions, education levels, income levels and employment characteristics that exist within the local government unit. This chapter presents the overall vision for the Town of Center, including a complete assessment of local strengths, weaknesses, opportunities and threats (SWOT). The community characteristics and general background information that form the basis for the Issues & Opportunities Element, is included in Chapter 3 Community Profile.



Visioning Process

To identify community issues and opportunities, a **three-step process** was utilized, which resulted in the development of individual vision statements for each of the nine required smart growth planning elements. This process included: **community SWOT meetings, cognitive mapping and element vision development.** What follows is a description of the activities and the major issues and opportunities identified through the issues and opportunities process.

SWOT MEETING

A SWOT meeting is a planning exercise used to get communities thinking about:

- where they have been;
- where they are;
- where they want to be in the future; and
- how they want to get there.

On **February 25, 2002**, the Town of Center Planning Commission participated in a SWOT discussion. The objective of the discussion was to find out how the Planning Commission members viewed various aspects of the town. This could include their feelings on physical things such as roads, utilities, etc., and “quality of life” issues. OMNI Associates, the town’s comprehensive planning consultant, facilitated the exercise.

SWOT DEFINITIONS

Strength

Something that makes a community stand out when compared to other communities. Something that makes you proud to call the community home. A strength can be a physical asset, a program, an environmental condition or an impression or feeling (i.e. friendly community atmosphere).

Weakness

Opposite of a strength. Problem that needs to be addressed.

Opportunity

Something that could be done to improve the community. A potential.

Threat

A threat may be internal or external. A threat can be anything that could jeopardize the future success of a community.

The Planning Commission and residents in attendance indicated that the Town of Center has several **strengths**:

- Open, undeveloped areas and large open lots
- Well-connected, quality transportation network
- Bicycle-friendly community
- Close proximity to hospitals, shopping and other needed services in Appleton

The Planning Commission collectively agreed upon a few **weaknesses** to address:

- No public school buildings located in the town
- Housing development on 5 acre lots, where 1 acre is maintained and all other land is not maintained

The Planning Commission agreed that the development and implementation of a quality plan was an important **opportunity** the Town of Center should focus on in the immediate the future.

The Planning Commission identified annexation and the naturally occurring arsenic in the water supply as the most pressing **threats** facing parts of the Town of Center.

During the **Mid-Course Meeting on March 27, 2003**, residents in attendance were asked to participate in an **abbreviated SWOT** exercise to identify town strengths and weaknesses. The tables below list the ideas expressed at that meeting. To prioritize the strengths and weaknesses, participants were asked to vote for what they felt was the most important strength and weakness. The numbers correspond to the number of votes each strength and weakness received from residents in attendance.

Strengths	▪ Great Local Fire Department/Fire Protection	3
	▪ Quality Single Family Housing	2
	▪ Local Government	2
	▪ Roads	
	▪ First responders	3
	▪ The People – Service Minded	7
	▪ Ability to Plan and Control the Future	3
	▪ Location	12
	▪ Low Crime Rate	
	▪ Good Farmland	2
	▪ Low Taxes	

Weaknesses	▪ Arsenic-Wells	10
	▪ Old Landfill (Dump)	
	▪ No Public Sewer/Water Available	
	▪ Threat of Annexation	12
	▪ Low Taxes as a Potential to Increase Development and Cause Congestion	
	▪ Quarries	8
	▪ Widening of Roads will lead to more travel and crime	2
	▪ Lack of Light Commercial Businesses	2

COGNITIVE MAPPING

A cognitive map, or mental map, is a map drawn by a person that geographically locates his or her memories, ideas and thoughts of a particular place. Since cognitive maps are based on individual's preferences and opinions there are no "right" or "wrong" maps. Cognitive maps are used to delineate geographic areas of a community people like, dislike, frequently visit, feel are important, travel through regularly, feel safe, etc.

At the workshop on March 27, 2003, the Planning Commission members and residents were provided two maps of the Town of Center. On the first map, participants outlined portions of the town based on their opinion of aesthetic appeal. The most attractive places were colored in one shade, less attractive another, not attractive in yet another color.

On the second map, participants outlined those areas where they would like to see new commercial/industrial development, new residential development, new recreation areas, open space and farmland in the Town of Center.

These maps were used extensively in the development of the *Future Land Use Maps* presented later in this plan. This approach helps to ensure that the *Future Land Use Maps* accurately reflect community concerns and priorities for the future.

VISION DEVELOPMENT

In **April 2002** a vision assignment was distributed to the Planning Commission. The assignment asked the commissioners to individually answer a series of questions about what they would like to see in the Town of Center in 20 years.

At the **June 2002** meeting, the commissioners worked in small groups to review their individual answers to each of the questions and arrive at a single best answer for each. These answers were then shared with the entire Planning Commission to arrive at a consensus-based answer to each question. OMNNI then used these collective responses to draft vision statements, which the Planning Commission reviewed in August 2002. Each of the final vision statements is provided at the end of this chapter.

Visions

Rather than develop a series of policy statements, the Planning Commission participated in an extensive visioning process to establish a framework from which to make future land use decisions in the Town of Center. The result of this process was a vision statement for each of the nine required plan elements, including an overall vision statement. This process was critical to establish a unified vision for the Town of Center and provide a direction and focus for the planning effort.

Below are the community vision statements, which represent the broad interests of town residents, elected/appointed officials, business leaders and property owners. These visions establish the planning framework and a direction for subsequent planning efforts and decisions in the town.

Supporting goals, objectives and program initiatives are described in Chapter 12 of this plan.

ISSUES AND OPPORTUNITIES (OVERALL VISION)

The Town of Center offers rural subdivision development opportunities. Residents enjoy access to local trails and parks. Undeveloped natural areas and farms contribute to the Town's rural character and aesthetic appeal. The Town provides basic municipal services to its residents. The Town continues to develop working relationships with the City of Appleton and Outagamie County to obtain additional services, plan for growth, and expand the economic base.

HOUSING VISION

In 2025, the Town of Center offers rural, single-family residential subdivisions located within easy access to the Fox Cities, as the primary choice for residential development. Housing is attractive, planned and well-suited for raising a family. Neighbors support neighbors, especially seniors still living in the Town.

TRANSPORTATION VISION

By 2025, the Town of Center transportation network has expanded to accommodate its growing population. Town roads that existed in 2004 are now collector streets for subdivision developments. The STH 47 and CTH A corridors have been expanded to 4-lanes, with an interchange, to accommodate traffic and maintain the link between the Town of Center and City of Appleton. Trails provide connections from neighborhoods to natural areas throughout the county.

UTILITIES & COMMUNITY FACILITIES VISION

In 2025, residents enjoy nearby access to a full-range of services, including: medical care, retail, educational facilities and entertainment choices available in the Fox Cities. The Town strives to ensure that property taxes are minimized, without jeopardizing public health and safety.

The provision of town services and infrastructure are closely coordinated, well planned, and do not create unreasonable financial burden for residents. Town residents rely on monitored and treated well water. Municipal water and sewer service is only available in adjacent cities and villages.

AGRICULTURAL, NATURAL & CULTURAL RESOURCES VISION

In 2025, Woodlands, wetlands, surface water resources and other natural areas in the Town of Center are protected from development through effective county ordinances. The few remaining farms in the Town are found mainly in the northern 1/3 of the Town. The Town's farmland and natural areas enhance the rural residential character of the community by maintaining some open vistas and buffers between residential areas. The Town strives to maintain enough park space to meet resident expectations. As has been the tradition, cultural and entertainment venues are easily accessible in the Fox Cities.

ECONOMIC DEVELOPMENT VISION

Through 2025, economic activity has been concentrated primarily around Mackville and Center Valley. Quarry operations are thriving and are considered an important part of the local economy.

Most of the Town's non-residential development has been along the STH 47 corridor in and to the south of Mackville. Activities in this area include: service businesses, shops, and light industrial development. Some of this area has been annexed to the City of Appleton, prior to development, to accommodate business needs for city services (i.e. water and sewer). The area around STH 47/CTH A extending toward Center Valley has grown modestly with a few businesses. Employment opportunities for residents can easily be found within 15 miles of their homes.

LAND USE VISION

By 2025, much of the Town of Center has been developed into rural residential neighborhoods and large rural residential lots to accommodate the growing Fox Valley population. The Town has become a popular suburban area for people seeking larger lots that are accessible to the economic activities in the Fox Cities. Portions of the Town have been annexed by neighboring communities, resulting in water and sewer service for these areas. Limited areas of commercial and light industrial development exist near Mackville (along STH 47) and in Center Valley.

INTERGOVERNMENTAL COOPERATION VISION

In 2025, the Town of Center and Outagamie County work cooperatively to make sure roads are well maintained and serviced. Annexation is planned, based on service demands, and coordinated in a fashion to ensure that both communities have preserved their community identities.

After much coordination with local school districts, two elementary schools have been built in the town.

Town leaders keep residents informed on all matters pertinent to Town operations and land development issues and pursue opportunities to provide coordinated, cost-effective services with neighboring governments.

IMPLEMENTATION VISION

By 2025, the Town of Center has consistently recognized the importance of planning to build a better community. Effective planning helps the town to prevent incompatible land uses and anticipate capital improvement needs. The Town listens to the opinions of its residents and business owners, while also respecting the responsible efforts of landowners to improve their property and community.

3.0 COMMUNITY PROFILE

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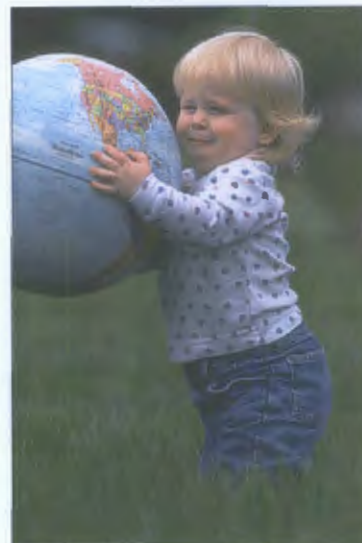
3.0 COMMUNITY PROFILE

Demographic Profile

The planning process for the Town of Center begins with a profile of the people who live, work and own property in the community. Specifically, this section analyzes the size, composition and trends of the population. This information is critical to forecasting the need for community facilities and services, since it is people who will demand better schools, roads, parks, jobs and other public services.

POPULATION TRENDS

The Town of Center has experienced steady population gains over the last three decades as shown in Table 1. The Town of Center has maintained its share of total county population during this same time period.



**TABLE 1
HISTORIC POPULATION TRENDS**

Location	1970	1980	1990	2000	Actual Chg 1970-2000	% Change 1970-2000
<i>Town of Center</i>	1,853	2,570	2,716	3,163	1,310	70.6%
Share of County Population	1.6%	2.0%	1.9%	2.0%	NA	NA
Outagamie County	119,398	128,730	140,510	160,971	41,573	35%

Source: WI Dept. Administration, Demographic Service Center and 2000 U.S. Census

To put the population growth rate of the Town of Center into context, Table 2 compares the population changes for all towns in Outagamie County. From this table, it is shown that the Town of Center population between 1990 and 2001 increased by 470 persons.

Table 3 projects the population of the Town of Center through 2025. Included in the table is a breakdown of persons per household and total household figures.

Based on the information provided in Table 3, the population within the town is expected to steadily increase over the next 20 years. In fact, these figures may be somewhat low depending on the impact of the expanded STH 47 corridor. It is anticipated that this corridor will strengthen the connection between the Town of Center and City of Appleton by decreasing commuting times. This situation will bring additional residents to the town (and businesses) and will likely cause the population to grow at a much faster rate than in previous years. Also important to understand is that while the population will increase, at the same time, the number of persons per household is expected to decrease (see Population Characteristics Section). **This trend is important because it means more housing units will be needed in the town to support the population.**

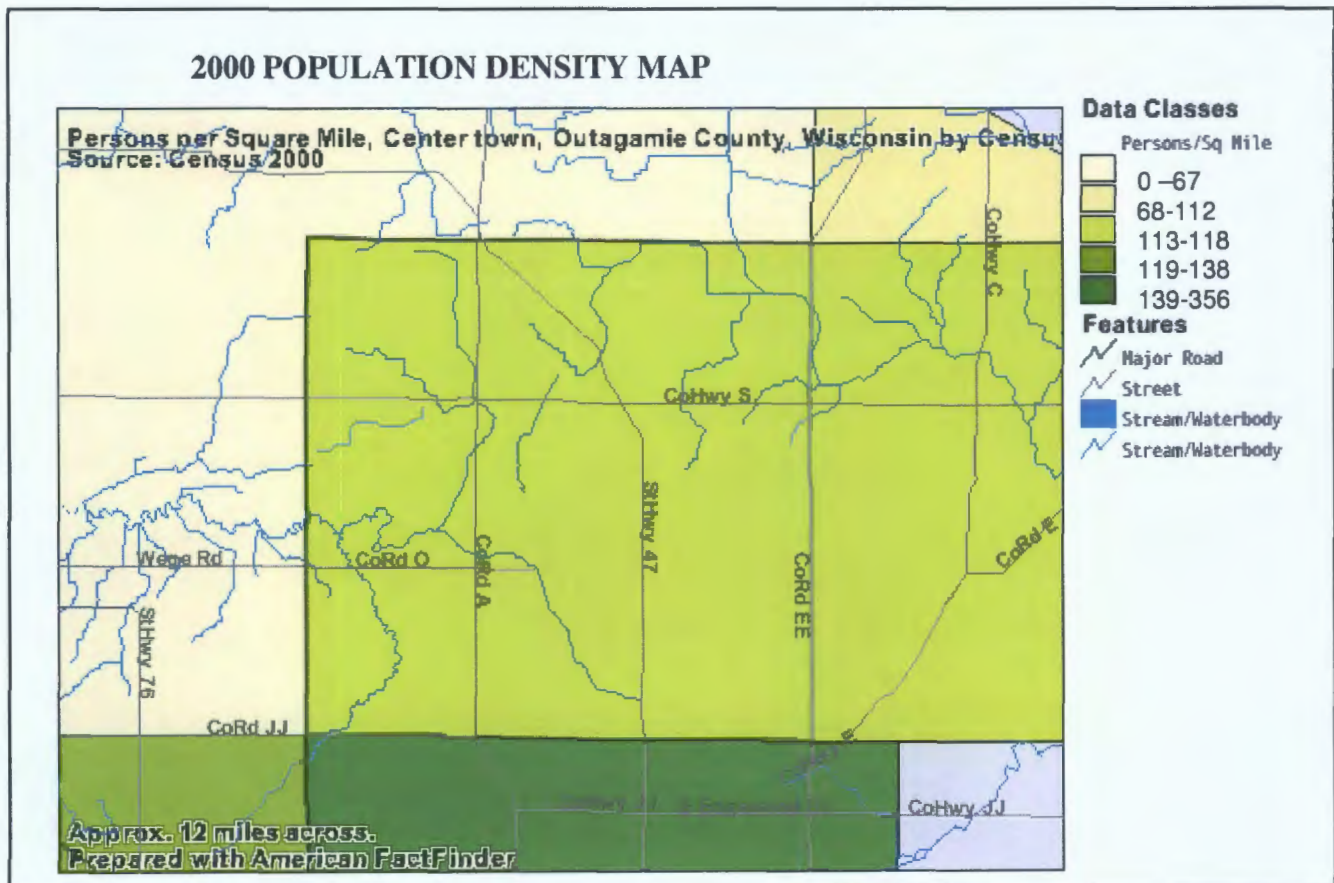
TABLE 2 OUTAGAMIE COUNTY TOWN POPULATION CHANGES 1990-2001				
Town Name	1990 Population	2000 Population	2001 Population Estimate	% Change 1990 – 2001
<i>Town of Center</i>	2,716	3,163	3,186	17.3%
Town of Black Creek	1,169	1,268	1,276	9.0%
Town of Bovina	822	1,130	1,142	39.0%
Town of Buchanan	2,484	5,827	6,177	149.0%
Town of Cicero	1,126	1,092	1,094	-2.8%
Town of Dale	1,818	2,288	2,353	29.4%
Town of Deer Creek	724	682	680	-6.0%
Town of Ellington	2,099	2,535	2,558	21.9%
Town of Freedom	4,114	5,241	5,308	29.0%
Town of Grand Chute	14,490	18,392	18,739	29.3%
Town of Greenville	3,806	6,844	7,017	84.4%
Town of Hortonia	883	1,063	1,072	21.4%
Town of Kaukauna	939	1,142	1,159	23.4%
Town of Liberty	702	834	848	20.8%
Town of Maine	791	831	849	7.3%
Town of Maple Creek	695	687	685	-1.0%
Town of Oneida	3,858	4,001	4,017	4.1%
Town of Osborn	784	1,029	1,045	33.3%
Town of Seymour	1,217	1,216	1,223	0.4%
Town of Vandebroek	1,291	1,315	1,361	5.4%
All Towns in Outagamie County	46,528	60,580	61,789	32.8%

Source: 1990 and 2000 U.S. Census

TABLE 3 POPULATION PROJECTIONS 2000 – 2025		
Year	Town of Center	Estimated Persons Per Household Town of Center
2000	3,163	2.91
2005	3,378	2.81
2010	3,582	2.70
2015	3,786	2.59
2020	3,992	2.55
2025	4,183	2.50
Percent Change 2000-2025	32.2%	-14.1%

SOURCE: Wisconsin Department of Administration, 2004

The map below illustrates the persons per square mile based on the results of the 2000 U.S. Census in the Town of Center. Based on this map, the overall population per square mile in the town is between 113 and 118 persons. This information is a bit misleading since it averages the population by square mile. In reality, the population is denser in the areas around Mackville and Center.



POPULATION CHARACTERISTICS

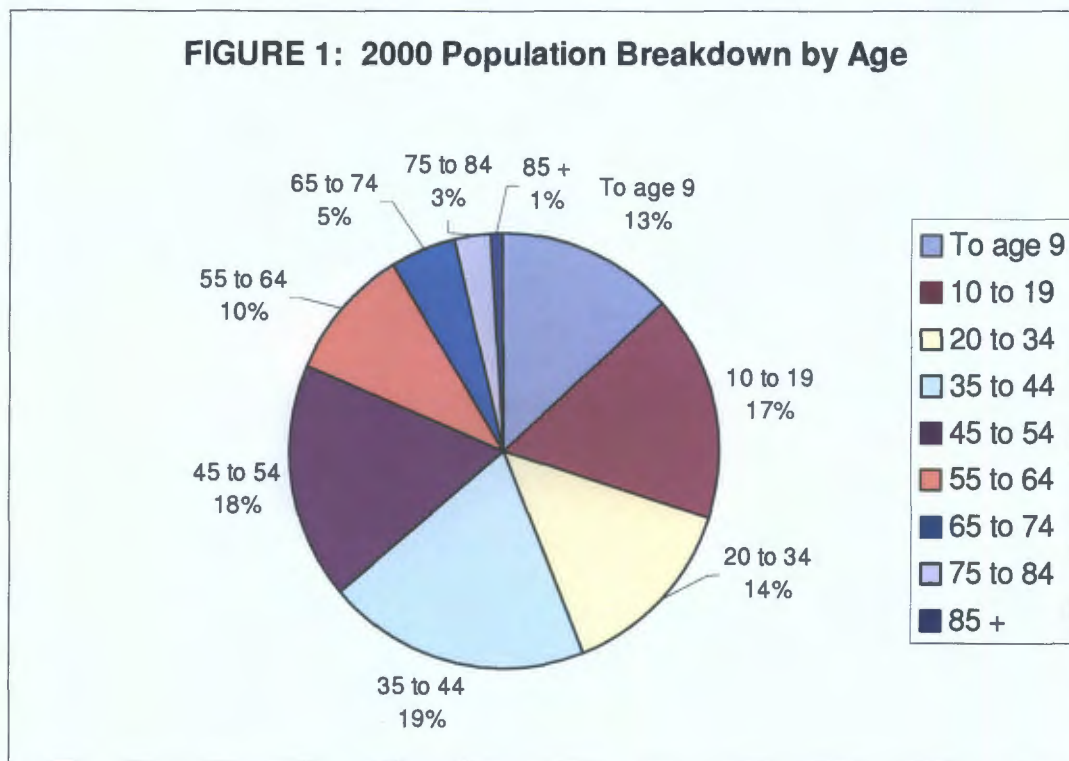
Population figures and growth rates do not provide any insight about the characteristics of the population. To learn more about the people of the Town of Center, information about the race, sex, and age of the population must be examined.

In 2000, there were 1,653 males and 1,510 females living in the Town of Center. Nearly 100% of the residents reported their race as white in 2000 U.S. Census.



The median age of a Town of Center resident in 2000 was 38.3. This average is slightly higher than the Outagamie County median age (34.4) and the State of Wisconsin median

age (36.0). Figure 1 examines the age distribution of town residents in 2000. According to the chart, the largest segment of the population is between the ages of 35 and 44. What is also important to note from the chart is that the largest age grouping shown on the chart (20 – 34 including 14 years) is not the largest segment of the population. This is significant for two reasons. First, this reflects the fact that the young adult population in the town is relatively small. Second, this population is of child-bearing age. A smaller portion of the population in this segment may result in slowed future growth. However, thus far, in-migration of families and other individuals has helped to offset this potential trend. This distribution is very similar to the age-distribution in 1990.



Source: 2000 U.S. Census

GENERAL HOUSEHOLD TRENDS

A “household” can be basically described as a group of people living together in a single dwelling unit. This could include a family, a single person, or a group of unrelated individuals sharing a house or an apartment, but excluding those persons living in group quarters.

National and state trends have all moved towards an increase in the number of households, along with a decrease in the average number of persons per household. The main reasons for this decrease in household size include: a decrease in birth rate, people waiting longer to get married, an increased divorce rate, and an increase in the average life span thereby resulting in more elderly people living either alone or with another family member.

The Town of Center has not escaped from this trend. The town has experienced an increase of 253 households since 1990. However, during this same period the number of persons per housing unit has decreased significantly. In 1990, there were 3.23 persons per household in the Town of Center, compared to 2.91 persons per household in 2000. Outagamie County also experienced an increase in the number of households between 1990 and 2000 and a decrease in the number of persons per household.

According to the 2000 U.S. Census, there were 1,095 households in the Town of Center. The vast majority of these households (83.4%) are family households (families). Of these family households the most common type was married-couple family households (77.4%) and the remaining were female-headed family households. Non-family households represented 16.6% of all households in the Town of Center in 2000.

Economic Profile

Economic conditions have a direct impact on the supply, demand and costs for housing, infrastructure and services within a community. Therefore, it is necessary to examine the economic situation in the Town of Center to predict additional housing, infrastructure and service needs. This section profiles the local economic environment by examining factors, including per capita income, poverty rate, and unemployment rate.



To understand and appreciate the local economic picture in the Town of Center, it is necessary to look beyond the town and examine characteristics of Outagamie County. These comparisons provide much more information about the local economic situation than would a simple look at conditions only in the Town of Center. Furthermore, these comparisons put economic characteristics into perspective. Given that economy of the Town of Center depends heavily on the regional economy (i.e. Appleton and Green Bay), an understanding of the regional economy is very important. Strong fluctuations in the regional economy will impact the Town of Center.

The remaining portion of this chapter is primarily specific to Outagamie County and is based on 1990 U.S. Census, 1992 U.S. Economic Census, 1997 U.S. Economic Census, 2000 U.S. Census and other reliable sources. Specific information available for the Town of Center is incorporated where available and appropriate.

LABOR FORCE

The labor force is the sum of employed and unemployed persons who are 16 years of age and older. Table 4 tracks the rate of employment and unemployment in Outagamie County between 1995 and 2000.



TABLE 4 CIVILIAN LABOR FORCE DATA FOR OUTAGAMIE COUNTY						
	1995	1996	1997	1998	1999	2000
Labor Force	96,200	100,000	100,800	101,500	99,800	102,105
Employed	93,400	97,100	97,800	98,700	97,300	99,393
Unemployed	2,830	2,850	3,070	2,800	2,490	2,712
Unemployment Rate	2.9%	2.9%	3.0%	2.8%	2.5%	2.7%

Source: WI DWD, Bureau of Workforce Information. Local Area Unemployment Statistics Program, 1999 & 2000 U.S. Census

In October 2001, the unemployment rate in Outagamie County was 3.3%, which represented an increase from October 2000 (2.8%). (WI Dept of Workforce Development, 2001). As the U.S. economy continues to struggle, after what has been the longest period of sustained economic growth in modern history, the unemployment rate will likely continue to increase. Local economic indicators support the predicted recession-like economic cycle as local factories and retailers continue to reduce staff and close facilities.

The term used to describe the relationship between the labor force and population is "participation rate". Outagamie County has a somewhat higher participation rate than the State of Wisconsin and the United States. Outagamie County's labor force participation rate is over 80 percent. The United States' participation rate is only around 70 percent, while the overall State of Wisconsin participation rate is approximately 75 percent.

Participation rates are the result of both economic and demographic conditions of an area. Rapid job growth in Outagamie County has consistently resulted in lower levels of unemployment than those found in the U.S. or Wisconsin. The high participation rate in Outagamie County indicates that the county has a diverse mix of employment opportunities and a population willing to work at those industries that are located in the county.

Looking more closely at the labor force in Outagamie County, there are some significant trends to be aware of. Specifically, over the last decade there has been nearly a 50 percent increase in labor force aged population between the ages of 40 and 54, which is the result of the aging baby-boomers. Of major significance to employers has been the

slow growth in the number of younger workers. Slow growth in the number of 16 to 24 year olds and an increase in the number of businesses which traditionally hire large numbers of young workers, has contributed to the current labor shortage. This tight market for young workers is expected to continue over the next several years. It is still unclear how the overall economic slowdown will impact this shortage.

TABLE 5 OUTAGAMIE COUNTY LABOR FORCE BREAKDOWN BY AGE			
Age Group	1990 Population	Age Group*	2000 Population
16-24	17,780	15-24	22,036
25-39	37,078	25-34	23,161
40-54	23,135	35-54	49,037
55-64	10,687	55-64	12,368
65+	15,648	65+	17,585
Total	104,328		124,187

Source: 1990 and 2000 U.S. Census Bureau.

* The 2000 U.S. Census Reported Age Groups in a slightly different breakdown than the 1990 Census.

MAJOR COUNTY EMPLOYERS

Outagamie County workers are very mobile. Almost 45 percent of all employed county residents work outside of the county. Winnebago County is the destination for two-thirds of outbound commuters. The majority of those commuting to Winnebago County work in the paper industry in the Neenah/Menasha area. Nearly 3,000 Outagamie County residents commute to jobs in Brown County. Most of these workers go to the Green Bay area, and are usually professional, technical and skilled workers. They commute to jobs in the Green Bay's paper, health care and insurance industries.

Table 6 provides a more detailed breakdown of commuting patterns in Outagamie County. The main commuter route through the county and the Town of Center is USH 41. USH 41 is easily accessible to residents of the town via STH 47.

TABLE 6 OUTAGAMIE COUNTY COMMUTING PATTERNS			
County	Commute Into	Commute From	Net Commute
Winnebago	11,413	8,942	-2,471
Brown	2,989	1,171	-1,818
Waupaca	1,052	2,711	1,659
Calumet	817	4,691	3,874
Elsewhere	1,120	1,229	109
Total	17,391	18,744	1,353
Work in Outagamie		52,744	

Source: WIDWD, Bureau of Workforce Information. Wisconsin Commuting Patterns, 1994.

The Town of Center has a minimal amount of commercial and industrial development located within the town limits (Refer to *Existing Land Use Map* in Chapter 9). Most of

the existing non-residential development is located along STH 47, CTH A, and in the areas of Mackville and Center Valley. Local quarry and farming operations are also important contributors to the town's economy. Non-residential development is minimal due to limited available infrastructure services (i.e. water and sewer), a small population base, and the town's close proximity to the City of Appleton. However, the potential for additional development exists, particularly after STH 47 is expanded to 4 lanes in 2004 and an interchange is constructed at the STH 47/CTH A intersection in (date).

According to the 2000 U.S. Census, most **residents of the town were employed in the following types of occupations:**

- Sales, including retail (25.7%)
- Management, professional and related (25.4%)
- Production, transportation and material moving (22.2%)
- Construction, extraction and maintenance (16.7%)
- Service (8.3%)
- Farming, fishing, forestry (1.7%)

By industry, **most of the town's workers were employed in manufacturing** trades (533 persons) in 2000. Less than half of that amount were in construction and retail trade (200 persons each), education, health and social services (181) and finance, insurance, and real estate (164) industries.

Tables 7 and 8 highlight the top 10 industry groups and employers in Outagamie County in 2000. There were a total of 4,451 employers in the county in 2000. The top ten employers employed 15 percent of all non-farm workers in Outagamie County. Four of the ten largest employers are in manufacturing. However, only three of the ten largest industry groups are in manufacturing.

Educational services (schools) represent the largest industry employment in Outagamie County. Business Services is the largest private industrial sector in the county. Business services include services such as personnel services (temporary help agencies), and a host of consulting services in the areas of accounting and auditing, legal services, engineering, and training services.

TABLE 7 TOP 10 INDUSTRY GROUPS IN OUTAGAMIE COUNTY		
Industry Group	Employers	Employment
Educational Services	29	6,293
Business Services	214	6,061
Paper and Allied Products	26	5,832
Health Services	212	5,786
Eating and Drinking Places	250	5,559
Special Trade Contractors	376	5,378
Food and Kindred Products	27	4,892
Industrial Machinery and Equipment	72	4,113
Wholesale Trade-Durable Goods	227	3,490
General Merchandise Stores	16	2,742

Source: Outagamie County Workforce Profile. Employment Figures from March 2000.

TABLE 8 TOP 10 EMPLOYERS IN OUTAGAMIE COUNTY		
Industry Group	Product or Service	Size
Thedacare Inc.	Health Care Services	1000+
Appleton Area School District	Education	1000+
Thrivent Financial	Direct Life Insurance	1000+
Appleton Papers, Inc.	Coated Paper Production	1000+
Sara Lee Corp.	Meat Processing	1000+
Fox Valley Technical College	Junior College	1000+
Wal-mart Associates, Inc.	Discount Department Store	1000+
Outagamie County	Executive & Legislative Offices	1000+
Miller Electric Mfg. Co.	Welding Machine Manuf.	1000+
St. Elizabeth Hospital Inc.	Health Care Services	500-999

Source: Outagamie County Workforce Profile, January 2004

INCOME AND WAGES

Average annual wages paid in Outagamie County were 99 percent of the average state wages in 2002. The greatest differential in average wages between Outagamie County and statewide levels was in professional and business services (79 percent of the state average). Close to the professional and business services sector, was the lower than state average wages in hospitality & leisure (86 percent of the state average). Trade, transportation and utilities industries account for the largest number of workers in any industrial sector in Outagamie County, but manufacturing industries accounted for the largest share of all wages paid in the county.

In service industries, Outagamie County has a lot of business services employing lower wage workers, such as custodial and unskilled temporary workers. Clerical workers are also a large part of the local service sector. Statewide, there are more professional workers in health care, law practices and higher education, all of which are dominated by higher pay levels. As a result, when compared to Outagamie County, the percentage of state income is less.

Manufacturing industries in the county pay an annual average wage of \$40,584 (104 percent of the state average for manufacturing wages in 2002). This is due to the large number of jobs in the paper industry, as well as the large number of skilled workers in machine and equipment manufacturing industries. The recent job losses in the paper industry, if continued, could impact the high annual average manufacturing wages in the county.

There are many different breakdowns of income. For example, *per capita income* is total income divided by the total number of residents. *Median household income* is the middle point of reported household income in a community (households include families, married couple households and individual households). *Median family income* is the middle income reported by all families in the 2000 U.S. Census. An important distinction between median income and the Wisconsin Department of Revenue adjusted gross income data is that the latter does not include social security and other types of transfer payments. In every classification of income where data is available, the Town of Center compares favorably to Outagamie County and the County compares favorably with the state. The county's favorable comparison to the state is also reflected in unemployment and other key economic indicators. This trend is not expected to change in the near future, depending upon the health of the paper industry.

**TABLE 9
INCOME COMPARISON**

	2000 Per Capita Income	2000 Median Household Income	2000 Median Family Income	2000 Adjusted Gross Income
Wisconsin	\$21,271	\$43,791	\$52,911	\$40,570
Outagamie Co.	\$21,943	\$49,613	\$57,464	\$42,803
T. Center	\$23,553	\$58,092	\$61,152	\$46,885

Source: U.S. Department of Commerce, Bureau of Economic Analysis, Regional Economic Information System, 2000 U.S. Census, and Wisconsin Department of Revenue.

Within Outagamie County there are 20 towns. Table 10 compares the relative income position of the Town of Center to the other towns in the county. Based on 2000 U.S. Census data, the Town of Center ranked 5 in per capita income compared to the other 19 towns in 1990. By 2000, the Town of Center rank had decreased to 9th as the towns of Osborn, Kaukauna, Liberty and Dale improved in rank.

TABLE 10
OUTAGAMIE COUNTY TOWN INCOME CHARACTERISTICS, 2000

Town Name	1990 Median Household Income	1990 Rank	2000 Median Household Income	Difference Between 1990 & 2000	2000 Rank
<i>Town of Center</i>	\$39,650	5	\$58,092	\$18,442	9
Town of Black Creek	\$35,431	11	\$53,472	\$18,041	13
Town of Bovina	\$36,298	8	\$54,453	\$18,155	11
Town of Buchanan	\$41,790	2	\$65,410	\$23,620	1
Town of Cicero	\$32,794	16	\$49,625	\$16,831	16
Town of Dale	\$35,000	13	\$60,152	\$25,152	7
Town of Deer Creek	\$30,833	19	\$44,853	\$14,020	19
Town of Ellington	\$34,890	14	\$53,750	\$18,860	12
Town of Freedom	\$37,576	7	\$57,868	\$20,292	10
Town of Grand Chute	\$39,683	4	\$50,772	\$11,089	15
Town of Greenville	\$40,608	3	\$61,381	\$20,773	5
Town of Hortonia	\$36,187	9	\$59,904	\$23,717	8
Town of Kaukauna	\$38,187	6	\$61,696	\$23,509	3
Town of Liberty	\$34,531	15	\$60,167	\$25,636	6
Town of Maine	\$29,286	20	\$46,058	\$16,772	18
Town of Maple Creek	\$32,639	17	\$43,472	\$10,833	20
Town of Oneida	\$31,316	18	\$51,275	\$19,959	14
Town of Osborn	\$35,893	10	\$64,375	\$28,482	2
Town of Seymour	\$35,417	12	\$48,264	\$12,847	17
Town of Vandenbroek	\$41,875	1	\$61,845	\$19,970	4
All Towns in County	\$35,994	NA	\$55,344	\$19,350	NA

Source: 1990 and 2000 U.S. Census

EDUCATION LEVELS

A good indicator of the quality of life in a community is the educational attainment of its residents. Generally, a high level of educational attainment reflects a skilled population with higher earnings potential. Figure 2 illustrates the level of educational attainment for persons age 25 and over in Outagamie County and the Town of Center in 2000. From the information for the town and county it is apparent that the population is very well educated. In both the town and county, a significant portion of the population has earned their high school diploma and sought some college education. However, fewer town residents have pursued advanced degrees when compared to similar statistics for the whole county.

FIGURE 2A
Town of Center
2000 Education Attainment

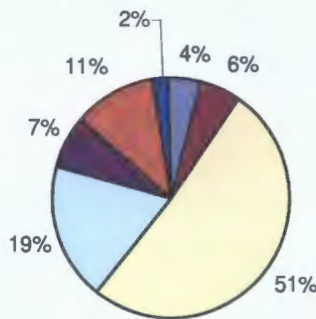
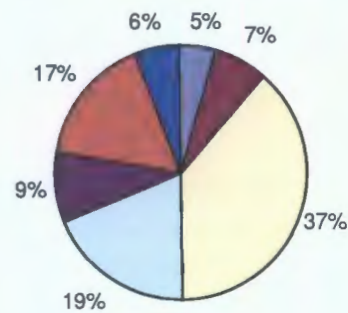


FIGURE 2B
Outagamie County Residents
2000 Education Attainment



POVERTY STATUS

According to the 2000 U.S. Census, only 12 individuals living in the town were living below the poverty line in 2000. This equates to only 0.4% of the town's population. There were no families living below the poverty line in the Town of Center in 2000. This is significantly lower than the statistics for Outagamie County that indicate 4.7 percent of all county residents were living below the poverty line in 2000. The Town of Center is proud of these statistics and would like to maintain this low ratio of poverty in the future.

EMPLOYMENT AND ECONOMIC FORECASTS¹

Historically, Outagamie County and the Fox Cities area have had a strong local economy with employment rates that were higher than the comparable state and national figures. The long period of national economic prosperity has only enhanced Outagamie County's performance. The economy supports a variety of manufacturing and service industries, including pulp and paper and tourism. Low-interest mortgage loan rates have also spurred housing construction and commercial development.

The labor force is the primary beneficiary of the strong economy. Unemployment rates in Outagamie County are very low, but they have started to rise as the economy has slowed.

Demographic factors are a key driving force in any long-term projection. The growth rate of the population and changes in its composition have considerable impacts on the labor force, the unemployment rate, housing demand, and other spending categories. The population projections used in the U.S. economic forecast are based on the U.S. Census Bureau's "middle" projection for the U.S. population. This projection is based on specific assumptions about immigration, fertility, and mortality rates. The national fertility rate (the average number of births per woman upon completion of childbearing) is expected to

¹ Much of the information used to develop this section was from the Wisconsin Department of Revenue Long-Term Economic Forecast, 2001.

rise from its current level of 2.0 to about 2.2 in 2025. Life expectancy for men and women will rise steadily from 74.1 and 79.8 years in 1999 to 77.6 and 83.6 years in 2025, respectively. Net immigration (including undocumented immigration) is estimated to fall from 960,000 persons in 1999 to 918,000 in 2025.

The age distribution of the population is also an important part of the long-term outlook. As baby boomers begin to retire, the share of the U.S. population aged 65 and over will jump from 13% in 2010 to nearly 19% by 2025, pushing outlays for Social Security, Medicare, and Medicaid higher. In addition, the growth rate of the working-age population will slow by more than that of the overall population. After increasing 1.1% annually over the past 25 years, the population aged 16 to 64 will grow 0.8% per year during 1999-2014 and just 0.2% per year thereafter.

Wisconsin total population growth is expected to average 0.4% annually from 2001 to 2025, a rate slightly below the 0.6% average from 1975-2000. Compared to the U.S. projected growth of 0.8% over the same period, Wisconsin is expected to continue the long-term trend of slower population growth than the nation as a whole. The adult population (those over the age of 17) in Wisconsin grew at an average annual rate of 1% over the past 25 years, but is expected to grow by 0.5% per year from 2001 to 2025. Also similar to U.S. demographic trends, the aging population in Wisconsin (those 65 and over) is projected to grow at an average annual rate of 2% for the next 25 years, including 3% per year after 2010. The aging population in Wisconsin grew at an annual rate of 1.3% per year from 1975 to 2000.

A key feature of the population projection that is very problematic for growth of the Wisconsin economy and the local economy in Outagamie County is the prospect for a decline in the working age population after 2011. Statewide, the population aged 16 to 64 is projected to grow at an annual rate of 0.6% from 2000 to 2011, but will then decline at an annual rate of 0.4% from 2012 to 2025. The working age population grew at an annual rate of 0.9% from 1974 to 1999. The growth of the working age population has a profound effect on the growth of the labor force and employment.

Because of demographic shifts that will play out as baby boomers age and reach retirement, labor-force growth is expected to slow sharply over the next 20 years. First, increases in female participation will taper off, if only because the participation rates for many female age groups are approaching those of males. Also, over time, a growing share of the population will reach retirement age, when the participation rate falls to about 12%. As a result, the Wisconsin labor force is expected to expand by 1.3% per year between 2000 and 2005, 0.8% per year from 2005 to 2014, and by only 0.4% per year from 2015 to 2025. Overall labor-force participation is expected to fall as the population progressively moves into age groups with lower participation rates.

In the Town of Center, the baby boom generation is represented by the age groups between the ages of 35 and 54 by the 2000 U.S. Census Data. This group included 1,190 people (37.7% of the total town population). The echo boom generation (i.e. children of the baby boomers who will enter the workforce to replace retiring baby boomers) is

considerably smaller. The echo boom generation is represented in the 2000 U.S. Census as those individuals between the ages of 5 and 14 (489 individuals or 15.4% of the total town population). In ten years, they will be the population seeking to replace the baby boomers. Obviously, there are significantly fewer younger workers available to enter the workforce in the future than there are older workers who will be exiting the workforce.

The overall dependency ratio (the ratio of those not in the labor force to those who are) will continue to decline for most of the next quarter-century, falling from 1.00 in 1989 to 0.91 by 2010, before rising to 1.01 by 2025. This ratio peaked at 1.65 in 1962, just after the crest of the baby boom. Clearly, the working population will *not* have to support proportionately more non-workers in the next 25 years than it has in the past. However, this assessment does not account for workers who support elderly parents and other retired workers.

There will be a change in the mix of non-workers, however, especially towards 2025. While the share of the population aged 65 and over has risen dramatically over the last two decades, the ratio of the number of elderly to the number of workers has so far remained stable. There were 24.4 persons aged 65 and over for every 100 persons in the labor force in 1971, versus 24.8 in 2000. This ratio should decline to 24.3 by 2006, but then jump to 27.9 in 2014 and to 37.6 by 2025, by which time most baby boomers will be of retirement age.

In summary, the United States, Wisconsin and Outagamie County are expected to post markedly slower economic growth over the next 25 years than during the past quarter-century. The prime causal factors for this slowdown are already in place: labor force growth constrained by demographic forces that cannot be quickly reversed and relatively moderate growth of the capital stock.

For the **Town of Center**, these indicators are important because they may impact the quality of life for residents living in the town. Furthermore, these key economic indicators provide a gauge for the town's ability to support additional commercial and industrial development over the next 20 years.

In the long-term, it is anticipated that local town employment opportunities will be limited in comparison to the total town population. Most residents will continue to travel beyond the town limits to places of employment. Local businesses will employ less than 10% of the total town workforce. Farming operations and associated employment will continue to decrease as land is converted to non-farming uses.

4.0 HOUSING ELEMENT

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4.0 HOUSING ELEMENT

Introduction

Traditionally, most towns have a high percentage of single-family homes, often with few other housing types available. In developing the 20-year plan for the Town of Center, the existing housing stock has been reviewed and recommendations made to meet the housing needs to the year 2020.

This chapter includes specific goals and objectives to ensure that local housing choices exist for all stages and conditions of life and the vision described below can be achieved.



Housing Vision

In 2025, the Town of Center offers rural, single-family residential subdivisions located within easy access to the Fox Cities, as the primary choice for residential development. Housing is attractive, planned and well-suited for raising a family. Neighbors support neighbors, especially seniors still living in the Town.

Existing Housing Supply

In 1990, there were 850 housing units in the Town of Center. Based on the 2000 U.S. Census, this number grew to 1,105. This translates to a **30% percent increase in the total housing stock in the last 10 years**. In contrast, over the same period, the supply of housing in Outagamie County increased by 20.6%.

The housing supply in the town consists **mostly of single-family homes**. There is no discernable pattern for housing development in the town. Essentially, rural residential home development is scattered throughout the town in nearly every section and along most town and county roads.

Private wells and individual waste treatment systems serve all of the housing units in the Town of Center. There are no local sanitary districts in the town. However, as the City of Appleton continues to grow, it is widely anticipated that areas of the town will be annexed to the city and connected to city water and sewer services.

Currently, **5.7 percent of the Town of Center housing supply is considered as rental-occupied housing units** (2000 Census). This translates into 62 housing units, the vast majority of which are rental single-family homes. According to information available from the Realtors Association of Northeast Wisconsin, in the last five years there were no duplex or multiple family units sold in the Town of Center.¹



Senior Housing

Determining the need for senior housing in a community is not a simple task. Unfortunately, there are no clear formula or mathematical model available to determine need. This is largely due to the complexity of the marketplace. The majority of all seniors in Wisconsin, in all age groups, live in their own homes or in mixed family congregate housing (e.g. apartments that have residents of all age ranges). This is true for seniors living in the Town of Center as well. The ability to remain in their own homes is enhanced by organizations and services that are becoming more common. Examples include: “meals on wheels,” parish nursing programs, home health care, etc. However, for a variety of reasons some elderly cannot or will not live in a private home or apartment, and will instead need to live in some type of senior housing arrangement.

Fortunately, there are a wide variety of living options available in Outagamie County for seniors including: independent living condominiums, subsidized and non-subsidized independent living apartments, assisted living facilities and nursing facilities. The facilities are differentiated by the level of care they offer to their residents. The most intensive care environment is the nursing facility.

There are no **retirement homes, senior care facilities, nursing homes** or other homes for the elderly in the Town of Center. As a result, residents in need of these types of living environments must seek housing opportunities elsewhere. Given that the town lacks municipal water and sewer service and given the town’s proximity to the City of Appleton, the likelihood of a large senior care facility locating in the town is very limited. Seniors living in the town must either be able to live independently, or with limited support from area programs, friends and families. Seniors also reside with other family members living in the town. The town would consider the private development of a small senior care facility (8 or fewer residents), if sewer and water service were not required. Like any development in the town, *Outagamie County Zoning Ordinance* would dictate the use, size and design requirements.

¹ The information provided by the Realtors Association of Northeast Wisconsin only includes properties listed through the Multiple Listing Service (MLS).

Age and Quality of Housing Stock

Understanding the relative age of the housing stock in a community is a good indicator of the quality of the available housing. Table 11 lists the number of units and the corresponding percent of the town's total housing stock by year built. Significantly more than half of the housing is less than 30 years old. As people continue to move outward from the City of Appleton, the Town of Center continues to be a strong destination.

TABLE 11 AGE OF HOUSING STOCK		
Year Structure Built	# of Units in Town of Center	% of Total Town of Center Housing Stock
1990 to 2000	262	23.7%
1980 to 1989	170	15.4%
1970 to 1979	319	28.9%
1960 to 1969	111	10.0%
1940 to 1959	53	4.8%
1939 or Earlier	190	17.2%
Total	1,105	100%

Source: 2000 U.S. Census

Age alone is not the best measure of housing condition in a community. To be more accurate, a visual assessment of the housing stock is helpful. Such an assessment is commonly referred to as a “windshield survey” because it entails driving or walking through the community and evaluating each housing unit based on visual appearance. The theory is that exterior condition generally correlates with interior conditions.

A windshield survey of the Town of Center was conducted in the summer of 2002. Based on this assessment the following three predominate types of homes were found in the Town:

- **Rural Residential Estates.** These large, upscale homes, with values in excess of \$250,000, often included garages with guest apartments. Each of these units was very well maintained and constructed within the last 10-15 years. Rural residential estates are found in subdivisions and on individuals wooded lots primarily in the southern 1/3 of the Town. These homes appear to be in excellent structural condition and appear to meet and exceed building, electrical and plumbing requirements.
- **Rural Residential Subdivisions.** This type of housing is being developed in the southern 1/2 of the town. Values generally range between \$175,000 and \$250,000. The lots in these subdivisions are smaller than the Rural Residential Estate Lots and are often located in former



farm fields. These homes account for most of the new construction in the town. Similarly, given their age, these homes adhere to modern building, plumbing and electrical requirements so they are considered structurally sound.

- **Established Housing.** The Town of Center does have a plentiful supply of more affordable, established housing choices. With more modest values (between 75,000 and 175,000), these homes are located on individual lots scattered throughout the town. Some of the most modest housing is available in Center Valley. Most of these homes were constructed in the 1960s, 70s and 80s. However, some older homes do exist, particularly in Center Valley. The condition of these homes vary from unit to unit, in some cases modest improvements are necessary. Structurally, these homes appear sound, in a few areas though, new roofing, siding and other improvements are warranted.



Certainly, there are other types of housing in the Town of Center, including mobile homes and farmhouses. However, these types of housing choices are not as dominant on the landscape, nor are they expected to remain significant housing choices in the future.

Occupancy

For a housing market to operate efficiently, it must possess an adequate supply of available housing units (units for sale or rent). *A housing market's supply of available units must be sufficient to allow for the formation of new households by the existing population, to allow for in-migration, and to provide opportunities for households to change their housing because of a change in size or status.*

According to U.S. Department of Housing and Urban Development (HUD), an overall available vacancy rate of 6.5% (1.5% for the owned portion of a housing stock and 5.0% for the rented portion) is required to allow for an adequate housing choice among consumers. The overall available vacancy rate for Wisconsin is 4.75% for rentals and 1.14% for owner occupants (WI Dept. of Commerce, 2000 Consolidated Plan). Vacancy rates vary from one community to the next. High vacancy rates offer a degree of competition in terms of price. The available vacancy rate of a housing market is a good indication of the adequacy of the housing supply, which in turn helps dictate the cost of housing.

In 2000, the vacancy rate for owner-occupied housing units in the Town of Center was 0.2%. There were **no vacant rental units** in 2000. These figures are quite comparable to the vacancy rates in 1990. The owner-occupied housing unit vacancy rate in the Outagamie County was 0.9% in 2000 and the rental vacancy rate was 4.9%. The figures for Outagamie County and the Town of Center are below the HUD recommendations for vacancy to provide adequate housing choices in a community. This may be the reason why so many new homes are being constructed in the region. Available rental units are especially scarce in the Town of Center. However, without water and sewer facilities, apartment buildings and other types of traditional rental

structures will remain unavailable. Rental choices are limited to single family homes available for rent.

Cost of Housing

The available supply, age and condition of the housing stock are the basis for determining the demand for and cost of housing. The 1990 U.S. Census indicated that the median value of an owner-occupied home in the Outagamie County was \$64,400 and the median value in the Town of Center was \$81,200. Table 12 compares the 2000 median home values in all municipalities of Outagamie County. The **housing value in the Town of Center ranked 5th** of the 33 communities in Outagamie County.

TABLE 12 MEDIAN HOME VALUES IN OUTAGAMIE COUNTY TOWNS		
Town	2000 Median Home Value	Rank
<i>Town of Center</i>	<i>\$142,900</i>	<i>5</i>
Town of Black Creek	\$120,500	15
Town of Bovina	\$125,900	11
Town of Buchanan	\$149,400	2
Town of Cicero	\$95,400	18
Town of Dale	\$123,400	12
Town of Deer Creek	\$73,900	20
Town of Ellington	\$132,100	8
Town of Freedom	\$130,000	10
Town of Grand Chute	\$131,900	9
Town of Greenville	\$143,900	3
Town of Hortonia	\$143,800	4
Town of Kaukauna	\$139,800	6
Town of Liberty	\$123,300	13
Town of Maine	\$92,500	19
Town of Maple Creek	\$105,700	16
Town of Oneida	\$121,100	14
Town of Osborn	\$150,300	1
Town of Seymour	\$104,500	17
Town of Vandenbroek	\$137,700	7
Town Average	\$124,400	NA

Source: 2000 U.S. Census

Table 13 provides a detailed breakdown of the 2000 Census information pertaining to the value of owner-occupied housing units in the Town of Center.

TABLE 13 2000 TOWN OF CENTER OWNER-OCCUPIED HOUSING VALUE		
Cost Range	Number of Units	% of All Housing
Less than \$50,000	0	0%
\$50,000 to \$99,999	131	16.3%
\$100,000 to \$149,999	316	39.4%
\$150,000 to \$199,999	224	27.9%
\$200,000 to \$299,999	93	11.6%
\$300,000 or more	38	4.7%

Source: 2000 U.S. Census

With respect to rental housing, there were 62 renter-occupied housing units in the Town of Center in 2000. The median contract rent rate in the town was \$471 in 2000. This rate does not include utilities. This rate is competitive with the 2000 median contract rent rate for Outagamie County (\$534).

Additional information about housing prices in the Town of Center was obtained from the **Realtors Association of Northeast Wisconsin (RANW)**. Based on information available, the average selling price of a residential property in the town has remained fairly constant over the last five years. Specifically, the average selling price of a single-family home listed with RANW's Multiple Listing Service in 1997 was approximately \$164,000. In 2001, the average selling price had increased to about \$167,000. The information from the RANW also indicated that, on average, 15 residential properties are sold in the town each year.²

Housing Affordability Analysis

Does the cost of housing match the ability of residents to pay for it? This is the fundamental question to answer when determining housing affordability. There are many ways to answer this question. One common technique comes from the U.S. Department of Housing and Urban Development (HUD). This method involves comparing income to housing costs. According to HUD, housing is considered affordable when it costs no more than 30% of total household income. Per HUD standards, people should have the choice of having decent and safe housing for no more than 30% of their household income.

In 2000, the median **annual household income in the Town of Center was \$58,092**, and the **median monthly income was \$4,841**. Thirty (30%) percent of the median monthly income yields \$1,452 or less to be used for housing costs. The median value of a home in the Town of Center in 2000 was \$142,900 with the median mortgage payment of \$1,152. The median contract rent rate was \$471. Based on these figures, it is easy to understand why single-family

² The information provided by the Realtors Association of Northeast Wisconsin only includes properties listed through the Multiple Listing Service (MLS).

housing is the predominate housing choice in the town. Based on the median income and cost of housing, single-family homes are affordable to town residents.

Additional opportunities exist to establish affordable housing choices in the town. One viable option is **the infill of manufactured housing in the older, established areas around Center Valley**. It must be clearly stated that the Town of Center does not encourage additional mobile home park development or mobile home structures on individual lots. Manufactured housing is considered a viable affordable housing choice only if units are compatible in size, appearance and quality of area stick-built housing. Any manufactured housing unit must be constructed in accordance with local building and zoning restrictions. The manufactured home, once located on a property, should be virtually indistinguishable from 60 percent of site built housing located within a quarter mile of the home. Therefore, manufactured housing should have a similar roof pitch, garage facilities, and be located on a foundation, basement, or crawl space as a site built home would be required.



Two Photos Above are Examples of Desirable and Affordable Manufactured Housing with attached garages, appropriate roof pitch, front porches, and located on a foundation, crawl space or basement.

Rental housing is also an affordable housing opportunity. Presently, the Town of Center has a very limited supply of rental housing. In fact, nearly all existing rental housing is rented single family homes. However, it is anticipated that as the City of Appleton expands northward, additional rental housing opportunities, particularly as part of planned unit development and other mixed housing communities will follow.

Opportunities for Housing Choice - Barriers to Affordable Housing

Opportunities for elderly, disabled, and low-income housing are limited in the Town of Center. The existing housing supply consists primarily of single-family dwellings. There are **no assisted living or group facilities located in the town**. Therefore, seniors and disabled persons who reside in the Town of Center **must be able to either live independently**, have assistance available to them, or seek residency in Appleton or other larger nearby communities that can provide needed services.

The fundamental reason for limited housing choices in the Town of Center is the fact that the community is still rural in nature. Most of the town's development consists of low density single-family residential units.

The low density of development is not anticipated to change significantly during the life of this plan given the fact that the town has no sanitary district to accommodate denser development, county zoning restrictions, and resident opinion regarding desirable development. Consequently, the supply of jobs, public transportation and other services and opportunities that are necessary to accommodate low-income, elderly, and disabled populations will continue to be either unavailable or extremely limited in supply.

Future Housing Need

In the Town Survey, single-family housing was encouraged by 70% of respondents. Inversely, 78% percent of respondents discouraged multiple family housing developments. In fact, single-family housing is the most preferred type of any future development in the Town of Center.

When asked specifically about future single-family housing development patterns, 70% of respondents indicated the town should encourage single family homes on large lots (more than 1 acre). This corresponds with another survey question whereby 39% of respondents felt housing growth was becoming too dense.

Development on ½ to 1-acre lots was strongly discouraged by residents (58% discouraged). Likewise, residents did not seem to favor cluster developments. These responses are somewhat troubling in that they present a conflict with desires to protect farmland, open space and rural character (94% of respondents considered important) in the Town of Center.

The projected population for the Town of Center is 4,183 in the year 2025. Based on the projected population and persons per household projections, it is estimated that an additional 568 dwelling units will be needed by the year 2025. With these figures, it is important to remember that dwelling units do not necessarily equate to single-family homes. If development occurs as residents indicated in the community survey (single family housing on lots 1 acre or larger) at least 537 acres will be consumed over the next 20 years. Dwelling units can include apartments, duplexes, condominiums, senior housing units, etc.

TABLE 14: HOUSEHOLD PROJECTIONS		
Year	Projected Population	Projected Households
2005	3,378	1,202
2010	3,582	1,327
2015	3,786	1,462
2020	3,992	1,565
2025	4,183	1,673

Source: WI Department of Administration, 2004

These projected household growth rates translate into roughly 27 new units per year.

Housing Programs

A number of federal and state housing programs are available to help the Town of Center promote the development of housing.

FEDERAL PROGRAMS AND REVENUE SOURCES

HUD is the federal agency primarily responsible for housing programs and community development. Though many of its programs are directed to larger cities and urban areas, the Town of Center does qualify for some available funds. Specifically, HUD provides money to non-entitlement (i.e. communities with populations less than 50,000) communities through grants. In the State of Wisconsin, the Division of Housing and Intergovernmental Relations (DHIR) within the Department of Administration is responsible for the distribution of these federal funds. It awards these funds through a competitive proposal process.

The United States Department of Agriculture-Rural Development (USDA-RD) provides a variety of housing and community development programs for rural areas. Its programs are generally available to communities with populations of 10,000 or less. It provides support for rental housing development, direct and guaranteed mortgage loans for homebuyers, and support for self-help and cooperative housing development.

STATE PROGRAMS AND REVENUE SOURCES

Beyond the funds distributed through HUD, the DHIR administers several state funded programs that can potentially be used to finance housing improvements. Money available through the DHIR, because it is funded by general-purpose revenue, cannot be used to invest directly in housing development. However, funds can achieve the desired result by helping organizations develop the capacity to develop houses or by providing various types of financial assistance to homebuyers or renters through grants to local governments or non-profit agencies.

The Wisconsin Housing and Economic Development Authority (WHEDA) is a quasi-governmental agency that finances housing development through the sale of bonds. Unlike the DHIR, it receives no direct state-tax support. Therefore, WHEDA can provide mortgage financing for first-time homebuyers and financing for multifamily housing as well. Specific programs evolve and change with the needs of the housing market.

LOCAL PROGRAMS AND REVENUE SOURCES

The Town of Center, with Outagamie County, has the ability to affect the type and cost of housing available in the area through local regulations and policies. While most government regulations are implemented in order to protect public health, safety and welfare needs, they may also have unintended adverse impacts on affordability.

One technique for ensuring a range of housing choice is to provide a variety of densities and lot sizes. This can be regulated through recommended improvements -in the comprehensive plan, subdivision control ordinances (including conservation subdivisions), and local zoning controls.

At this time, Outagamie County enforces all zoning and subdivision controls in the Town of Center. While the town has no separate zoning or subdivision ordinances, it does have the authority to recommend against rezoning petitions. However, the county can still approve rezonings regardless of the town position. As growth continues in the Town of Center, other regulatory tools may need to be adopted to preserve the rural character of the area. Specifically, the Town of Center may want to consider developing growth management tools to gain better control over local land development. These ordinances must at least be as stringent as similar ordinances currently being enforced by Outagamie County.

Coordination with Other Comprehensive Plan Elements

Housing is the primary land use in the Town of Center. As such, it directly affects most other elements of this comprehensive plan. Land Use, Utilities and Community Facilities, Transportation, Economic Development and Agricultural, Natural, and Cultural Resources are all elements directly affected by housing. The goals and policies set forth in this Housing Element will affect these elements and vice versa. Therefore, it is important that the elements are consistent and support one another.

LAND USE ELEMENT

Land use dictates the amount of land available for housing, as well as its location, type and density. The *20-Year Future Land Use Map* devotes 6,630 acres to residential use over the next 20 years. Furthermore, the goals and objectives of the Land Use Element recommend reviewing building permit and residential platting activity to gauge development trends.

One major factor that will impact land use in the Town of Center is annexation by the City of Appleton. Appleton views annexation as a tool to direct growth and development. Generally, annexation requests are initiated by property owners to obtain various city services. Requests may be initiated by individuals who wish to develop vacant land or by owners who seek services to solve a problem, such as a failing septic system. Wisconsin law specifies that land contiguous to a municipality, not in an incorporated area, can be annexed by petition of a majority of electors in the area to be annexed and a majority of landowners.

Given the border agreement between the City of Appleton and Town of Grand Chute (which really precludes growth to the west), and the shared boundary with the City of Menasha to the south, Appleton has no choice but to grow north and east of its current boundaries. This pattern of growth has the potential to impact the Town of Center.

UTILITIES AND COMMUNITY FACILITIES

Improvements such as roads, sewer, water, parks, recreational facilities and schools all need to be coordinated with the housing decisions and vice versa. The best method to coordinate improvements is to follow the land use pattern presented on the *Future Land Use Maps* as closely as possible and plan for future improvements in a Capital Improvements Plan and Budget

as recommended in the Utilities and Community Facilities Element. This approach will greatly enhance the efficiency of capital improvements and services.

TRANSPORTATION

The location of housing affects commuting patterns and transportation costs. The inverse is also true - the location and density of housing affects transportation needs. The location of housing influences on which roads people drive or whether they need to drive at all. The affordability of housing also influences how far people must commute. If housing is not affordable, workers must commute from elsewhere. These factors were carefully considered in the Transportation Element to ensure compatibility with projected residential development.

ECONOMIC DEVELOPMENT

Housing needs must be linked to a community's economic situation. Specifically, it is important to ensure that the local housing supply is affordable to town residents working in the Town of Center or elsewhere within Outagamie County. For this reason, an affordability analysis is presented in this chapter. Moreover, given that housing is the primary land use in the Town of Center, quality local housing directly impacts the town's ability to finance needed improvements to support the local economy through receipt of property taxes.

AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

The desire to preserve agricultural and natural areas competes with the desire of others to build additional housing in the Town of Center. These competing interests are balanced through the land suitability analysis information presented in the Agricultural, Natural and Cultural Resources Element. This information helps to ensure that housing is located in areas that will have the least impact possible on existing farming areas (i.e. prime agricultural soils) and important natural resources, while still supporting additional residential development needs.

Goals and Objectives

Based on population projections and the predicted reduction in household size over that same period, it is estimated that there will be 537 number of additional housing units needed in the Town of Center in 20 years. To ensure that these units are of a high quality, goals and objectives are included here based on the information gained during the Strengths, Weaknesses, Opportunities and Threats (SWOT) Analysis and input from town residents and Plan Commission.

These goals and objectives were developed to ensure that the Town of Center remains a good place to raise a family for the next 20 years, with predominately single family residential uses in a growing community environment; a community which is open to new development, and one which also respects the opportunity for all property owners to receive fair value for their land; and a community which has defined standards for managing growth and maintaining an effective planning.

OVERALL GOALS

1. Maintain the environmental assets and rural character of the community so that it continues to be an attractive place to live.
2. Conserve or improve the quality of existing single-family housing stock and maintain housing values over time.

OBJECTIVES

1. Using the information provided in the Agricultural, Natural and Cultural Resources Element, identify and map areas for primary and secondary conservation in the Town of Center.
2. Consider developing a conservation subdivision ordinance to encourage the preservation of natural areas, minimize the impact of sprawl, and protect farmland in the town. Use the model ordinance developed by University of Wisconsin Extension as a resource in this effort.
3. Encourage "low impact" development within the town that can help reduce stormwater runoff and flooding.
4. Support county programs and consider new programs that will provide elderly and disabled residents with housing services in the Town of Center so these residents can continue to live independently.
5. Coordinate with nearby cities and villages to direct large alternative and multiple family developments to these environments where appropriate services are available.
6. Survey seniors to understand the services that are needed locally.
7. Educate town residents about the importance of property maintenance.
 - a. Develop articles for the town newsletter that highlight property maintenance techniques and benefits.
 - b. Annual Maintenance recognition program
 - c. Coordinate with the area school districts, local churches and community service organizations to provide volunteer services on "Make A Difference Day" as well as a regular program to assist seniors and disabled residents in need of home maintenance services.
8. Educate new residents moving into the area about what it means to live in the country.
 - a. Develop "welcome" packet for prospective and new homebuyers in the area.
 - b. Have local realtors and area builders distribute
9. Encourage quality affordable housing opportunities in the Town of Center by:
 - a. Supporting the efforts of private, non-profit organizations like community housing development organizations (CHDOs) to develop affordable housing units in the Town of Center.
 - b. Encourage enforcement of town and county residential codes and ordinances to ensure that rental properties are in good condition.

5.0 TRANSPORTATION ELEMENT

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5.0 TRANSPORTATION ELEMENT

Introduction

The Town of Center's transportation system consists of local roads, collector streets, and a principal arterial. Certain areas of the town can also accommodate bicycle and pedestrian traffic. However, private automobiles are the primary means of transportation in, through, and around the town. During the Smart Growth Kick-Off Meeting, residents said they take pride in their county and town roads, which provide easy access through the area. Of concern to the town is traffic increases which present capacity issues on town and county roadways, the lack of transit opportunities for seniors and the developmentally disabled, and a lack of public sidewalks.



Transportation Vision

By 2025, the Town of Center transportation network has expanded to accommodate its growing population. Town roads that existed in 2004 are now collector streets for subdivision developments. The STH 47 and CTH A corridors have been expanded to 4-lanes, with an interchange, to accommodate traffic and maintain the link between the Town of Center and City of Appleton. Trails provide connections from neighborhoods to natural areas throughout the county.

Inventory of Existing Transportation Facilities

Transportation facilities in the Town of Center provide a varied mix of facilities ranging from rural town roads to a state trunk highway. While residents enjoy easy access to STH 47 and nearby access to USH 41, opportunities for safe pedestrian travel are limited given a lack of sidewalks and few trail facilities to connect developed areas. For the most part, residents rely on their personal vehicles to meet most of their transportation needs. Other modes of transit, including light rail and air transportation are not available in the town, nor are they likely to be developed prior to 2020 given that the population and local businesses do not demand, nor can they support, these types of transportation services. Air transportation service is available to town residents at the Outagamie County Regional Airport, which is located approximately 15 miles away in the Town of Greenville.

PEDESTRIAN FACILITIES

Most local roads in the town have limited shoulder areas and the posted speed limits are usually 45 miles per hour or more. These conditions hamper safe pedestrian travel opportunities. Moreover, given the relatively low-density development pattern and the fact that nearly all



goods and services are located several miles away in nearby cities and villages, walking to places of work, shopping or entertainment is not realistic for most residents. It is simply much easier to drive. This situation is not anticipated to change over the planning period. As a result, people without access to private vehicles face severe transportation challenges in obtaining services and employment, especially given that there is no public transportation service available in the town. Seniors and the disabled are particularly challenged to find adequate transportation.

Potential opportunities for pedestrian travel are best in the Center Valley Area and in some of town's rural subdivision developments. The development in the Center Valley Area is more compact and could potentially support sidewalks. The subdivision developments include neighborhood streets that have very limited traffic volumes to interfere with pedestrian safety. However, the major issue with respect to pedestrian opportunities in the town is the lack of connection between subdivisions and areas like Mackville and Center Valley. STH 47 is also a major obstacle to safe pedestrian access across the town and in Mackville.

CYCLING OPPORTUNITIES

As part of its **State Highway Plan 2020**, the Wisconsin Department of Transportation (WisDOT) completed a bicycling conditions assessment in conjunction with planned state highway priority corridors, to identify key linkages in Outagamie County.

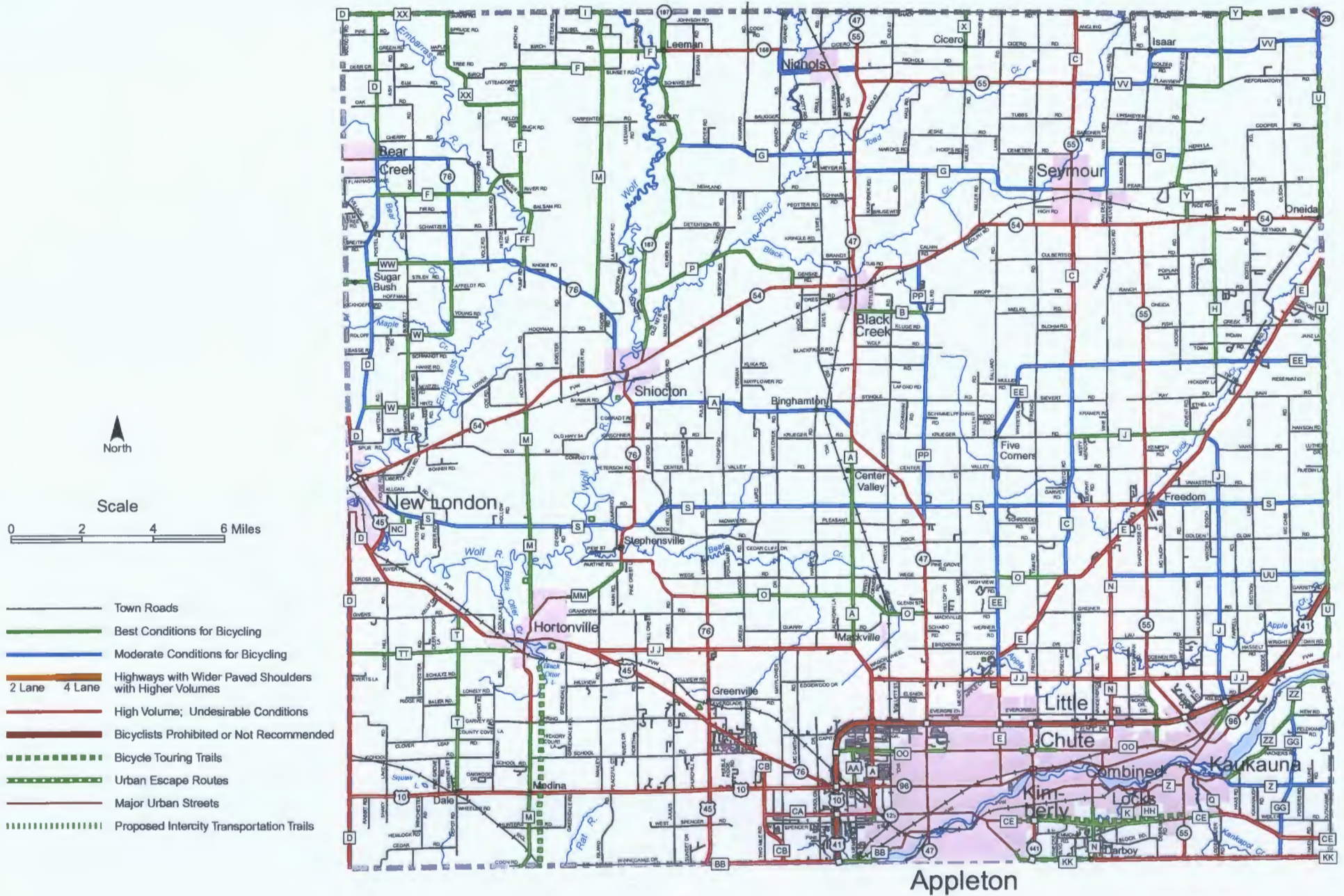
The WisDOT Map provided on the next page only suggests possible bicycle routes along state, county, and local roads. Although the plan does not establish bicycle routes in these areas, routes along state highways will be included in WisDOT's State Highway 2020 Plan and WisDOT will control their development.



In the Town of Center, WisDOT has identified **CTH A and CTH O as having the best conditions for bicycle routes** in the Town of Center. CTH A would provide a connection between CTH JJ and STH 47. A bicycle route along CTH O would connect STH 47 and STH 76. CTH S is also identified as a potential local bicycle route across Outagamie County from New London to CTH U. **CTH EE is classified as having moderate conditions** for cycling, slightly less desirable than CTH A, CTH O and CTH S. **CTH JJ is not recommended** for a bicycle route given the high traffic volumes along this roadway.

WisDOT also considers town roads in Center based on their appropriateness for bicycle traffic. Specifically, WisDOT considers road width (i.e. ability to accommodate a shoulder path) and traffic volume as primary factors for bicycle paths. Secondary considerations include the percent of truck traffic and site distance restrictions. All town roads in Center are considered acceptable by WisDOT standards for cycling. **Meade Street is specifically suggested as a potential north-south connection route through the Town of Center**, as a safe alternative to STH 47, which due to high traffic volumes is not recommended as a bicycle route.

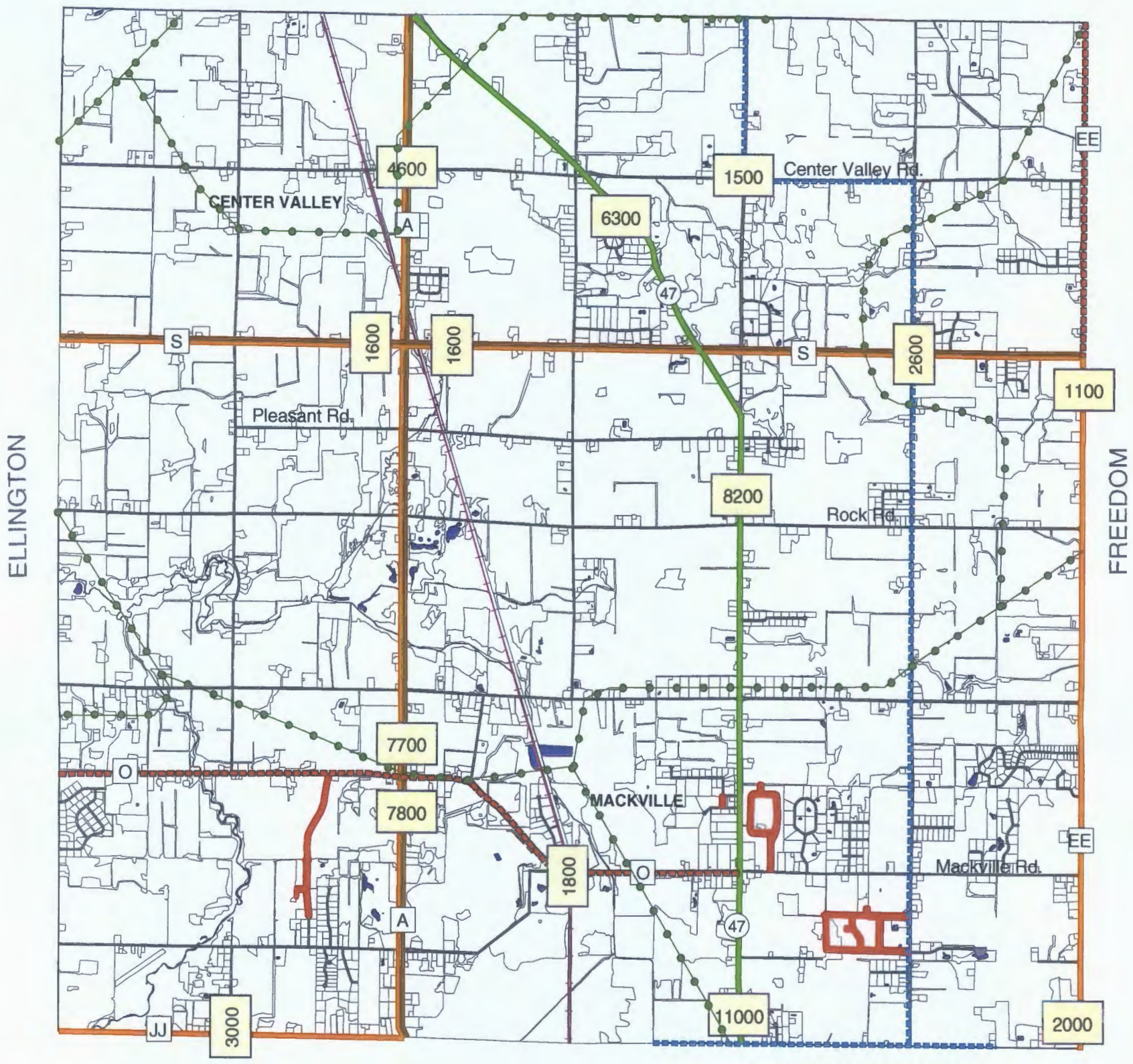
Bicycling Conditions Outagamie County



TRANSPORTATION NETWORK

TOWN OF CENTER

BLACK CREEK



GRAND CHUTE

OMNI
ASSOCIATES

PROJECT # M1059A01
DATE: 6/10/2002
DRAWN BY: KAL
REVISED: 03/09/04

ONE SYSTEMS DRIVE APPLETON, WI 54911
PHONE: (920) 735-6900 FAX: (920) 830-6100

Location- F:\MUNICIPAL\JOBS\M1059A01\GIS\CENTLIB\Transportation_11x17.mxd
Source: East Central Wisconsin Regional Planning Commission
Outagamie County

Legend

- RAILROAD
- ROADS
- PROPOSED MINOR ARTERIAL
(Existing Major Collector)
- PRINCIPAL ARTERIALS
- MAJOR COLLECTORS
- MINOR COLLECTORS
- SNOWMOBILE TRAILS
- PROPOSED BIKE TRAIL
(Outagamie County Greenway Plan)
- FUTURE ROADS
- WATER
- TRAFFIC COUNTS
(Outagamie County Highway Department)



The WisDOT suggestions for bicycle paths along county and town roads are simply suggestions. They are not firm recommendations. The *Outagamie County Greenway Plan* has additional recommendations for bicycle and pedestrian trails in the county. In the Town of Center several trails are recommended. Specifically, the plan suggests **trail routes be established along CTH EE, CTH JJ, CTH O, Quarry Road (between CTH O and CTH A), and adjacent to Bear Creek.** The routes suggested by WisDOT are not currently part of the *Outagamie County Greenway Plan*.

In the Town Survey, residents were asked to provide their opinion about trail development. Of all recreation amenities available in the town, bicycle and pedestrian trails were considered the most inadequate recreation facility. However, when asked whether trails should be developed, respondents were divided: 39% of respondents indicated trail development was important, 31% indicated they were not sure and 29% considered trail development unimportant. The primary issue seemed to be the cost of developing trails. If the county provided the trails, it is likely more residents would be in favor of their establishment.

RAILROAD CORRIDORS

The **Soo Line Railroad** corridor bisects through the Town of Center, running somewhat parallel to STH 47. There are no plans to establish additional rail corridors in the town. This situation is not anticipated to change over the life of the plan.



STREETS AND HIGHWAYS

In the Town Survey, residents were asked to rate roads in the Town of Center. The majority of residents (85%) indicated roads were in good or fair condition. Ten percent (10%) of respondents indicated maintenance was needed.

Streets and highways are classified according to their primary function, either to move vehicles or to serve adjacent land. Arterials accommodate the movement of vehicles, while local roads are designed to provide direct access to individual parcels of land. Collectors serve both local and through traffic by providing a connection between arterials and local roads. Facilities classified under the Federal Aids Secondary System (county trunks and state highways) qualify for federal aid for capital projects involving construction, reconstruction or repair. State highway aids are available to communities for construction and maintenance. Aids cannot exceed 85% of expenditures based on a 3-year average.

Principal Arterials. STH 47 is the only roadway classified as a principal arterial in the Town of Center.

Minor Arterials. Currently, there are no minor arterials in the Town of Center. However, CTH A and CTH S are scheduled to be upgraded, this change will likely result in CTH A becoming a minor arterial.

Major Collectors. County highways EE, S, JJ, and A are considered major collectors in the Town of Center. CTH EE forms the town's eastern boundary with the Town of Freedom. CTH S runs east and west across the northern half of the town. CTH JJ extends between CTH A and the town's western boundary. CTH JJ is the southern boundary of the town of Center in this area. CTH A, traverses directly north and south across the town, somewhat parallel to STH 47.

Minor Collectors. CTH O, west of Mackville, is classified as a minor collector in the town, as is EE north of CTH S.

Local Roads. The remaining roads in the town are local. They provide access to residential, commercial and industrial uses within the Town of Center.

Streets and highways are classified according to their primary function, either to move vehicles or to serve adjacent land.

- ✓ **Principal Arterials** – serve interstate and interregional trips.
- ✓ **Minor Arterials** – accommodate inter-regional and inter-area traffic movements, often in conjunction with principal arterials.
- ✓ **Major Collectors** – provide service to moderate sized communities and other intra-area traffic generators. Many county trunk highways fall into this classification.
- ✓ **Minor Collectors** – these roads collect traffic from local roads and provide links to all remaining portions of smaller communities and other higher function roads.
- ✓ **Local Roads** – provide direct access to residential, commercial and industrial development.

All the roads described in this section are illustrated on the *Transportation Network Map*. Available traffic count information at key intersections from Outagamie County is also provided on the map.

MASS TRANSIT

Mass transit via bus, high-speed rail, or other means is **not currently available** in the Town of Center. It is also **not likely to be established** in the next 20 years given the relatively low density of development in the town. Simply put, the density of development in the town cannot provide the ridership needed to support a local transit system. The town has no plans to establish any transit service. Outagamie County, through its Health and Human Services Department, provides door-to-door advance reservation transportation for all persons with disabilities and persons 60 years or older who reside in rural areas of Outagamie County (outside of the Fox Cities). This service is provided through a contract with Kobussen Buses, Ltd. Transit dependent residents of the town must rely on the assistance of friends or family, or hire private transportation providers to meet their transportation needs.

WATER TRANSPORTATION

Bear Creek, Mackville Creek, and a small segment of Duck Creek in Section 1 are the primary water features in the town. Although classified by the Wisconsin Department of Natural Resources (DNR) as “navigable streams,” these creeks are not deep enough or wide enough to support water-based transportation opportunities.

TRUCK TRANSPORTATION

STH 47 is the primary trucking route through the Town of Center. WisDOT has officially designated STH 47 as a truck route. This designation is based on the design of the roadway to withstand truck weight and traffic. STH 47 connects the town to USH 41 and STH 29. In turn, these two highway corridors connect to several other major highways around the state and beyond. Local truck traffic is found on several other county trunk roads in the town, but it is much more limited in volume than the truck traffic on STH 47.



AIRPORTS

As previously mentioned in this chapter, residents of the Town of Center have easy access to **Outagamie County Regional Airport**.

TABLE 15
AIRPORT RUNWAY SPECIFICATIONS

Runway Name	Length	Width	Surface Material
Outagamie County Regional Airport RWY 3-21	7,001 feet	150 feet	Grooved Concrete
Outagamie County Regional Airport RWY 11-29	6,501 feet	150 feet	Grooved Concrete

SOURCE: AirNav.com

Outagamie County Regional Airport is located three miles west of the City of Appleton in the Town of Greenville. The airport includes two runways, a gift shop, sandwich shop and car rental facilities. The airport also offers fuel, charters, maintenance services, avionics services, aircraft sales/leasing/brokerage, hanger space rental, catering, pilot supply sales, courtesy transportation, parking and a flight school/flight training facility.

In 2000, Outagamie County Regional Airport had 279,300 passenger enplanements (WisDOT, 2000). Moreover, in 2000, the airport was responsible for 9,458,136 pounds of enplaned cargo.

In 2002, the airport was remodeled and expanded from a two-gate facility to a new seven-gate concourse with jetways. The airport is considering additional runway expansion projects in the future to handle the high volume of passengers that pass through the airport each year.



According to the WisDOT State Airport System Plan for 2020, Outagamie County Regional Airport will continue to provide air carrier and air cargo service through 2020 and beyond. The airport will remain an important component of the state's air passenger system. Based on the information provided in the WisDOT State Airport System Plan, the Outagamie County Regional Airport has already exceeded its forecasted passenger enplanements for 2010 (270,000). By 2020, it has been forecasted that the airport will see 303,000 passenger enplanements. However, this figure is likely far below the actual number of passenger enplanements that will

be experienced in 2020, particularly given the expansion plans. At this time we are unable to accurately predict the impact the events of September 11, 2001 will have on air passenger enplanements in the long-term. However, based on first quarter 2002 reports, the traffic at the airport is close to pre-September 11 volume.



Artist Renderings of the updated Outagamie County Regional Airport

Summary of Existing Transportation Plans

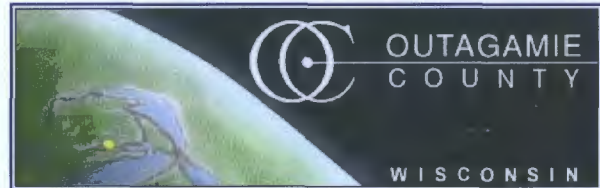
WISDOT STATE HIGHWAY PLAN 2020

Wisconsin's State Trunk Highway system, consisting of approximately 11,800 miles of roads, is aging and deteriorating at the same time traffic is increasing. In response to this critical issue, WisDOT, in partnership with its stakeholders, has developed the *WisDOT State Highway Plan 2020*, a 21-year strategic plan which considers the highway system's current condition, analyzes future uses, assesses financial constraints and outlines

strategies to address Wisconsin's traffic movement and safety needs. The plan is updated every six years to reflect changing transportation technologies, travel demand and economic conditions in Wisconsin.

STH 47 is the only corridor in the Town of Center impacted by the *WisDOT State Highway Plan 2020*. The plan classifies STH 47 as a moderately congested corridor. For this reason, WisDOT is planning to improve the corridor between Appleton and Black Creek by adding a partial interchange at CTH A and possibly expanding the roadway from 2 to 4 lanes.

OUTAGAMIE COUNTY



The Outagamie County Highway Department does not have an officially adopted transportation plan. Such a plan will likely be developed as part of the Outagamie County "Smart Growth" Comprehensive Plan. Outagamie County does have a five-year capital improvement plan that it uses to plan for long-term road improvement projects. According to the *2002-2006 Outagamie County Capital Improvements Program*, the following projects are scheduled to be completed in the Town of Center:

- ✓ **CTH EE Bridge Rehabilitation Project.** The bridge on CTH EE, north of Center Valley Road has badly deteriorated. As a result, corrective action must be taken to ensure a safe level of service to motorists. Federal Bridge Aids at 80% of the costs have been secured for the project, which is expected to commence in 2003 and be completed in 2004.
- ✓ **Reconstruction of CTH between CTH A and STH 47.** This proposed project is to totally reconstruct this section of county trunk highway to a two lane rural highway. The entire roadway has deteriorated to the point where reconstruction is required to reduce costly maintenance and provide an economical level of service. The project is expected to begin in 2002 and be completed in 2004.
- ✓ **Resurface CTH 0 between CTH A and STH 76.** The proposed project is to improve the existing asphalt surface by reclaiming the roadbed and surfacing this segment of CTH 0. The project is planned for 2006.

Current priorities for the Outagamie County Highway Department include continuing to provide required maintenance and improvements to existing county roads. The Town of Center has traditionally coordinated with the county for road improvements and this relationship should continue.

MIDWEST REGIONAL RAIL INITIATIVE

Since 1996, the Midwest Regional Rail Initiative



(MWRRI) advanced from a series of service concepts, including increased operating speeds, train frequencies, system connectivity and high service reliability, into a well-defined vision to create a 21st century regional passenger rail system. This vision has been transformed into a transportation plan known as the Midwest Regional Rail Systems (MWRRS). The primary purpose of the MWRRS is to meet future regional travel needs through significant improvements to the level and quality of regional passenger rail service. The major MWRRS elements will improve Midwest travel. These elements include:

- ✓ Use of 3,000 miles of existing rail rights-of-way to connect rural, small urban and major metropolitan areas throughout Minnesota, Iowa, Missouri, Illinois, Indiana, Ohio, Michigan and Wisconsin.
- ✓ Operation of "hub-and-spoke" passenger rail system through Chicago to locations throughout the Midwest.
- ✓ Introduction of modern train equipment operating at speeds up to 110 mph
- ✓ Provision of multi-modal connections to improve system access
- ✓ Improvements in reliability and on-time performance

The cost to provide the improvements needed to facilitate a Chicago-Milwaukee-Minneapolis/Green Bay Route would be \$978 million, including rolling stock (i.e. passenger cars) and infrastructure improvements (i.e. track improvements). If the plan is carried out, residents of Center will be able to access a train in Green Bay or in the City of Oshkosh (planned connection point) to connect in Milwaukee to a high-speed rail line. The current schedule provided in the MWRRS plan calls for the entire project to be completely on-line by 2012. The first phase of the MWRRS plan in Wisconsin calls for 110 mph rail service between Madison and Milwaukee, and continuing to Chicago by 2003.

EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION

The East Central Wisconsin Regional Planning Commission (ECWRPC) has adopted transportation goals and supporting objectives, which it uses to evaluate transportation plans developed in the region. As part of the comprehensive planning process, these goals were reviewed to ensure consistency with the *Town of Center Comprehensive Plan*. Many of the ECWRPC goals relate to services and facilities that are not available in the Town of Center (i.e. airports, etc.).

The overall goal for the regional transportation program is "*to provide a safe, efficient and environmentally sound transportation system that provides personal mobility for all segments of the population and supports the economy of the region.*" This statement is consistent with the vision and goals set forth by the Town of Center. To support this goal, the ECWRPC has outlined a series of objectives pertaining to: integrated planning, maximum street effectiveness, an efficient street and highway system, safety, minimum environmental disruption, compatibility with land use patterns, conservation of energy, and multi-modal interaction. Each of these objectives is addressed to the fullest extent practical in this chapter of the *Town of Center Comprehensive Plan*.

PASER RATING SYSTEM REPORT

In 2001, the Outagamie County Highway Department completed a Pavement Surface Evaluation and Ratings (PASER) for all Town of Center roads in accordance with WisDOT requirements. PASER is a visual inspection system to develop a condition rating for community roads. PASER is an important tool for smaller government unit planning because it gives a picture of road conditions on all roads and can identify candidates for maintenance and rehabilitation. Surface defects, cracking and potholes are all examined during a typical PASER evaluation. Paved roads are rated 1 – 10 based on their condition. Gravel Roads are rated 1-5.

Paved Roads Rating	Need(s)
Rating 9 & 10	no maintenance required
Rating 7 & 8	routine maintenance, cracksealing and minor patching
Rating 5 & 6	preservative treatments (sealcoating)
Rating 3 & 4	structural improvement and leveling (overlay or recycling)
Rating 1 & 2	reconstruction

Gravel Roads Rating	Need(s)
Rating 5	no maintenance required
Rating 4	good; routine maintenance
Rating 3	fair; ditch improve. & culvert maintenance; gravel in some areas
Rating 2	Poor; new aggregate; ditch reconstruction & culvert maintenance
Rating 1	Failed; rebuilding

It is important to understand that the town roads were rated in segments. As a result, a portion of a particular road may rank as 9, whereas a different segment may only rank as 6. These fluctuations can greatly impact the overall need for construction improvements.

Table 16 provides the total number of miles of roadway in the town by each PASER rating. In total, there are 58.59 miles of roads in the Town of Center. 57.33 miles are paved and 1.26 miles are unpaved (unpaved roads are rated on a scale of 1 to 5, with 5 being the best). **The majority of town roads ranked as a “6” in the PASER results.**

TABLE 16 MILES OF ROADWAY BY PASER RANKINGS		
PASER RANK	TOTAL MILES OF PAVED ROAD	TOTAL MILES OF UNPAVED ROAD
1	0	0
2	0	0
3	2.900	0.210
4	3.920	0.070
5	12.890	0.980
6	20.650	NA
7	10.310	NA
8	4.470	NA
9	1.000	NA
10	1.190	NA

Source: 2001 PASER Rating System Report, Town of Center

According to the PASER manual, it is recommended that communities strive to attain a rating of 7 for all roads. Likewise, the Town of Center places a strong priority on maintaining local roads. To achieve this goal, if, in the future, the town decides that additional tools are necessary to achieve the same level of assessment of its roads to determine the best course of action with respect to annual road improvements and to maximize its available funds, it is recommended that the town **further analyze its PASER results using PASERWARE**. This software program is designed to help communities consider different scenarios for optimizing road maintenance and improvements expenses. Using PASERWARE, a community can determine what sequence of improvements is recommended to meet a certain goal (i.e. get all roads to a 7 rating). PASERWARE also will provide cost estimates for maintenance and construction projects. If desired, the town can provide the PASERWARE with the total funds available for roads in a given year, and the program will recommend ways to best spend the money to obtain the greatest return.

Based on the 2001 PASER results, the Town should also consider developing a **capital improvements program** to effectively plan for road improvements in relation to other town spending needs. A capital improvements plan and budget may use the recommendations of PASERWARE, to plan for road improvements in a 5 – 6 year cycle. For additional information about capital improvement programs, refer to the Utilities and Community Facilities Element.

COMPARISON TO STATE AND REGIONAL PLANS

Generally, there is a division in jurisdiction related to transportation facilities and services (i.e. County Roads, State Highways, and Town Roads). The transportation network in the Town of Freedom requires coordination between these jurisdictions to work efficiently. Therefore, in developing this plan, the town invested a significant

amount of time researching and coordinating with county, regional and state transportation plans, policies and programs. As a result, the town's transportation goals, policies, objectives and programs compliment state and regional transportation goals, objectives, policies and programs by providing local transportation facilities and services that connect to county/regional and state facilities.

Transportation Issues and Concerns

EXPANSION OF STH 47

The primary transportation issue facing the Town of Center is the proposed **expansion of STH 47 with the planned construction of the CTH A bridge in 2005 and a partial interchange after that.** While Town and WisDOT Officials do not believe that STH 47 will be expanded from 2 to 4 lanes through the town in the next 20 years, traffic volumes do present an issue along the corridor. To ensure that STH 47 continues to function as an through route, WisDOT will impose access restrictions. As a result, driveway requests will be limited along the corridor to minimize points of access and potential conflict along the corridor.

The upgraded STH 47 and CTH A interchange will **create development opportunities and pressures.** The town would like to capitalize on this opportunity for increased development, but not at the expense of the town's rural character. Any development at or near interchanges must be well-planned and adequately served by utilities and community facilities. To support the safe and efficient movement of traffic, the town also supports the utilization of frontage roads and intersecting town and county roads to ensure that the development will not interfere with traffic flow along STH 47.

Travel time will be decreased between the Town of Center, the Fox Cities, and USH 41. As a result new residents may move to the town to enjoy the rural atmosphere provided in the town and the economic activities available elsewhere. Decreased commuting times and reduced congestion may bring additional residents to the town. This may create additional demand for housing, roads, utilities, schools and other community facilities. If not carefully planned, additional growth may negatively impact the town's rural character and create congestion.

TRANSPORTATION BUDGETING

Another long-standing transportation issue is the ever-present concern of road maintenance and improvements costs. Town road projects are a **major expense and can consume a large share of the limited town budget.** This plan recommends strategies, including a capital improvements program and budget, to help the town to effectively budget for these costs over time.

A **capital improvements program and budget (CIP/B)** in the Town of Center would serve as the town's present and near-future financial plan to match future capital improvement costs, such as roads, to anticipated revenues. The Town of Center Planning

Commission should be given the authority to develop and review the CIP/B, thereby linking planning to the annual budgetary process. CIP/B are usually prepared for five or six years into the future and updated annually. The CIP/B process would first identify and then prioritize capital expenditures. An estimated cost and means of financing each capital expenditure would be included as part of the process. The desired expenditures would be compared to the budget to determine annual spending priorities. The process helps to ensure that improvements are made in a logical order and do not “surprise” town officials or taxpayers.

SNOW REMOVAL

In the Town Survey, residents repeatedly expressed concern about snow removal practices. It seems many residents commute to work beyond the town limits and roads are not plowed in all areas during the early morning hours. To address this concern, the town will review its snow removal practices and consider methods and techniques to improve service. For example, it may be determined that it better serves residents to plow north-south routes first.

SPEED AND SAFETY

In the Town Survey, many residents indicated that they are concerned about the speed motorists travel on town, county and state roads. Compounding the situation, some residents felt that signage was worn in areas and difficult to read. To address these issues, the town will continue to communicate concerns with the state and country related to county trunk and state highway corridors. For town roads, the town will continue to evaluate needed improvements using PASER techniques, and annually consider opportunities to install signage as part of a capital improvements program.

Coordination with Other Required Plan Elements

ISSUES AND OPPORTUNITIES

How do transportation facilities affect the aesthetics of the town? Aesthetics refer to the “appearance and character” of an area. Generally speaking, a transportation project should reflect the aesthetics of a community. For the Town of Center the aesthetic character varies significantly from one area to the next. The concentrated development around Mackville and Center Valley is very different from the rural farmland areas elsewhere in the town.

The Issues and Opportunities Element establishes the framework for planning – the overall future vision – the ideal from which this plan has been developed. That vision will impact the way the town considers and approves changes to the transportation network. It will also guide their participation in activities sponsored by WisDOT. To realize the vision, and support the transportation vision presented in this chapter, the town will seek to preserve scenic areas using easements, designing road projects to fit into the

natural landscape and landscaping areas where necessary to retain the rural character after road construction is completed.

AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

This critical question with respect to the Transportation Element and this element is: how will changes to the transportation system impact the preservation /protection of environmental resources such as water quality? Given that the town only has jurisdiction over town roads, the answer to this question in many areas of the Town of Center will likely be dictated by actions of Outagamie County and WisDOT. However, both agencies have policies in place designed to protect the natural environment. In particular, WisDOT is charged with taking into consideration locally adopted comprehensive plans when making transportation decisions. A representative of WisDOT was invited to participate in the Intergovernmental Meeting of the comprehensive plan. It will be incumbent upon town residents and leaders to continue to participate in public hearings and other opportunities for input, to ensure that local interests are realized in these projects as they relate to the natural environment.

UTILITIES AND COMMUNITY FACILITIES

How will the Town of Center ensure that the decisions made for the transportation system preserve the existing facilities and potentially reduce the need for expansion or realignment? The answer to this question is realized in the Land Use Element whereby the location of future development, and associated transportation improvements, are correlated to the location of adequate utilities and community facilities.

ECONOMIC DEVELOPMENT

Providing a quality transportation system is important to the success of any business. Just as businesses need good access, employees also want to be able to efficiently access their places of employment. Lack of access to employment opportunities may affect individual decisions to seek employment or live in a community. In the Town of Center these issues were carefully considered, particularly with respect to the location of new commercial and industrial development. The local solutions to these issues are reflected on the *Future Land Use Maps*.

LAND USE

While transportation improvements generally respond to changes in land use, they also have the potential to directly and indirectly affect land development either by inducing new development or altering the pattern of existing development. However, land use changes are dependent on other factors as well. These include local plans, zoning, taxation, and the provision of public services.

What steps will be taken to ensure that transportation decisions and land use decisions are compatible? Although transportation is not the only influence on land use, it is important to be aware that decisions regarding the transportation system may impact land use both directly and indirectly. Direct impacts are caused by the construction of a new transportation facility, changes to an existing facility, and/or decisions to change traffic patterns along a facility. These may result in positive or negative impacts. Efforts were made to plan accordingly for land uses along STH 47 and the many county roads in the town. The result of these efforts is reflected on the *Future Land Use Maps*.

IMPLEMENTATION

Through the development of a capital improvements plan and budget, the associated costs of the transportation element can be addressed. The town's capital improvements plan and budget will seek to not only plan for town expenditures but also to locate grant and low interest loan opportunities that may exist to fund needed improvements.

Goals and Objectives

It is the goal of the Town of Center that residents will enjoy safe streets and highways with minimal traffic congestion and safe bike/pedestrian routes and trails. Because the Town of Center has a limited amount of control over county roads and state highways, the goals in this section are related to actions that the town can control. The Town of Center will work, in accordance with the Intergovernmental Cooperation Element of the Wisconsin "Smart Growth" Law, with Outagamie County and WisDOT to ensure that adequate community transportation facilities are available to serve the area.

GOALS

1. To maintain and improve town roads in a timely and well planned manner.
2. Seek to expand opportunities for alternative transportation (i.e. walking and cycling) in the Town of Center.

OBJECTIVES

1. In accordance with state law, using PASER, continue to update road ratings in the Town of Center, as required.
2. Develop a Capital Improvements Program to coordinate and plan for annual roadway improvements and maintenance as well as and other capital improvements.

3. Become an active partner in transportation improvements made in the town by WisDOT and Outagamie County by:
 - A. Partnering with WisDOT, the Outagamie County Highway Department, and the ECWRPC to participate in the STH 47 corridor study effort and to develop an Official Map of the town illustrating planned future town roadways.
 - B. Providing copies of this plan to WisDOT and Outagamie County
 - C. Coordinating with Outagamie County during the development of the County Comprehensive Plan to ensure that town interests are represented
 - D. Supporting efforts of Outagamie County to implement the *Outagamie County Greenway Plan*.
4. Coordinate with Outagamie County so when improvements/reconstruction of county roads are scheduled, appropriate consideration is given to the development of bike paths.

6.0 UTILITIES & COMMUNITY FACILITIES

ELEMENT

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6.0 UTILITIES AND COMMUNITY FACILITIES ELEMENT

Introduction

Understanding the location, use and capacity of community facilities and utilities is an important consideration when planning for the future. This information, coupled with the demographic trends and projections, provides a realistic picture of service supply and demand. The community facilities and utilities discussed in this chapter were carefully considered in the development of the *Future Land Use Maps*.

Utilities and Community Facilities Vision

In 2025, residents enjoy nearby access to a full-range of services, including: medical care, retail, educational facilities and entertainment choices available in the Fox Cities. The Town strives to ensure that property taxes are minimized, without jeopardizing public health and safety.

The provision of town services and infrastructure are closely coordinated, well planned, and do not create unreasonable financial burden for residents. Town residents rely on monitored and treated well water. Municipal water and sewer service is only available in adjacent cities and villages.

Inventory– Location, Use, Capacity

What follows is a description of existing utilities and community facilities within the Town of Center. Outagamie County and private companies provide many of the services available to town residents. These arrangements have helped to control town costs. Therefore, included in this chapter is information about some of the utilities and community facilities provided by Outagamie County and private companies.

WASTEWATER COLLECTION AND TREATMENT

Residents in the Town of Center depend on **individual on-site wastewater systems** to accommodate the needs of residents and businesses located in the town. Municipal sewer service is available in adjacent cities and villages. Historically, properties that have sought to connect to municipal sewer service have been annexed. The Town of Center has no plans to establish its own wastewater collection and treatment system at this time.



STORM WATER MANAGEMENT

The Town of Center is in the **Duck Creek County Drainage District**. The Outagamie County Drainage Board is in the process of mapping the location of all drainage districts in the county. It will be important for the town to coordinate with the county with respect to any drain expansions or other changes. Areas of the town beyond the county drainage district are considered private drains or state drainage areas.

Storm water management requirements are found in the Outagamie County Subdivision Ordinance. In 2003, Outagamie County adopted a Stormwater Management and Erosion & Sediment Control Ordinance. These requirements/ordinances are applicable to commercial, industrial and residential development in the town. The standards require that storm water runoff after development shall not be at a greater peak rate than the rate of flow under pre-development conditions.

All proposed subdivision development projects require a storm water management plan per the Outagamie County Zoning Ordinance. Construction site erosion control is an important component of that plan submittal and review process. Moreover, the plan requires that storm water facilities implement Wisconsin Construction Best Management practices to address water quality as well as water quantity issues.

There are increasing concerns about the impacts of storm water runoff on the quality of receiving water resources like Bear Creek. Of significant concern is the impact of additional impervious surface area in the watershed. As development occurs, additional streets, parking areas and buildings are constructed which increase impervious surface. Within a watershed, as impervious surface area increases, area streams are adversely impacted. In fact, relatively low levels of impervious coverage can have a significant impact on the quality of area streams, like Bear Creek. To mitigate these impacts, the town is encouraged to pursue:

- **Watershed Planning.** All watershed-planning activities in the Town of Center should be coordinated with the Outagamie County Land Conservation Department to identify critical habitats, aquatic corridors and water pollution areas. Impaired streams have been identified in the Department of Natural Resource's (WDNR) 303(e) list.
- **Aquatic Buffers.** Aquatic buffers are natural areas on either side of Bear Creek and other area streams to buffer against runoff. The Outagamie County Shoreland Zoning Ordinance requires a permit for any filling or grading activity within 300' of any navigable stream as a minimum to protect the stream from harmful impacts.

- **Site Design Techniques.** Effective site design techniques will encourage the use of natural landscaping, limit impervious surface, enforce setbacks and buffers, and protect natural resources.
- **Storm Water Best Management Practices (BMP).** Storm water best management practices seek to reduce storm water pollutant loads, maintain ground water recharge and quality, protect stream channels and safely maintain the 100-year floodplain. Successful BMP's include ponds, wetlands, infiltration, filtering systems and open drainage channels. The county subdivision ordinance requires use of BMPs.
- **Erosion and Sediment Control.** Typically, erosion and sediment control requirements affect construction sites and farming operations. To be effective, erosion and sediment control measures need to extend beyond these two situations. Probably one of the most effective techniques is to reduce the time that soil is exposed. As with the other mitigation techniques outlined in this subsection, education will be critical to success.

The Town of Center has no curb and guttered areas. Storm water management requirements are limited to construction sites and agricultural limitations imposed by Outagamie County. There is no storm water management plan in place for the Town of Center. Open grass lined ditches serve to slow the flow of storm water, reduce erosion, filter pollutants, and allow infiltration of the groundwater.



WATER SUPPLY

Conversion of rural/agricultural lands to urban uses may impact the quality and quantity of groundwater. Groundwater

recharge will decrease as areas are paved over or built upon. At the

same time, withdrawal of groundwater in the region is likely to increase for domestic, commercial and industrial use. **All residential development in Center is currently serviced by private wells.** However, due to naturally occurring arsenic detected in some wells, concern is growing about the quality of the local water supply. The WDNR has required all wells in the town be cased and be to a lower depth due to the arsenic.

COMMUNITY SURVEY RESULTS

The survey results indicate that 85% of respondents consider well water quality very important and an additional 13% consider it important.

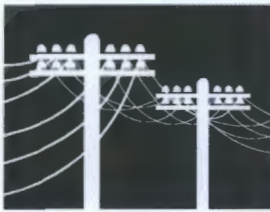
Private well owners in the town can take several steps to **reduce their exposure to arsenic.**

- First and foremost, wells should be **tested regularly** – at least once per year and anytime a change in watercolor, taste or odor is noticed.
- If the test exceeds 10 parts per billion for arsenic, water from the well should not be used for drinking or cooking.
- In these situations, residents can buy **bottled water**, **rebuild their well** to more stringent specifications than required under current well codes, or pursue a **treatment option.**

The Wisconsin Department of Commerce has approved two categories of devices for the removal of arsenic— **Point of Use (POU)** and **Point of Entry (POE)**.

- POU devices are used to treat water at the point of use such as a single tap. Distillation units provide safe water in batches while Reverse Osmosis (RO) units can be installed on a single tap.
- POE treatment systems treat all water entering the home. Either type of system must be properly installed and maintained to reliably remove the arsenic from drinking water.

The costs to develop a town municipal water system is excessive and could not be realized at this time.



ELECTRICITY AND NATURAL GAS

WE Energy provides electricity and natural gas service in the Town of Center. The company has a long history of supplying safe, reliable and reasonably priced service to its customers. WE Energy serves more than one million electric customers in Wisconsin and the Upper Peninsula of Michigan. In total, WE Energy's power plants produce 6,000 megawatts of generation from coal, natural gas, nuclear, hydroelectric and renewable energy facilities. WE Energy also purchases, distributes and sells natural gas to nearly one million retail customers in Wisconsin, including residents of the Town of Center.

we energies



WE Energy has no plans to expand the type or level of services offered in the Town of Center. It has adequate capacity to serve resident needs over the next 20+ years. The company has **two electric substations** in the town. One is located

on the corner of Center Valley Road and CTH A. The other is found at the corner of STH 47 and Wege Road. The company also has several electric overhead transmission line easements, which are illustrated on the *Utilities and Community Facilities Map* in this chapter.

ANR Pipeline Company (ANR) owns and maintains a natural gas transmission pipeline that provides WE Energy natural gas service. ANR was the first interstate pipeline to deliver natural gas supplies to Wisconsin, and it currently delivers most of the natural gas consumed in the state. ANR operates and maintains five compressor stations, four warehouses, 130 meter stations and more than 1,700 miles of pipeline. Wisconsin field operations are managed through an area office in Waukesha. ANR has no plans to expand its pipelines in the Town of Center. Residents living along the line were able to connect to the service.



SOLID WASTE DISPOSAL AND RECYCLING

The Town of Center has a **private contract with a hauler for resident roadside garbage collection**. Under the contract, the individual collects waste from properties in the town for disposal at the Outagamie County Landfill. The arrangement has worked successfully for many years and the town has no plans to change this service. If a change were needed, the town would investigate available options and select a carrier that could provide the best cost for the town.



In 1989, the State of Wisconsin adopted a recycling law. Beginning in 1995, the disposal of paper products such as newspaper, office paper, magazines and corrugated cardboard and containers made from aluminum and steel were prohibited from being disposed of in landfills. Certain glass and plastic containers were also banned. In addition, the recycling law also prohibited landfill disposal of tires, automotive batteries, oil, appliances, toxic substances and yard wastes.

The Town of Center has a contract with the same private hauler that collects waste to provide roadside recycling pick-up. This contract has been working well for many years and the town has no plans to change its arrangements.

In 2002, Outagamie, Brown and Winnebago Counties entered into an intergovernmental agreement - a 25-year contract - to utilize one landfill at a time, rather than have each county continue to provide their own landfill operations. This agreement will help to decrease labor and equipment costs by two-thirds.

During the first 3 years of the contract, Outagamie County will handle all land filling for the three counties. After that period, Winnebago County will reopen its landfill for the next 7 years until filled (approximately 2012). At that time, all collected waste from Winnebago, Outagamie and Brown Counties will be directed back to the Outagamie County Landfill for the next 7 years. Finally, the last 6-7 years, Brown County will collect all waste collected by the counties. This phased approach will utilize each county landfill until it reaches capacity.

Outagamie, Brown and Winnebago Counties have also entered into a recycling contract. The contract is only for 12 years, not the 25 of the waste management contract because all three counties had 6 years left on recycling contracts with participating municipalities and wanted to provide an option to renew for another 6 years. Also, the long-term status of recycling is not known. The Governor and some legislators are considering eliminating the mandatory recycling program.

Under the contract, all containers and paper products collected in Brown, Outagamie and Winnebago Counties will be processed at the Brown County Facility. This process will improve efficiency to reduce costs and ensure that facilities are adequate to meet local needs over the entire planning period.



PARK AND RECREATION FACILITIES

There is one park facility located in the Town of Center. It is on the same property as the Town Hall at the intersection of STH 47 and CTH

PP. The property includes a shelter, children's playground equipment, bathroom facilities and a volleyball court. A basketball court is also provided in the Town Hall Parking lot. The park includes approximately 20 acres.

COMMUNITY SURVEY RESULTS

In the community survey, residents were asked about desired recreation facilities. The results indicate that bicycle and pedestrian trails are inadequate. For other types of recreation features/areas (i.e. parks, playground equipment, sports fields, golf courses, hunting areas), approximately half or more of respondents considered choices adequate.

The Town of Center is also home to the **Outagamie Conservation Club**. This private shooting club is located on Mayflower Road, north of Wege Road.

Though seasonal, **snowmobiling** is also an important recreation opportunity in the Town of Center. There are two groups that maintain snowmobile trails in the Town of Center: the **Apple Creek Snow Riders** and the **Hill & Valley Riders**. These private clubs work with local landowners to secure rights to the trail routes. They also work with the State of Wisconsin to seek available funding opportunities to help pay for maintenance equipment and signage. Volunteers from these groups are responsible for trail maintenance. Nearly 80 families are members of the Apple Creek Snow Riders and nearly 60 families are members of the Hill & Valley Riders. The location of the snowmobile trail routes in the Town of Center is provided on the utilities and Community Facilities as well as the *Transportation Network Map*.

The **National Recreation and Park Association** recommends a community standard of 10 acres of local recreation land per 1,200 residents. The current population of the Town of Center is 3,248 persons (2002 DOA Population Estimate). To meet this standard the town would need to provide at least 28 acres of town parkland. The **East Central Wisconsin Regional Planning Commission (ECWRPC)** recommends 10 acres of local recreation land per 1,000 residents. **Based on this standard, 33 acres of parkland should be provided.**

Although open space acreage on private property can augment the town's park acreage, these facilities are not always available for general use by the public. It should also be noted that sizable county park facilities are available nearby. In fact, **Plamann County Park** abuts the town's southern boundary (east of Meade Street) and the **Boubolz Nature Center** is located immediately south of the town off CTH A. These two facilities are easily accessible for town residents, particularly those residents living in the southern third of the town.

There is a need for localized recreation opportunities, particularly in the southern third of the town which is experiencing rapid residential development. Likewise, trails,

connecting residents to nearby park facilities are also desirable and will increase local park and recreation acres to adhere to the National Recreation and Park Association and ECWRPC standards.

As is highlighted in the community survey results, residents are generally satisfied with available recreation choices. The Town of Center has a very limited budget. Given the high value of land, the town is not able to purchase additional property for park development. Moreover, given the limited number of town staff, personnel are not available to maintain a new park facility. Furthermore, town residents have access to many large county park facilities nearby that meet resident recreation needs. Therefore, the Town of Center has no plans to establish additional park facilities. During the implementation of this plan, the town will annually review this situation and consider new park facilities at that time.

COMMUNICATION FACILITIES

Access to communication facilities is very important in the modern economy. Several communication companies provide service to the Town of Center. The quality of communication services depends on the capacity of the lines and towers serving the town. This element will help to guide decisions for installation of upgraded facilities and lines that may be needed to provide quality services to town residents over the next 20 years.



- **Television and Radio.** There are no television or radio stations or towers located in the Town of Center. However, residents can easily receive radio and television stations located throughout the Fox Cities and Green Bay. Cable television service is available to town residents from Time Warner Cable. The company offers traditional cable and digital packages. Some residents have also decided to purchase satellites to receive additional channels.
- **Local and Long Distance Telephone Service.** Several companies offer local and long distance telephone service to town residents. Since many different providers are available, costs remain competitive and services are regularly upgraded to reflect new technologies and services in this competitive environment.
- **Town Newsletter.** The Town of Center publishes and distributes a newsletter for all town residents. This publication provides residents with information about official town business, local activities and other features.
- **Newspapers.** Though the Town of Center does not have its own newspaper, several area newspapers distributed from Green Bay and the Fox Cities serve residents.

- **Postal Service.** The Town of Center does not have a local post office. The U.S. Postal Service has no plans to establish a post office or storefront facility. The nearest available post offices are in the City of Appleton, Greenville, Grand Chute (near the Fox River Mall), and in Black Creek.



- **Cellular/PCS Towers.** The advent of advanced communication technologies, such as cell phones, has greatly increased the need for towers to provide receiving and sending capabilities. The federal government formally recognized this need by the passage of the Federal Telecommunications Act of 1996.

The **Federal Telecommunications Act of 1996** has increased the need for many local governments to examine their zoning ordinances to make sure that they do not discriminate against cellular communications in land use and zoning decisions. Under Section 704 of the act, townships do have the power to regulate the placement, construction and modification of personal wireless facilities, as long as the rules do not unreasonably discriminate between providers or prohibit service.

Currently, there is **one cellular tower located in the Town of Center**. It is located at W5185 Rock Road. This tower is located on private land. As a result, the town receives no revenue from this tower.

Any requests for additional tower facilities will require approval under the Outagamie County Zoning Code. As part of this process, the Town of Center Plan Commission reviews all applications. There are no applications pending for additional towers. Town residents have cellular service coverage from towers located elsewhere in the region.

Tower Location and Coverage. How large is the service area for a single cellular tower? This is a very complicated question to answer. Coverage areas depend on topography and tower height. In order to provide a complete network, towers must be able to "see" one another.



When cellular technology first came about, analog service required towers of a height of 300 feet or more. These towers could provide coverage within a five-mile radius of the tower. Today, new digital technologies, PCS, and the wireless Internet operate at a higher frequency than the older analog towers. This increased frequency reduces the coverage from a five-mile radius to a 2-3 mile radius. As a result, there is a need for more towers to serve the same area. If new

towers and antennas are needed in the town, the coverage zones will vary with frequency, height, and service type. A radio frequency engineer can determine the exact coverage areas for any new tower or antenna.

There are two “schools” of thought on tower height and location. One “school” prefers the use of several shorter towers in a community; whereas, the other group prefers the use of fewer taller towers. Each of these approaches can provide adequate coverage within a community, but do not necessarily eliminate the need for additional towers.

As technology changes and as demand for service increases, tower demand will soon follow. The Town of Center has several options to reduce the overall number of towers needed in the future and to minimize their visual impact. For example, co-location of several antennas on a single tower reduces the need for additional towers. Carriers also are more and more willing to camouflage their towers by locating antenna on church steeples, tall buildings, silos, tall power transmission lines and water towers. Each of these techniques can help to minimize the impact of the wireless industry in the Town of Center.



Future Tower Needs. Unfortunately, it is not possible to develop a map of specific locations to site towers in the Town of Center. This is because networks provided by different carriers have different location requirements for towers. Moreover, as technologies change and new licenses are granted for additional carriers to move into the area, locations identified on a map would quickly become outdated.

One problem with 1996 Telecommunications Act, from a local perspective, is that simply providing coverage is not enough. Communities must provide for networks from competing carriers licensed in an area. The number of licenses granted, and in turn, the number of towers needed is controlled by the FCC. Currently, there are seven (7) carriers licensed to provide cellular service in Eastern Wisconsin.

It is anticipated that in the next 5-10 years the primary coverage area for wireless service in the Town of Center will continue to be along the STH 47 and CTH A corridors. Beyond this timeframe, coverage will likely extend next to other county trunk lines and finally to remaining remote areas of the town. The rate of tower construction will depend on local demand, the number of licenses granted by the FCC, and the capacity of new towers to accommodate additional carriers.

CEMETERIES

Often overlooked, cemeteries are an important facility every community must provide. Currently, there are four cemeteries located in the Town of Center. All of the cemeteries are privately owned and maintained. What follows is a brief description of each cemetery in the Town of Center.

- **Center Emmanuel United Methodist Cemetery.** This cemetery is located in Section 18 on the corner of Pleasant and Hamble Roads. Though named after the church, a cemetery association actually privately owns it. The cemetery has approximately 560 graves sites, of which 157 are used. There are no plans to expand the cemetery in the future.
- **St. Edward Catholic Cemetery.** The St. Edward Catholic Cemetery is located in Section 26, on the corner of STH 47 and Mackville Road. It is approximately 1.5 acres in size. Currently, the cemetery is about $\frac{3}{4}$ full. In the future, the cemetery may remove a road in the cemetery to accommodate additional expansion.
- **St. John's Lutheran Cemetery.** Located adjacent to the St. John's Lutheran Church on STH 47, this cemetery is approximately 1 acre in size. The cemetery is fully occupied and the church has no plans to expand the cemetery or acquire additional cemetery space in the Town of Center.
- **12 Corners Cemetery (owned by the Ministry of St. John Church of Christ).** This cemetery is located west of the intersection of STH 47 and Twelve Corners Road. In the early 1970s, this cemetery was all but abandoned. An eagle scout reclaimed the cemetery and a group of families formed a cemetery association and acquired the deed to the land. In late 1994 and early 1995, the family-based association gave the cemetery to the St. John United Church of Christ to maintain the cemetery.

The property includes approximately 2 acres. Only 20 to 25% of this property is occupied (approximately 750 grave sites are available) and the landowners have negotiated with the neighboring farmer to acquire an additional acre or two in the future if expansion is ever necessary. The church is marketing the gravesites to its parishioners. The facility has been upgraded to include a garden used to spread ashes.

Given historical plot demands and available acreage, it is anticipated that cemetery space is limited to meet local needs for the next 20 years. Town residents may also use space available in other public and private cemeteries located elsewhere in Outagamie County and beyond.



HEALTH CARE FACILITIES

There are **no health care facilities** located in the Town of Center. However, town residents are minutes away from major medical centers, clinics, dental and optical clinics and other specialists in Appleton. The population in the Town of Center is not large enough or concentrated enough to support its own hospital or other major medical facility. Existing facilities available nearby are expected to meet all local health care needs.

CHILDCARE FACILITIES

According to the 2000 U.S. Census, of the town's 3,163 residents, 27.1 percent were under the age of 18. This is a very significant portion of the local population that has immediate and particular service demands (i.e. schools, parks, child care facilities). Moreover, as they grow into adulthood over the next 20 years, a portion of this population will help to determine the amount of future growth in the town as they find residences, have children, or move elsewhere. While school and park facilities are profiled elsewhere in this chapter, this section discusses childcare facilities available to residents of the Town of Center.

Even more significant than the high percentage of the population under 18, is the fact that 13.8 percent of the town's population was between the ages of 20 and 34 in 2000. This is the age group will be likely having children in the next 10-15 years. These children will also require access to childcare facilities, schools, parks and the like.

Currently, there are **no licensed childcare facilities** in the town. However, it is believed that a few residents offer informal childcare in their homes for their friends and family members. Many parents choose to utilize daycare facilities available in nearby cities, where the childcare environment is more competitive, which helps to keep costs controlled. Likewise, many people find it more convenient to select daycare providers located near to their place of work. Since most town residents work outside of the town limits, this helps to explain why there are no licensed facilities in the town.

Given the growing population, the Town of Center would consider a private licensed childcare facility, particularly in the southern third of the town where most new housing development is occurring.

SCHOOLS



Despite the fact there is not a public school building located in the Town of Center, portions of the town are included in **four different school districts**: Freedom, Hortonville, Seymour and Shiocton. What follows is a profile of each district. The school

district boundaries in the town are illustrated on the *Utilities and Community Facilities Map* presented in this chapter.

Freedom Area School District. The **Freedom Area School District** encompasses all of the Town of Freedom and parts of the Towns of Kaukauna, Center, Oneida and Osborn. The district's two school campuses are located in the Town of Freedom. The Freedom High School, Middle School and Administrative Offices have a combined campus located on the corner of STH 55 and CTH E. The elementary school is located on CTH E.

TABLE 17 FREEDOM AREA SCHOOL DISTRICT			
School Name	Grades	Enrollment	Capacity
Freedom High School	9-12	491	630
Freedom Area Middle School	6-8	341	450
Freedom Area Elementary School	K-5	724	800

SOURCE: Freedom Area School District, 2003

The Freedom Area School District completed a construction project in 2002 using funds from a \$5.5 million dollar referendum. The project involved finishing four classrooms at the elementary school, and several general maintenance improvements at the other facilities, including: boilers, exterior lighting, air conditioners, additional parking, a track at the high school, and finishing space left unfinished after the previous referendum.



Freedom High School

Long-term **the district has no additional plans for expansion**, but that situation may change. Specifically, additional school facility needs will be based on the desired class size (i.e. smaller class sizes may require additional classrooms and teachers), and development within the school district that may bring additional students to the district.

Hortonville Area School District.

This rural/suburban school system is located immediately to the north and west of Appleton. The District operates **five schools** with elementary and middle schools on the Greenville campus and elementary, middle and high schools on the Hortonville campus. The District is experiencing rapid growth. In fact, in the last 10 years the District has seen annual growth rates of 100 students. In the last two years, the rate of growth increased to 150 students each year. Given this situation, the District plans to study needs to expand existing facilities or possibly build a new school. Based on available census information,



Greenville Elementary School

most of the new students in the Hortonville Area School District are coming from the Town of Greenville. The District will not consider building a school in the Town of Center unless water and sewer is available. The Hortonville School District has more than 250 teachers and many more additional support staff.

TABLE 18 HORTONVILLE AREA SCHOOL DISTRICT			
School Name	Grades	Enrollment	Capacity
Hortonville High School	9-12	939	1150
Hortonville Middle School	5-8	539	552
Greenville Middle School	5-8	376	552
Hortonville Elementary School	K-4	405	575
Greenville Elementary School	K-4	635	700

SOURCE: Hortonville Area School District Annual Report, September 2002.

Seymour Community School District. The Seymour Community School District was established in 1963 as a result of the consolidation of numerous rural schools. The district encompasses 175 square miles of land adjacent to the Fox River Valley Cities of Green Bay and Appleton. The district includes land in Outagamie and Shawano counties. The total District student population is approximately 2,400.

Seymour Community School District has a twelve member administrative team and close to 160 certified teachers on staff. All teachers have at least a Bachelors Degree and over fifty percent have, or are working towards, a Masters Degree. Over 100 support staff members are employed to provide our district with necessary educational program support. **The District has no plans for expansion.**

TABLE 19 SEYMOUR COMMUNITY SCHOOL DISTRICT			
School Name	Grades	Enrollment	Capacity
Seymour High School	9-12	804	900
Seymour Middle School	6-8	465	500
Rockledge Elementary School	K-5	720	700
Black Creek Elementary School	K-5	448	500

SOURCE: Seymour Community School District, 2002

Shiocton School District. The Shiocton School District has a **single school building** located at N5650 Broad Street in Shiocton. This building houses a high school, middle school and elementary school. Table 20 highlights the enrollment and capacity information for the District. **Enrollment for the District has remained steady** for many years. Minimal increases, if any are experienced. For this reason, the District anticipated a future trend of stability to a slight increase in overall student enrollment. Therefore, no expansion in the Town of Center, or anywhere else in the District, are anticipated.

TABLE 20 SHIOCTON SCHOOL DISTRICT			
School Name	Grades	Enrollment	Capacity*
Shiocton High School	9-12	271	1,200
Shiocton Middle School	6-8	198	
Shiocton Elementary School	K-5	408	

SOURCE: Shiocton School District, 2002

* This figure is a very rough estimate based on original building square footage and accounting for additions. This estimate assumes each grade level is of an equal in size. The estimate is also based on student-teacher ratio district policies, not fire code.

It is important to remember that the school districts serving the Town of Center extend beyond the town. As a result, development in neighboring communities can impact the need for additional school facilities and expansions. Given that the school districts serves a rural area, much of their financial support is derived from resident taxes. Major changes in facility and staff needs can impact the town's taxpayers. Therefore, coordination with the school districts, with respect to the development and implementation of this plan, is an important priority for the Town of Center.

Beyond the public schools, **St. Edward Catholic School** operates in the Town of Center. The school provides a faith-based education to 42 students in kindergarten through grade 5. Four full-time teachers and 2 part-time teachers are available to these students. The school also has a preschool program that includes another 34 children. Bussing service is available to transport students from the Town of Center to the St. Edward Catholic School.



The school has a limited number of recreation facilities on-site. Specifically, there is a children's playground, basketball hoops in the parking lot, and a small gymnasium downstairs. The school has no sports fields, ball diamonds or other such facilities.

The school can accommodate up to 75 students. There are no plans to expand the school at this time. The school district monitors its student population and parish needs to make decisions related to any expansion of the facility.

A number of students living in the Town of Center attend the **Xavier** (1600 W. Prospect Ave) and **Fox Valley Lutheran** (5300 N. Meade St) - private, faith-based high schools in Appleton. A contract bus service provides transportation to and from each school for these students.

The students attending private schools do have the option of attending public school. Expansions and improvements to these facilities are subject to the financial obligations and capacities of the sponsoring church.



LIBRARIES

Outagamie County is also a partner in OWLS (Outagamie Waupaca Library System). Therefore, town residents may check out materials from all Outagamie County, Waupaca County and the Oneida Community Library (Brown County partner in OWLS). Libraries located in Outagamie County are found in Appleton, Kaukauna, Black Creek, Kimberly, Little Chute, Hortonville, Seymour, Shiocton and New London.

Given resident access to resources via the web catalogue and the interlibrary loan program, in addition to the Internet, it is anticipated that library services will be adequate to meet future demands through 2020.

SENIOR SERVICES

According to the 2000 U.S. Census, 267 people (8.4%) living in the Town of Center were age 65 or over. Like youth populations, seniors also demand particular services to meet their specific needs. Information about senior housing opportunities is provided in the Housing Element.



Seniors living in the Town of Center must be able to live independently or find assistance from family members, friends, and neighbors. There are **some programs through Outagamie County** that provide services and opportunities for older persons living in the Town of Center. Most notably, the Outagamie County Health and Human Services Department meets the needs of older adults through the establishment of services in the area of nutrition (meals-on-wheels), transportation, respite care, advocacy, and coordination of services with other public and private agencies. These programs provide vital services that make independent living possible.



POLICE PROTECTION

The Outagamie County Sheriff's Department provides police protection services to the Town of Center. The Department headquarters is located at 320 S. Walnut Street in Appleton. Response times

vary depending on the location of the nearest cruiser, but generally range between 5 and 10 minutes (rough combined average of emergency and non-emergency response times).

The Outagamie County Sheriff's Department has **70 sworn officers, 55 of which are patrol officers**. At any given time as many as 8, but no fewer

POLICE PROTECTION STANDARDS

The traditional Wisconsin standard for small town/rural police protection is 1.86 officers/1,000 persons. The FBI Standard is 2 officers per 1,000 persons. While the Outagamie County Sheriff's Department does not meet these standards, with backup assistance provided by area city, village, and town police departments, the coverage is adequate.

than 6, patrol cars are on duty. The number of officers on patrol duty varies by the time of day and overlaps during shift changes. The Department provides primary coverage to 63,247 people and backup assistance to an additional 102,323 (WDOA 2002 Population Estimates).

The Outagamie County Sheriff's Department provides **911 emergency-based dispatching** for all nearly all police services in the entire county, including the City of Appleton and most other city and village departments. The Outagamie County Sheriff's Department also dispatches for a majority of the fire departments in county.

In providing protection to the Town of Center, the Outagamie County Sheriff Department may utilize **backup assistance** available through agreements with the Town of Grand Chute and City of Appleton Police Departments.

The Outagamie County Sheriff Department has **no plans to hire additional staff** at this time. Given budgetary constraints, future staff increases are in question. The Department would like to maintain its level of staffing, which it believes is adequate to provide needed protection to area residents. Decisions about future staff expansion will be based on population increases and response times.

The Outagamie County Sheriff's Department **annually reviews equipment and vehicle needs** as part of the county Capital Improvements Program. Regular vehicle replacement is important to ensure that a dependable vehicle is available to respond to public safety needs. The Sheriff's Department has a "1-to-1" program in place which ensures that a squad car is only driven by 1 officer and kept at the home of that office. That program results in a 3-year vehicle replacement schedule. Other available cruisers are replaced annually based on mileage.

The Outagamie County Sheriff operates a **jail facility** at 320 S. Walnut Street in Appleton. The jail has a capacity of 556 inmates. It is divided into several different areas to separate juveniles from the adults. Males and females are also separated within the jail. In addition, the jail accommodates a work-release population who works 40-50 hours each week outside of the jail and then returns to the facility for nights and weekends. The jail usually accommodates around 520 inmates (95-98% of capacity). Currently, studies are being conducted to look at a new-shared jail facility with Calumet and Winnebago Counties. It is yet to be determined, where such a facility would be located or how large it would be. Presently, the additional space is needed for the work-release inmates (through the Huber-Law Program).



FIRE PROTECTION

The **Town of Center Fire Department (CFD)** provides on-call volunteer based fire protection to residents in need. The CFD has a force of **38 volunteers**. The fire department **provides 911-based emergency service** dispatched by Outagamie County.

The Town of Center Fire Department **participates in mutual aid agreements** with all neighboring towns and the City of Appleton. These mutual aid agreements allow the town to call on additional service from neighboring communities should the need arise.

The Town of Center Fire Station is attached to the town hall. An additional garage facility is also located on the property, which is now used by the fire department. With this garage space addition in 2002, the total station square footage doubled. The size of the station is more than adequate to meet existing and future anticipated needs.

The response time within the Town of Center varies depending on the location of the call and the time of day. Typically, the department can **respond to a call in less than 5 minutes**.

The department has a variety of **specialized equipment** to meet both fire and first-responder service needs. The fire department has:

- A 1992 main pumper truck with a 1,250-gallon tank
- A 1976 backup pumper / tanker truck with a 1,000 gallon per minute pumper capability and 1,000 gallon water tank
- A 1982 tanker with a 2,500-gallon tank
- A 1985 rescue car, with a 125-gallon tank, used as a rescue unit and grass fire unit
- A light generator trailer for lighting purposes

The **Insurance Services Office (ISO) rates fire protection service to the Town of Center as a 6** (out of 10 with 1 being the best). The ISO issues “fire protection” ratings and classifications across the United States. Most insurance underwriters utilize the assigned fire protection rating to calculate residential, commercial and industrial insurance premiums. Fire districts are evaluated on a regular basis determined by district growth and the size of the population served. For a volunteer department, the 6 rating is very good.

The fire department **annually considers needs for additional equipment and vehicle replacement** and upgrades during the annual town budget process. The Town Board has a strong record of supporting requests made by the department for additional equipment and vehicles. There are currently, no plans for replacement, but it is anticipated that in the next few years the CFD will seek to replace the 1976 truck. Any decisions related to expansion of the vehicle fleet would occur after a utilization study and needs assessment.

The primary challenge facing the Town of Center Fire Department is related to staffing. While the number of volunteers remains strong, many of the firefighters work out of town during the day. Historically, the department has more farmers who were in town during the day to respond to calls. Today, if a call is made during the daytime work hours, typically only firefighters, who are also farmers, respond to the call. While the fire department has never been understaffed at a fire, this may be a concern in the future as the town continues to grow and the number of farmers continues to decrease.

FIRST RESPONDERS

The Town of Center also has 10 first responder volunteers. These individuals provide initial medical assistance until an ambulance can reach the scene. Each first responder carries oxygen, a defibrillator, airway openers, and other basic medical supplies. There are no municipal vehicles used by the first responders. All first responders use their own vehicles.

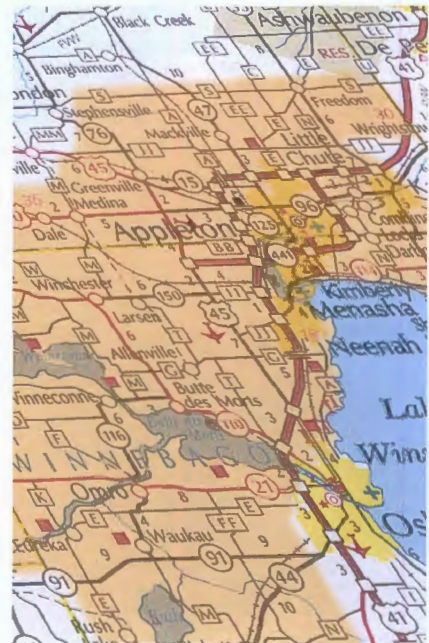
AMBULANCE SERVICE

Gold Cross Ambulance Service provides coverage to the Town of Center. The original Gold Cross Ambulance (GCA) was a private company organized in 1967. Today, Gold Cross Ambulance Service, Inc. is a joint venture for Appleton Medical Center, St. Elizabeth Hospital, Theda Clark Regional Medical Center and Mercy Medical Center. The hospitals manage this transport service for the communities they serve.



GCA provides paramedic level treatment on scene. The GCA primary service area is approximately 1,154 square miles throughout portions of Outagamie, Winnebago and Calumet counties, serving approximately 230,000 people. GCA operates 14 ambulances. During the fiscal year of 2001, crews responded to 13,110 calls.

In October 2001, two "mobile units" were added to the system. A mobile unit is a designated emergency ambulance that does not have the comforts of a station. The paramedic crew works 12-hour shifts four days on/four days off with a rotation of days and nights. One mobile unit is located in Little Chute on 00 and the other unit is located in Menasha on Racine St.



**GCA Service Area
(Shown in Tan)**

To compliment the ground-based ambulance services, there is also an air transport service (helicopter) serving the area. Since 1986, **Theda Star** Air Medical Service has been serving the Fox Cities from Theda Clark Medical Center in Neenah. Theda Clark is one of only five American College of Surgeons Verified trauma center in Wisconsin. Since its inception, the helicopters have served more than 4,500 patients in the region.

TOWN FACILITIES

Town facilities generally include such things as fire stations, meeting halls and any equipment. The Town of Center owns 35 acres of land at the intersection of STH 47 and CTH PP. This property is home to a **town park, the town hall, and the town fire station**. This facility was built in 1978. The building was recently remodeled to add a storage garage. There are no plans for additional remodeling or expansion of this facility. With regular maintenance, it is anticipated that this property will continue to meet town needs for the next 20 years. The Town of Center also owns an abandoned landfill on Kreuger Road. The property includes approximately 4 acres.



Utilities and Community Facilities Map

The map provided on the next page illustrates the location of utilities and community facilities in the Town of Center, including: the town hall and fire station, local cemeteries, park facilities, cellular towers, electric substations and power line easements. In addition, area school districts are also illustrated.

Utilities and Community Facilities Issues & Concerns

REGIONALIZING SERVICES

In the wake of Wisconsin's debate over the future of **shared revenue**, the Town of Center understands the need to carefully consider all expenditures. This consideration certainly extends to providing utilities and community facilities for the community. To provide efficient, cost-effective services, the town may need to consider opportunities to regionalize additional services. Regionalizing services will minimize duplication and promote cost efficiency, which may reduce the tax burden for all residents. To ensure resident support of these endeavors, any actions should be presented to residents in community newsletters and future surveys.

WATER QUALITY ISSUES

As previously mentioned in this chapter, the Town of Center is in the groundwater arsenic advisory area (for additional information see the Agricultural, Natural and Cultural Resources Element). This situation presents several challenges for residents living in the community. Without access to a municipal water system, it is critical that residents be provided with necessary education about methods to test and treat their water supplies.

WATER TESTING

To get more information about arsenic exposure and water testing, contact:

UW-Extension 832-5121
www.co.outagamie.wi.us

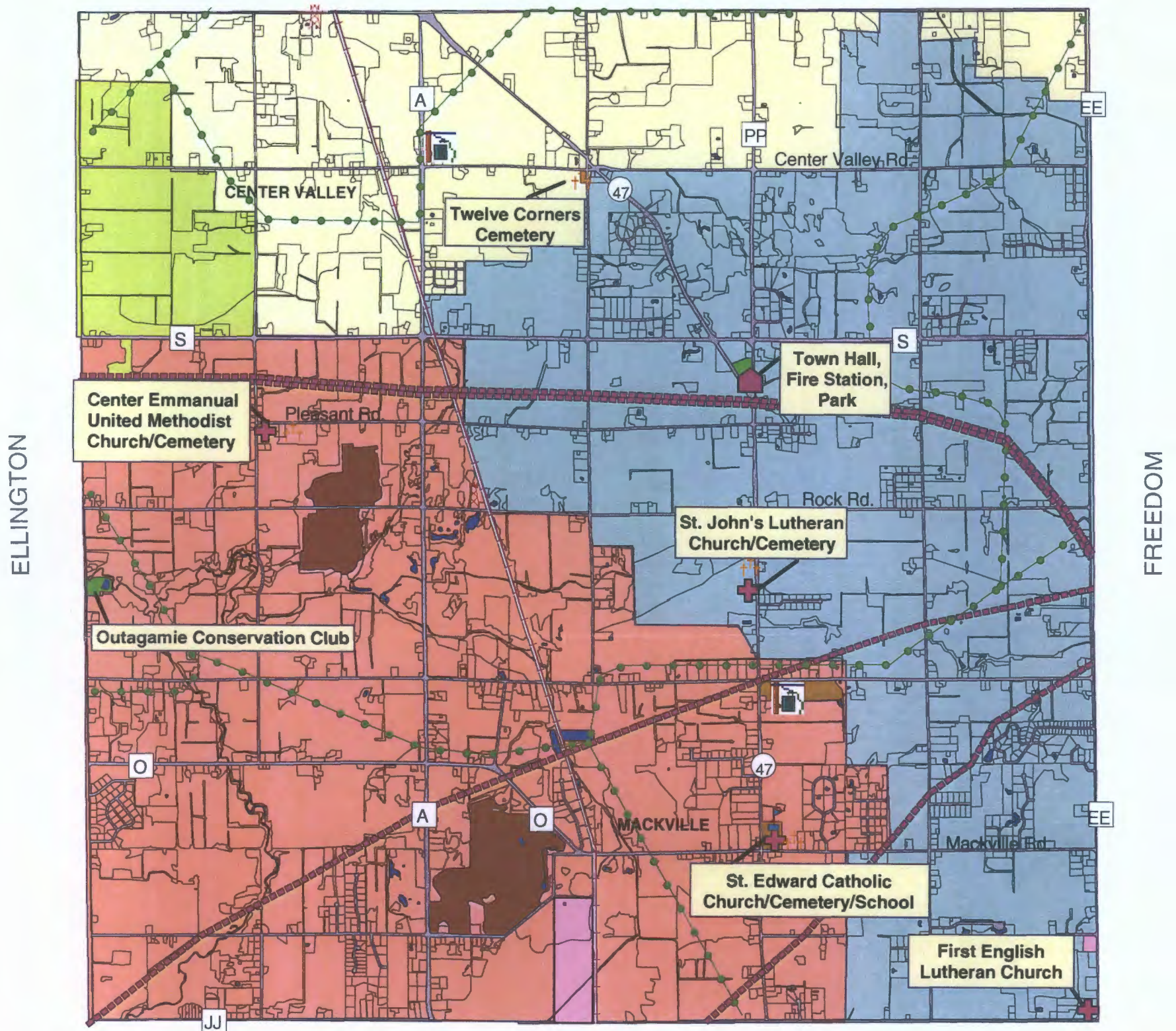
Outagamie County Public Health Dept. 832-5100
www.co.outagamie.wi.us

WDNR – (920)448-5132
www.dnr.state.wi.us/org/water/dwg/arsenic/Contacts.htm

UTILITIES AND COMMUNITY FACILITIES

TOWN OF CENTER

BLACK CREEK



GRAND CHUTE



ONE SYSTEMS DRIVE APPLETON, WI 54911
PHONE: (920) 735-6900 FAX: (920) 830-6100

PROJECT # M1059A01
DATE: 7/1/2002
DRAWN BY: KAL
REVISED: 12/26/02

Location- F:\MUNICIPAL\JOBS\M1059A01\GIS\CENTLIB\Utilities_11x17.mxd
Source: East Central Wisconsin Regional Planning Commission

Legend

- BLACK CREEK LIMESTONE COMPANY
- PARKS AND RECREATION
- WATER FEATURES
- CITY OF APPLETON PROPERTY
- HORTONVILLE SCHOOL DISTRICT
- SHIOCTON SCHOOL DISTRICT
- FREEDOM SCHOOL DISTRICT
- SEYMOUR SCHOOL DISTRICT
- ROADS
- RAILROAD
- SNOWMOBILE TRAILS
- WE OVERHEAD POWELINES 100' EASEMENT
- ELECTRIC SUBSTATION
- SCHOOL
- CELL TOWER
- CHURCH
- CEMETERY



STORM WATER REGULATIONS

To meet the requirements of the federal Clean Water Act, the WDNR developed the Wisconsin Pollutant Discharge Elimination System (WPDES) Storm Water Discharge Permit Program, which is regulated under the authority of ch. NR 216, Wis. Adm. Code. As part of the EPA National Pollutant Discharge Elimination System, the WPDES Storm Water Program regulates discharge of storm water in Wisconsin from construction sites, industrial facilities, and selected municipalities. Additional information about WDNR storm water requirement is provided in the box on the right.

In 1999, the EPA finalized its Storm Water Phase II Regulations. The Town of Center was not identified as a government entity located in an urbanized area required to obtain a storm water discharge permit through the WDNR. However, Outagamie County was identified, which will impact the Town.

Utilities and Community Facilities Trends

- ✓ The information in the inventory portion of this chapter clearly demonstrates that the Town of Center enjoys an array of utility and community facility services. These utilities and community facilities are expected to continue at current service levels for the life of this plan.

All of the major utility and community facility providers – police, fire, utilities, schools, etc. – have procedures in place to monitor local demand and adjust their services/facilities as necessary to meet local needs.

WIRELESS COMMUNICATION INDUSTRY TRENDS

Americans are using their cellular phones, pagers, e-mails, and other wireless communication devices more and more frequently. To meet this incredible demand, towers need to be built where people live or travel. In the Town of Center, this means the STH 47, CTH A and the new residential subdivisions in the southern 1/3 of the town. To enjoy the opportunity to use cellular phones and other wireless technologies, towers are necessary. Therefore, until cost-effective alternative methods are found to meet cellular service demands, towers are likely to be a part of the future landscape of the Town of Center. In fact, the wireless industry expects construction of towers to increase with the advent of the wireless Internet service and other PDA (Personal Data Access) devices. Wireless Internet service will require more towers

WDNR Storm Water Regulations

In Wisconsin, the WDNR is responsible for issuing storm water permits. The WDNR has recently adopted a series of storm water resolutions and requirements.

NR151, Runoff Management–

Modified in 2002, to include five resolutions impacting performance standards for agricultural operations, wetlands and in-fill development.

NR 152, Model Ordinances for Construction Site Erosion Control and Storm Water Management –

Modified in 2002 to reflect changes to NR 216 and NR 151.

NR 216, Storm Water Discharge Permits –

Defines the WDNR storm water permit requirements. Certain industrial sites are required to obtain discharge permits under this law through the WDNR.

A complete copy of the law is available at:

<http://www.legis.state.wi.us/rsb/code/nr/nr216.pdf>

P-8 Urban Catchment Model -

Available free of charge from the WDNR, this model is used to evaluate site plans for storm water performance.

For more information:

Cheryl Bougie, Storm Water Management Specialist
(920) 448-5141

Or check the Internet at:

www.dnr.state.wi.us/org/water/wm/nps/stormwater.htm

because this form of technology operates at a very high frequency. Whereas today's digital phone towers require towers every 2-3 miles, wireless Internet service requires towers every ¼ mile. Fortunately, these towers are shorter (typically around 80 feet) and therefore can blend into the landscape in much the same way as utility poles do today.

As described in the Community Profile Chapter, the Town of Center is experiencing growth as development extends north from Appleton. Today's town residents create only a portion of the future demand for cellular service. Expected future population increases will increase demand. Moreover, because STH 47 traverses through the center of the town, motorists using this corridors will continue to use and demand additional cellular services. Additionally, since the FCC, through the provisions of the 1996 Telecommunication Act, is seeking to establish a network of competitive service providers throughout the country, the likely result will be additional towers in the Town of Center.

The Town of Center wants to maintain its rural character and preserve the town's aesthetic appeal. At the same time, the town would like to ensure that residents maintain their current level of utility and community facility services. Moreover, these services should be provided at a minimum cost to the town. These desires, which actually serve as growth and development policies for the town, drive decisions related to land use, utilities and community facilities.

Unfortunately, these desires can conflict with the provision of towers in the Town of Center. To overcome this apparent conflict, the town will need to work with local providers to pursue alternative tower locations and the use of stealth techniques to camouflage towers located in the Town of Center (See Technological Innovations section for more information).

Technological Innovations

There is probably nothing more difficult to predict than technological innovations. For instance, ten years ago no one would have predicted the impact of the Internet on society. Twenty years ago, BETA technology was thought to be the wave of the future. The point is clear, technology is an ever-changing force that can have a significant impact on our lives. There are several technologies that are likely to become "the next big thing" to impact the Town of Center. What follows is a profile of each.

ENERGY CRISIS – WIND POWER

Recent blackouts and brownouts across the country bring to light the energy crisis America is facing. This problem will not fade away and will require every unit of government to address energy needs in a way that is both cost effective and efficient. If and when the town receives applications to construct or install the technologies described below, the town may consult with special experts to ensure that the application of these technologies will not jeopardize public health, safety and welfare. Town policies should reflect that all reasonable costs and expenses associated with such consultations shall be borne by the applicant.



**Wisconsin Electric
Wind Turbines
Fond du Lac County, WI**

Wind power has some potential as an alternative energy source. Unlike fossil fuel dependent technologies, wind power does not pollute the environment. Future, more intensive use of this technology will depend on unit cost reductions. One of the nearest successful examples of wind power in Wisconsin is found along Highway 41 south of Fond du Lac. Here, WE has two low-speed wind turbines operating. The turbines began operation June 14, 1999.

Depending on wind speeds, each turbine is designed to produce a maximum flow of 660 kilowatts of electricity, enough electricity to supply about 300 homes with energy. During the course of a year, the wind turbines will generate approximately 3,450 megawatt-hours of electricity. If that power were produced using conventional fossil fuels, there would be 1,956 tons of carbon dioxide emissions; the equivalent of 260 people driving sport utility vehicles for a year.

There are proponents and opponents in the Town of Center to the use of wind power. If this technology were to be seriously pursued in the town, officials must pay careful attention to siting and visual impact on township. Moreover, migratory bird patterns should also be considered before placing a windmill in the Town of Center. Standards restricting location, height, noise and other issues with respect to the turbines should be included as conditions to any approval to minimize potential impacts on neighboring property owners.

If the above concerns can be adequately addressed, wind power can play a viable role in the energy mix to meet future town needs.

INTERNET (CABLE CONNECTION SERVICE)

In the not too distant future, the Town of Center may see increasing demand for improved internet speed and connection services, as the internet gains significance in the personal and professional lives of residents. It has been widely predicted that the internet will become a staple in the lives of Americans over the next 10 years in much the same way as the television is a staple in every household. Unlike the television, which is an entertainment



device, the internet has the power to change the way people communicate with one another, shop, find entertainment, and work (telecommuting).

WIRELESS INTERNET

Wireless internet access is just beginning to become available in Wisconsin. As this technology becomes more popular, its demand will likely increase. This service will require additional towers and antennas in the Town of Center. Some proponents of this technology have gone so far as to predict that in the next 15 years the wireless internet will become as popular as the telephone is today.

HIGH DEFINITION TELEVISION

High definition television is here. This has resulted in additional towers – at existing television tower locations -- to support this improved technology. The Town of Center does not have a television tower located within its jurisdiction so it may be able to avoid the erection of towers for this purpose within the town boundaries.

MEDICAL ADVANCES

Advances in medical technologies are clearly helping people to live longer, more productive lives. Medical facilities need to have the capability to accept and integrate new technologies and practices in their scope of care. The facilities serving the Town of Center consider technological innovations the cornerstone to their success. Therefore, they will likely integrate more and more medical advances in local treatment options. This will result in improved medical care and longer lifespan for residents of the Town of Center.

STEALTH TOWERS

There are new technologies that allow flagpoles, fence posts, and streetlights to replace traditional cellular towers (see “cell tree” at right). However, these alternative locations are not perfect in every situation and can lead to other problems. For instance, flagpoles can only support one provider. As a result, other companies could request similar flagpole antenna in the same area. This could lead to a “picket fence” of flagpoles. Nevertheless, the siting of antennas on water towers, silos, electrical utility poles, and other fixtures, which already exist in a community, is an exciting way to minimize the impact of towers.



“Cell Tree”



**Tower “Flag” Pole
Distance & Up- Close
Views**

Utilities and Community Facilities Funding Options

Many of the utilities and community facilities serving the Town of Center are provided by other governments and agencies (i.e. county and

school district). As such, they are funded through their general budgets and funding through tax revenues and referendums.

The Town of Center is receptive to sources of funding available to help pay for needed utilities and community facilities. There are numerous grant and loan programs that the town may seek to help finance needed improvements. These programs are available through the State of Wisconsin and the U.S. Federal Government. What follows is a description of some of the major opportunities available to the town. A major obstacle facing the town when seeking these funds is the town's relatively high median household income. This situation hinders its ability to receiving some forms of funding that are based on community need.

WATER AND WASTEWATER GRANT AND LOAN PROGRAM

The USDA Rural Development (Rural Utility Service) has a water and wastewater grant and loan program to assist cities, villages, tribes, sanitary districts, and towns in rural areas with a population up to 10,000. The program provides loans and grants to construct, improve, or modify municipal drinking water and wastewater systems, storm sewers, and solid waste disposal facilities. This program may be useful as the town continues to address arsenic issues.

WISCONSIN COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM

The Wisconsin Department of Commerce administers the Wisconsin Community Development Block Grant Program to provide cities, villages and towns with a population of less than 50,000 and all counties except Milwaukee, Dane and Waukesha to obtain matching grants for the installation, upgrade or expansion of municipal drinking water and wastewater systems. Annually, approximately \$10 million is available. Successful applications are based on a distress score, documentation of need, ability to repay, matching fund availability and project readiness. Again, this program may provide needed assistance to pursue solutions to the arsenic issue.

WISCONSIN FUND

Outagamie County administers the Wisconsin Department of Commerce's Wisconsin Fund, which is a grant program for the replacement and rehabilitation of private sewage systems.

STATE TRUST FUND LOAN PROGRAM

The Board of Commissioners of Public Lands provides this loan program with terms of up to 20 years and deeply discounted interest rates. Loans may be used for a variety of purposes including: road improvements, community centers/halls, trail development, and property acquisition. The funds available fluctuate annually. The current annual loan limit is \$3,000,000. The Town of Center could utilize these funds for development of additional park facilities in the town.

RURAL DEVELOPMENT COMMUNITY FACILITY GRANTS

The USDA Rural Development also offers grants to communities seeking to build or improve their community buildings (i.e. halls, libraries, community center, and fire departments). These grants are awarded to communities with a population up to 10,000 based on a competitive application process.

FIRE ADMINISTRATION GRANTS

The Federal Emergency Management Administration (FEMA) offers over \$100,000,000 in annual grant awards to fire departments in six specific areas: training, fitness programs, vehicles, firefighting equipment, and Fire Prevention Programs. Applicants from communities, which serve a population of less than 50,000, must provide a 10% match.

TOWN OF CENTER CAPITAL IMPROVEMENTS PROGRAM AND BUDGET (CIP/B)

A Capital Improvements Program (CIP/B) is a five to six year short-range plan with updates occurring annually. A general CIP/B includes a community's capital items such as:

- Park acquisition and improvements
- Public buildings improvements and maintenance
- Emergency vehicle purchase and replacement
- Streets

Capital items are generally defined as those items that are expensive (for the Town of Center the cost \$10,000 or more) and will last at least 3-5 years. The CIP/B also includes improvement projects required for the community's future and the appropriate timeline and funding to be followed to implement the improvements.

The general steps involved in developing and maintaining a CIP/B include:

1. Identifying desired capital items. Items should be categorized by type (i.e. road, fire, water, sewer, etc.).
2. Estimating the cost and means of financing each capital expenditure.
3. Comparing the desired expenditures to the budget to determine annual spending priorities.

This process helps to ensure that improvements are made in a logical order and do not surprise local officials or taxpayers. Moreover, a CIP/B helps a community focus on community needs and goals and allows a community to establish rational priorities.

The Town of Center does not currently have a CIP. However, this tool has proven effective for many communities across the state, including neighboring towns in Outagamie County. If developed, a town CIP/B would serve as an important planning

tool for implementation of this Smart Growth Comprehensive Plan, as well as other community objectives. The CIP/B would effectively link planning to the annual budgetary process.

Coordination with Other Comprehensive Plan Elements

Utilities and community facilities can dictate future planning for a community if capacity, location, and services are not adequate to support development. Therefore, it is important to inventory existing utilities and community facilities and understand how utilities and community facilities will be provided over the planning period. Furthermore, utilities and community facilities have a direct impact on the other elements of the comprehensive plan. In particular, the Housing, Economic Development, Land Use, and Intergovernmental Coordination Elements are most directly impacted by utilities and community facilities.

HOUSING

Improvements such as roads, parks, recreational facilities and schools all need to be coordinated with the housing decisions and vice versa. The best method to coordinate improvements is to follow the land use pattern presented on the *Future Land Use Maps* as closely as possible and plan for future improvements in a Capital Improvement Plan and Budget. This approach will greatly enhance the efficiency of capital improvements expenditures.

ECONOMIC DEVELOPMENT

The availability of utilities like electricity and communications services is critical to economic development. This infrastructure is needed to support business and industrial growth in the Town of Center. Therefore, the goals and objectives of this chapter seek to maintain, and where feasible, improve local utilities and community facilities to improve economic development opportunities in the Town of Center. This effort must include coordination with the City of Appleton to help ensure that development in the town is directed to areas adequately served by utilities and community facilities, without facing the threat of annexation by the City of Appleton.

LAND USE ELEMENT

Land use dictates the need for utilities and community facilities. Inversely, the availability of utilities and community facilities can dictate where development can occur. The *Future Land Use Maps* were developed after careful consideration of where utilities and community facilities are now available, or will be available, within the planning period. In addition, the *Future Land Use Maps* carefully consider the economic feasibility of utilities and community facility extensions to serve areas planned for future development. Areas where the extension communication services, roads, or power

supplies is cost prohibitive, are not encouraged for future residential, commercial or industrial development in the town.

INTERGOVERNMENTAL COOPERATION

As is obvious from this chapter, utilities and community facilities are not provided solely by the Town of Center. Utilities and community facilities that serve the area are provided by Outagamie County, private companies and neighboring communities. It is important that utilities and community facilities continue to effectively serve the Town of Center. Therefore, continued coordination is essential to ensure that development in the Town of Center is compatible with local utility and community facility capacities. Goals and objectives included in this chapter, as well as the Intergovernmental Cooperation Element, support continued coordination to efficiently provide needed utilities and community facilities to the Town of Center.

Goals and Objectives

It is the goal of the town that all future utilities and community facilities needs will be met through the year 2020 (and beyond). Though many of these facilities will be located outside of the town limits, they will be easily accessible in nearby cities and villages. The services provided will also meet the special needs of the elderly and youth populations in the town. The Town of Center will support the continued efforts of neighboring communities, school districts, Outagamie County, the City of Appleton, and private companies, which provide community facilities and utilities which can be used by residents of the Town of Center.

The goals in this section are related to actions that the town can control. Neighboring communities, private utilities and Outagamie County will establish their own objectives and priorities for the future. The Town of Center will work, in accordance with the Intergovernmental Coordination Element of the Wisconsin “Smart Growth” Law, with neighboring communities and school districts to ensure that adequate community and utilities facilities are available to serve the area.

OVERALL GOALS

1. Provide efficient, cost-effective services to residents of the Town of Center.
2. Expand, where feasible, the quantity of community facilities and services available to residents of the Town of Center.
3. Ensure that all development is served by adequate utilities.

OBJECTIVES

1. Support the continued operation and expansion of community facilities provided by Outagamie County, area school districts, private companies and neighboring communities, which serve residents of the Town of Center.
2. Coordinate with Outagamie County to ensure that the identified Phase II Trail along Meade Street and CTH PP through the Town of Center to Plamann Park is completed in accordance with the recommendations outlined in the *Outagamie County Greenway Plan*.
3. Improve communication with residents and business owners.
 - a. Increase distribution of the town newsletter to a quarterly publication.
 - b. Establish a town web page to provide information about town leaders, committees, minutes, upcoming activities, and available utilities and community facilities. This site should be interactive and allow residents to get answers to questions and highlight information to ensure that populations in need can obtain services available (i.e. parents, elderly, landowners, etc.).
4. Seek to minimize the impact of the naturally occurring-arsenic found in the groundwater.
 - a. Educate residents about the risks associated with naturally-occurring arsenic.
 - b. Encourage residents to seek annual testing of their water supplies.
 - c. Encourage residents to seek available treatment technologies to mitigate risks.
5. Coordinate with Outagamie County to ensure that the county cellular tower ordinance provides adequate protection and provisions for the Town of Center. If deemed necessary, work with the county to update the cellular ordinance to further encourage co-location, stealth technologies, and other techniques to minimize the visual impact of cellular towers.
6. Continue to communicate with local school districts about new development in the town in order to allow the school districts to plan appropriately for staff, building additions, and other needs.
 - a. Provide copy of all Plan Commission & Board Agendas with detailed information with respect to new residential development (locations, number of units, type of units, etc.).
 - b. Meet annually with the school district to discuss issues with respect to growth and development.
7. Develop a Capital Improvements Program and Budget as a central tool to implement this Smart Growth Comprehensive Plan.

7.0 AGRICULTURAL, NATURAL & CULTURAL RESOURCES ELEMENT

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7.0 AGRICULTURAL, NATURAL & CULTURAL RESOURCES

Introduction

This chapter provides an inventory of existing agricultural, natural, and cultural resources in the Town of Center. In addition, issues associated with these resources are discussed and a vision, with supporting goals and objectives, is presented.



Agricultural, Natural & Cultural Resources Vision

In 2025, Woodlands, wetlands, surface water resources and other natural areas in the Town of Center are protected from development through effective county ordinances. The few remaining farms in the Town are found mainly in the northern 1/3 of the Town. The Town's farmland and natural areas enhance the rural residential character of the community by maintaining some open vistas and buffers between residential areas. The Town strives to maintain enough park space to meet resident expectations. As has been the tradition, cultural and entertainment venues are easily accessible in the Fox Cities.

Agricultural Resources

The Town of Center has a farming history and tradition that has attracted many residents to the area. At one time, farming operations were the primary base of the local economy and defined the rural character of the town. As the population of the town has increased, as more homes have been built, farming operations have been disappearing from the landscape. Presently, there are less than 20 dairy farms remaining. Most of these farms have allowed residential lot development along their road frontage. Complicating matters, as farmers age, their ability to find people interested in continuing to farm their land is becoming increasingly difficult. Furthermore, most farmers see their land as their "401(k) retirement plan." As a result, they are looking to sell their land for development in order to maximize their retirement monies.

In contrast to this trend of farmland losses, the **Community Survey** results indicate residents overwhelmingly support the preservation of farmland in the Town of Center. In fact, 85% of residents indicated that farmland areas should be encouraged in the town. Likewise, 82% percent of survey respondents indicated that preservation of farmland was important.

PRODUCTIVE AGRICULTURAL AREAS

Prime farmlands are determined by soil types that are capable of producing high yields of crops under a high level of management. Productive soils are considered to be those soils that are capable of producing an average of 4 tons per acre per year of grass-legume hay, or 100 bushels of corn per acre. The U.S. Department of Agriculture's Soil Conservation Service (SCS) considers a "high level of management" to include provisions for adequate drainage, appropriate tillage, planting and seeding with high yielding varieties, control of weeds, diseases, insects, optimum fertilizer application and timely, efficient harvesting techniques. According to the *Soil Survey of Outagamie County* significant areas throughout the Town of Center are classified productive soils for corn and oats.

In the **community survey**, 86% percent of residents considered fertile soil an important or very important natural resource. Given the development pressures the town is facing (based on projected growth) and the desires of local farmers to make a profit on the sale of their land, it is going to be very challenging to protect farmland in the town. It is believed that over the next 20 years, the best potential for farmland preservation is in the northernmost reaches of the township, away from much of the residential development occurring near the City of Appleton.

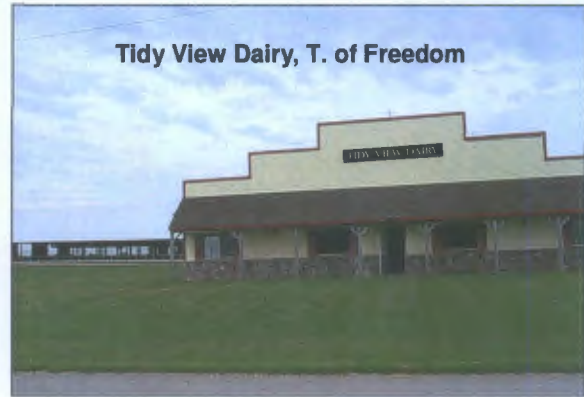
THE RIGHT TO FARM

Wisconsin has a **right-to-farm law** protecting farmers from nuisance lawsuits related to typical farm noise and odors. As residential development expands into farmland areas, it is inevitable that odor issues develop. Often the issues relate to manure spreading and storage. Another common farm practice is plowing and harvesting at night, which also creates some concerns for residents living nearby. People who move to rural areas near farmland are not aware of these and other potential nuisances. As more people move to rural farmland areas and as farm operations get bigger, conflicts are inevitable. To minimize conflicts, education is strongly recommended. By educating new landowners about potential conflicts, "surprise" nuisances can be avoided.

The Town of Center may wish to consider establishing an Agricultural Committee to respond to concerns and or complaints of rural residents pertaining to farming operations. A similar committee was established in the Town of Freedom. This committee has had success mitigating disputes between landowners. As a policy, if a farm operation is adhering to required ordinances and standard operating procedures, the Town of Freedom Agricultural Committee will not interfere with said farming operation.

CONCENTRATED ANIMAL FEEDING OPERATIONS (CAFOs)

Concentrated Animal Feeding Operations (farms with over 1,000 animal units. An “animal unit” is equivalent to 1,000 pounds.), or “mega farms”, are increasing in number in Wisconsin. In 1985, there was one such operation in the state. By 1990, 24 operations and by 2000 there were 77 mega farms in Wisconsin. Generally, CAFOs locate in rural areas where conflicts with neighboring property owners can be minimized.



CAFOs have **advantages and disadvantages** for a community to consider:

- From an economic standpoint, CAFOs generate jobs and taxes in a municipality.
- Proponents also argue that animals in CAFOs are generally cleaner and better cared for than animals on smaller farms.
- Opponents site concerns related to manure management, odor, traffic, neighboring land value, and lighting issues as concerns which must be addressed to successfully locate a CAFO in a community.

At this time there are no CAFOs in the Town of Center, but facilities do exist in nearby towns. Center residents are clear about the type of farming operations they are most interested in seeing in the Town of Center. CAFO's are not desired in the town given the significant amount of residential development that is occurring and the potential for nuisance conflicts. Furthermore, given the value of land in the town, it is not believed that a CAFO would be viable. Currently, average land sale prices range between \$6,000 and \$9,000 an acre¹.

THE CHANGING FARMING DYNAMIC²

The **loss of farms and farmland is a problem** that affects all Wisconsin communities. However, the pace and severity of agricultural decline varies considerably across the state. Between 1990 and 1997, the Town of Center lost nearly 1,000 acres of farmland from the tax roll. Of this amount, 231 acres were converted to residential development. The remaining areas remain undeveloped.

The mean value of agricultural land sold in the Town of Center is between \$1,500 and \$2,000 per acre. This is higher than the mean value of farmland sold in neighboring towns. As is indicated in the previous section, land values for residential development

¹ Information provided by Town Chairman, Wayne DeBruin

² This section is based on several studies and documents produced by the Program on Agricultural Technology Studies. The program is a joint program of the Departments of Rural Sociology and Agricultural and Applied Economics at UW-Madison and UW-Cooperative Extension. Additional information is available on-line at www.wisc.edu/pats

exceed \$6,000 an acre. This amount is not even comparable to the meager \$110³ an acre a farmer can earn for renting their land for farming.

The major livestock sectors – poultry, hogs, dairy and beef – have been at the leading edge of change in U.S. agriculture. In recent decades, four trends in the national livestock industry have been particularly striking:

- 1) Dramatic rates of decline in the numbers of all types of livestock producers;
- 2) The emergency of “industrial-type” confinement systems that permit extremely large scales of production (i.e. CAFOs);
- 3) Increased reliance on hired labor rather than family labor; and
- 4) A new emphasis on contraction relationships among producers, suppliers and buyers.

Reflecting nationwide trends, Wisconsin has lost substantial numbers of livestock farms over the past two decades. Overall livestock numbers and sales in Wisconsin have also declined. While modest-scale family farms continue to be the mainstay of Wisconsin agriculture, there has been growing debate about the desirability of expanding existing farms or creating new larger scale enterprises to restore or boost livestock production levels.

The Town of Center understands the challenges associated with modern farming operations. **To support a strong local farm economy, the Town of Center will:**

- ✓ Support the a local farmers “Right to Farm”;
- ✓ Provide farmers with information about private (i.e. land trusts), state, and federal assistance programs available to farmers.

Tools to Protect Farmland

The primary issue with farmland preservation in the Town of Center is that few individual farmers own much of the remaining farmland. Faced with development pressures, retirement needs and a worsening farm economy, farmers see the sale of their land for development, as an attractive financial opportunity. There seems to be an endless supply of urban dwellers that want to fulfill their dream of living in the “country.” In order to maintain open areas of farmland in the township, which are large enough to support either a small family farming operation or serve as rental fields, creative development options must be explored.

There are several tools available to protect farmland areas, while still allowing farmers to profit on their land holdings. What follows is a description of the major tools available.

³ Estimate provided by Town Chairman, Wayne DeBruin

GROWTH MANAGEMENT POLICIES

Some communities in Outagamie County have adopted, or are considering, growth management policies to limit development. This tool is primarily used in communities to limit the impact of development on existing infrastructure systems (i.e. water and sewer). However, rural communities have been considering this strategy as a way to direct development in the community to certain areas.

Residents of the Town of Center believe very strongly in private property rights. Therefore, any local growth management policy must provide flexibility in the location of new development. In the Future Land Use Chapter, a growth management policy is included that allows for up to 40 acres of new subdivision development per year.

LAND TRUSTS

Another option available to landowners seeking to protect natural areas and farmland is through the activities of land trusts. Land trusts provide landowners with information on protection strategies that best meet the landowner's conservation and financial needs. Land trusts accept lands donated by landowners for conservation purposes. Land trusts can also work with landowners to establish conservation easements.

*A **conservation easement** is a voluntary legal agreement between a landowner and a land trust or government agency that limits present and future development of a parcel.* The landowner retains ownership of the land (within the terms of the easement – i.e. only for farmland or natural space, not for development) and the land trust takes the responsibility for protecting the land's conservation values. Donated conservation easements that meet federal tax code requirements can provide significant tax advantages to landowners because their land will be taxed as undevelopable land, which is a much lower rate than developable land.

Taking advantage of the opportunity to utilize the tools available through a land trust is a **decision individual landowners will make**. Landowners are **not required** to enter into agreements with land trusts. However, if the landowner finds an agreement with a land trust or a conservation easement is to their advantage, the **town supports a landowners right to choose this type of land protection**.

PURCHASE OF DEVELOPMENT RIGHTS (PDR)

Yet another way of protecting farmland is through the purchase of development rights (PDR). PDR is a voluntary program, where a land trust (through a *conservation easement*), local government, or some other agency usually linked to local government, makes an offer to a landowner to buy the development rights on the parcel. The **landowner is free to turn down the offer, or to try to negotiate a higher price**.

When the development rights to a farm are sold, the farmer receives payment equal to the difference between the fair market value of the land a developer would pay if it could be developed and the price the land would command for agricultural use. In return for this payment, a conservation easement is recorded on the deed to the property. This easement stays with the land so it is binding not only on the current owner, but future owners of the property as well.

When the development rights to a farm are sold, the farm remains in private ownership. The private landowner still retains the right to occupy and make economic use of the land for agricultural purposes. The landowner gives up the right to develop the property for some other use in the future. Farmers are not compelled to sell their development rights. Participation in PDR programs is entirely voluntary.

Advantages and Disadvantage of PDR

Restrictions on land use, including zoning, have been used to protect agriculture for many years. One of the main benefits of PDR, is that it is **completely voluntary**. Under PDR, the landowner is not deprived of any of the value of the property. This is very important because many farmers rely on their property in order to fund their retirement. Simply depriving them of the opportunity to realize the full economic value of their property has important ethical, socioeconomic, and perhaps legal ramifications. Moreover, zoning regulations may be easily changed in the future.

The main advantage of PDR over other approaches to farmland preservation is that it offers a **permanent, long-lasting solution**. PDR virtually assures that land will remain forever in agriculture because it extinguishes the right to develop agricultural land for non-agricultural uses. Farmland preservation tax credits and use value assessment of agricultural land encourage farmers to keep their land in agricultural use somewhat longer than otherwise might be the case, but do not assure that land will remain in agricultural use.

Another major advantage of PDR is that it is perceived as an **equitable, fair, and voluntary** way to preserve agricultural land. A third advantage is that it provides a way to correct a major shortcoming of the current Farmland Preservation Program by targeting limited financial resources to preserve and protect agricultural land most worthy of preservation.

Another benefit of PDR is that it makes it much easier for a farmer to pass their farm on to an heir interested in farming the land. Once the development rights have been separated from the land, the value of the parcel typically declines to its agricultural value. This generally has an enormous effect on reducing the inheritance tax liability. If taxed at the full development value, many parcels are simply taxed out of agriculture, because the heirs are not able to pay the taxes without selling the land.

The main disadvantage of PDR is cost. Development rights can be expensive to purchase, and so funding for PDR needs to be selectively targeted to preserve and protect agricultural land that is most worthy of preservation. As a result, not every farmer who

wants to sell his or her development rights will be able to do so. Likewise, in the wake of the state budget crisis, it will become increasingly difficult for towns to find the money to support such a program. In all likelihood, residents would have to approve a tax increase to finance such a program. However, if preservation of farmland and natural areas is important enough (as is indicated in the community survey), residents may be willing to accept such a tax increase.

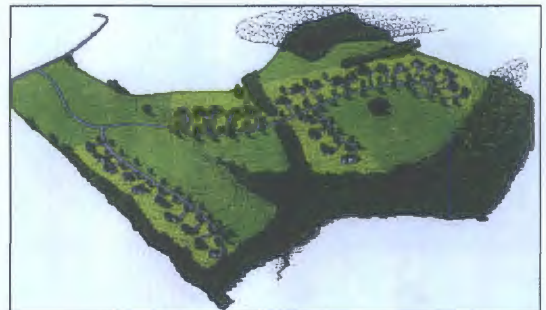
How to Establish and Operate a PDR Program

The establishment of a local PDR program would begin with the Town of Center. After this Comprehensive Plan is adopted, the Town of Center Planning Commission would be responsible for the initiation and implementation of any PDR program. First, the town would need to raise the capital needed to purchase local development rights. This may mean asking residents to consider a tax increase specifically dedicated to this program, or perhaps seeking foundation or grant funds to initiate the program.

Once a pool of funds has been established, the Planning Commission would review applications of landowners who wish to sell development rights. This process would require obtaining appraisals, prioritizing parcels, negotiating agreements, and ensuring that deed restrictions are enforced.

CONSERVATION SUBDIVISIONS

Yet another method to protect farmland, while minimizing conflicts with residential development, is conservation or cluster subdivisions. *Conservation subdivision designs encourage the preservation and protection of open space, natural areas and farmland resources.* In a conservation subdivision, homes are “clustered” together on smaller lots so that a greater proportion of the land is protected from development.



- Typically, a conservation subdivision will require at least 50% of a site be protected from further development.
- Protection and maintenance of the conserved area can be accomplished through a conservation easement with an appropriate conservation organization, land trust, homeowners association or government body, or through deed covenants.
- The areas to be conserved must be protected indefinitely.
- The land designated for protection should either be left as natural habitat, open space, or farmland.
- In conservation subdivisions, the development of walking and bicycle trails is encouraged, particularly to provide limited access to protected natural areas.

In the **community survey**, residents were asked to provide their opinion about cluster development. More than half of residents discouraged conservation subdivisions. However, it must be understood that the question specifically referred to “green space around homes” not farmland preservation, which is a much more popular idea.

Moreover, the concept of conservation/cluster development is not widely understood. Therefore, limited weight should be given to this survey question result.

From a developer's perspective, the advantage of conservation subdivision design is due to the decrease in the actual size of the developed area, which results in significantly reduced costs for infrastructure (water, sewer, roads, etc.). Moreover, case studies from around the country suggest people are willing to pay just as much, if not more, for a smaller parcel in a conservation subdivision than a larger parcel in a traditional subdivision. This is because homeowners take comfort in the knowledge that the land around them is permanently protected from development. Additionally, trails and other amenities offered in these subdivisions also entice residents to pay premium prices.

How is a Conservation/Cluster Subdivision Created?

1. **Develop a Yield Plan.** This plan essentially shows how many homes could be developed if a traditional subdivision layout were used.
2. **Identify Primary And Secondary Conservation Areas.** Primary conservation areas include: poor soils, steep slope, wetlands, waterways and floodplains that are not conducive to development. Secondary conservation areas include other areas of local importance targeted for protection (i.e. farmland, woodlands, scenic views, etc.).
3. **Locate the Home Sites.**
4. **Include Roads, Sidewalks and Trails.**
5. **Draw the Lot Lines.** This is usually the first step in a traditional approach.

Currently, conservation subdivisions are not permitted under county zoning. To allow landowners to have this **option** for development, the town would need to use its village powers to adopt local subdivision ordinance permitting conservation subdivisions as a development **choice**. This effort should be coordinated with Outagamie County.

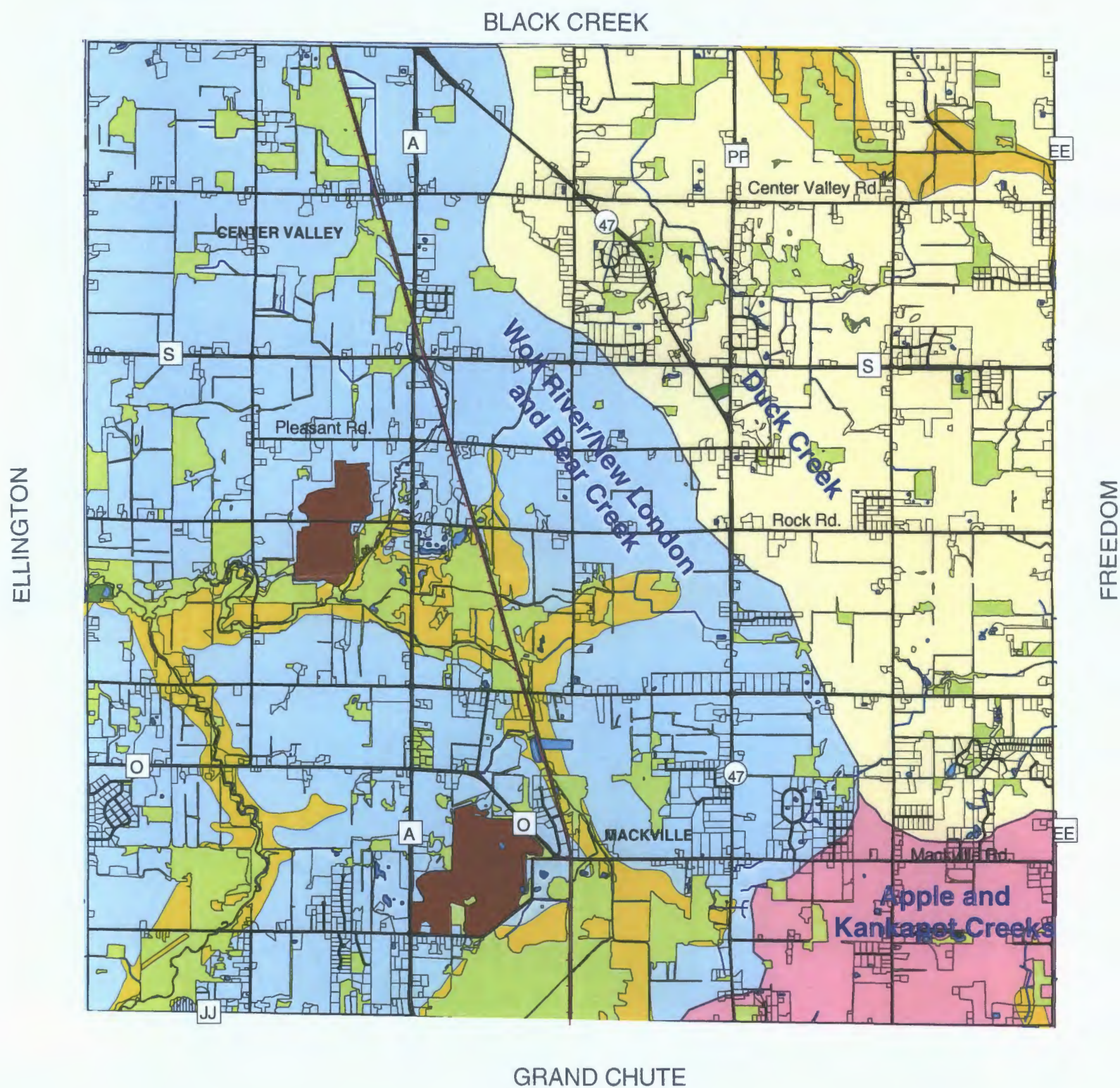
Natural Resources and Environmental Concerns⁴

Natural resources help to determine the potential for land development. Likewise, environmental characteristics indicate the ability of the land to support various types of development. Geology, topography, drainage patterns, floodplains, wetlands, and soil characteristics are among the natural and environmental features, which determine if an area is physically suitable for specific types of development.

⁴ Information used to develop this section was obtained from:
Soil Survey of Outagamie County, United States Department of Agriculture Soil Conservation Service, 1978.
Outagamie County Land & Water Resource Management Plan, Outagamie County Land and Water Conservation Department, June 2001.

NATURAL FEATURES

TOWN OF CENTER



OMNI
ASSOCIATES

ONE SYSTEMS DRIVE APPLETON, WI 54911
PHONE: (920) 735-6900 FAX: (920) 830-6100

Location: F:\MUNICIPAL\UOB\SM1059A01\GIS\CENTLIB\Natural_Features_11x17.mxd
Source: East Central Wisconsin Regional Planning Commission
Outagamie County

PROJECT # M1059A01
DATE: 5/31/2002
DRAWN BY: KAL
REVISED: 5/06/03

Legend

- PLANTED WOODLOTS - INCLUDES SILVICULTURE AND FORESTRY TRACTS
- PARKS AND RECREATION
- MINING/QUARRY SITES
- TRANSPORTATION - ROADS & RAILROADS
- WATER FEATURES
- WOLF RIVER/NEW LONDON AND BEAR CREEK WATERSHED
- DUCK CREEK WATERSHED
- APPLE AND KANKAPOT CREEKS WATERSHED
- FLOODPLAIN
- RIVERS/STREAMS
- RAILROADS



1"=4,000'

Preservation of natural resources (wetlands, surface and ground water, woodlands, shorelines) is an important priority for the Town of Center. These resources provide recreation opportunities and scenic vistas that enhance the quality of life for town residents.

GEOLOGY AND TOPOGRAPHY

Outagamie County is located in the Eastern Ridges and Lowlands geographic province of Wisconsin. The topography is characterized as flat to gently rolling with several northeasterly trending escarpments as the dominant landscape features. The topography of the Town of Center can be characterized as **flat to gently rolling** uplands interrupted by broad depressions. Elevations range from about 880 feet above sea level in the far northwest and southwest corners of the town to about 680 feet along Duck and Apple Creeks in the northeast and southeast corners of the town.

Sedimentary rocks underlie the land surface in Outagamie County. The Town of Center and surrounding area has dolomitic limestones and sandstones, as the uppermost layers below the land surface.

WATER FEATURES AND WATERSHEDS

The Town of Center falls within **three subwatersheds of the Wolf River and Lower Fox River Basins**. (The boundaries of the Wolf River and Lower Fox River Basin are illustrated on the *Natural Features Map*.) The western half of the town is in the Wolf River Basin and includes the Wolf River/New London/ Bear Creek subwatershed. The eastern half of the town is in the Lower Fox River Basin and includes the Duck Creek subwatershed. The southeastern corner of the town falls within the Apple/Ashwaubenon Creek subwatersheds of the Lower Fox River Basin with all drainage flowing directly or indirectly into the Bay of Green Bay and Lake Michigan via existing ditches, wetland areas and stream corridors. The dividing line between these two basins roughly follows STH 47. Bear Creek and Mackville Creek are the primary water features in the town.

The **Wolf River/New London/Bear Creek subwatershed** spans over west central Outagamie County and covers 145 square miles. This watershed includes the mainstream of the Wolf River from the confluence of the Shioc River to the City of New London. In the Town of Center, a portion of Bear Creek (an 18-mile tributary of the Wolf River) flows into the western half of the town.

The **Duck Creek subwatershed**, approximately 152 square miles in surface area, lies within both Outagamie County (67%) and Brown County (33%). Land uses in upstream portions of the watershed are predominately agricultural while downstream areas are dominated by residential and urban uses in and near metropolitan Green Bay.

Duck Creek originates in Burma Swamp, a large wetland (approximately 2000 acres) located in central Outagamie County. A total of 71 miles of named and unnamed streams are located in the watershed and all enter Green Bay at or near the mouth of Duck Creek.

The **Apple/Ashwaubenon Creek subwatershed** is 113 square miles in size. Approximately 60 percent lies within Outagamie County and 40 percent is located in Brown County. Here are 171 miles of named and unnamed streams in the watershed, all of which empty into the Fox River. Land use in the watershed is primarily agricultural and residential, though industrial areas do exist in the urban areas of Green Bay and Appleton.

SHORELINES

Shoreland areas in the Town of Center are limited. The *Shoreland/Wetland Ordinance* adopted by Outagamie County regulates shoreland uses and development by requiring a permit for any filling or grading activity within 300' of any navigable stream as a minimum to protect the stream from harmful impacts. The Town of Center supports the county's efforts to protect shorelands.

GROUNDWATER

Groundwater resources in the Town of Center are **generally plentiful**. The groundwater is linked directly to the surficial glacial deposits and underlying bedrock structure. Center contains **two distinct groundwater aquifers**: The Water Table Aquifer and the Sandstone Aquifer.

The **Water Table Aquifer** is present in all areas of the town and consists of glacial sediments deposited by several glacial advances that covered portions of Outagamie County. The thickness of this aquifer is variable, being greatest in pre-glacial bedrock valleys and least over topographic highs in the bedrock surface. Sand and gravel streams, present throughout the aquifer, typically can transmit adequate amounts of water for private well systems.

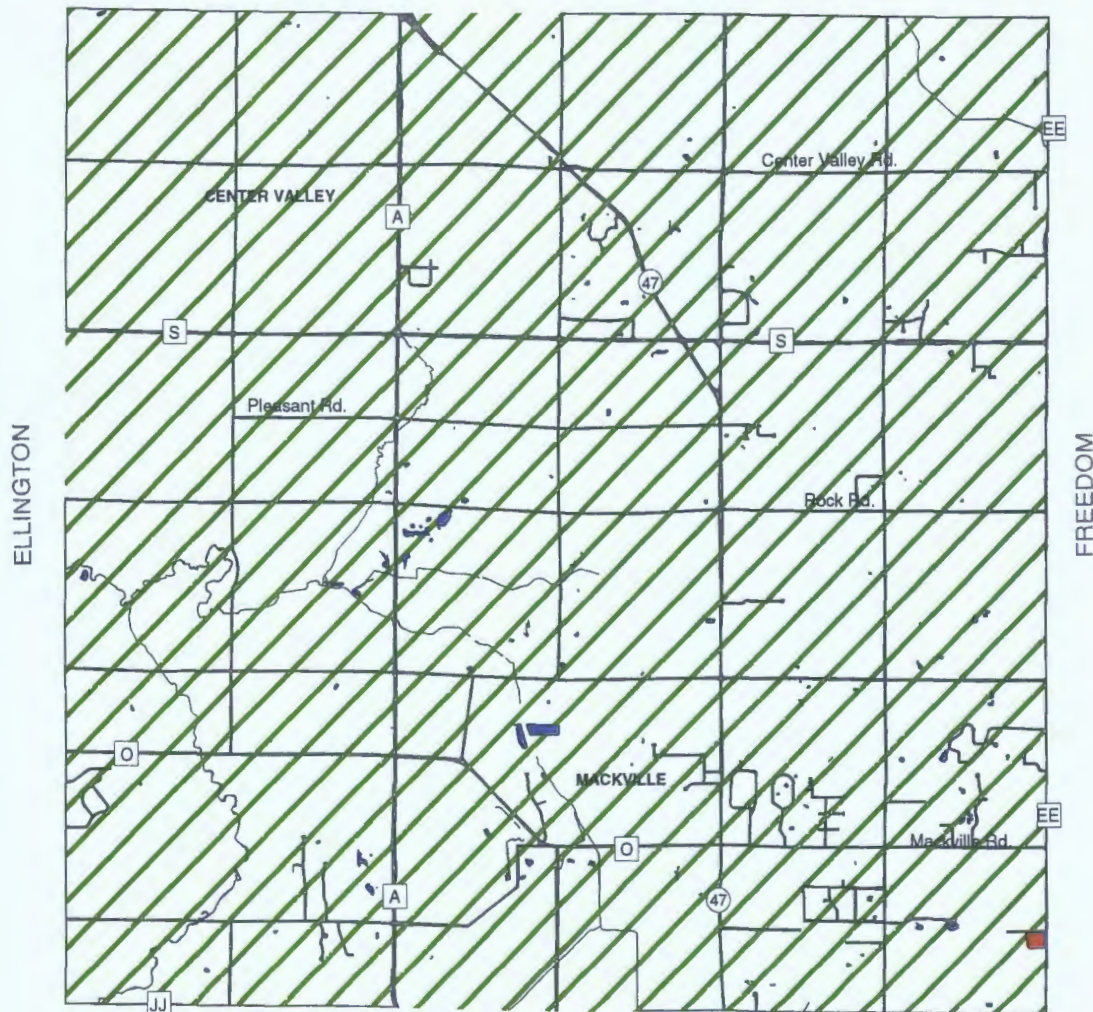
The **Sandstone Aquifer** consists of several layers of sandstone and dolomite. It consists of the upper Platteville-Galena aquifer, which is located below the Water Table Aquifer. It is comprised primarily of dolomite and acts as a leaky confining layer over the sandstone aquifer. It does not transmit water as readily to the underlying sandstone, but is capable of supplying adequate amounts of water to private water systems due to secondary fractures. The St. Peter Sandstone aquifer lies below the Platteville-Galena layer and is the area's thickness and most important aquifer. It is the most widely used for high capacity wells for municipal and industrial uses. The town actually sits on the western edge of this formation, which is known to produce high levels of naturally occurring arsenic.

All Town of Center residents obtain drinking water from individual, private wells. The town is located within a **WDNR defined "Arsenic Advisory Area,"** which coincides with the western edge of the St. Peter Sandstone formation. Numerous residents within the town have had high levels of naturally occurring arsenic show up in their wells. In fact, the testing demonstrates that the concentration of arsenic in residential wells in the Town of Center is quite significant. The 2000-2001 sample testing results are presented

SPECIAL WELL CASING PIPE DEPTH AREA

TOWN OF CENTER

BLACK CREEK



GRAND CHUTE



Location: F:\MUNICIPAL\JOBS\M1059A01\GIS\CENTLB\Well_Casing_3x11.mxd
Source: East Central Wisconsin Regional Planning Commission
Outagamie County

Legend

- ROADS
- SPECIAL WELL CASING PIPE DEPTH AREA
- CITY OF APPLETON PROPERTY
- WATER

The DNR by notice dated September 10, 2004 has indicated that Outagamie and Winnebago Counties are with a new "Special Well Casing Pipe Depth Area," which requires special well construction, grouting, and disinfection standards due to naturally occurring arsenic contamination problems. These requirements may have an impact on any subdivisions that develop without a public water supply.



1"=6,200'

in Table 21. The WDNR, by notice dated September 10, 2004, has ruled that all of Outagamie and Winnebago Counties are now within a new "Special Well Casing Pipe Depth Area" which requires special well construction, grouting, and disinfection standard due to the naturally occurring arsenic. This "Special Casing Depth Area" is established under the WDNR's authority provided by Section NR 812.12(3), Wisc. Admin. Code (State Private Well Construction & Pump Installation Code). These new requirements will increase well drilling costs for new development in the Town.

TABLE 21 ARSENIC DETECT RESULTS					
Range	Town of Center	Town of Grand Chute	Town of Ellington	Town of Freedom	Town of Black Creek
> 100 ppb	6	0	0	0	0
> 50 ppb	23	1	0	0	4
> 20 ppb	63	1	0	12	11
> 10 ppb	98	14	5	28	31
> 5 ppb	153	23	22	47	43
> 3 ppb	171	32	31	71	51
< 3 ppb	168	222	149	195	58
Total	339	254	180	266	109

Number of samples in given range is cumulative except < 3 ppb.
Source: WDNR, 2002

Given the relatively low density of development in the Town, it is not feasible to establish a municipal water system. Monitoring and education will be critical to addressing arsenic issues. Additional information about this issue is presented in the "Issues and Concerns" Section of this Chapter.

WETLANDS⁵

Wetlands act as a natural filtering system for sediment and nutrients such as phosphorus and nitrates. They also serve as a natural buffer, protecting shorelines and stream banks from erosion. Wetlands are also essential in providing wildlife habitat, flood control, and groundwater recharge. Due to these benefits, county and state regulations place limitations on the development and use of wetlands and shorelands. Wetlands in the town are shown on the *Town of Center Natural Features Map*. Approximately 7% of all land in the Town of Center is classified as wetlands.

The *Shoreland/Wetland Ordinance* adopted by Outagamie County regulates shoreland uses and development within 1,000 feet from the ordinary high water mark of a lake,

⁵ This section is based on several studies and documents produced by the Program on Agricultural Technology Studies. The program is a joint program of the Departments of Rural Sociology and Agricultural and Applied Economics at UW-Madison and UW-Cooperative Extension. Additional information is available on-line at www.wisc.edu/pats

pond or flowage, and within 300 feet from the ordinary high water mark of a navigable river or stream.

For almost three decades, the U.S. Army Corps of Engineers has had the authority over the placement of fill materials in virtually all wetlands of five (5) acres or greater. However, on January 9, 2001, the U.S. Supreme Court limited federal jurisdiction over isolated wetlands under the Clean Water Act of 1972. This Court decision now limits the jurisdiction of the U.S. Army Corps of Engineers to cover only wetlands that are directly associated with navigable waterways-lakes, streams and rivers. Since the State of Wisconsin's jurisdiction over wetlands is tied to federal statutes, as many as 4 million acres of wetland were affected by this decision, including some wetland areas in the Town of Center.

In response to this U.S. Supreme Court Decision the State of Wisconsin recently passed legislation giving the Wisconsin Department of Natural Resources (DNR) authority to regulate those wetlands that were formerly tied to federal legislation. As in the past, anyone interested in filling a wetland is required to obtain a permit.

Wetlands in the Town of Center principally occupy stream bottoms. Those mapped by the WDNR on its *Wisconsin Wetland Inventory Maps* are primarily found along Duck Creek and Bear Creek. Other isolated wetlands are found in depressions or along drainageways, and typically occupy less than 100 acres. These wetlands exhibit diversity in hydrologic and vegetative characteristics. The most extensive wetlands are forested areas with wet soils. These lowland areas support mixed hardwood deciduous plant communities.

FLOODPLAINS

Areas susceptible to flooding are considered unsuitable for development because of risks to lives and property. Revised in 1984, the *Flood Insurance Rate Map* for the unincorporated areas of Outagamie County identifies extensive areas adjacent to Bear Creek and Mackville Creek in the Town of Center as having the potential for flooding. The *Town of Center Natural Features Map* illustrates these and other floodplain areas found in the town.

Outagamie County has adopted a *Floodplain Zoning Ordinance* requiring certain land use controls in designated flood hazard areas. The existence of this ordinance makes residents of the town eligible to participate in the Federal Flood Insurance Administration's insurance program. The flood insurance program requires all structures constructed or purchased in a designated flood hazard area, with loans from federally insured banks, to be covered by a flood insurance policy.



WOODLANDS

Prior to settlement, the vegetation of Outagamie County was entirely forested with areas of mixed conifer-northern hardwood forest. As people moved to the area, much of the forests were cleared for agricultural crops. This pattern is also true for the Town of Center. In the town, the extensively farmed uplands are interspersed with woodlots. Areas of depression in the town include several significant wetlands that are covered by forest and shrub-scrub vegetation.

The WDNR **Managed Forest Law** provides opportunities for conservation of contiguous woodland environments for wildlife and plants inhabiting these areas. For more information visit:
www.dnr.state.wi.us/org/land/forestry/publications/

The *Town of Center Natural Features Map* delineates the location of these areas. Because woodlands are an important natural feature to town

residents, the few remaining woodland areas should be protected from future encroachment through the use of easements, conservation subdivisions and other preservation techniques.

WILDLIFE HABITATS

Unfortunately there is not a source of comprehensive habitat information for the Town of Center. Resident observation is the best available local resource about wildlife habitat areas. Primary wildlife habitat areas correspond to the forested areas and wetland areas shown on the *Natural Resources Map*. These areas provide food and cover for deer, raccoons, skunk and other small creatures common in the area. The local farm fields also serve as a food source for deer in the area. The remaining areas of the town (i.e. residential areas, road corridors, and other developed areas) are not classified as primary wildlife habitat areas - though certainly animals do wander into these areas.



Some information about wildlife habitats is also available from the WDNR. This information is specific to the Wolf River and Lower Fox River Basins. Based on this available data:

- Over 143 rare animal species live in the Wolf River basin, including northern goshawk, red-headed woodpecker, great gray owl, barn owl, red-shouldered hawk, bald eagle, osprey and various

WILDLIFE HABITAT FRAGMENTATION

A primary threat to wildlife is **fragmentation** – the breaking up of larger habitat areas into smaller sections. Fragmentation decreases wildlife population sizes, isolates habitat areas and creates more edges – where two dissimilar habitats meet (i.e. grassland and residential subdivisions). The Town of Center supports rural development patterns that maintain wildlife corridors.

butterflies, beetles, dragonflies, fish, grasshoppers, mayflies mussels, mammals, snails, snakes and turtles.

- The Wolf River basin supports 57 rare plant species, including 8 state endangered, 11 state threatened, 38 special concern and two federally listed plant species. The majority of these plants are found in wetland areas.
- Wildlife in the Lower Fox Basin includes: songbirds, white tailed deer, rabbits, red fox, coyote, pheasant, Hungarian partridge, squirrel, skunk, raccoon, upland game birds, waterfowl, bats, small mammals and invertebrates, reptiles and amphibians.
- Numerous endangered, threatened and otherwise rare species live in the Lower Fox Basin, including the endangered Barn Owl and the threatened Small White Lady's Slipper.

The WDNR is concerned about loss of wetlands, aquatic habitat and open land to development as well as pollution to surface and groundwater. Moreover, simplification of diverse habitat and loss of special places that support rare species are also major concerns.

EXOTIC AND INVASIVE SPECIES

Non-native, or exotic, plant and animal species have been recognized in recent years as a major threat to the integrity of native habitats and species, as well as a potential economic threat (damage to crops, tourist economy, etc). The WDNR requires that any person seeking to bring a non-native fish or wild animal for introduction in Wisconsin obtain a permit. The Town of Center can help combat exotic species by educating residents about non-native species and encouraging residents to use native plants in landscaping.

THREATENED AND ENDANGERED SPECIES

Tables 22 and 23 provide information about threatened and endangered species in Outagamie County as determined by the Wisconsin Department of Natural Resources. Unfortunately, there is not specific information available with respect to these species and their status in the Town of Center. The Wisconsin Status category indicates the following:

- *Endangered*: continued existence in Wisconsin is in jeopardy
- *Threatened*: appears likely, within the foreseeable future, to become endangered
- *Special Concern*: species for which some problem of abundance or distribution is suspected but not yet proven
- *Rule*: protected or regulated by state or federal legislation or policy; neither endangered nor threatened

For a complete, up-to-date list of threatened and endangered plant and animal species in the county, refer to www.dnr.state.wi.us.

**TABLE 22
THREATENED OR ENDANGERED PLANT SPECIES
OUTAGAMIE COUNTY, WI**

Common Name	Species Name	Wisconsin Status ¹
American Gromwell	<i>Lithospermum latifolium</i>	Special Concern
Cuckoo Flower	<i>Cardamine pratensis var palustris</i>	Special Concern
Handsome Sedge	<i>Carex formosa</i>	Threatened*
Heart-Leaved Plantain	<i>Plantago cordata</i>	Endangered
Indian Cucumber-Root	<i>Medeola virginiana</i>	Special Concern
Marbleseed	<i>Onosmodium molle</i>	Special Concern
Marsh Valerian	<i>Valeriana sitchensis ssp uliginosa</i>	Threatened
Northern Bog Sedge	<i>Carex gynocrates</i>	Special Concern
Ram's-Head Lady's-Slipper	<i>Cypripedium arietinum</i>	Threatened
Showy Lady's-Slipper	<i>Cypripedium reginae</i>	Special Concern
Small White Lady's-Slipper	<i>Cypripedium candidum</i>	Threatened
Small Yellow Lady's-Slipper	<i>Cypripedium parviflorum</i>	Special Concern
Snow Trillium	<i>Trillium nivale</i>	Threatened
Yellow Gentian	<i>Gentiana alba</i>	Threatened

**TABLE 23
THREATENED OR ENDANGERED ANIMAL SPECIES
OUTAGAMIE COUNTY, WI**

Common Name	Species Name	Wisconsin Status ¹	Taxa
Bald Eagle	<i>Haliaeetus leucocephalus</i>	Special Concern**	Bird
Barn Owl	<i>Tyto alba</i>	Endangered	Bird
Broad-Winged Skipper	<i>Poanes viator</i>	Special Concern	Butterfly
Columbine Dusky Wing	<i>Erynnis lucilius</i>	Special Concern	Butterfly
Dion Skipper	<i>Euphyes dion</i>	Special Concern	Butterfly
Gorgone Checker Spot	<i>Chlosyne gorgone carlota</i>	Special Concern	Butterfly
Henry's Elfin	<i>Incisalia henrici</i>	Special Concern	Butterfly
Karner Blue Butterfly	<i>Lycaeides melissa samuelis</i>	Special Concern**	Butterfly
Little Glassy Wing	<i>Pompeius verna</i>	Special Concern	Butterfly
Mulberry Wing	<i>Poanes massasoit</i>	Special Concern	Butterfly
Tawny Crescent Spot	<i>Phyciodes batesii</i>	Special Concern*	Butterfly
Two-Spotted Skipper	<i>Euphyes bimacula</i>	Special Concern	Butterfly
Lake Sturgeon	<i>Acipenser fulvescens</i>	Special Concern*	Fish
Pugnose Minnow	<i>Opsopoeodus emiliae</i>	Special Concern	Fish
Weed Shiner	<i>Notropis texanus</i>	Special Concern	Fish
Western Sand Darter	<i>Ammocrypta clara</i>	Special Concern	Fish
A Primitive Minnow Mayfly	<i>Parmeletus chilifer</i>	Special Concern	Mayfly
Buckhorn	<i>Tritogonia verrucos4a</i>	Threatened	Mussel
Elktoe	<i>Alasmidonta marginata</i>	Special Concern*	Mussel
Round Pigtoe	<i>Pleurobema sintoxia</i>	Special Concern	Mussel
Salamander Mussel	<i>Simpsonaias ambigua</i>	Threatened*	Mussel
Snuffbox	<i>Epioblasma triquetra</i>	Endangered*	Mussel
Wood Turtle	<i>Clemmys insculpta</i>	Threatened	Turtle

SOURCE: WDNR, June 1998

* Candidate for Federal listing

** Federally Endangered or Threatened.

METALLIC AND NON-METALLIC MINING RESOURCES

The geologic and glacial history of Outagamie County is reflected in its mineral resources that provide a substantial volume of total aggregate material used in construction activities throughout the county and the region. Non-metallic mining resources are particularly rich in the northeastern portions of Outagamie County, including the Town of Center. According to the East Central Wisconsin Regional Planning Commission (ECWRPC), the Town of Center has 5 active quarry sites. Information about each pit facility in the Town of Center is provided in Table 24 below.



TABLE 24
PIT OPERATIONS IN THE TOWN OF CENTER
OUTAGAMIE COUNTY, WI

Pit Name	Operator	Reclamation Plan	Total Acres*
Center Quarry	Carew Concrete & Supply Co. Inc.	Yes	40
Garvey Pit	Michels Materials	Yes	55
Center Valley Pit	MCC, Inc.	Yes	133
Mackville Quarry	MCC, Inc.	Yes	220
Rock Road Pit	Badger Highways	Yes	140

Source: ECWRPC Database, 2005

* Total Acreage of property may be larger than actual pit area

As part of NR 135, Wisconsin Administrative Code, adopted in December 2000, any community in Wisconsin could adopt an ordinance to establish requirements for reclamation of non-metallic mines, such as gravel pits and rock quarries. If a town decided not to develop its own ordinance, a county could develop an ordinance for the area instead. Likewise, regional planning agencies could develop ordinances for counties within their region to adopt. The ordinances must establish reclamation requirements to prevent owners and operators of quarries and gravel pits from abandoning their operations without proper reclamation of the mines.

The ECWRPC, under an agreement approved in July 2001 will be the regulatory authority for administering five individual, county-adopted, *Non-Metallic Mining Reclamation Ordinances* for Winnebago, Calumet, Outagamie, Waupaca and Shawano Counties. This agreement transfers permit issuance and reclamation plan

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review/approval authority to the ECWRPC for the program, however, the individual counties will still be responsible for the actual enforcement of the ordinance requirements should any problems arise with a site/operator/landowner. It is important to understand that the ECWPRC only oversees the reclamation aspect of active sites in these counties as it relates to the NR135 requirements. Zoning or other operational issues of sites are still handled by the counties, including Outagamie, under their existing zoning regulations.

The process of siting a mine continues to be a local matter governed under existing zoning procedures by local authorities. The new reclamation requirements through NR 135 add to the status quo, but do not replace or remove any other current means of regulation. The requirements neither regulate active mining process nor have any effect upon local zoning decisions like those related to the approval of new mine sites. Because the Town of Center is under county zoning, the *Outagamie County Zoning Ordinance* regulates the location of quarry operations in the town.

Through the planning process, all quarry operators were contacted. They each indicated that existing quarry sites have enough material to continue quarrying through 2025 and beyond. The town wants to work with Outagamie County to provide notification requirements for subdivision development within 1,200 feet of quarrying operations to ensure that residents are aware of existing and potential future quarry operations.

The town currently has an agreement with the Badger Quarry, which identifies the future extent of the mining operation. The town is interested in eventually establishing agreements with all quarries in the town.

Under the law, any landowner of a demonstrated "marketable non-metallic deposit" may register the site for mining. Local zoning authority can object to the application if the zoning does not permit it. Registration expires after a 10-year period and may be extended for a single 10-year period if it is demonstrated that commercially feasible quantities continue to exist at the property. Otherwise, remediation action is required.

Towns (on their own and through the use of county zoning) rezoning property in a manner consistent with a Comprehensive Plan are not required to permit non-metallic mining operations that are inconsistent with the plan.

SOILS

Soils support the physical base for development and agriculture within the town. Knowledge of their limitations and potential difficulties is important in evaluating crop production capabilities and other land use alternatives, such as residential development. Soil problems

that limit development potential include: slumping, compaction, erosion and high water tables. Severe soil limitations do not always mean a site cannot be developed, but rather that more extensive construction measures may have to be taken to prevent damage to the land or structures.

Terms to Know ...

Slumping – to fall, sink or collapse, especially suddenly.

Compaction – compressed.

Three soil associations (grouping of individual soil types based on geographic proximity and other characteristics) are present in the Town of Center: Hortonville-Symco, Menominee-Grays-Rousseau, and Winneconne-Manawa.

Occupying the northeast half of the town are the loam soils of the **Hortonville-Symco association**. Formed under mixed hardwood forests, the surface layer of these soils is a black silt loam. Hortonville soils are well drained occupying gently to steeply sloping plains and ridges. Symco soils are somewhat poorly drained and lie on flat to gently sloping plains. Both soils are well suited for crop production, although Symco soils often require drainage improvements.

A band of soils paralleling Duck Creek and extending southwestward to the town boundary are the soils of the **Menominee-Grays-Rousseau association**. Another area of these soils is found in the center of the town. Together, these areas make up about a quarter of the town. Rousseau loamy fine sand is the predominant soil in this grouping. This soil is gently sloping and is moderately well to well drained. Low natural fertility somewhat limits the productivity of these soils for raising crops.

Soils of the **Winneconne-Manawa association** are found in the southeastern quarter of the town. Winneconne soils are well drained and nearly level to sloping. These silty clay loams are found somewhat higher on the landscape than the similar Manawa soils that formed in drainageways and depressions. Both soils are extensively cropped, but inadequate drainage limits productivity in some areas.

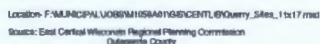
The maps on the following pages illustrate the soil types in the town as well as development limitations based on soil characteristics in the area. These maps are important reference tools for predicting development patterns. These maps should not be used as the primary data source when developing a parcel. Individual soil surveys and other tools should be used.

AIR QUALITY

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

“A few common air pollutants are found all over the United States. These pollutants can injure health, harm the environment and cause property damage. EPA calls these pollutants **criteria air pollutants** because the agency has regulated them by first developing health-based **criteria** (science-based guidelines) as the basis for setting permissible levels. One set of limits (**primary standard**) protects health; another set of limits (**secondary standard**) is intended to prevent environmental and property.”

BLACK CREEK



review/approval authority to the ECWRPC for the program, however, the individual counties will still be responsible for the actual enforcement of the ordinance requirements should any problems arise with a site/operator/landowner. It is important to understand that the ECWRPC only oversees the reclamation aspect of active sites in these counties as it relates to the NR135 requirements. Zoning or other operational issues of sites are still handled by the counties, including Outagamie, under their existing zoning regulations.

The process of siting a mine continues to be a local matter governed under existing zoning procedures by local authorities. The new reclamation requirements through NR 135 add to the status quo, but do not replace or remove any other current means of regulation. The requirements neither regulate active mining process nor have any effect upon local zoning decisions like those related to the approval of new mine sites. Because the Town of Center is under county zoning, the *Outagamie County Zoning Ordinance* regulates the location of quarry operations in the town.

To ensure that quarry operations are located in suitable areas, with adequate buffers from adjacent residential development, the town prepared the map provided on the previous page. This map identifies the location of potential mineral deposits that may one day be utilized as quarries. **Primary Potential Quarry Sites** include properties with the greatest potential for material extraction based on access to limestone within 20 feet of the surface to a depth of more than 100 feet. The **secondary areas** include just as significant of a supply located approximately 35 feet below the surface. The primary and secondary quarry locations include landholdings of current quarry operators and other areas. Through the planning process, all quarry operators were contacted. They each indicated that existing quarry sites have enough material to continue quarrying through 2025 and beyond. The town wants to work with Outagamie County to require a conditional use permit for subdivision development within 1,200 feet of quarrying operations to ensure that residents are aware of existing and potential future quarry operations.

The town currently has an agreement with the Badger Quarry, which identifies the future extent of the mining operation. The town is interested in eventually establishing agreements with all quarries in the town.

Under the law, any landowner of a demonstrated "marketable non-metallic deposit" may register the site for mining. Local zoning authority can object to the application if the zoning does not permit it. Registration expires after a 10-year period and may be extended for a single 10-year period if it is demonstrated that commercially feasible quantities continue to exist at the property. Otherwise, remediation action is required.

Towns (on their own and through the use of county zoning) rezoning property in a manner consistent with a Comprehensive Plan are not required to permit non-metallic mining operations that are inconsistent with the plan.

SOILS

Soils support the physical base for development and agriculture within the town. Knowledge of their limitations and potential difficulties is important in evaluating crop production capabilities and other land use alternatives, such as residential development. Soil problems

that limit development potential include: slumping, compaction, erosion and high water tables. Severe soil limitations do not always mean a site cannot be developed, but rather that more extensive construction measures may have to be taken to prevent damage to the land or structures.

Terms to Know ...
Slumping – to fall, sink or collapse, especially suddenly.
Compaction – compressed.

Three soil associations (grouping of individual soil types based on geographic proximity and other characteristics) are present in the Town of Center: Hortonville-Symco, Menominee-Grays-Rousseau, and Winneconne-Manawa.

Occupying the northeast half of the town are the loam soils of the **Hortonville-Symco association**. Formed under mixed hardwood forests, the surface layer of these soils is a black silt loam. Hortonville soils are well drained occupying gently to steeply sloping plains and ridges. Symco soils are somewhat poorly drained and lie on flat to gently sloping plains. Both soils are well suited for crop production, although Symco soils often require drainage improvements.

A band of soils paralleling Duck Creek and extending southwestward to the town boundary are the soils of the **Menominee-Grays-Rousseau association**. Another area of these soils is found in the center of the town. Together, these areas make up about a quarter of the town. Rousseau loamy fine sand is the predominant soil in this grouping. This soil is gently sloping and is moderately well to well drained. Low natural fertility somewhat limits the productivity of these soils for raising crops.

Soils of the **Winneconne-Manawa association** are found in the southeastern quarter of the town. Winneconne soils are well drained and nearly level to sloping. These silty clay loams are found somewhat higher on the landscape than the similar Manawa soils that formed in drainageways and depressions. Both soils are extensively cropped, but inadequate drainage limits productivity in some areas.

The maps on the following pages illustrate the soil types in the town as well as development limitations based on soil characteristics in the area. These maps are important reference tools for predicting development patterns. These maps should not be used as the primary data source when developing a parcel. Individual soil surveys and other tools should be used.

AIR QUALITY

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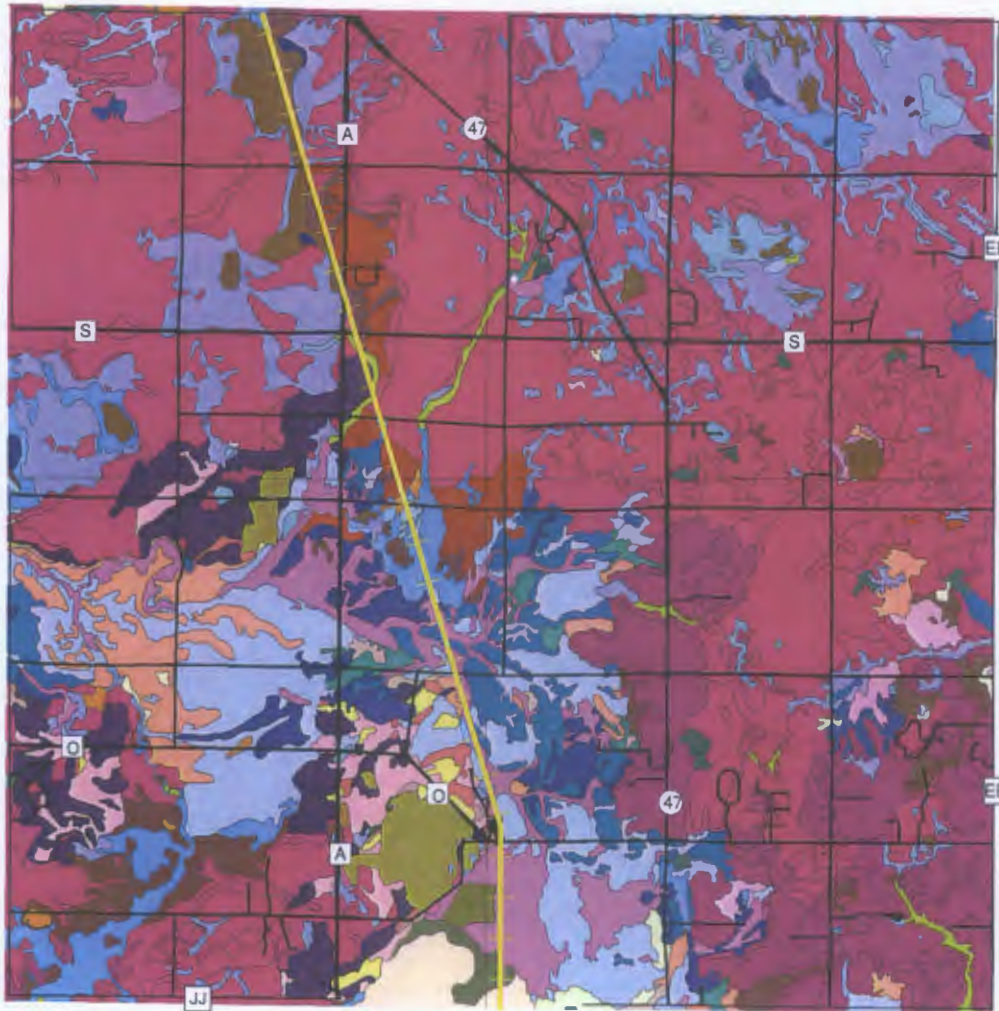
SOIL TYPES

TOWN OF CENTER

BLACK CREEK

ELLINGTON

FREEDOM



GRAND CHUTE

Legend

ALLEDALE LOAMY FINE SAND	MARKEY MUCK
BONDUEL SILT LOAM	MENOMINEE LOAMY FINE SAND
BOYER LOAMY SAND	MOSEL SILT LOAM *
BRIGGSVILLE SILT LOAM *	MUNDELEIN SILT LOAM *
CARBONDALE MUCK *	NAMUR SILT LOAM
CASCO LOAM	NICHOLS VERY FINE SANDY LOAM *
CATHRO MUCK	PELLA SILT LOAM *
CEFORD LOAMY FINE SAND	POY SILTY CLAY LOAM *
CHANNONHON SILT LOAM	POYGAN SILTY CLAY LOAM *
DEFORD LOAMY FINE SAND	ROCK OUTCROP
FLUVAQUENTS	ROUSSEAU LOAMY FINE SAND
GRAVEL PITS	SHAWAUNO FINE SAND, ROLLING
GRAYS SILT LOAM *	SHIOCTON SILT LOAM *
HEBRON LOAM *	SUAMICO MUCK
HORTONVILLE SILTY & FINE SANDY LOAM *	SYMCO VARIANT *
KAUKAUNA SILTY CLAY LOAM *	UDIFLUENTS
KEOWNS SILT LOAM *	UDORTHERTS
KEWAUNEE SILT LOAM *	WAINOLA LOAMY FINE SAND
KOLBERG SILT LOAM *	WILL SILT LOAM *
LIMESTONE QUARRIES	WINNECONNE SILTY CLAY LOAM *
MANAWA SILTY CLAY LOAM *	SURFACE WATER
MANISTEE LOAMY FINE SAND	

* = Productive Agricultural Soils

OMNI
ASSOCIATES

PROJECT # M1059A01
DATE: 8/25/02
DRAWN BY: KAL
REVISED: 8/25/02

ONE SYSTEM DRIVE, APPLETON, WI 54911
PHONE: (920) 733-4200 FAX: (920) 733-4000

LOCATION: F:\GIS\1059A01\CENTLIN\Soils_11x17.mxd
SOURCE: EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION
OUTAGAMIE COUNTY
OUTAGAMIE COUNTY SOIL SURVEY, UNITED STATES DEPARTMENT OF AGRICULTURE



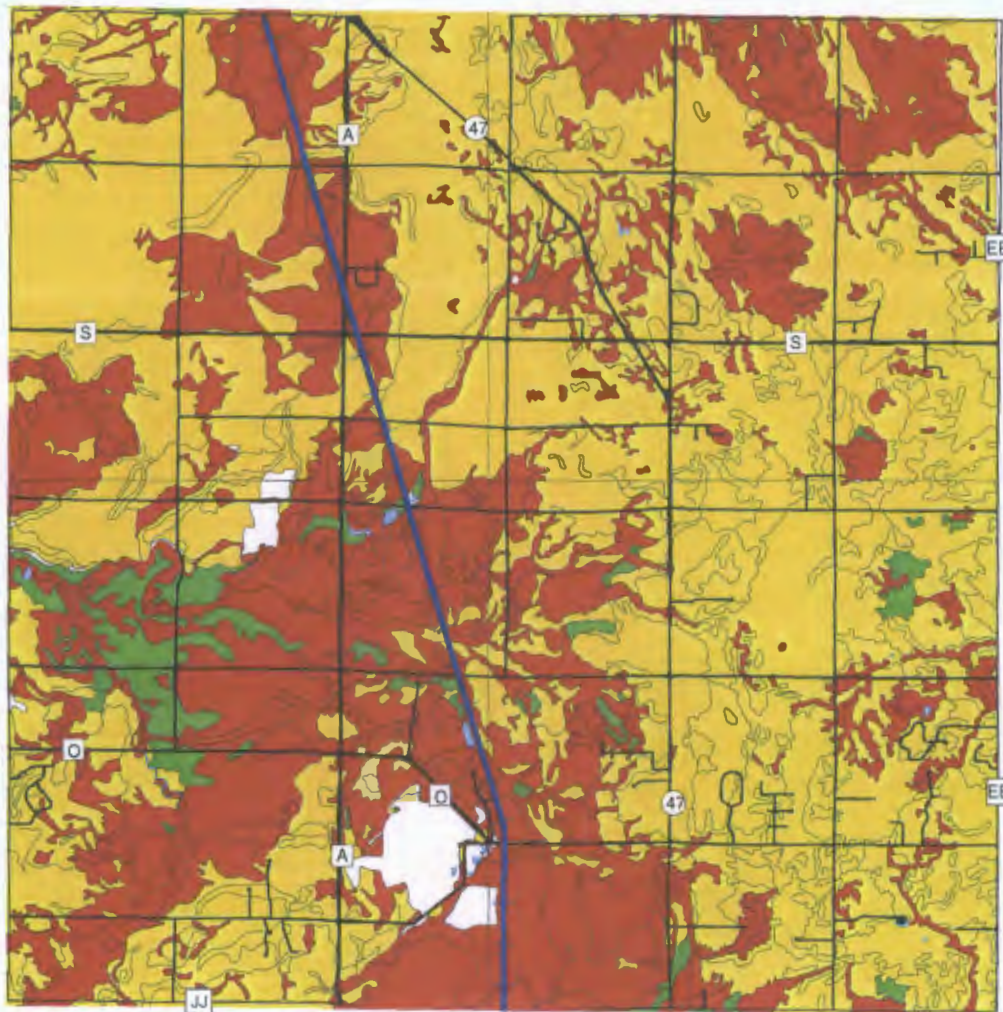
1" = 6150'

BUILDING SUITABILITY

TOWN OF CENTER

BLACK CREEK

ELLINGTON



FREEDOM

GRAND CHUTE

The Building Suitability Classifications illustrated on this map are based on information obtained from the *Outagamie County Soil Survey*. The Soil Survey evaluates soil types based on their ability to support buildings with and without basements. Areas identified as **Severe Risk** are not recommended for development given slopping, steepness, wetness or other limitations. **Moderate Risk** areas may be suited for development if certain precautions or mitigation techniques are used. Areas of **Slight Risk** are well-suited for dwellings with or without basements.



LOCATION: F:\GIS\1089\CENTRAL\Soils_Building_1117.mxd
SOURCE: EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION
OUTAGAMIE COUNTY
OUTAGAMIE COUNTY SOIL SURVEY US DEPARTMENT OF AGRICULTURE

Legend

- SEVERE RISK
- MODERATE RISK
- SLIGHT RISK
- NOT RATED
- SURFACE WATER
- ROADS
- RAILROADS



1" = 6150'

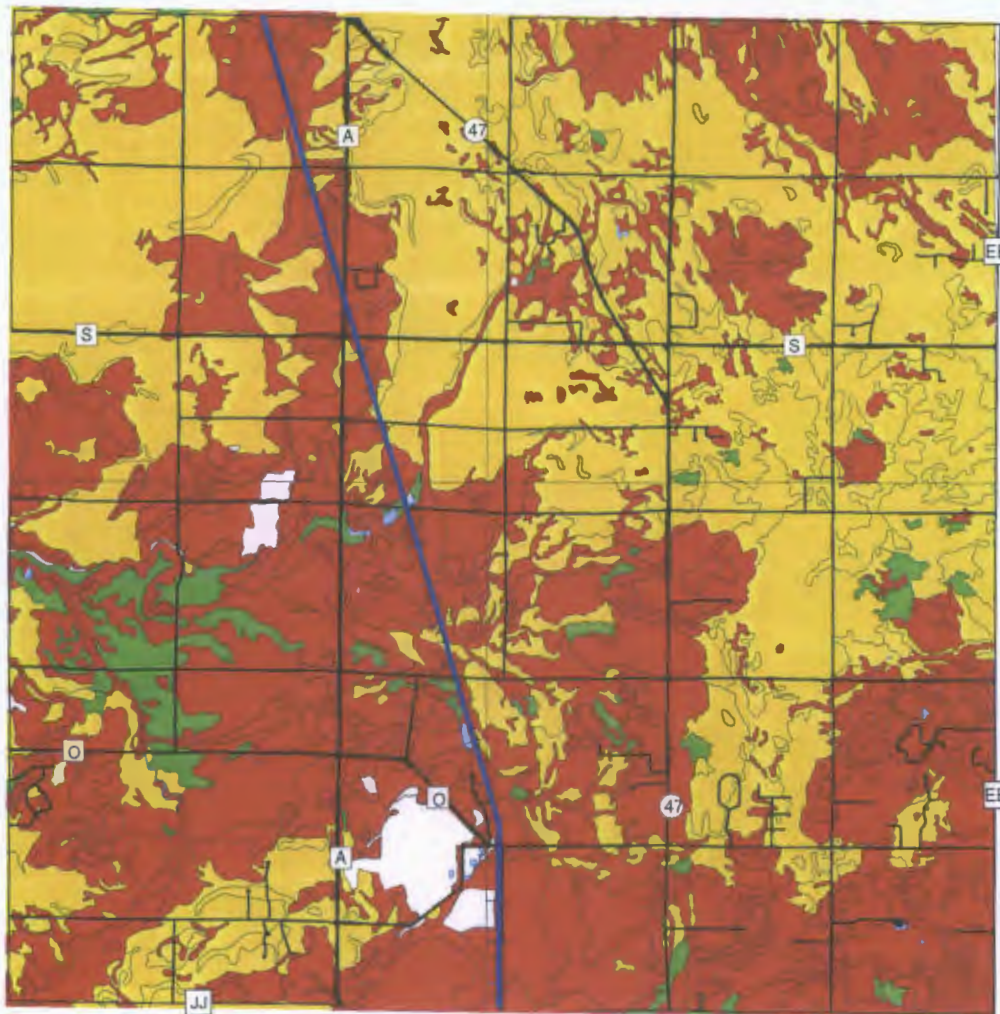
SANITARY SUITABILITY

TOWN OF CENTER

BLACK CREEK

ELLINGTON

FREEDOM



GRAND CHUTE

The Sanitary Suitability Classifications illustrated on this map are based on information obtained from the *Outagamie County Soil Survey*. The Soil Survey evaluates soil types based on their ability to support sanitary drainage and holding tanks. Areas identified as **Severe Risk** are not recommended for development given slopping, steepness, wetness or other limitations. **Moderate Risk** areas may be suited for development if certain precautions or mitigation techniques are used. Areas of **Slight Risk** are well-suited for sanitary drainage and holding tanks. Future annexation into surrounding cities will provide residents with access to city sewer and water.



LOCATION: F:\GIS\105861\CENT\USData_Sanitary_11x17.mxd
SOURCE: EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION
OUTAGAMIE COUNTY
OUTAGAMIE COUNTY SOIL SURVEY US DEPARTMENT OF AGRICULTURE

Legend

- SEVERE RISK
- MODERATE RISK
- SLIGHT RISK
- NOT RATED
- SURFACE WATER
- ROADS
- RAILROADS



1" = 6150'

damage. A geographic area that meets or does better than the primary standard is called an **attainment area**; areas that don't meet the primary standard are called **nonattainment areas**."

Outagamie County is an attainment area located in the Northeast Wisconsin Region. This situation is not expected to change in the future. County, state and federal air quality protection standards are in place to maintain and improve the local air quality.

Historical and Cultural Resources

Cultural resources, like natural resources, are valuable assets, which should be preserved. At this time, recognized historic and cultural resources in the town are limited. This situation can be attributed to the town's close proximity to Appleton where a wide variety of cultural resources and historic districts are available.

CHURCHES

There are four churches in the Town of Center. What follows is a listing of area churches.

- **St. Edwards Catholic Church**, located at N2921 STH 47, in Mackville, also includes a school facility.
- **Center Emmanuel United Methodist Church** is located at the intersection of Pleasant Road and Hample Roads in Section 17.
- **St. John's Lutheran Church** is located off STH 47 in section 22, north of Mackville.
- The **First English Lutheran Church** is situated in the far southeastern corner of the township on CTH EE.



Numerous facilities also exist beyond the town in nearby communities. Town residents have easy access to these nearby facilities via town and county roads and the STH 47 corridor.

MUSEUMS/HISTORIC RESOURCES

Museums protect valuable historic resources for community enjoyment. There are several museums and other historic resources located nearby in Appleton and Green Bay. Residents of the town are welcome to visit these facilities and enjoy the exhibits and other amenities they have to offer. Likewise, additional historic resources can be found

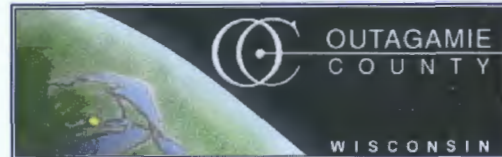
in other nearby communities accessible via STH 47 and USH 41. There are no museums or historic districts located in the Town of Center, nor are there plans to designate such areas.

The **Wisconsin Architecture and History Inventory (AHI)** includes listings in the Town of Center. Properties listed in the AHI are part of the State of Wisconsin official historic catalogue. The AHI is comprised of written text (and some photographs) of each property, which document the property's architecture and history. Most of the properties became part of the AHI as a result of systematic architectural and historical surveys. Inclusion in the AHI conveys no special status or advantage; it is merely a record of the property. The AHI inventory is housed at the **State Historical Society** of Wisconsin in Madison and is maintained by the Society's Division of Historic Preservation. For a complete list of catalogued historic sites in the Town of Center, visit the AHI on the internet at www.shsw.wisc.edu/ahi/.

The Town of Center supports the activities of the Outagamie County Historical Society and the State Historical Society to identify and protect historic resources. Given the limited number of historic resources in the town, and limited town staff, Center will not seek to develop its own historic preservation ordinance. If, in the future, residents desire additional historic preservation measures, the town may establish a committee to develop a program for historic preservation.

Current Policies/Trends

COUNTY ZONING



The *Outagamie County Zoning Ordinance* regulates zoning in the Town of Center, like many other towns in the county. Therefore, land uses within the town, including agricultural and natural areas must adhere to the zoning requirements (bulk, height, density, etc.) stipulated in the *Outagamie County Zoning Ordinance* (Refer to the *Existing Zoning Map* provided in Chapter 9).

The Town of Center does have village powers under Wis. Stats. Ch. 60, Sec. 60.62. This allows the town to adopt its own zoning regulations, provided they are at least as restrictive as the provisions of the *Outagamie County Zoning Ordinance*. However, since Outagamie County already has a *Zoning Ordinance*, the Town of Center must first obtain permission from Outagamie County to develop its own town zoning ordinance. Outagamie County has not allowed towns under the requirements of county zoning to adopt their own independent zoning ordinances, separate from those outlined in the *Outagamie County Zoning Ordinance*. The town may use its village powers to develop its own subdivision ordinance, provided it is as restrictive as the existing *Outagamie County Subdivision Ordinance*.

SHORELAND/FLOODPLAIN ZONING

Shorelands and floodplains are often viewed as valuable recreational and environmental resources. These areas provide for stormwater retention, and habitat for various types of wildlife. Development that is permitted to take place in these areas may have an adverse effect on water quality, wildlife habitat and stormwater drainage. In addition, it may also result in increased development and maintenance costs when providing for protection from the occurrence of flooding and high water, increased flood insurance premiums, extensive site preparation, and maintenance and repairs of roads and sewers.

As a result, the State of Wisconsin requires that every county adopt a shoreland/floodplain ordinance to address the problem associated with development in these areas. Development in shoreland areas is generally permitted, but specific design techniques must be considered. Development in floodplain areas is strictly regulated and in some instances, not permitted. The authority to enact and enforce these types of zoning provisions is set forth in Ch. 59.97 Wis. Stats. and Wisconsin Administrative Codes NR115.116 and 117, and is established in the *Outagamie County Zoning Ordinance*.

Outagamie County is currently administering its *Shoreland/Floodplain Ordinance* in unincorporated areas of the county. The ordinance regulates shoreland and navigable waters of the county which are 1,000 feet from the normal high water elevation of a lake, pond, or flowage; and 300 feet from the normal high water elevation of a river or stream, or to the landward side of a 100 year floodplain boundary.

FARMLAND PRESERVATION PLAN/EXCLUSIVE AGRICULTURAL ZONING

Maintaining productive land for agricultural uses has been a long-time goal of Wisconsin. To achieve this goal, the state has enacted several types of legislation that provide monetary incentives to eligible landowners to keep their land in a productive state.

Outagamie County has adopted a *Farmland Preservation Plan* so that local farmers are eligible for tax credits through the Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP) Farmland Preservation Program, and provide for exclusive agricultural zoning. Unfortunately, the Farmland Preservation Program is not working as well as it was intended. Not only has the amount of tax credits been reduced significantly over the last several years, but farmland is being lost in Outagamie County as more and more people seek to develop rural residences. Outagamie County will likely address this farmland preservation and protection issue through a county comprehensive plan that will be developed prior to 2010.



Outagamie County does have an exclusive agricultural zoning classification to delineate agricultural lands. The exclusive agricultural areas of the Town of Center are seen on the *Zoning Map* provided in the Land Use Chapter.

OUTAGAMIE COUNTY LIVESTOCK WASTE MANAGEMENT ORDINANCE

Outagamie County has had a *Livestock Waste Management Ordinance* in effect since 1986. The ordinance requires that a permit be secured from the Outagamie County Zoning Department prior to construction of animal waste storage facilities and that the most current Natural Resource Conservation Service (NRCS) standards and specifications for these facilities be followed. The ordinance covers all types of animals waste storage facilities. The Outagamie County Land Conservation Committee



has initiated an ordinance revision that will update the ordinance to include abandonment and the proper application of the waste. Currently, the Land Conservation Department is involved in virtually all new and modified waste storage facilities due to their technical expertise. The revised ordinance will merely reinforce this relationship.

Objectives for the ordinance revision include:

- To regulate the location, design, construction, operation, and maintenance of all animal feedlots and livestock waste storage facilities, including abandonment of storage facilities;
- To regulate the land application of all livestock waste in Outagamie County; and
- To develop an ordinance that is reasonable, effective and enforceable.

WISCONSIN POLLUTANT DISCHARGE ELIMINATION SYSTEM PERMITS (WPDES)

Any CAFO with over 1,000 animal units, or more than 300 animal units that meet discharge criteria, is required to obtain a WPDES Permit. This permit is issued to all businesses and industries in the State of Wisconsin that discharge water or wastewater to surface water, groundwater and/or wetlands. In regard to CAFOs, the permits require applicants to provide a plan for runoff management for outdoor lots and feed storage areas, a manure storage facility plan/diagram, a comprehensive manure management plan to be updated annually, willingness to submit to monitoring and reporting requirements and a daily record keeping log system. The permit essentially regulates land application, manure storage and runoff management – all of which have the potential to be a discharge to waters of the state.

The WPDES Permit process provides the opportunity for public comment, which may result in changes to the environmental assessment completed by WDNR. The WPDES does not address noise, land value, traffic or other types of similar issues because there is

no statutory authority for the permits to address these types impacts. These types of concerns must be regulated by county and local ordinances.

Agricultural, Natural & Cultural Resources Issues

WATER QUALITY

Groundwater is the primary source of water supply in the Town of Center. In central Outagamie County, thick beds of Cambrian sandstone are the principal source of water for higher capacity supply wells. In the Town of Center, these sandstone beds, along with the dolomites of the overlying Prairie du Chien group, and the St. Peter sandstone, which overlies the Prairie du Chien dolomites, are the main water supply aquifers for domestic and farm use.

The Town of Center is located in a groundwater drainage area that drains primarily to the south and east. The direction of flow is the result of natural discharge into the Fox River, of recharge from the large area to the northwest, of municipal and industrial pumping along the Fox River from Lake Winnebago to Green Bay, and of the eastward dip of the bedrock.

Recharge to the aquifer percolates through the glacial drift and semi permeable dolomite, and then moves slowly to the southeast. In general, domestic and farm wells in the Town are recharged primarily from the northwest.

Elevated arsenic levels have been found in groundwater samples from the Town. It is strongly suspected that these concentrations are associated with the mineralogy of the upper St. Peter sandstone. The DNR has established an Arsenic Advisory Area in Outagamie and Winnebago Counties, which encompasses the Town. The DNR recommends that supply wells within this area be cased through the upper portion of the St. Peter sandstone, and that water be sampled, and treated, if necessary.

Contamination risks from land use practices are also a threat to groundwater resources. Potential contaminant sources include old, unregulated landfills, nitrates from failed septic systems or farm runoff, pesticides, and leaking underground storage tanks. All of these sources are presently regulated or are being addressed through ordinances or technical assistance services by various county and state agencies.

Over-pumping of the aquifer does not seem to be an issue, since there is not at present a need for high capacity wells in the town. However, area quarry operations may have an impact on groundwater levels for nearby properties. For this reason, the town strongly encourages the county to establish a groundwater monitoring program around all quarry operations to document existing conditions and identify trends of concern.

Coordination with Other Comprehensive Plan Elements

The development of the Agricultural, Natural and Cultural Resources Element required coordination with all of the required plan elements. For example, when considering economic development strategies, the future role of agricultural operations in the town and natural resources was important to consider. Below is a description of the critical issues addressed with respect to the Transportation, Land Use and Housing Elements. These elements are profiled because their coordination with the Agricultural, Natural and Cultural Resources Element is critical to the success of the plan.

TRANSPORTATION

Development and subsequent transportation improvements along STH 47 may impact the natural resources and farmland areas. This will become even more important, if and when, interchanges, service roads and/or overpasses are constructed. To minimize this impact it will be important for the town to monitor this situation and consider development techniques that offer greater environmental and farmland protection (i.e. conservation subdivisions, easements, etc.).

LAND USE

Residents of the town have clearly indicated through the community survey and at public meetings that the protection of natural resources is a priority. As a result, when the *Future Land Use Map* were developed, special consideration was given to that priority. Also, when developing the *Future Land Use Maps*, special consideration was given to soil characteristics as they relate to building site limitations and limitations for septic tank absorption fields. Likewise, the Implementation Element will help to ensure that through the enforcement of desired planning and zoning requirements, natural resources and farming operations (particularly those in the northernmost areas of the town) are protected in the Town of Center.

HOUSING

Housing, if not carefully located and planned for can have a severe impact on natural resources and farming operations. Housing development can fragment farming operations and wildlife habitat areas. If not carefully planned, additional traffic, people, and services associated with housing development can quickly destroy rural character. This strategy for housing development, in the context of natural resource and farmland protection priorities, are reflected in the *Future Land Use Maps*.

Goals and Objectives

It is the vision of the Town of Center that the community will retain its rural character by continuing to enjoy a mix of scenic, open, natural, undeveloped areas and farming operations through 2020. Natural resources will be protected and serve as an

8.0 ECONOMIC DEVELOPMENT ELEMENT

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8.0 ECONOMIC DEVELOPMENT



Introduction

According to the Smart Growth Law, the purpose of the Economic Development Element is to promote the stabilization, retention and expansion of the economic base, and quality employment opportunities. To address this requirement, this chapter includes:

- Highlights of the **labor force information** from Chapter 3;
- An assessment of **strengths and weaknesses** with respect to attracting and retaining business and industry;
- An overview of **environmentally contaminated sites**; and
- A list of organizations (and contact information) providing **economic development programs** at the county, regional, state and federal levels.

Like most Wisconsin towns, the Town of Center does not have an economic activity center or “village” area which has wastewater treatment service. This is not to say residents are without choices for jobs and shopping. Given its close proximity to Appleton and the Fox Cities, residents choose to travel elsewhere to obtain goods and services. Farming is also important to the local economy.

Economic Development Vision

Through 2025, economic activity has been concentrated primarily around Mackville and Center Valley. Quarry operations are thriving and are considered an important part of the local economy.

Most of the Town's non-residential development has been along the STH 47 corridor in and to the south of Mackville. Activities in this area include: service businesses, shops, and light industrial development. Some of this area has been annexed to the City of Appleton, prior to development, to accommodate business needs for city services (i.e. water and sewer). The area around STH 47/CTH A extending toward Center Valley has grown modestly with a few businesses. Employment opportunities for residents can easily be found within 15 miles of their homes.

Labor Force and Economic Base

The Community Profile Chapter provided a detailed analysis of the local and county economy as well as the labor force.

Highlights from that chapter include:

Participation Rate describes the relationship between the labor force and population. Participation Rate is the percent of residents, over the age of 16 that are working or looking for work in a community. Retired persons and others not participating in the labor force would not be included in the participation rate.

- Outagamie County has a somewhat higher participation rate than the State of Wisconsin and the United States. Outagamie County's labor force participation rate is over 80 percent. The United States' participation rate is only around 70 percent, while the overall State of Wisconsin participation rate is approximately 75 percent. **The 2000 participation rate in the Town of Center was 74.1 percent.**
- Outagamie County **workers are very mobile.** Almost 45 percent of all employed county residents work outside of the county. Likewise, most town residents who work travel beyond the town limits for jobs in Appleton and other nearby communities.
- According to the 2000 U.S. Census, town residents were almost evenly divided into management and professional (25.4%), sales and office (25.7%) and production, transportation and materials moving occupations (22.2%). Also of significance is the 16.7% of residents employed in construction, extraction, and maintenance occupations.
- **Average annual wages paid in Outagamie County were 98.8 percent of the average State wages in 1999.**
- Between 1990 and 2000, the Town's median household income increased from \$39,650 to \$58,092. However, other towns in the county saw even more dramatic gains. As a result, the Town of Center's rank among other towns in the county fell from 5th in 1990 to 9th in 2000.

These facts and statistics are indicative of the fact that the town has a limited economic base with most residents finding employment opportunities beyond the town limits. Given its proximity to the City of Appleton and other Fox Cities, the Town of Center is not a regional hub for economic development. Major employers in the area locate in nearby municipalities with available infrastructure to suit their needs (i.e. water and sewer). The town will continue to support a limited number of small businesses as described in the Current Business Inventory section of this chapter.

Current Business Inventory and Business Environments

Commercial development in the Town of Center is scattered throughout the town. There are a few pockets in the town where business development is concentrated together. There are essentially **five business environments** in the Town of Center: STH 47, CTH A, Center Valley, Mackville (including Jeske Drive) and rural areas of the town. What follows is a profile of these business environments.

STH 47 and CTH A. These two north-south corridors are very important transportation routes in the town. A limited amount of commercial development has occurred along each corridor. Additional development is expected in the future, particularly near the STH 47 and CTH A interchange.

Center Valley and Mackville. These two areas are not cities or villages, nor are they sanitary districts. Center Valley and Mackville are simply unincorporated areas within the Town of Center. Development in these two unincorporated areas is denser than is found in other areas of the town and includes a mix of taverns, a credit union, entertainment-based businesses, churches, convenience stores and a co-op. Residential development is also important in both Mackville and Center Valley. As a result, future commercial development must not create a nuisance for adjacent residential areas.

Rural Areas. The remaining areas of the town, away from the state and county highways are considered rural. Rural areas also support a myriad of economic activities including a few **scattered commercial properties** (i.e. **landscapers, bow hunter shop, printer, auto shops, trucking/excavating, etc.**), **home occupations, and most importantly, farms.**

The town would like to concentrate business uses in Mackville, Center Valley, and along STH 47 and CTH A. This strategy will direct business development to the most visible areas of the community. It will also help to preserve farming operations elsewhere and minimize potential conflicts with residential development. The town also supports the



**Existing Development on Jeske Drive
West of Mackville off CTH O**

continued long-term future of farming in the Town of Center. Likewise, the town supports the establishment of agri-businesses to support the local farming economy.



In addition to the aforementioned business development areas, the town is also home to a substantial volume of aggregate material which is used in construction activities throughout the county and region. **Non-metallic mining resources** are particularly rich in Sections 17, 20, 28, and 33. Several quarry operations are working in these areas of the town. Given the town's rich and accessible supply of non-metallic mining resources, the Town of Center supports its local quarry operations. The town will continue to communicate with the quarry operators as they develop reclamation plans in accordance with NR 135. Likewise, the town will seek to establish agreements with local quarry operators to better regulate the extent of blasting and other nuisances typically associated with quarry operations. Furthermore, the town will seek to direct residential development to areas of the town away from these operations. The town will achieve this by showing a non-residential development buffer around the quarries on the *Future Land Use Maps*.

It is also believed that some **home occupations** (i.e. child care, hair stylist, taxidermy, heating and cooling contractors, cabinetry shops, etc.) also exist in the town without any special permits or other zoning approvals. The nature of these businesses presents no noticeable impact or nuisance to adjacent properties, so their location is difficult to detect. Moreover, some residents may work at home utilizing the internet and other technologies. The town supports a resident's right to have a small business operation on his/her property or work at home, provided that the business activity or establishment does not create a nuisance for neighboring property owners by generating excessive traffic, noise, lighting, visual structural obstructions, etc.

COMMUNITY SURVEY RESULTS

In the Community Survey, residents were asked "What level of importance do you place on new business development in the Town of Center?" Respondents indicated new business development was:

- Very important (37%)
- Not Sure (28%)
- Unimportant (31%)

These percentages were much lower than similar questions asking about the importance of new housing and the rural/country atmosphere. The lower level of importance revealed in the responses are indicative of the town's limited economic base and the desire to remain a predominately residential community.

Attracting and Retaining Business and Industry

The Town of Center has several positive attributes to offer potential businesses. Specifically, the town has:

- A relatively **low tax rate**;
- A great location north of Appleton and Grand Chute;
- Properties with **STH 47 and CTH A frontage**;
- **Land available** for development;

While the town certainly enjoys its share of advantages, there are several weaknesses that the town must contend with when seeking to attract new businesses and industry. In particular:

- The Town of Center has **limited services** to offer potential businesses (i.e., no municipal water or sewer service).
- The population in the town is not large enough to provide the customer base necessary to support a large commercial endeavor.
- **Residents of the Town of Center are very mobile** and can easily drive to nearby communities to purchase services and products.
- **Not enough traffic** along roadways to sustain major development dependent on high traffic volumes.

Economic Development Opportunities

Future commercial and industrial development in the Town of Center is most likely to occur along the highway corridors, particularly north of the City of Appleton and at the future CTH A and STH 47 interchange. Secondary development is likely in Center Valley. As has already been mentioned in this chapter, development is desired in these locations to provide a separation to buffer commercial/industrial development from farmland, natural, and residential areas. However, it should be understood that the town does not envision these corridors infilling completely with commercial and industrial development over the next 20 years. Preferably, development along these corridors would **expand from the existing developed areas**.

While the town would like to welcome additional commercial, office and light industrial development to

Outagamie County has been included in the award of a 15-county Northeast Wisconsin Regional Economic Partnership (NEWREP) designed to bring high-paying jobs to Wisconsin through start-up and expansion of technology businesses.

- Former Governor McCallum announced the creation of the Northeast Wisconsin technology zone in 2002.
- It is one of eight zones created throughout the state, and each has \$5 million in income tax credits to provide incentives to attract high-tech companies to the area, and to help existing companies increase productivity and free up capital.
- The zones will be in effect for 10 years – until 2012.
- Projects within the region will be considered and approved based on their ability to create high-wage jobs and support the development of high-tech industries in the region.
- There will probably be technology “clusters” created within the zone to more aptly meet the needs of local, homogeneous communities.
- For more information, contact the City of Sheboygan Economic Development Department (Regional Contact), at (920) 459-3377.

support the local tax base, it is important that any new development exist **in harmony with the local environment**. Therefore, new development should not produce a significant amount of waste, which could pose a hazard to the creeks, groundwater, and wetlands of the Town of Center. Likewise, new development should blend into the rural landscape and not represent a nuisance to residents. Therefore, new developments must include natural **landscaping and attractive signage**.

New development must not interfere with the traffic flow along highways. Therefore, the use of common entrances and planned site development (i.e., Jeske Drive Development) should be encouraged. Otherwise, it is possible that traffic lights, lane expansions and other traffic improvements will be required.

Desired Business and Industry

The town wants to be sure that new development does not jeopardize the quality of life. Therefore, businesses and industries that locate in the town should:

- Be environmentally friendly
- Have limited outdoor storage (if any) to control unsightliness
- Generate minimal noise and traffic that can be easily accommodated by the existing transportation network
- Require only minimal lighting (on-site lighting only, no beams, or other protruding light sources)
- Require only on-site signage (no billboards)
- Have generous landscaping to improve the façade from the roadway and buffer the development from adjacent land uses.

Given these constraints, the town would like to target the following types of development:

- **Commercial, light industrial and office establishments** along STH 47 and CTH A.
- **Expanded industrial development in the businesses park-like area along Jeske Road.**
- **Service businesses** (i.e. restaurant, coffee shop, grocery, and real estate office development) in Mackville and Center Valley with access to STH 47 and CTH A.

COMMUNITY SURVEY RESULTS

When asked to identify what specific types of new development are desired in the Town of Center, community survey respondents indicated that:

- Convenience Stores are generally discouraged (40% of respondents discouraged; 28% encouraged and the rest were unsure).
- Quarry operations were strongly discouraged (60%).
- By a small margin, Restaurants were encouraged (38%).
- Mini-storage businesses are discouraged (50% discouraged).
- Industries were discouraged by 58% of respondents.

The survey did not provide specific information about the type of industry (light, heavy environmentally friendly, etc) desired. More importantly, the survey did not provide any information about desired locations for new businesses. Had this information been provided, the responses may have been very different. Furthermore, background information related to the positive impact business development has on the tax base was not provided for respondents to consider. Also, reference to zoning requirements related to signage, lighting, building materials, etc. was not included.

- **Home occupations** of a professional nature to take advantage of the Internet and other technologies that permit people to work from the privacy of their homes. Home occupations are particularly attractive to the town given the town's low density of development that limits the likelihood that a home occupation will become a nuisance to neighboring property owners.
- The community survey results reveal that residents would like to see **farming operations** continue in the future. The long-term success of farming in the Town of Center will depend on many factors. It may be that programs like Purchase of Development Rights (PDR), activities of Land Trusts, and alternative development patterns like Conservation Subdivisions will need to be considered to provide options to farmers who need to recoup a profit from their land without sacrificing the farmland areas.

For More Information About PDR, Land Trusts and Conservation Subdivisions refer to the Agricultural, Natural and Cultural Resources Element Chapter of this Plan.

Residential Development as Economic Development

Residential development is growing in the Town of Center. As such, it continues to provide an increasing share of the area's tax base. Therefore, residential development does provide some economic development gains for the town.

However, to a much greater degree than commercial and agricultural development, housing requires extensive services to accommodate resident needs. These services include: schools, parks, sanitary sewer, public safety, roads and associated maintenance (including snowplowing), and other amenities. As an example, in 1994, the Town of Dunn¹ in Dane County, WI conducted a study to understand the tax implications of development. The study showed for every dollar of tax revenue collected from residential development, \$1.06 was required in services for residential users. (Any service costs greater than \$1.00 result in a net loss for the town.) Conversely, for every dollar collected from a commercial development, \$0.29 was required for services. Therefore, commercial uses bring additional tax dollars into the community. For every dollar collected from farmers, as little as \$0.18 was required in services.

It is important to ensure that local residential tax dollars cover the costs to provide needed services. While the Town of Center supports additional residential development opportunities, the town does not want to see poorly planned new residential development significantly increase town operating and service costs for all existing homeowners and taxpayers. Therefore, the town supports new residential development paying a fair and proportionate share of service costs.

¹ Additional Information about the Town of Dunn Community Services Study is available on-line at www.town.dunn.wi.us.

Tools to Promote Economic Development

INDUSTRIAL REVENUE BOND

The Department of Commerce's Industrial Revenue Bond (IRB) Program allows all Wisconsin cities, villages and towns to support industrial development through the sale of tax-exempt bonds. The proceeds from the bond sale are loaned to businesses to finance capital investment projects at, primarily, manufacturing facilities. Even though IRBs are municipal bonds, they are not general obligations of the municipality. The company or business that will use the facilities provides the interest and principal payments on the loan. The local government is in partnership with the business, lending its name, but not its credit, to the bond issue.

For more information on the Industrial Revenue Bond Program, contact the Wisconsin Department of Commerce at (608) 267-0762 or get information on the internet at:
www.commerce.state.wi.us.

INDUSTRIAL PARK

In business, location is a very important factor for success. While the Town of Center does not have a formally established industrial park, there are nine (9) businesses developed along Jeske Drive off CTH O, west of Mackville. The businesses along Jeske Drive include: construction supply companies, a manufacturer, a storage rental business, a trailer sales business, and a auto body shop. Jeske Drive is centrally located in the Fox Valley with easy access to STH 47 and USH 41. Given the concentration of businesses at this location, the town may want to formally establishing an industrial park at this location in the future. Forming an industrial park would help the town and county to provide additional amenities to the area (i.e. signage, lighting, etc.) and would help to organize expansion of the area.

INTERNET MARKETING

Many towns in Wisconsin are creating Internet Web Pages. The Town of Center does not currently have a web page. The town may want to consider developing a web page in the future to keep residents informed of official town business. Such a site could also be used as an economic development tool to market the town by providing up-to-date and detailed information about community services, programs, organizations and businesses. Demographic, economic and housing statistics should also be provided on the Web Site. Much of this information could be taken from this plan or provided as a link to the Outagamie County Internet Web Site. The town should also include information on the availability of industrial/commercial lots, services provided, and cost. This type of information is a valuable resource to marketing professionals seeking development locations.



CAPITAL IMPROVEMENTS PROGRAM AND BUDGET(CIP/B)

Through a CIP/B, the Town of Center would be able to responsibly plan for future improvements that may generate additional development in Center.

For more information about a CIP/B, refer to the Utilities and Community Facilities Chapter of this Plan.

MILK VOLUME PRODUCTION PROGRAM (MVP)

The MVP program is designed to assist dairy producers that are seeking to acquire additional cows. The program is managed by the Wisconsin Department of Commerce. The goal of the MVP program is to provide qualifying dairy producers with needed financing and to partner with local communities to increase dairy production in Wisconsin. Assistance is limited to no more than \$500 per cow added to a operation or a maximum award of \$1 million. Additional information about this program, including application requirements, is available at www.commerce.state.wi.us.

OUTAGAMIE COUNTY REVOLVING LOAN FUND

Outagamie County is currently working with the Wisconsin Department of Commerce to establish a revolving loan fund. The fund, once established, would be administered by the Fox Cities Chamber of Commerce. The fund will be available for low interest business loans.

Program and Organization Assistance

Outagamie County has several programs and organizations to encourage economic development opportunities within the county. Moreover, many communities within the county (i.e. the Fox Cities and Heart-of-the-Valley) have their own Chambers of Commerce to promote economic development within their boundaries. What follows is a description of the programs and organizations available to support economic development opportunities in the Town of Center.

OUTAGAMIE COUNTY PLANNING DEPARTMENT

The Outagamie County Planning Department has the responsibility of coordinating the economic development activities in the county. The county is participating with three organizations that have been formed to promote the economic opportunities in this area: the Greater Outagamie County Economic Development Corporation, the Fox Cities Economic Development Partnership (includes the cities of Appleton and Kaukauna and the villages of Kimberly, Combined Locks, and Little Chute) and the Northeast Wisconsin Regional Economic Partnership (see Attracting Business and Industry Subsection for more information). The county also maintains an extensive web page, including detailed demographic information.

For further information on Outagamie County economic development opportunities contact the Outagamie County Planning Department at: (920) 832-5255
Or on the web:
www.co.outagamie.wi.us.

UW-EXTENSION

Through the Outagamie County office of the University of Wisconsin-Extension, the Outagamie County Resource Development Agent offers:

- Small business management assistance workshops or one-on-one counseling
- Information on county revolving loan funds and other sources of financing
- Research into available government loans
- Local demographic information

In addition to these county organizations and programs, there are many federal, state, and regional organizations that can help the Town of Center to support economic development opportunities and initiatives in the town.

GREATER OUTAGAMIE COUNTY ECONOMIC DEVELOPMENT CORPORATION

The Greater Outagamie County Economic Development Corporation (GOCEDC) was formed in May 1997 by communities and organizations interested in the economic development of the smaller communities that lie outside the urbanized Fox Cities region. Participants in this organization pool their resources and talents in an effort to market the economic opportunities in these smaller communities. GOCEDC members include:

For more information on GOCEDC, contact the Outagamie County Planning Department at: (920) 832-5255 or on the internet at: www.gocedc.org

- | | |
|--------------------------|--|
| • City of New London | • Village of Nichols |
| • City of Seymour | • Village of Shiocton |
| • Town of Black Creek | • Oneida Nation |
| • Town of Dale | • Seymour Economic Development Corporation |
| • Town of Freedom | • WE Energies |
| • Town of Liberty | • University of Wisconsin-Extension |
| • Town of Vandenbroek | |
| • Village of Bear Creek | |
| • Village of Black Creek | |
| • Village of Hortonville | |

The **Town of Center** is not currently a member of this organization. Membership may prove beneficial as economic development opportunities are desired.

REGIONAL AGENCY

East Central Wisconsin Regional Planning Commission – www.eastcentralrpc.org: maintains an Economic Development Program that provides communities with information for economic development, reviews of program changes and initiatives, and

review assistance for local economic development proposals and plans. ECWRPC also reviews regional economic development program recommendations for more effective application at the local level.

A significant portion of the Economic Development Program is updating the Comprehensive Economic Development Strategy (CEDS), an annual report that includes a review of the previous year's accomplishments, current demographic and economic statistics and any significant changes in the local economy. As part of the process, the Commission's Economic Development Committee helps to identify economic problems, opportunities, and economic development projects to address their needs.

ECWRPC also collects and distributes socio-economic data about the region that is useful for market analysis by prospective developers. Furthermore, ECWRPC maintains an inventory of industrial sites and buildings within the region.

STATE AGENCIES/PROGRAMS

- Wisconsin Department of Commerce – www.commerce.state.wi.us: This department is the state's primary agency for delivery of integrated services to businesses.
- Wisconsin Department of Transportation – www.dot.state.wi.us: The Office of Disadvantaged Business Enterprise Programs encourages firms owned by disadvantaged individuals to participate in all federal and state transportation facility contracts.
- Forward Wisconsin – www.forwardwi.com: Forward Wisconsin markets outside Wisconsin to attract new businesses, jobs, and increase state economic activity.
- Department of Workforce Development – www.dwd.state.wi.us: This department builds and strengthens Wisconsin's workforce by providing job services, training and employment assistance, and helping employers find necessary workers.
- Wisconsin Small Business Development Centers – www.uwex.edu/sbdc: These centers help ensure the state's economic health and stability. They offer formative business education, counseling, and technology training. The nearest Small Business Development Center to the Town of Center is located at UW-Oshkosh.

FEDERAL AGENCIES/PROGRAMS

- Department of Agriculture Rural Development Administration – www.rurdev.usda.gov
- US Small Business Administration – www.sba.gov: provides financial, technical and management assistance to help Americans start, run and grow their businesses.
- US Department of Commerce – www.doc.gov
- US Department of Transportation – www.dot.gov

Environmentally Contaminated Sites

For a complete history and up-to-date list of brownfield sites in the Town of Center, including spill locations and mitigation actions taken, check the WDNR Bureau for Remediation and Redevelopment Internet web site tracking list available at:

www.dnr.state.wi.us/org/aw/rr/brrts/index.htm. According to available information most sites have been addressed to WDNR specifications.

A Brownfield refers to an abandoned, idled, or underused industrial or commercial facility or property where expansion or redevelopment is complicated by real or perceived environmental contamination.

The town can pursue organizational and financial assistance from Outagamie County, the Wisconsin Department of Natural Resources and the U.S. Environmental Protection Agency. There are many grant programs available through these agencies to help communities address Brownfield (currently vacant commercial and industrial facilities), leaking underground storage tank, and other environmental concerns should they arise in the future. To prevent an environmental situation, the town will encourage only environmentally friendly business development that is properly permitted and regulated to protect the town's natural environment.

Coordination with Other Required Plan Elements

Economic development in the Town of Center directly affects the other elements of this comprehensive plan. Specifically, the Economic Development Element impacts the Land Use, Transportation, Housing and Intergovernmental Cooperation Elements. Therefore, it is important that the elements are consistent and support one another.

LAND USE ELEMENT

New commercial and industrial development must be located in areas that the market will support (typically along major roadways). Furthermore, new commercial and industrial development should not create a nuisance for neighboring properties. As such, new development should have a minimal environmental impact and be located in areas that have access to needed infrastructure. These concerns were carefully considered during the development of the *Future Land Use Maps*.

TRANSPORTATION ELEMENT

Additional economic development may result in increased truck traffic for deliveries and more local traffic from customers frequenting businesses. This situation, if not carefully planned for, may create congestion. Likewise, local farming operations will continue to demand access to roadways. Farm traffic (i.e. large tractors) creates congestion from time to time. The town must work with the county to monitor traffic flows to ensure that new development is appropriately planned and sited to minimize impact on adjacent roadways. Likewise, access for farm equipment must continue to be a priority when maintaining and upgrading roads. This effort must include providing adequate road

shoulder areas. Pedestrian access must also be considered, particularly in the sanitary district, in terms of access to business destinations.

HOUSING ELEMENT

New economic development may generate more jobs and create a need for more housing in the town. However, given limited size of development areas and desired scale of development, it is not anticipated that local economic development will create an unreasonable demand on the local housing market.

INTERGOVERNMENTAL COOPERATION

Successful economic development endeavors require cooperation with neighboring units of government to market the overall economy of county and, in turn, promote economic development within the town. Currently, the town coordinates with the county and neighboring municipalities. These relationships must continue. Furthermore, the town may want to become a partner in the Greater Outagamie County Economic Development Corporation to better market itself for economic development. Many neighboring towns are already members of this organization.

Goals and Objectives

In 20 years, the Town of Center expects to remain a rural residential community. The local business community will have grown to accommodate new development along STH 47, CTH A, in Mackville and in Center Valley. The businesses provide services for residents of the town and beyond. The goals and objectives needed to reach the desired future economic base are provided below. The location for new business development is illustrated on the *Future Land Use Maps*.

GOALS

1. Expand commercial and light industrial development opportunities along CTH A, STH 47 and in Mackville and Center Valley.
2. Support the continued existence of local quarry operations.
3. Support local farm operations.

OBJECTIVES

1. Through appropriate zoning and communication with local realtors, seek to concentrate new commercial and industrial development around existing development in areas identified on the *Future Land Use Maps*.
 - a. Make a copy of this plan available to local realtors and entrepreneurs seeking to develop in the town.
 - b. Work with county officials and the UW-Extension to ensure that the county zoning code adequately permits commercial and light industrial uses with appropriate signage, lighting, and landscaping.
2. Coordinate county and regional organizations to market the Town of Center for economic growth opportunities.
 - a. Develop an Internet Web Page to provide demographic, market, site location, cost, and other information about the community for prospective entrepreneurs.
 - b. Maintain the list of current businesses on the Town of Center Web Page.
 - c. Consider participating in the Greater Outagamie County Economic Development Corporation.
 - d. Market local businesses to town residents by profiling at least one business in each town newsletter distributed to residents.
3. Encourage local businesses to establish a business organization to support one another.
 - a. Dedicate an article to this topic in a town newsletter.
 - b. Coordinate with the UW-Extension to host a special meeting for local business owners to learn more about the potential for establishing a business organization.
 - c. Support the efforts of the local business organization by providing meeting space at the Town Hall.
4. Address the establishment of home occupations, provided such uses do not constitute a nuisance to neighboring properties (i.e. excessive noise, traffic, odors, vibration, etc.) or deter from the rural character of the area (i.e. signage, lighting, etc.).
 - a. Adopt a policy for providing recommendations to Outagamie County about proposed special use permits to allow for home occupations in the Town of Center.
 - b. Develop a guide for local property owners who wish to establish a home occupation. Include criteria for site development and zoning approvals.
5. Monitor local property tax revenue to ensure that revenues are adequate to provide needed services.
 - a. Develop a Capital Improvement Program to anticipate future budget expenses.
 - b. Coordinate improvements with state, county and other agencies as needed to minimize duplication of services and increase efficiencies in services provided.
 - c. Consider conducting a cost of services study, similar to the study completed by the Town of Dunn, to better understand the sources and allocations of tax dollars.

9.0 EXISTING LAND USE

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Introduction

To understand the character of the Town of Center one only needs to look at the landscape. From the scenic, open farmlands, quality housing development, and small hamlet areas, Center is a rural community, with a rich farming tradition and expanding development potential. These attributes are echoed in the value statements presented in Chapter 1 and the strengths, weaknesses, opportunities and threats, listed in Chapter 2.

Existing Land Use Inventory

The *Town of Center Existing Land Use Map* was created from information provided by Outagamie County and the East Central Wisconsin Regional Planning Commission (ECWRPC). The Town Chairman and Clerk completed a detailed review of the map in 2002. The Town of Center Planning Commission provided additional updates in 2003.

Agricultural and natural areas dominate the landscape, but single-family residential development is a growing portion of the community. Most commercial and industrial development is found along STH 47, CTH A, and Jeske Drive. What follows is a description of the land use categories illustrated on the *Existing Land Use Map*.

SINGLE AND TWO FAMILY RESIDENTIAL

Single and two-family (i.e. duplex) residential development is scattered throughout the town with the highest concentrations in the southern 1/3 of the town. Information about the characteristics and quality of the town's housing supply is available in Chapter 4.

FARMSTEADS

Farmsteads are defined as the residence, barn and other outbuildings associated with a farming operation. Farmsteads do not include cropland areas. For more information about the town's farming operations, refer to Chapter 7.

MOBILE HOME PARKS

There is one mobile home development in the town located north of STH 47 off Twelve Corners Road.

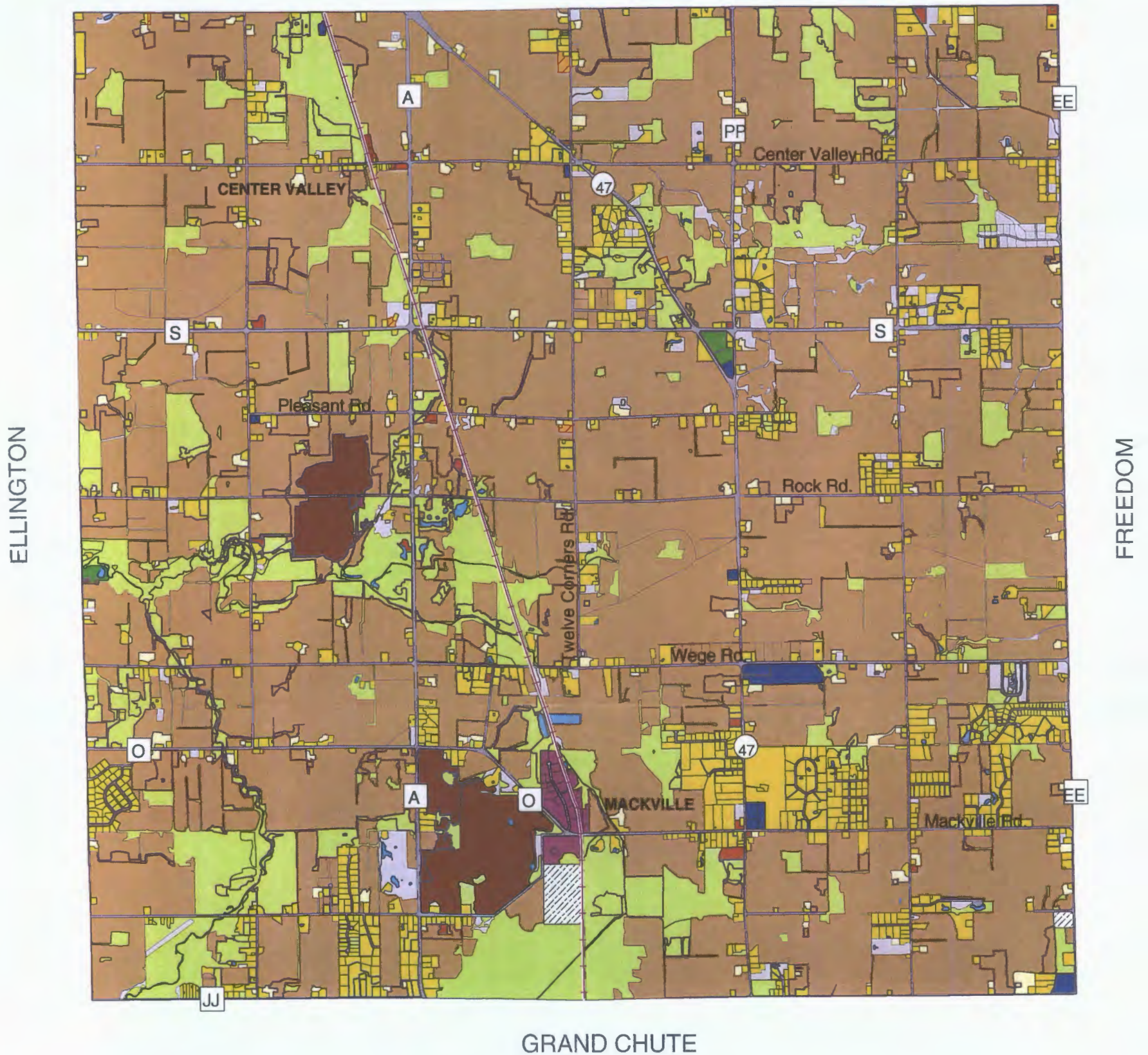
AGRICULTURAL LAND

The vast majority of the town is classified as agricultural land. Agricultural lands include family farms, rented cropland and dairy operations. For additional information about the town's agricultural land uses, refer to Chapter 7.

LAND USE

TOWN OF CENTER

BLACK CREEK



Legend

- SINGLE AND TWO FAMILY RESIDENTIAL (INCLUDES GARAGES & POLE BUILDINGS)
- COMMERCIAL
- INDUSTRIAL
- FARMSTEADS (INCLUDES OUTBUILDINGS)
- NON-METALLIC MINING/QUARRY SITES
- PARKS AND RECREATION
- INSTITUTIONAL (TOWN PROPERTY, CHURCHES, SCHOOLS, ETC.)
- AGRICULTURAL
- PLANTED WOODLOTS (INCLUDES SILVICULTURE AND FORESTRY TRACTS)
- ROADS
- MOBILE HOMES & MOBILE HOME PARKS
- UNDEVELOPED AREAS / OPEN SPACES
- CITY OF APPLETON PROPERTY
- WATER FEATURES
- RAILROAD

OMNI
ASSOCIATES

ONE SYSTEMS DRIVE APPLETON, WI 54911
PHONE: (920) 735-6900 FAX: (920) 830-6100

PROJECT # M1059A01
DATE: 5/31/2002
DRAWN BY: KAL
REVISED: 3/09/04

Location- F:\MUNICIPAL\JOBS\M1059A01\GIS\CENTLIB\Land_Use_11x17.mxd
Source: East Central Wisconsin Regional Planning Commission
Outagamie County



1"=4,000'

WOODLANDS

Forested areas in the town are scattered in small pockets illustrated in light green on the *Existing Land Use Map*. For information about woodlands and other natural areas, refer to Chapter 7.

PARKS AND RECREATION

The Outagamie County Conservation Club (i.e. gun club) and the Town Hall Park are shown as park and recreation areas. For detailed information about park and recreation facilities refer to Chapter 6.

INDUSTRIAL

Industrial land uses, as shown on the *Existing Land Use Map*, include all industrial activities. Industrial properties are currently concentrated along Jeske Drive. To learn more about the town's economic development opportunities, refer to Chapter 8.

COMMERCIAL

Commercial land uses are concentrated primarily in Mackville and Center Valley. Commercial land uses include retail businesses, restaurants, gasoline stations and service businesses like travel agencies, realtors, and attorneys. Chapter 8 profiles economic development opportunities.

UTILITIES

Electric substations and water towers are classified as utility sites.

INSTITUTIONAL

Cemeteries, the Town Hall, churches and schools are included in this category of land use. A detailed profile of such uses serving the Town of Center is provided in Chapter 6.

ROADWAYS AND RAILROADS

All town, county, and state roadways are shown in gray on the *Existing Land Use Map*. Railroad corridors are shown with a spiked line. To learn more about transportation facilities, refer to Chapter 5.

NON-METALLIC MINING/QUARRY SITES

Several non-metallic mining sites are located in the Town of Center. These areas are shown in dark brown. To learn more about these non-metallic mining operations refer to the Agricultural Natural and Cultural Resources Element provided in Chapter 7.

WATER FEATURES

Water features include ponds, streams, creeks and drains.

UNDEVELOPED AREAS/OPEN SPACES

Areas classified here consist of residential subdivision lots that are not yet developed and areas that are not wooded, wetland or farmland.

CITY OF APPLETON PROPERTY

Appleton owns four parcels (i.e. city dump and property adjacent, northeast asphalt and water tower) in the Town of Center. Some of these properties have been annexed.

The table below is a required numerical breakdown of the existing land uses in the town. This table is required by 1999 WI Act 9, Wisconsin's Smart Growth Law. The net density (total number of dwelling units divided by all residential acres) in the Town of Center is .58 dwelling units/acre (1,105 housing units/1904.08 acres).

TABLE 24 2002 EXISTING LAND USE AMOUNT & INTENSITY		
Land Use Type	Amount (in acres)	% of Planning Area
Single Family Residential	1,885.54	7.73%
Commercial	27.70	0.11%
Industrial	79.08	0.32%
Farmsteads	314.80	1.29%
Quarries	390.13	1.60%
Parks and Recreation	13.09	0.05%
Institutional	17.33	0.07%
Agricultural/Open Space	17,752.36	72.81%
Woodlands	2,848.64	11.68%
Roads	925.84	3.80%
Mobile Homes & Parks	18.54	0.08%
City of Appleton Property	73.00	0.29%
Water Features	108.01	0.44%
TOTALS	24,381	100%

Zoning Regulations

The Town of Center zoning requirements are established and enforced by Outagamie County. Table 25 provides a summary of the Outagamie County Zoning Ordinance dimension requirements, by district, in the Town of Center. Four (4) of the nine (9) established zoning districts are in effect in the town. The *Zoning Map* illustrates the location of the different zones.

AGD, GENERAL AGRICULTURAL DISTRICT

The intent of this district is to maintain open lands, predominately devoted to farming and other agricultural uses. Beyond farming operations, churches, schools, parks, golf courses, mobile homes and single-family dwellings unrelated to any farm operation are permissible.

For additional information about zoning ordinance requirements related to permissible uses, landscaping, signage and the like, contact the Outagamie County Zoning Department at (920) 832-5255.

TABLE 25 OUTAGAMIE COUNTY ZONING DISTRICTS ⁺						
DISTRICT	MINIMUM AREA	MINIMUM FRONTAGE	FRONT SETBACK	SIDE SETBACK	REAR SETBACK	BUILDING HEIGHT
AGD General Agricultural	<i>Ag Uses:</i> 4 Acres	200 Feet	25 Feet	None	None	None
	<i>S.F. Homes & Mobile Homes:</i> 24,000 sq ft	100 Feet	25 Feet	20 Feet	30 Feet	None
RSF Single- Family Residential	<i>With Public Sewer, not in Subdivision:</i> 9,000 sq ft	75 Feet	25 Feet	7 Feet	25 Feet	35 Feet
	<i>In Subdivision w/Public Sewer:</i> 7,200 sq ft	60 Feet	25 Feet	6 Feet	25 Feet	35 Feet
	<i>In Subdivision w/o Public Sewer:</i> 15,000 sq ft	90 Feet	25 Feet	8 Feet	35 Feet	35 Feet
	<i>W/O Sewer and not in a Subdivision:</i> 18,000 sq ft	100 Feet	25 Feet	10 Feet	40 Feet	35 Feet
CL Local Commercial	10,000 sq ft Approx. ¼ Acre	90 Feet	35 Feet	20 Feet	50 Feet	50 Feet
IND Industrial	12,000 sq ft	100 Feet	35 Feet	20 Feet	25 Feet	None

SOURCE: Outagamie County Zoning Department, 2002

RSF, RESIDENTIAL SINGLE FAMILY DISTRICT

Single family detached residential development is permitted in areas zoned RSF. The density of the housing permitted is based on availability of public sewer. A one acre minimum is enforced in the Town of Center.

CL, LOCAL COMMERCIAL DISTRICT

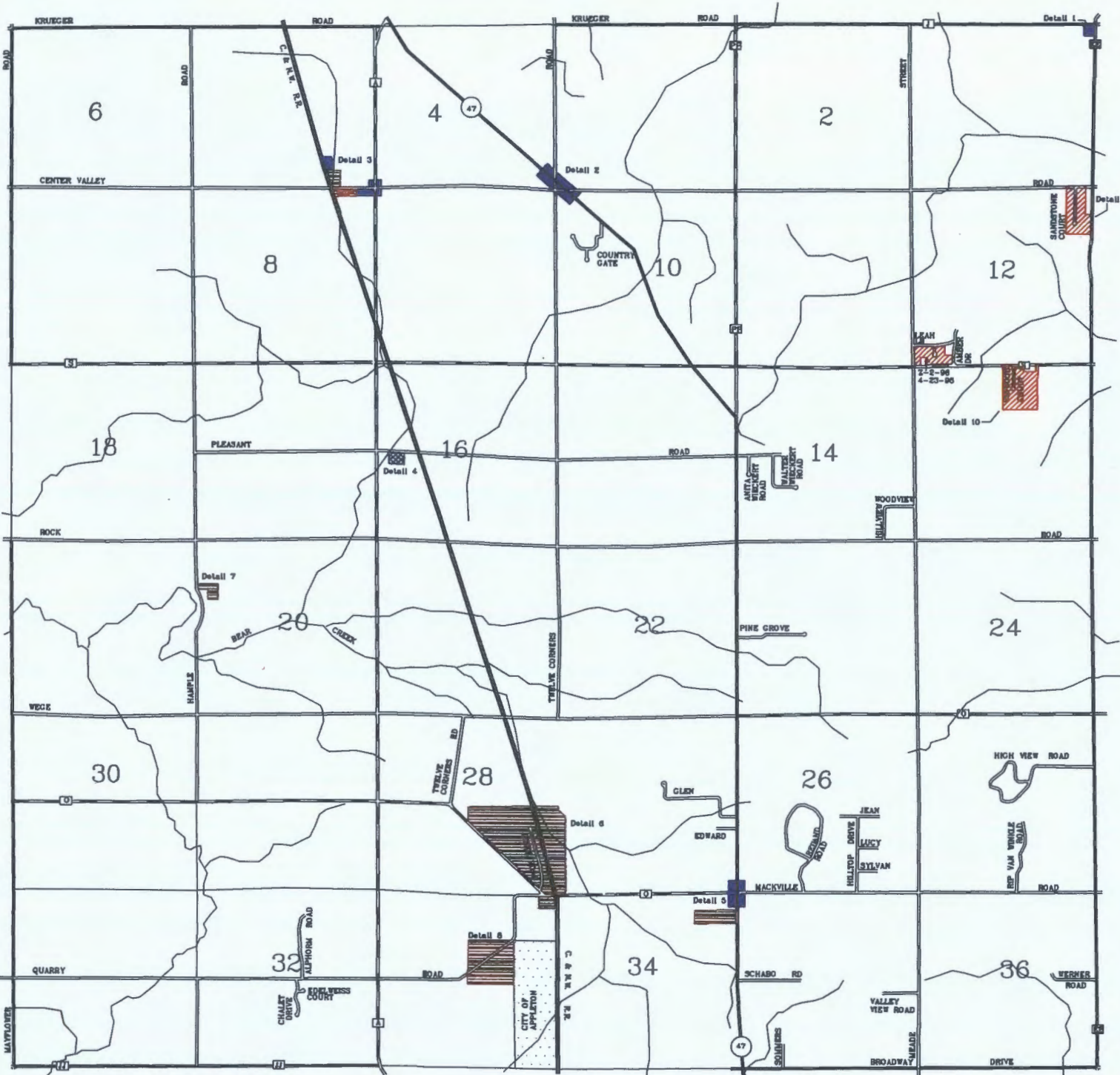
This district accommodates localized commercial markets throughout Outagamie County. The development in this area would be on a much smaller scale than regional commercial operations (i.e. malls). It is the intent of this zoning district to encouraging the grouping of commercial establishments.

IND, INDUSTRIAL DISTRICT

Manufacturing and closely related uses such as wholesaling, warehousing, and distribution are permitted in this district. The Town of Center Industrial Park has this zoning designation.

⁺ Subject to Change. Consult Outagamie County Zoning Ordinance for Current Requirements.

OFFICIAL ZONING ATLAS
CENTER T.22N.-R.17E.



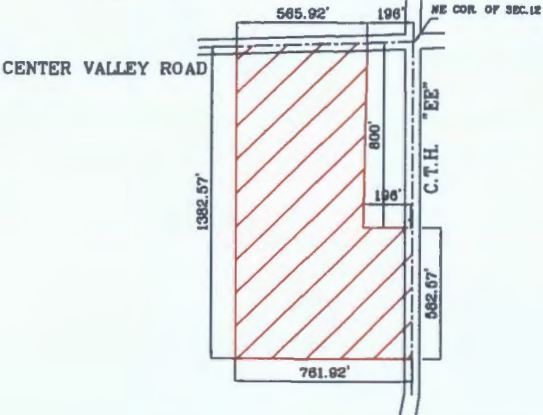
- AEZ-Exclusive Agricultural District
- AGD-General Agricultural District
- ESF-Single-Family Residential District
- RTF-Two-Family Residential District
- RMF-Multi-Family Residential District
- CL-Local Commercial District
- CR-Regional Commercial District
- CP-Planned Commercial District
- IND-Industrial District

REVISED	
DATE	CHANGED BY
5-16-90	S. Rundquist
12-4-91	J. Stojkovic
7-29-95	J. Stojkovic

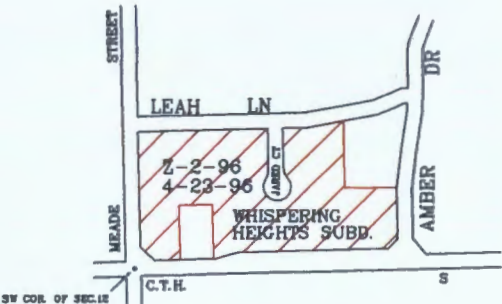
TITLE		DRAWN BY	
TOWN OF CENTER		SER	
SCALE: 1"=2000'		DATE: 4-26-89	
OUTAHEMIE COUNTY 410 S. WALNUT STREET APPLETON, WI 54911		TOWN AND RANGE T.22N.-R.17E.	

SIGNED _____
COUNTY BOARD CHAIRPERSON
ATTEST _____
COUNTY CLERK
DATE _____

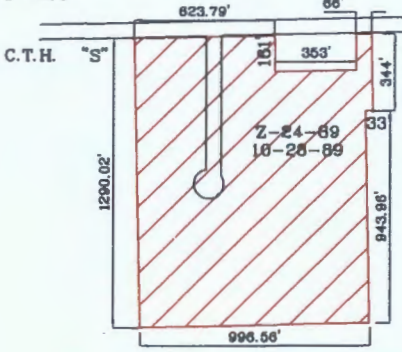
DETAIL 9
Part of Section 12
SCALE 1"=400'



DETAIL 11
Part of Section 12
SCALE 1"=400'



DETAIL 10
Part of Section 13
SCALE 1"=400'



Extra-Territorial Plat Review

The City of Appleton has extra-territorial plat review in effect for an area 3 miles around its boundaries. This includes a significant amount of land area in the Town of Center, extending to Rock Road. This extra-territorial plat review power gives the city the right to make recommendations for or against development proposals within the extra-territorial limits. At this time Appleton does not have an extra-territorial zoning ordinance. To develop an extra-territorial zoning ordinance with jurisdiction in the Town of Center, a Joint Extra-Territorial Zoning Committee would be established to develop zoning for the area. This committee would include 3 members from Center and 3 members from Appleton.

Subdivision Regulations

The **Outagamie County Subdivision Ordinance** outlines procedures for land division, technical requirements, design standards for plats and certified survey maps, and outlines required improvements (i.e. stormwater detention, public and private sewage, land dedication). The county ordinance also includes provisions for cluster developments (i.e. conservation-subdivisions), but provides little guidance for such development design and objectives. To obtain a copy of the county ordinance, contact the Outagamie County Zoning Department.

The **Town of Center does not have its own subdivision ordinance**. As a township with “village powers,” the town has the authority to establish its own subdivision ordinance. Such an ordinance could only be enforced if it were more restrictive than existing Outagamie County Subdivision Ordinance. The purpose of a town subdivision ordinance would be to further regulate and control the division of land to:

- Support the development pattern presented on the *Future Land Use Maps*;
- Prevent the overcrowding of land;
- Lesson the congestion on streets and highways.

Trends in Supply, Demand and Price of Land

RESIDENTIAL DEVELOPMENT

During the Kick-Off Meeting residents indicated that they value their **open spaces and large lots**. Throughout the planning program, residents spoke in favor of continued residential development in the town, particularly low-density development to provide landowners with privacy and “elbow room.”

Most homes in the town are on larger parcels with individual sewer systems and private wells. Many of these residences have been built along roadsides as farmers and other landowners have sold lots for revenue. The result is a string of homes along county and town roads. This pattern is evident on the *Existing Land Use Map* and is typically classified as “**sprawl**” (see box). Sprawl is of concern because overtime the rural character of the area (i.e. farm fields, barns, silos, open views, wildlife, etc.) will be replaced by housing development. Moreover, sprawl requires

additional access to groundwater supplies because development patterns are not compact enough to support shared or municipal wells. Conflicts with remaining farmers (i.e. odor, dust, noise) are more likely to occur as residential development is allowed to spread into and adjacent to farming areas. Sprawl is perpetuated by large lot zoning requirements, affordable land, highway access, affordable tax rates, and lifestyle choices-- people want to get away from "big city" for country living. During the planning process residents indicated that it is becoming difficult to look in any direction without seeing homes on the landscape.

The Future Land Use Chapter provides information to address sprawl by:

- **Protecting rural character;**
- **Providing a sense of place; and**
- **Preserving farmland.**

In the last decade, **subdivision development has also grown at a rapid rate.** This is particularly true in the southern 1/3 of the town. A great deal of land is available for subdivision development, particularly as farmers seek to retire and sell their land holdings to finance their retirement. Land in the Town of Center is less expensive, per acre, when compared to land in the Town of Grand Chute and Appleton, where municipal services are available. This helps to support local demand for subdivision lots. However, land purchased in the Town of Center requires the installation of a well and private septic system that will increase development costs.

Given that the town's population is projected to increase over the planning period, **new housing development is eminent.** Likewise, demand for development in the town will continue to be strong. Despite recent decreases in the manufacturing sector, the Fox Cities are a thriving area in Wisconsin. Moreover, low interest mortgage rates and an abundance of local skilled builders makes housing construction attractive to many.

Of concern with respect to new housing development is the **groundwater** quality. As is discussed in the *Agricultural, Natural and Cultural Resources* as well as the *Utilities and Community Facilities Elements*, arsenic is present in the groundwater. This naturally occurring arsenic exposure increases as additional wells are drilled. Over time, this may result in the need to establish a municipal water system to provide safe drinking water to residents. Unfortunately, the Town of Center cannot afford the cost of such a system, particularly, to accommodate lower density development areas (2 or more acres per lot). As a result, landowners may seek annexation to the City of Appleton in order to receive municipal water service, or perhaps a boundary agreement can be reached with Appleton to provide water service without annexation in certain areas.

WHAT IS RURAL SPRAWL?

"Sprawl" usually refers to development with negative effects such as loss of agricultural land, open space, and wildlife habitat. Sprawl is often equated directly with growth. That is, as population increases in an area or as city limits (e.g. Appleton) expand to accommodate growth, an area is considered to be sprawling (*National Geographic*, November 1999 Issue).

One of the strongest indicators of sprawl is increased traffic. As a result, auto-dependent development is considered to be sprawl.

Sprawling development is usually located on the urban fringe, at the edge of an urban area (e.g. Center is at the northern edge of Appleton/Grand Chute Urban Area). Sprawl is often considered to be "low-density" development, though how low is generally not defined. Because "low" is a relative term, even when low-density is defined, it is not standardized and ranges significantly (e.g. 3 units per acre to 1 unit per 40 acres).

FARMING

In the community survey and at the public meetings, residents expressed a **strong desire to retain farmland**, especially family farms. Simultaneously, the local farming economy has continued to see the **number of area farms decrease**. This can be attributed to diminished farm product returns, aging farmers seeking retirement through land sales, and demand for rural housing. Simple economics also plays a key role in the loss of farmland. Farmers have the choice to either rent their farmland or sell their land for several thousand dollars an acre. Today, there are very few farms remaining in the town that haven't sold frontage for housing development. Long-term agricultural uses are most likely to continue in the northernmost reaches of the township, where development pressures have not been as substantial.

As farmers age, the supply of farmers willing and able to purchase land for farming is diminishing. Unlike the past, when children of a farmer would takeover the land, children of today's farmers are seeking jobs with benefits the farm cannot provide. Nevertheless, retiring farmers need to find ways to raise the money needed to sustain their lifestyle in retirement. This leads to pressure to sell and convert farmland to other more profitable uses for better sale prices.

Preservation of rural character is contingent upon successful efforts to retain farmland. The *Implementation and Agricultural, Natural and Cultural Resources Elements* provide additional detail about strategies to be considered, including:

- Encouraging landowners to pursue opportunities to partner with land trusts charged with protection of natural areas and farmland;
- Encouraging landowners to consider cluster and conservation-based development options to preserve farmland.
- Establishing an Agriculture Committee to minimize farmland conflicts through negotiation and open communication;
- Establishing networks, through the Agriculture Committee to connecting farmers who are considering selling their land property with other farmers who would like to acquire additional property; and
- Considering transfer and purchase of development rights program opportunities.

COMMERCIAL AND INDUSTRIAL DEVELOPMENT

Unlike farmland, the town's commercial and industrial development sectors are growing. Though still only a small fraction of land in the town, commercial and industrial activities are becoming more common, especially along STH 47 and CTH A. New development is also locating along Jeske Drive. Land affordability, when compared to prices per acre in Appleton, as well as easy access to highways make development in the town attractive to many entrepreneurs.

Opportunities for Redevelopment

Given the rural nature of the town, opportunities for redevelopment are limited. Most areas are classified as undeveloped or farmland. The opportunities for redevelopment that do exist are found in the hamlet areas of Center Valley and Mackville. For example, if existing commercial and industrial establishments are purchased by others, redevelopment of particular buildings may occur. Moreover, infill opportunities exist in these hamlet areas as well.

Probably the greatest potential for redevelopment is associated with the local quarry operations. As quarry sites are reclaimed, they will be redeveloped. Additional information about quarries is provided in the next chapter.

When redevelopment opportunities arise, the Town of Center will rely on zoning requirements, site plan review, and other tools to oversee such events.

10.0 FUTURE LAND USE

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Introduction

This chapter provides the 10-year and 20-year *Town of Center Future Land Use Maps*. These maps illustrate the goals, objectives, visions and policies expressed throughout this plan.

Land Use Vision

By 2025, much of the Town of Center has been developed into rural residential neighborhoods and large rural residential lots to accommodate the growing Fox Valley population. The Town has become a popular suburban area for people seeking larger lots that are accessible to the economic activities in the Fox Cities. Portions of the Town have been annexed by neighboring communities, resulting in water and sewer service for these areas. Limited areas of commercial and light industrial development exist near Mackville (along STH 47) and in Center Valley.

Background

To develop the *Future Land Use Maps* a great deal of time and effort was required over the course of a 24-month planning program. The planning process was initiated with an extensive vision development effort and review of population characteristics. This information is described in Chapters 2 and 3. From there, the Planning Commission studied current conditions and future needs related to housing (Chapter 4), transportation (Chapter 5), utilities and community facilities (Chapter 6), and economic development (Chapter 8). The Plan Commission also examined the environment and agricultural considerations in Chapter 7. Finally, existing land use patterns and regulations were considered in the previous chapter.

Desired Development

COMMUNITY VALUES

To understand development and preservation desires, the planning process began with an assessment of community strengths, weaknesses, opportunities and threats (see Chapter 2). Immediately thereafter, residents were asked to consider community values. By answering the question, “*What makes the Town of Center special?*” it was easy to identify local priorities. A complete list of values is provided at the end of **Chapter 1**.

COMMUNITY SURVEY RESULTS

Throughout this plan results from the Community Survey are highlighted. This information has served as a barometer for understanding resident concerns and expectations. For example, in the Housing Element Chapter, survey information related to residential development is provided. Likewise, in the Agricultural, Natural and

Cultural Resources chapter information from the survey related to farmland preservation and protection of natural resources is highlighted. Similarly, information about business development desires is included in the Economic Development Element.

As part of the Community Survey, residents were asked to indicate if the following items were of concern (percentage is for number of respondents answering in the affirmative).

94%	- Rural/Country Atmosphere	36%	- Roads and Highways
79%	- Future Tax Rates	2%	- Growth Too Slow
78%	- Well Water Quality	29%	- Housing Too Dense
59%	- Growth Too Fast	27%	- Town Services
53%	- New Housing		

COGNITIVE MAPPING

Another tool used to determine desired future development was cognitive mapping. Cognitive mapping is a process whereby individuals have the opportunity to develop their own, personal attitude and land use map of the Town. This activity was included as part of the Mid-Course Planning Meeting. More than 50 residents participated.

On the first map residents were asked to illustrate attractive areas, unattractive areas and important travel routes. This information provides a picture of what is important and valued in the town and what areas are desired for change. After collecting the individual maps, OMNNI Associates, the Town's Planning Consultant, developed a *Collective Attitude Map* to illustrate common ideas from the individual maps. A copy of this map is provided on the next page.

On the second map residents were able to create their own *Future Land Use Map*, based on their ideas, perceptions, experiences and beliefs. A *Majority Opinion Map* was developed by OMNNI Associates to represent the desires and expectations of residents. A copy of this map is also provided in this chapter.

Generally, these maps indicate a desire to concentrate non-residential development in Center Valley and Mackville. Residential development is acceptable virtually anywhere, provided it does not interfere with natural features.

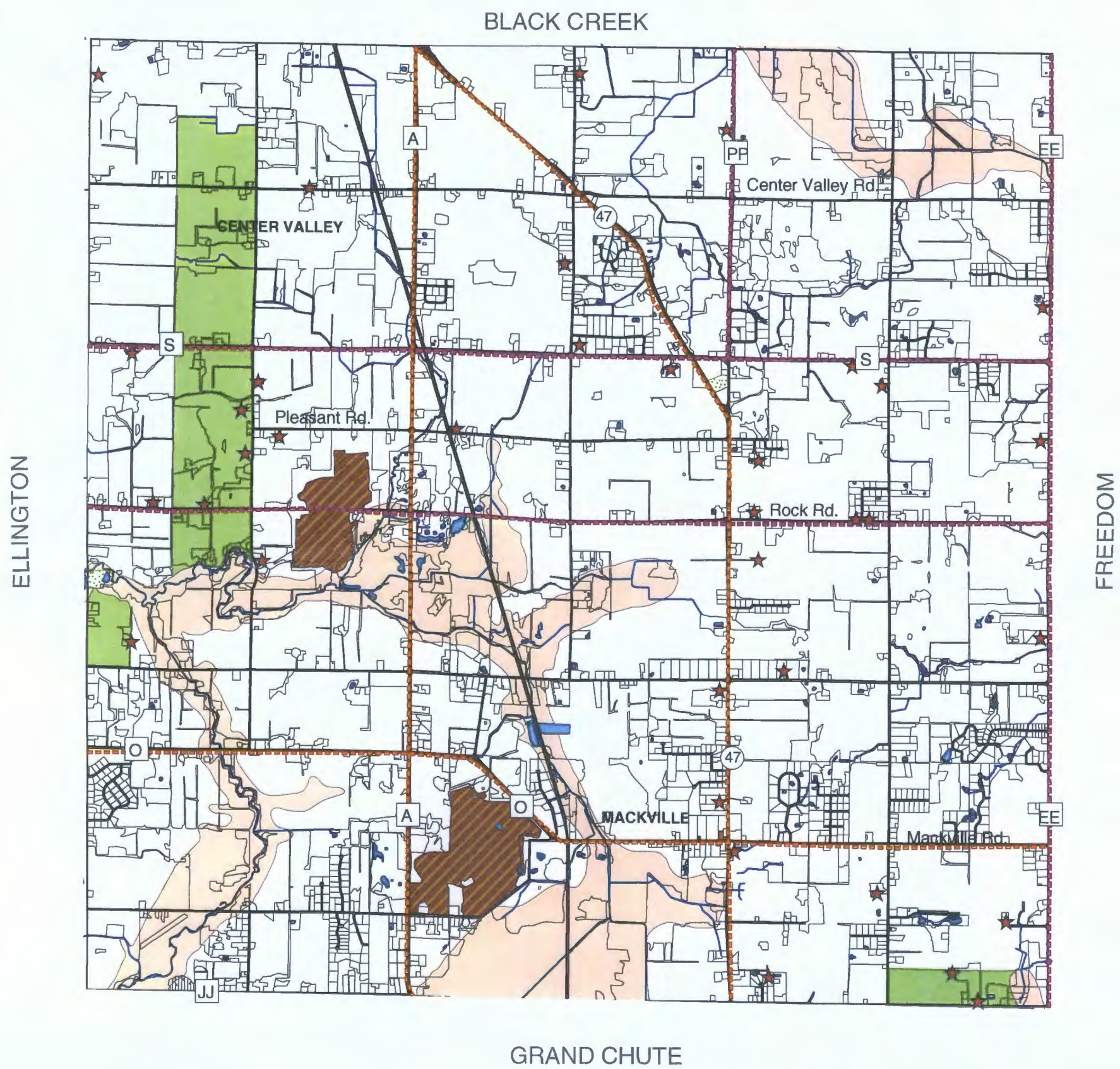
Special Considerations

PRIVATE WELL SETBACK AREAS

Landfills are intensive land uses that may create disturbances to neighboring properties including groundwater issues. The WDNR requires a 1,200 foot setback around landfills for private wells. To develop within this area, property owners are required to obtain a variance from the WDNR to drill a residential well (irrigation wells are not subject to this requirement). This process is intended to protect residents from potential environmental hazards, including groundwater issues.

COLLECTIVE ATTITUDE MAP

TOWN OF CENTER



OMNI
ASSOCIATES

PROJECT # M1059A01
DATE: 5/13/2003
DRAWN BY: KAL
REVISED:

ONE SYSTEMS DRIVE APPLETON, WI 54911
PHONE: (920) 735-6800 FAX: (920) 830-6100

Location: F:\MUNICIPAL\JOBS\M1059A01\GIS\CENTLIBMap_Exercise_11x17.mxd
Source: East Central Wisconsin Regional Planning Commission
Outagamie County

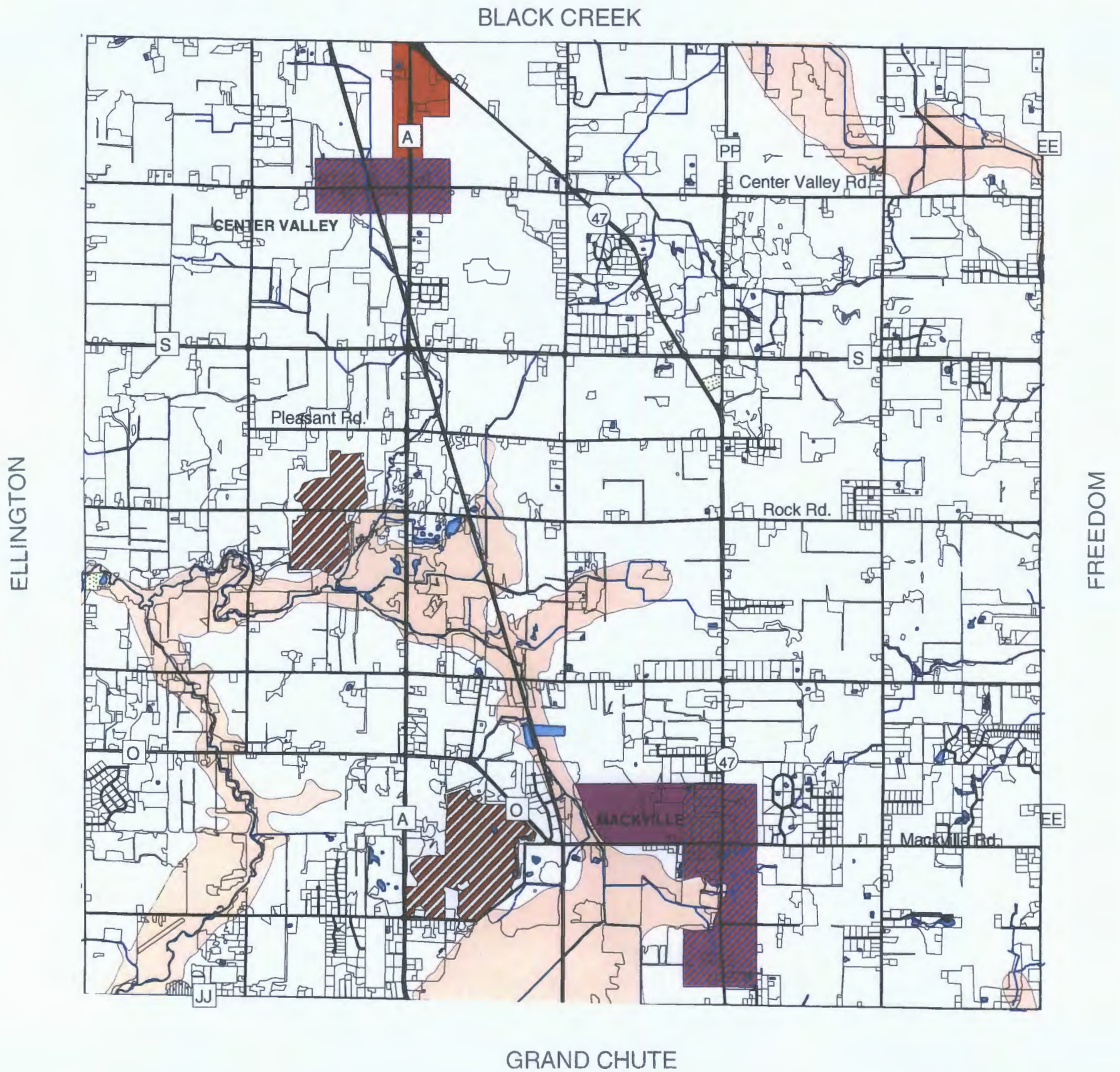
Legend

- MOST FREQUENTLY TRAVELED ROADS
- IMPORTANT SECONDARY ROADS
- RIVERS/STREAMS
- TRANSPORTATION - ROADS & RAILROADS
- ATTRACTIVE AREAS
- UNATTRACTIVE AREAS
- MINING/QUARRY SITES
- FLOODPLAIN
- WATER FEATURES
- PARKS AND RECREATION
- RESIDENCES OF EXERCISE PARTICIPANTS



FUTURE LAND USE MAJORITY OPINION MAP

TOWN OF CENTER



OMNI
ASSOCIATES

ONE SYSTEMS DRIVE APPLETON, WI 54911
PHONE: (920) 735-6900 FAX: (920) 830-6100

PROJECT # M1059A01
DATE: 5/20/2003
DRAWN BY: KAL
REVISED:

Location- F:\MUNICIPAL\JOBS\M1059A01\GIS\CENTLIB\Majority_Opinion_11x17.mxd
Source: East Central Wisconsin Regional Planning Commission
Outagamie County

Majority Opinion Legend

- FUTURE COMMERCIAL DEVELOPMENT
- FUTURE INDUSTRIAL DEVELOPMENT
- FUTURE COMMERCIAL/INDUSTRIAL MIX
- ★ THE TOWN FEELS THAT RESIDENTIAL DEVELOPMENT IS ACCEPTABLE ANYWHERE IN THE TOWN EXCEPT IN WETLANDS, WOODLANDS, AND QUARRIES. THERE IS NO PARTICULAR NEED FOR MULTIPLE FAMILY HOUSING, APARTMENTS, DUPLEXS, CONDOS AND SENIOR HOUSING.

Legend

- FLOODPLAIN
- PARKS AND RECREATION
- MINING/QUARRY SITES
- WATER FEATURES
- TRANSPORTATION - ROADS & RAILROADS
- RIVERS/STREAMS



1"=4,000'

QUARRY OPERATIONS

As mentioned in Chapter 7, The Town of Center has a rich and accessible supply of non-metallic mining resources. The town supports its local quarry operations and understands their need to expand in the future. However, at the same time, the town is concerned about residential development adjacent to quarries and the potential adverse impacts residents in these areas may experience (i.e. traffic, noise, vibration, water quality, etc.).

In areas adjacent to existing and potential future quarry sites, farming and some industrial development is encouraged. Residential development is discouraged, but not prohibited, in these areas to prevent conflicts associated with blasting, truck traffic and other potential nuisances.

During the planning process, a great deal of concern was expressed related to quarry operations and surrounding development patterns. While the town does not want to infringe on individual property rights, the town does not want to see a great deal of nuisance complaints arise from residents who develop homes adjacent to existing and new quarry sites. To address this issue, an objective has been added to this section for the Town of Center to coordinate with Outagamie County to establish an *overlay zone* adjacent to existing quarries and possibly including the primary and secondary areas identified for future quarry development. In this overlay, residential development would require a conditional use permit. This would educate landowners about the existence and potential lifestyle impacts of living next to a quarry.

Moreover, as is discussed in the Agricultural, Natural and Cultural Resources Chapter, the Town will continue to pursue operation agreements with quarry operators to ensure that these operation do not infringe on public health, safety, and welfare.

What is an Overlay Zone?

Special additional zoning requirements that apply to identified areas in addition to the regular zoning requirements. Examples of overlay zones include shoreland/wetland overlay zones and airport high restriction overlay zones. The Town of Center would like to develop an overlay zone with special development requirements (i.e. landscaping, setbacks, shared drives, etc.) to protect rural character.

ENVIRONMENTAL CORRIDORS

The Community Survey results clearly indicate residents consider natural features and the rural atmosphere very important. Likewise, resident support for protecting natural areas, including woodlands, wetlands and creeks is very strong. To that end, the *Future Land Use Maps* delineate an environmental corridor area adjacent to local streams and creeks. Many of the areas in the environmental corridors correspond to the Shoreland Wetland Zoning requirements enforced by Outagamie County. Likewise, the *Future Land Use Maps* indicate that existing woodland areas will remain intact.

ANNEXATION

In Wisconsin, cities cannot instigate annexations. Town landowners have to petition for annexation; then cities have to determine whether or not they are willing to annex those parcels. The *City of Appleton 2020 Plan* shows 4 miles of the southern half of the town is lost to annexation. The *Future Land Use Maps* show a similar pattern of development in this area, but the town believes the land will remain in the town.

If Center is concerned about annexations, the town should study **why residents decide to petition for annexation:**

- Do residents want services the town is unable to provide?
- Does annexation increase the marketability and value of their property?
- Is the annexing municipality more willing than the town to address their concerns?
- What other issues are involved?

Once the issues have been identified, the town needs to determine what measures it can, and is willing, to take. The Intergovernmental Chapter discusses the potential for establishing boundary agreements, shared tax revenue and other forms of intergovernmental agreements with the City of Appleton to protect the town's southern boundary. Accordingly, an effort must be made to educate residents about the benefits and downfalls of annexation.

PROPERTY RIGHTS

Individual property rights are a primary concern in the Town of Center. The town does not want to develop a plan that will result in an inordinate number of new ordinances and restrictions on development. The sense of freedom to develop and use one's property is important to town landowners. Therefore, this plan reflects the desire of landowners to have the opportunity to develop their properties.

Community Design Considerations

Community design and appearance is an important aspect of planning. The town supports the continued enforcement of zoning regulations, including sign ordinances. Likewise, the town supports the use of a detailed site plan review process, including lighting, sidewalk and building materials, to ensure that new development is compatible with surrounding land uses and the visions, goals, objectives and policies expressed in this plan. This is particularly important in Mackville and Center Valley. These tools help to ensure that development is attractive and natural areas are protected. What follows is a discussion of particular issues with respect to local design considerations in the Town of Center.

DEFINING AND PRESERVING RURAL CHARACTER

What is “*rural character*”? For every town the answer is somewhat different. In the Town of Center, rural character means a blend of:

- Low density residential development
- Scattered farm operations
- Wooded areas
- Streams and creeks
- Open, scenic, distant views
- Abundant natural resources and wildlife

To maintain these features, the *Future Land Use Maps* provide a desired pattern for development. The County Zoning Ordinance provides minimum standards for density and layout. Moreover, this plan identifies other tools landowners can use to maintain farmland and open areas (i.e. land trusts, easements, conservation subdivisions, etc.)

OUTDOOR LIGHTING

For additional information about the Society for Dark Sky Preservation, visit their web site at:
www.amesastronomers.org/links/darksky.htm

In recent years a movement has spread across the country related to outdoor lighting. At the forefront of these efforts is the Society for Dark Sky Preservation. This organization’s mission is to ensure that the night sky is visible by eliminating intrusive lighting. Center believes that its rural character includes the dark skies overhead that make it possible to enjoy the stars. To that end, Center will seek to promote environmentally friendly lighting choices that:

- Keeping glare to a minimum;
- Discourage the use of direct uplighting in any application;
- Put outdoor lighting only where it is needed and when it is needed (e.g. use motion detectors);
- Use alternatives to constant “dusk-to-dawn” lighting whenever possible; and
- Eliminate light trespassing on neighboring properties and roadways.

These restrictions can be enforced through local ordinance adoption, zoning and site plan review.

TRADITIONAL NEIGHBORHOOD DESIGN (TND)

– OPPORTUNITIES FOR MACKVILLE & CENTER VALLEY

Ensuring that developed areas of the Town of Center are attractive and well maintained is an important priority. The Town of Center is fortunate to have two hamlet areas -- Mackville and Center Valley. They each contribute significantly to the local sense of place and community identity. In a planning sense, both areas are considered underdeveloped/underutilized areas. There are many opportunities to enhance these areas, and in turn, improve the community. The *Future Land Use Maps* support commercial and industrial development in these areas surrounded by residential

neighborhoods. The long-term vision is to provide more local business choices and employment opportunities.

The “smart growth” law defines “traditional neighborhood development” to mean: *compact, mixed-use neighborhood where residential, commercial and civic buildings are in close proximity to each other.* TND is a planning concept based on the principles of traditional small towns. TND is found in the older parts of Wisconsin’s cities and villages. Principles of TND include:

- **Compact.** TND areas have a higher density than traditional single-family subdivision (i.e. duplexes, apartments, etc. as well as single family homes in a single area). Compact development also means that the developed area is designed for human scale, not always the automobile. This includes being sensitive to walking distances, heights of buildings, design of streetlights, signs, sidewalks and other features. Compact development includes parks, public buildings, and retail development within a close proximity. These features serve as destination points for surrounding residential areas in the immediate vicinity (1/2 mile or less).
- **Mixed Use.** TND includes a mixture of land uses. This means that nonresidential land uses, such as commercial areas, are mixed with residential development. Mixing uses helps promote walking throughout the community. Mixing land uses can also broaden the tax base. Furthermore, mixed uses can mean that different means of transportation are promoted in the community (walking, bicycling, automobiles).

Mixed use also means promoting varied housing types and sizes to accommodate households of all ages, sizes and incomes. This translates into varying lot sizes and allowing varied types of housing such as attached single-family residences, town homes, duplexes, and housing for seniors. Mixed use may also mean that residential uses are provided above or in the same building as commercial uses such as shops or offices.

- **Street Patterns, Sidewalks, and Bikeways.** TND provides for access through an interconnected network of streets, which facilitate walking, bicycling and driving.
- **Cultural and Environmental Sensitivity and Design.** TND can foster a sense of community identity. The design of buildings and their placement receives special attention. Provision of adequate open spaces, use of indigenous vegetation and the use of environmentally responsive stormwater management systems are equally important.

Mackville and Center Valley have the beginnings to support TND. These areas serve as focal points in the community with schools, churches and local businesses. Accordingly, the *Future Land Use Maps* promote mix of additional development in and immediately adjacent to these areas.

To further enhance these areas, sidewalks connections could be improved. Installing and maintaining basic, smooth, clean sidewalks between businesses, schools, and other points of interest in Mackville and Center Valley will allow residents to park their car and walk to several different destination points. Studies show people are generally willing to abandon their cars in favor of walking to destinations within a 10-minute walk (i.e. ¼ mile). If sidewalk is to be installed anywhere in the town, these areas should be a first priority.

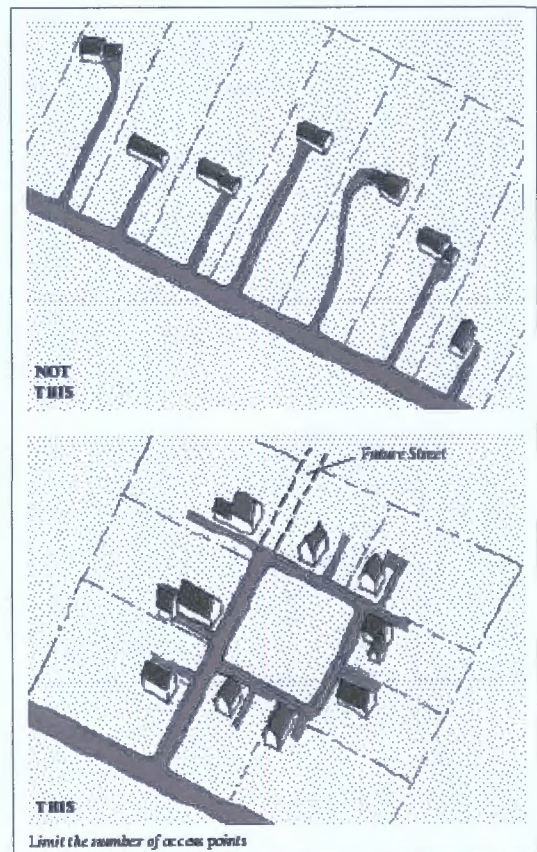
Trail connections should also be considered through portions of the town – between residential subdivisions and areas like Mackville and Center Valley. Potential trail routes are identified on the *Outagamie County Greenway Plan* and on the *Future Land Use Maps* in this chapter. When identifying town values, the ability to safely walk and cycle in the town as listed as an important local value. Given anticipated development, safely walking and cycling on town and county roads will become more difficult given increased traffic. In this environment, trails will provide safer locations for cycling and walking.

OUTDOOR ADVERTISING (BILLBOARDS)

STH 47 offers opportunities for billboard advertising. To preserve and enhance the scenic character of Center, the town believes billboard signs should be prohibited. Billboards distract from the rural scenic quality of this local highway route. The town believes that preservation of natural beauty, including open views of woodlands, wetlands and farmlands from roadways, is important to protect the quality of life and rural community identity. To achieve a ban on outdoor advertising the town will need to work with Outagamie County to either change the county zoning requirements or approve an overlay prohibiting billboards in the Town of Center.

MANAGED ROADWAY ACCESS

Another tool available to maintain rural roadside character, particularly through the town, is strict control over roadway access. “Roadway access” refers to the number of points of ingress and egress from a roadway. Managing roadway access points help to promote safe and efficient travel and minimize



disruptive and potentially hazardous traffic conflicts. Managed roadway access involves minimizing the number of driveways along a roadway and establishing standards for driveway spacing. Rather than promoting driveway after driveway along rural roadways and highways, shared driveways are encouraged (See diagram). This approach has the added benefit of limiting impervious surface and its associated impacts on groundwater quality. Likewise, driveway spacing is determined based on the posted speed limit, not property lines (See table at below). The Outagamie County Planning Department and WisDOT regulate current standards for roadway access. Coordination with these agencies is important to ensure that rural character is preserved.

Posted Speed Limit (MPH)	Minimum Driveway Spacing (in Feet)
25	90 - 125
30	155
35	185
40	225
45+	300

Source: E. Humstone & J. Campoli,
*Access Management: A Guide for
Roadway Corridors*, Planning
Commissioners Journal, Winter 1998.

How Were the Future Land Use Maps Developed?

The *Future Land Use Maps* were developed using a very specific process:

1. Natural resource areas were identified to understand development limitations, including potential quarry locations.
2. Future population and household projections, in conjunction with zoning requirements, were examined to understand the extent of future residential development needed in the town.
3. Utility and community facility capacities were reviewed to ensure new development would be adequately serviced.
4. Planned and anticipated road and trail network changes were added to the *Future Land Use Maps*.
5. The results of the community survey and cognitive mapping exercises were reviewed to emphasize resident desires and expectations.
6. The *Appleton 2020 Plan* and the *Outagamie County Zoning Ordinance* were referenced to understand planning objectives.

The result of this process is the detailed set of *Future Land Use Maps* presented at the end of this chapter.

How Are the Future Land Use Maps Used?

The *Future Land Use Maps* are a planning tool for the Town of Center. In accordance with the **Smart Growth Law**, they should be used to guide the following actions:

- ✓ Local Subdivision Regulation
- ✓ Official Mapping
- ✓ Zoning

Town appointed and elected officials should use the plan maps as a *guide* for making future land use decisions.

Developers and residents should understand the plan maps are intended to direct development to certain areas where facilities and services are available.

It is important to remember that a **plan is not a static document**. It must evolve to reflect current conditions. If not regularly **reviewed and amended**, it will become ineffective.

Applications for rezoning and development that are inconsistent with the plan and plan maps must still be considered. In some situations, it may be desirable to amend the plan (and maps) to accommodate a compatible, but previously unplanned use. Likewise, a change in county or regional policy, technological changes, or environmental changes may also impact the plan.

Any change to the plan (including the plan maps) must be considered in the context of all nine required plan elements, including the visions, goals and policies expressed in this document. If an amendment is to be approved, the process must include a formal public hearing and distribution per the requirements of the Wisconsin Smart Growth Law. Any amendment must be recommended by the Plan Commission and approved by the Town Board **before** development is permitted.

Future Land Use Maps

Provided at the conclusion of this chapter are the *Future Land Use Maps*. These maps illustrate the anticipated amount, location, and intensity of new development. The areas outlined for future residential development exceed the areas needed, based solely on the population projections. Additional areas were added to provide choices for residential development so as to prevent the inflation of land values. Likewise, by outlining additional areas, the longevity of the plan is further ensured.

The *Town of Center Future Land Use Maps* were built from the *Existing Land Use Maps*. Therefore, existing land use patterns and conditions are the foundation of the plan -- the beginning point from which to build the future. Areas that are not proposed for future development are represented by their existing land use in order to promote stability in the Town of Center.

The *Future Land Use Maps* include the following features:

- **Agricultural/Rural Residential.** Areas in this category are meant to remain *farmland as long as feasible and desirable* by local landowners. If residential development is desired, a balance of open areas, farmland, wildlife habitat and open, scenic views is desired in order to maintain the town's rural character. This can be achieved through current County Zoning regulations related to minimum lot size in the AGD district and CSM's.

Individual lot development (CSM's, not subdivisions) in these areas should be established to have a minimum impact on the town's rural character. Individual landowners are asked to consider the following objectives when developing properties in the town:

- When individual lots (CSM's, not subdivisions) are proposed, new homes should not be placed in the middle of open farm fields.
- Individual residences (not part of subdivisions) should be located adjacent to tree lines and wooded field edges, if available. If not, homes should be clustered on the edges of farm fields and undeveloped areas to retain farmland and open views.
- Where clustering of homes will yield open space that can remain actively farmed or protect vital wildlife habitat/corridors, its use should be explored and possibly required.
- Tree lines should be preserved.
- Roads should be constructed to follow contours.
- Disturbance for the construction of roads, basins and other improvements should be kept at a minimum by clustering homes together to prevent disturbance to an entire property.
- Disturbance on individual lots should be limited by restricting development to occupy only a portion of a lot.

Subdivision development within this area is anticipated, but the town will seek to limit final subdivision plat approval to 40 acres per year to accommodate growth at a rate consistent with official state projections. This limit on new subdivision development will also help to maintain open spaces, retain the town's rural character, and allow for modest growth that can be served by existing or planned future infrastructure (e.g. roads, schools, groundwater, garbage collection, etc.). The Town Board has the right to make exceptions to this limit based on market demand for additional acreage. Likewise, if less than 40 acres of subdivided property receives final plat approval in a given year, the Town Board may choose to carry over the balance to future years. The minimum lot size in a subdivision shall be one acre.

- **Future Commercial.** Future commercial development is shown in Mackville and Center Valley. Commercial development is not encouraged along the entire length of STH 47 and CTH A. Such a pattern would destroy the town's rural character. Rather, development should be concentrated in Mackville and Center Valley to promote the development of these hamlets.
- **Future Industrial.** Industrial development is encouraged adjacent to local quarry operations and at the STH 47 and CTH A intersection.
- **Future Commercial/Industrial Mix.** Areas within Mackville and Center Valley are identified as being desirable to a combination of well-designed, attractive commercial and industrial development that conform to zoning requirements and respect natural resources.
- **Potential Future Quarry Sites** include land holdings of quarry operations. These areas include only a portion of all quarry deposits identified in the Agricultural, Natural and Cultural Resources chapter based on a geologic assessment of the area. The town is interested in working with Outagamie County to provide notification requirements for future residential subdivision development located within 1,200 feet of a quarry.

- **Potential Future Trail** locations are shown along the Soo Railroad easement, east of Mackville and along Meade Street to provide walking, cycling and biking opportunities for residents. The locations are in accordance with the *Outagamie County Greenway Plan*.
- **Environmental Corridors.** As discussed earlier in this chapter, these areas would include wetlands, floodplains and areas adjacent to creeks and streams.
- **Private Well Setback Area.** On both the *Future Land Use Maps* a 1,200 setback is shown around the landfills located in Section 33 and Section 5.
- **Appleton Future Growth Area.** These are areas, based on the City of Appleton Vision 20/20 Comprehensive Plan, where annexation and City growth is likely.

How Much Land is Provided for Development?

Table 24 provides a breakdown of projected future development, in five-year increments. As with any long-term planning document, as proposals are presented, amendments may be necessary to reflect market forces that shift land use patterns. **To implement this plan, the Town of Center Plan Commission will:**

- ✓ Direct development to areas identified on the *Future Land Use Maps*;
- ✓ Minimize residential development lining rural road frontages; and
- ✓ Seek to limit residential subdivision development to 40 acres per year to provide residential development in proportion to the official population projections provided in Chapter 3.

TABLE 24				
20-YEAR PROJECTIONS FOR FUTURE LAND USE ACREAGE				
Land Use Type	2005 (acres)	2010 (acres)	2015 (acres)	2020 (acres)
Residential Subdivision (single/two-family)	2,000	2,200	2,400	2,600
Commercial	40	132	255	378
Industrial	200	504	972	1,440
Commercial/Industrial Mix	51	103	198	293
Farmsteads	314	314	314	314
Mining/Quarry Sites *	410	550	675	876
Parks and Recreation	13	13	13	13
Institutional	17	17	17	17
Agricultural/Rural Residential / Open Space	16,813	15,466	12,913	11,306
Woodlands	2,848	2,848	2,848	2,848
Transportation	1,008	1,025	1,050	1,075
Surface Water	108	108	108	108
Environmental Corridor	541	1,083	2,600	3,095
Mobile Homes & Parks	18	18	18	18
TOTALS	24,381			

* Based on ownership.

Goals and Objectives

The Town of Center anticipates that it will grow over the next 20 years. To ensure that this development will not destroy the rural character of the area, negatively impact the natural environment, or create undue congestion on town, county and state roads, the Town of Center, will pursue the following goals and objectives.

OVERALL LAND USE GOAL

1. Maintain the rural atmosphere in the Town of Center.
2. Support single-family residential development.
3. Respect individual property rights.

LAND USE OBJECTIVES

1. Enforce local and county zoning and subdivision ordinance requirements.
2. Improve Mackville and Center Valley so that they may become community focal points for quality development.
 - a. Maintain identification signage for each area.
 - b. Work with the Outagamie County Planning Department to encourage economic redevelopment of the area through marketing, zoning, and other incentives.
 - c. When desirable promote development patterns that promote TND principles. As part of this effort, review the model ordinance developed by the UW-Extension.
3. Coordinate with the Outagamie County Planning Department to establish overlay zone requirements for development adjacent to quarries in the Town of Center to better address conflicts with residential development in these areas.
4. Coordinate with electric, natural gas and other utility providers to ensure that adequate utilities will be made available for cost effective future growth and development in the town.
5. Work with the UW-Extension, Outagamie County Zoning Department, and other professional experts to develop and enforce a site plan review ordinance to present a positive image of the community and provide guidelines for developers related to the appearance of commercial and industrial development in the town. This ordinance should include language controlling billboard development.

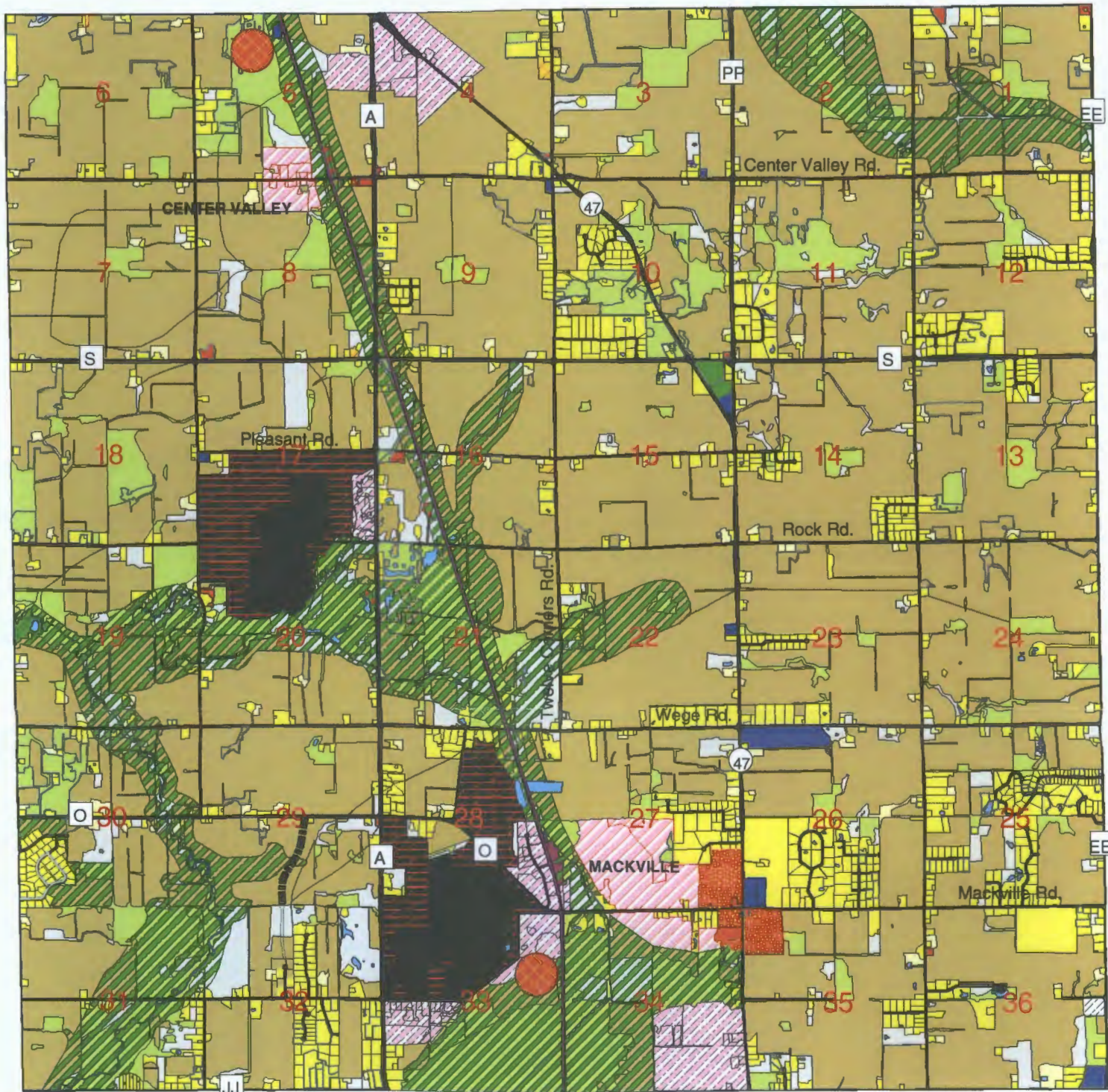
10 - YEAR FUTURE LAND USE

TOWN OF CENTER

BLACK CREEK

ELLINGTON

FREEDOM



GRAND CHUTE

This map was developed to comply with the requirements of the Wisconsin Comprehensive Planning Law. This map only provides an indication of the timing/amount of development over the next ten years. The 20-Year Future Land Use Map is the **OFFICIAL** future land use map for the Town of Center.



1"=4,000'

Future Land Use Legend

- FUTURE COMMERCIAL
- ENVIRONMENTAL CORRIDOR
- FUTURE INDUSTRIAL
- FUTURE COMMERCIAL/INDUSTRIAL MIX
- POTENTIAL FUTURE QUARRY SITES
- AGRICULTURAL/RURAL RESIDENTIAL
(Residential subdivision development limited to 40 acres per year)
- PRIVATE WELL SETBACK
- PROPOSED ROADS

Legend

- SINGLE AND TWO FAMILY RESIDENTIAL (INCLUDES GARAGES & POLE BUILDINGS)
- COMMERCIAL
- INDUSTRIAL
- FARMSTEADS (INCLUDES OUTBUILDINGS)
- NON-METALLIC MINING/QUARRY SITES
- PARKS AND RECREATION
- INSTITUTIONAL (TOWN PROPERTY, CHURCHES, SCHOOLS, ETC.)
- WOODLOTS (INCLUDES SILVICULTURE AND FORESTRY TRACTS)
- ROADS
- MOBILE HOMES & MOBILE HOME PARKS
- UNDEVELOPED AREAS / OPEN SPACES
- CITY OF APPLETON PROPERTY
- WATER FEATURES
- RAILROAD

OMNI
ASSOCIATES

ONE SYSTEMS DRIVE APPLETON, WI 54911
PHONE: (920) 735-6900 FAX: (920) 830-6100

PROJECT # M1059A01
DATE: 9/02/2003
DRAWN BY: KAL
REVISED: 6/01/2005

Location: F:\MUNICIPAL\JOBS\M1059A01\GIS\CENTLIB\10_Future_Land_11x17.mxd
Source: East Central Wisconsin Regional Planning Commission
Outagamie County

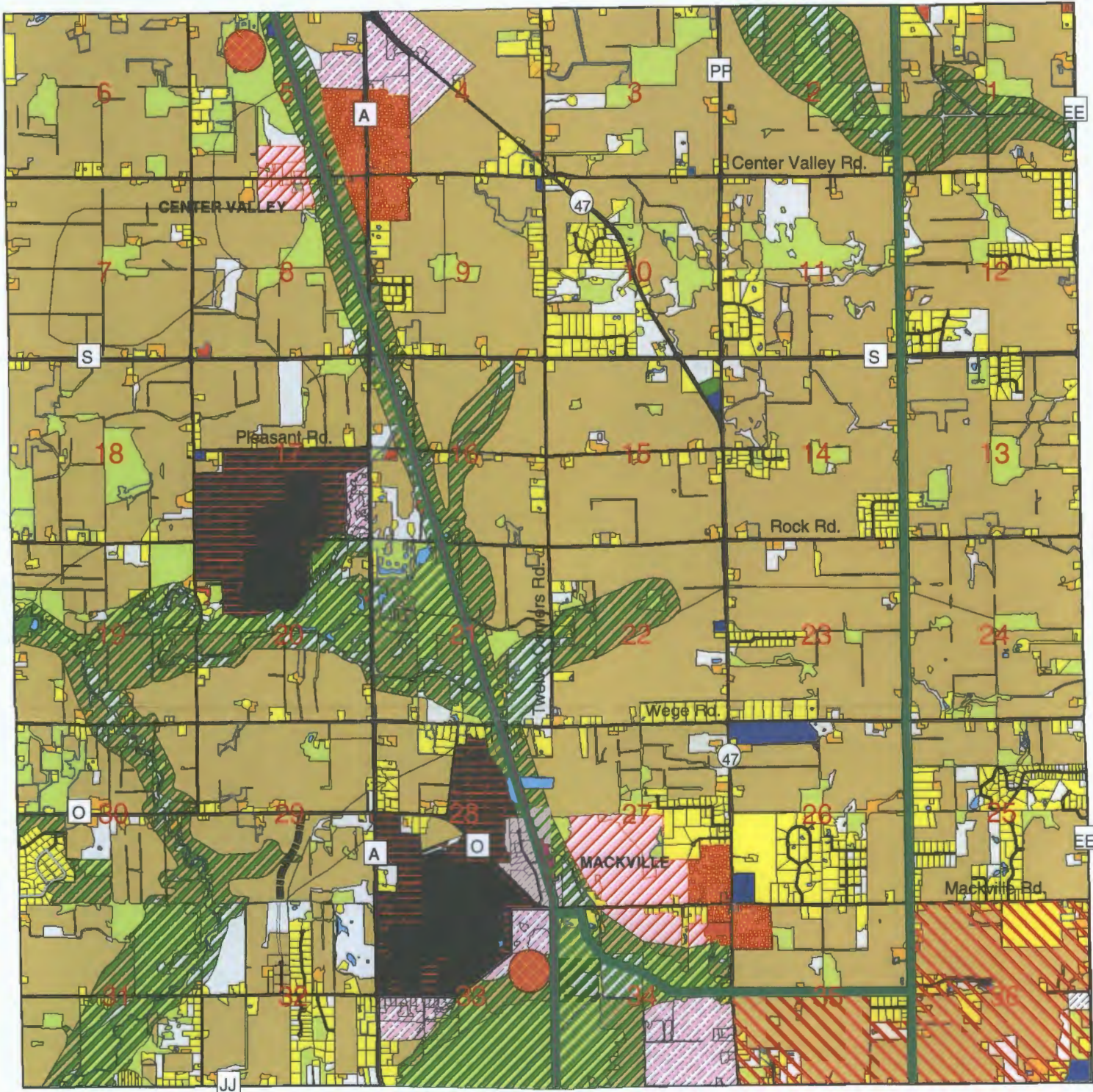
20 - YEAR FUTURE LAND USE

TOWN OF CENTER

BLACK CREEK

ELLINGTON

FREEDOM



GRAND CHUTE



1"=4,000'

Future Land Use Legend

- FUTURE COMMERCIAL
- ENVIRONMENTAL CORRIDOR
- FUTURE INDUSTRIAL
- FUTURE COMMERCIAL/INDUSTRIAL MIX
- POTENTIAL FUTURE QUARRY SITES
- AGRICULTURAL/RURAL RESIDENTIAL
(Residential subdivision development limited to 40 acres per year.)
- PRIVATE WELL SETBACK
- APPLETON FUTURE GROWTH AREA
- FUTURE TRAILS
- PROPOSED ROADS

Legend

- SINGLE AND TWO FAMILY RESIDENTIAL (INCLUDES GARAGES & POLE BUILDINGS)
- COMMERCIAL
- INDUSTRIAL
- FARMSTEADS (INCLUDES OUTBUILDINGS)
- NON-METALLIC MINING/QUARRY SITES
- INSTITUTIONAL (TOWN PROPERTY, CHURCHES, SCHOOLS, ETC.)
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DATE: 5/08/2003
DRAWN BY: KAL
REVISED: 6/01/05

Location: F:\MUNICIPAL\JOBS\M1059A01\GIS\CENTLIB20_Future_Land_11x17.mxd
Source: East Central Wisconsin Regional Planning Commission
Outagamie County

11.0 INTERGOVERNMENTAL COOPERATION

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Introduction

The Town of Center's relationship with neighboring municipalities, school districts, state agencies and Outagamie County can significantly impact planning, the provision of services, and the siting of public facilities. An examination of these relationships and the identification of potential conflicts will help the town address these situations in a productive manner.



Intergovernmental Cooperation Vision

In 2025, the Town of Center and Outagamie County work cooperatively to make sure roads are well maintained and serviced. Annexation is planned, based on service demands, and coordinated in a fashion to ensure that both communities have preserved their community identities.

After much coordination with local school districts, two elementary schools have been built in the town.

Town leaders keep residents informed on all matters pertinent to Town operations and land development issues and pursue opportunities to provide coordinated, cost-effective services with neighboring governments.

Governmental Units and Relationships to the Town of Center

The Town of Center shares borders with five municipalities. In addition, the town must also coordinate with local school districts, the Wisconsin Department of Transportation (WisDOT), the Wisconsin Department of Natural Resources (WDNR), the ECWRPC and Outagamie County.

ADJACENT GOVERNMENTAL UNITS

- Town of Black Creek
- Town of Grand Chute
- Town of Freedom
- Town of Ellington
- City of Appleton

The Town of Center's relationship with the four adjacent towns can be characterized as one of mutual respect and compatibility from a land use and political standpoint. Towns cannot annex land from one another. Therefore, the borders between the Town of Center

and the adjacent towns are fixed and boundary disputes are non-existent. The Town of Center acts as a buffer between the urbanizing areas in the Town of Grand Chute and the other more rural towns. Public services (i.e. road maintenance and construction, etc.) are conducted individually by each town, but opportunities for shared services to reduce costs by improving efficiencies will be considered.

The City of Appleton is growing toward the southern boundary of the Town of Center. The City has the ability to annex properties. In preparing this plan, the Town of Center reviewed the *City's Future Land Use Plan* and used it as a guide for defining land uses in the southern portions of the town. This will help to ensure compatibility between town and city development.

SCHOOL DISTRICTS

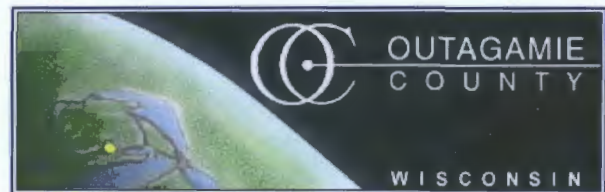
- Freedom Area School District
- Hortonville School District
- Seymour School District
- Shiocton School District

Despite the fact there is not a public school building located in the Town of Center, the town is part of **four different school districts**: Freedom, Hortonville, Seymour and Shiocton. The school district boundaries are illustrated on the *Utilities and Community Facilities Map*. The town's relationship with the school districts can be characterized as cooperative. These relationships must continue and be strengthened to coordinate growth with school capacity. The town believes, given anticipated levels of residential development, at least one of the school districts will need to construct an elementary school building in the town. The desire for school facilities is reflected in the vision presented at the beginning of this chapter.

Though the challenge is great, the Town encourages the school districts to coordinate with one another to revise the district boundaries the town. The current boundaries are very irregular and difficult to follow. A less jagged, more linear boundary that considers school locations would benefit the school districts, particularly with respect to bussing costs, and town residents.

COUNTY AND REGIONAL GOVERNMENT UNITS

- Outagamie County
- East Central Wisconsin Regional Planning Commission (ECWRPC)



The Town of Center is located in Outagamie County. The county has some jurisdiction within the town. In particular, Outagamie County has jurisdiction over land divisions, on-site sanitary systems, greenway trail coordination, and zoning (including shoreland-wetland and floodplain areas) of the town. Outagamie County also maintains many county roads in the Town of Center.

The relationship between the Town of Center and Outagamie County can be characterized as one of general agreement and respect. In those areas where the county has jurisdiction in the town, the county attempts to get input from the town before making decisions affecting the town. Likewise, Center has attempted to maintain open communication with Outagamie County. Continued cooperation will be especially important as it relates to zoning as a tool to implement this plan.

Outagamie County and the Town of Center are part of the East Central Wisconsin Regional Planning Commission (ECWRPC). The Town of Center has little direct interaction with the ECWRPC. The town acquired mapping data, demographic statistics, and policy information for this comprehensive planning effort from Outagamie County and the ECWRPC.



STATE AGENCIES

- Wisconsin Department of Natural Resources (WDNR)
- Wisconsin Department of Transportation (WisDOT)

WDNR and WisDOT are the primary state agencies the Town of Center must coordinate with to achieve the goals and objectives of this plan.

WDNR has a major role in the Town of Center with respect to the arsenic advisory area. The agency is an important partner for mapping the exposure area, monitoring the situation and providing information and resources to the town to address the issue. Given the level of arsenic exposure and the potential impact on residents, the town and WDNR must work together.

WisDOT is also a key player in the planning and development of pedestrian/cycling facilities. In addition, WisDOT is responsible for the maintenance of the STH 47 corridor. It will be important for the Town of Center to continue to coordinate with WisDOT with respect to this roadway. More specifically, the Town of Center and WDNR should work together as partners on the STH 47 corridor study (currently underway) and to develop an official map for the town that identifies internal travel routes.

Open communication and participation in land use and transportation decisions, which may impact the town, is an important priority for intergovernmental cooperation in the future.

The activities of the WDNR are discussed further in the Agricultural, Natural and Cultural Resources Element (Chapter 7) of this plan. Additional information is also available on-line at:
www.dnr.state.wi.us



For additional information about WisDOT activities in the Town of Center, refer to the Transportation Element (Chapter 5) of this plan. Additional information is also available on-line at:
www.dot.state.wi.us

Intergovernmental Comprehensive Planning Process

To facilitate intergovernmental coordination, the Town of Center sent all adjacent municipalities, school districts, Outagamie County and the ECWRPC a letter at the on-set of the planning effort. This letter was intended to notify these agencies and communities of the Town of Center planning process. Likewise, this letter extended an open invitation for participation in the development of this plan.

On an element-by-element basis, the Town of Center contacted adjacent local government units, school districts, and state agencies again to complete inventories of available services, facilities, and programs. For example, during the development of the Transportation Element, WisDOT was contacted to obtain information available related to transportation facilities and programs in the Town of Center. Likewise, WisDOT was provided a preliminary copy of the Transportation Element to review and comment upon. This same courtesy was extended to the WDNR during development of the Agricultural, Natural and Cultural Resources Element.

Throughout the plan development process, the Town of Center worked closely with Outagamie County and the ECWRPC to coordinate plan-mapping resources and obtain detailed information related to zoning, agricultural preservation, quarry operations and general demographic data.

On September 25, 2003, as the draft comprehensive plan was nearing completion, the Town of Center hosted an intergovernmental meeting. The purpose of this meeting was to discuss the plans of other local agencies and governments and attempt to coordinate the *Town of Center Comprehensive Plan* with the goals and objectives of these other local plans. Participants were also given the opportunity to view and comment on the *Draft Future Land Use Map*. This collective "meeting of the minds" provided a unique opportunity to discuss area growth, development, transportation, education, and other concerns. Prior to this meeting, a copy of the Draft Intergovernmental Element was available on the Internet for review and comment.

Intergovernmental Cooperation Programs

With the endorsement of Outagamie County, the Town of Center contracts with a private hauler for solid waste collection and curbside recycling pickup. Outagamie County provides police protection. Mutual aid agreements for fire protection exist between the town and its neighbors. In addition, the Town of Center also has participated in joint road ditch clearing efforts with neighboring towns and shared municipal equipment with neighboring towns from time to time.

As growth and change continues in the area, land use will remain a controversial topic. The Town of Center has the opportunity, under State Statutes 66.023 and 66.30, to pursue a boundary agreement with the City of Appleton. If boundary agreements were completed, the town and the city could work together to make rational decisions about

where growth will occur, including the setting or changing of boundaries, and how public services (including sewer and water) could be provided. Other intergovernmental agreements, such as shared tax revenue, could also be pursued with Appleton.

Existing and Proposed Plans

ADJACENT GOVERNMENTAL UNITS

The Town of Freedom has an adopted its Smart Growth Comprehensive Plan and the Town of Black Creek is working on its plan. The Town of Center's planning consultant, OMNNI Associates, worked with both the Town of Freedom and Town of Black Creek on their plans. Using the same consultant has allowed for additional insights and coordination between plans.

The Town of Ellington is also nearing completion of its own Smart Growth Plan. The Town of Grand Chute does not have an adopted Smart Growth Plan, but has a comprehensive plan that will be updated before 2010.

To ensure compatibility with planning goals and objectives of the *Town of Center Comprehensive Plan*, the town would like to participate in the planning efforts of its neighboring communities.

SCHOOL DISTRICTS

The four school districts serving the town extend into neighboring communities. As such, development in neighboring communities may have an impact on the districts need to expand. The Town of Center wishes to remain involved in the siting of future schools to ensure that the goals and objectives of this plan can be met. This will become more important as Center and neighboring communities continue to grow, bringing additional residents (and students) to the area. At this time, the school districts have no plan to construct any new facilities in the town.

COUNTY AND REGIONAL GOVERNMENTS

Outagamie County has not adopted a comprehensive plan in accordance with 1999 Wisconsin Act 9. However, the county has been working toward the start of such a plan for some time. The Town of Center will participate in any county planning efforts to provide information about the town plan, including local goals, objectives, and visions for the future.

The **ECWRPC** has not yet adopted a comprehensive plan. ECWRPC has completed the first of three milestone reports. Planning information is available on-line at www.eastcentralrpc.org. It will be important for the town to participate in regional planning efforts as the ECWRPC continues its planning process.

STATE AGENCIES

The Town of Center's relationship with the state of Wisconsin mainly involves state aids for local roads and the administering of various state mandates to towns. Moreover, there is some forested land in the town that is managed through the WDNR Managed Forest Program. In the near future, the WDNR is scheduled to develop statewide watershed plans. The plans for Bear Creek may have an impact on the Town of Center. Furthermore, coordination with WisDOT will continue to be important with respect to the future of STH 47.

Intergovernmental Policy

The Town of Center will seek to cooperate with all neighboring municipalities, the county, state agencies, and school districts for mutual benefit.

Intergovernmental Goals

1. Improve lines of intergovernmental communication.
2. Resolve annexation and boundary disputes with the City of Appleton.
3. Continue to seek new ways to coordinate and share community facilities and services with neighboring communities and Outagamie County whenever efficient.

Intergovernmental Objectives

1. Host a bi-annual summit with the communities and agencies identified in this chapter to discuss concerns, plans, exchange ideas and report implementation achievements. This summit may be facilitated by the County or co-hosted with neighboring communities.
2. Participate in the "Smart Growth" planning activities of neighboring communities, Outagamie County, and the ECWRPC.
3. Coordinate with Outagamie County to develop a "Quarry Overlay Zone" (Refer Chapter 10) and extend trails (Refer to the *Future Land Use Map* and Chapter 4).
4. Notify the appropriate school district about proposed residential developments and rezonings so the districts may plan for additional school children. Encourage the school district to provide input into these decisions and consider opportunities for school construction in the town.
5. Work with WisDOT as a partner to plan for development adjacent to the STH 47 corridor.
 - a. Become involved in the preparation of the STH 47 corridor study.
 - b. Partner with WisDOT to develop an Official Town Map that identifies points of access and supporting town road networks to limit traffic impacts on STH 47.
 - c. Notify WisDOT of proposed development projects and rezonings near STH 47 so WisDOT may plan accordingly for needed improvements.
6. Coordinate with the ECWRPC with respect to the permitting and reclamation of quarry operations.

7. Coordinate with WisDOT and WDNR to ensure transportation facilities are safe and natural features are protected.
8. Develop a boundary agreement with the City of Appleton to establish expansion areas for a minimum of 10 years.
9. Expand and continue to explore the potential for mutual services with neighboring towns (including road development and maintenance, garbage collection, etc.).

12.0 IMPLEMENTATION

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Introduction

The Implementation Element is the “how to” portion of the plan. It prescribes actions necessary to realize the visions. This would include proposed changes to applicable zoning ordinances, adoption of site plan regulations, development of design review ordinances and development of a town subdivision ordinance. This chapter serves as the master “to do” list for implementing this plan.

Relationship Between Elements

Throughout the plan, coordination between the nine (9) required elements has been highlighted as a special section of each element chapter. A single objective may apply to more than one element of this plan. The tables printed at the end of this chapter also identify the specific elements that relate to each goal and objective.

Measuring Progress

Special attention has been given to the **milestone dates** (see definition in box) to help ensure that individual objectives act in harmony with other stated goals and objectives. The Town Plan Commission and Town Board have reviewed the milestone dates to ensure that they are feasible expectations for the town.

To track progress towards the goals and objectives, the Town of Center Plan Commission will annually review milestone dates in this chapter. Part of this effort, will also include addressing conflicts which may arise between the nine elements.

Milestone Date

A specific date, after the adoption of the Comprehensive Plan, when the town will review the plan implementation action to see if the objective has been met and consider additional implementation strategies to achieve the stated goal.

Responsibilities

This plan was developed by the Town of Center Plan Commission. Implementation of the Town of Center Comprehensive Plan will be the primary responsibility of the **Town of Center Plan Commission**. In accordance with this plan, the Town of Center Plan Commission will make recommendations pertaining to development issues for the Town Board and Outagamie County to consider when making final decisions.

Updating the Comprehensive Plan

As is stipulated in 1999 Wisconsin Act 9, a comprehensive plan must be updated at least once every 10 years. However, in order to ensure that the town's plan is an effective management tool, the Town of Center Plan Commission will **review the plan goals and objectives annually** to track those activities that have been completed and add additional objectives as needed to accomplish the stated goals.

The Town of Center Plan Commission will initiate its **first major update and revision of this plan by 2013**. The 2010 census will be available to update several informational tables. This update will also involve a comprehensive review of the inventory information presented in each chapter. Furthermore, the town will coordinate with all partners identified in the Intergovernmental Element Chapter to include any external changes that may impact the plan. Finally, the Plan Commission will complete a comprehensive review of all visions/policies, goals, objectives and programs outlined in this plan to evaluate progress and consider additional opportunities.

Housing Agenda

ELEMENT (S)	OVERALL GOALS
Housing Ag., Nat. & Cult.	Maintain the environmental assets and rural character of the community so that it continues to be an attractive place to live.
Housing	Conserve or improve the quality of existing single-family housing stock and maintain housing values over time.

ELEMENT (S)	OBJECTIVES	MILESTONE DATE
Housing Ag., Nat. & Cult.	Using the information provided in the Agricultural, Natural and Cultural Resources Element, identify and map areas for primary and secondary conservation in the Town of Center.	2013
Housing Ag., Nat. & Cult. Resources	Consider developing a conservation subdivision ordinance to encourage the preservation of natural areas, minimize the impact of sprawl, and protect farmland in the town. Use the model ordinance developed by University of Wisconsin Extension as a resource in this effort	2016
Housing Ag., Nat., & Cult. Resources Land Use	Encourage "low impact" development within the town that can help reduce stormwater runoff and flooding.	Continuous
Housing Intergovernmental	Support county programs and consider new programs that will provide elderly and disabled residents with housing services in the Town of Center so these residents can continue to live independently.	Continuous
Housing	Coordinate with nearby cities and villages to direct large alternative and multiple family developments to these environments where appropriate serves are available.	Continuous
Housing	Survey seniors to understand the services that are needed locally.	2009
Housing	Educate town residents about the importance of property maintenance. <ul style="list-style-type: none"> a. Develop articles for the town newsletter that highlight property maintenance techniques and benefits. b. Establish an annual maintenance recognition program. c. Coordinate with the area school districts, local churches and community service organizations to provide volunteer services on "Make A Difference Day" as well as a regular program to assist seniors and disabled residents in need of home maintenance services. 	A. Annually beginning in 2006 B. 2007 C. 2008
Housing	Educate new residents moving into the area about what it means to live in the country. <ul style="list-style-type: none"> a. Develop "welcome" packet for prospective and new homebuyers in the area. b. Have local realtors and area builders distribute. 	a. 2005 b. Continuous
Housing	Encourage quality affordable housing opportunities in the Town by: <ul style="list-style-type: none"> a. Supporting the efforts of private, non-profit organizations like community housing development organizations (CHDOs) to develop affordable housing units in the Town of Center. b. Encouraging enforcement of town and county residential codes and ordinances to ensure that rental properties are in good condition. 	Continuous

Transportation Agenda

ELEMENT (S)	OVERALL GOALS
Transportation	To maintain and improve town roads in a timely and well planned manner.
Transportation, Land Use	Enhance the pedestrian links and amenities available in the Town of Center, particularly in Center Valley, Mackville and along Bear Creek and Mackville Creek.
Transportation, Land Use	Seek to expand opportunities for alternative transportation (i.e. walking and cycling) in the Town of Center

ELEMENT (S)	OBJECTIVES	MILESTONE DATE
Transportation	In accordance with state law, using PASER, continue to update road ratings in the Town of Center, as required.	Continuous
Transportation Utilities/Community Facilities	Develop a Capital Improvements Program to coordinate and plan for annual roadway improvements and maintenance as well as and other capital improvements.	2012
Transportation Intergovernmental Land Use Ag., Nat. & Cult.	<p>Become an active partner in transportation improvements made in the town by WisDOT and Outagamie County by:</p> <ul style="list-style-type: none"> a. Partnering with WisDOT, the Outagamie County Highway Department, and the ECWRPC to participate in the STH 47 corridor study effort and to develop an Official Map of the town illustrating planned future town roadways. a. Providing copies of this plan to WisDOT and Outagamie County b. Coordinating with Outagamie County during the development of the County Comprehensive Plan to ensure that town interests are represented c. Supporting efforts of Outagamie County to implement the <i>Outagamie County Greenway Plan</i>. 	<ul style="list-style-type: none"> a. 2004 – 2006 b. 2004 c. Through 2010 d. Continuous
Transportation Land Use Intergovernmental	Coordinate with Outagamie County so when improvements/reconstruction of county roads are scheduled, appropriate consideration is given to the development of bike paths.	Continuous

Utilities & Community Facilities Agenda

ELEMENT	OVERALL GOALS
Utilities & Comm. Facilities	Provide efficient, cost-effective services to residents of the Town of Center.
Utilities & Comm. Facilities	Expand, where feasible, the quantity of community facilities and services available to residents of the Town of Center.
Utilities & Comm. Facilities	Ensure that all development is served by adequate utilities.

ELEMENT (S)	OBJECTIVES	MILESTONE DATE
Utilities & Community Facilities Intergovernmental	Support the continued operation and expansion of community facilities provided by Outagamie County, area school districts, private companies and neighboring communities, which serve residents of the Town of Center.	Continuous
Utilities & Community Facilities Intergovernmental Ag., Nat., & Cult. Resources Land Use	Coordinate with Outagamie County to ensure that the identified Phase II Trail along Meade Street and CTH PP through the Town of Center to Plamann Park is completed in accordance with the recommendations outlined in the <i>Outagamie County Greenway Plan</i> .	Continuous
Utilities & Community Facilities Economic Development	<p>Improve communication with residents and business owners.</p> <ul style="list-style-type: none"> a. Increase distribution of the town newsletter to a quarterly publication. b. Establish a town web page to provide information about town leaders, committees, minutes, upcoming activities, and available utilities and community facilities. This site should be interactive and allow residents to get answers to questions and highlight information to ensure that populations in need can obtain services available (i.e. parents, elderly, landowners, etc.). 	<p>a. 2007</p> <p>b. 2004</p>
Utilities & Community Facilities	<p>Seek to minimize the impact of the naturally occurring-arsenic found in the groundwater.</p> <ul style="list-style-type: none"> a. Educate residents about the risks associated with naturally occurring arsenic. b. Encourage residents to seek annual testing of their water supplies. c. Encourage residents to seek available treatment technologies to mitigate risks. 	Continuous
Utilities & Community Facilities	Coordinate with Outagamie County to ensure that the county cellular tower ordinance provides adequate protection and provisions for the Town of Center. If deemed necessary, work with the county to update the cellular ordinance to further encourage co-location, stealth technologies, and other techniques to minimize the visual impact of cellular towers.	2015

Utilities & Community Facilities	Continue to communicate with local school districts about new development in the town in order to allow the school districts to plan appropriately for staff, building additions, and other needs. a. Provide copy of all Plan Commission & Board Agendas with detailed information with respect to new residential development (locations, number of units, type of units, etc.). b. Meet annually with the school district to discuss issues with respect to growth and development.	Continuous
Utilities & Community Facilities Economic Dev.	Develop a Capital Improvements Program and Budget as a central tool to implement this Smart Growth Comprehensive Plan.	2012

Agricultural, Natural & Cultural Resources Agenda

ELEMENT (S)	OVERALL GOALS
Ag., Nat. & Cult. Resources Land Use	Maintain the town's rural character by providing landowners with opportunities to protect natural resource areas (i.e. wetlands, woodlands and floodplains).
Ag., Nat. & Cult. Resources	Maintain the town's rural character by seeking to provide landowners with opportunities to preserve farmland.

ELEMENT (S)	OBJECTIVES	MEILESTONE DATE
Ag., Nat. & Cult. Resources Land Use Intergovernmental	Establish and Agriculture Preservation Committee to: a. Educate local farmers and builders about the potential for conservation subdivisions, land trusts and purchase of development rights in the Town of Center. b. Coordinate with Outagamie County to explore the potential for establishing a transfer of development rights program. c. Coordinate with the Planning Commission to identify and seek to protect areas of prime agricultural land in the town through appropriate land use controls and cluster/conservation subdivision design options. Coordinate these efforts through Outagamie County. d. Mitigate disputes between residents living adjacent to farmland. e. Generally seek to preserve farmland in the Town of Center.	Continuous
Ag., Nat., & Cult. Resources Intergovernmental	Continue to support effective farmland preservation programs at the county and state levels.	Continuous
Ag., Nat., & Cult. Resources Land Use Intergovernmental	Support the efforts of Outagamie County to enforce stream and lake setback requirements by enforcing local zoning requirements and policies established in the <i>Outagamie County Land and Water Resource Management Plan</i> .	Continuous

<p>Ag., Nat., & Cult. Resources</p> <p>Intergovernmental</p>	<p>Create, maintain and enhance natural buffers along stream banks.</p> <ol style="list-style-type: none"> Work with Outagamie County and the Wisconsin DNR and DATCP to promote and help fund buffer strips along streams and the lakeshores. Educate residents about the importance of environmental corridors and support efforts by the East Central Wisconsin Regional Planning Commission to identify and protect these areas. 	<p>Continuous</p>
<p>Ag., Nat., & Cult. Resources</p>	<p>Coordinate with local quarry operators to ensure that operations adhere to the requirements of NR 135.</p>	<p>Continuous</p>
<p>Ag., Nat., & Cult. Resources</p>	<p>Establish agreements between the Town of Center and all local quarry operators, modeled after the agreement between the Town of Center and Badger Quarry.</p>	<p>Continuous</p>
<p>Ag., Nat., & Cult. Resources</p>	<p>Educate residents about groundwater quality issues related to arsenic. As part of this effort, encourage residents to regularly monitor their water quality.</p>	<p>Continuous</p>
<p>Ag., Nat., & Cult. Resources</p> <p>Land Use</p> <p>Intergovernmental</p>	<p>Coordinate with Outagamie County to more effectively regulate quarry operations and surrounding land uses.</p> <ol style="list-style-type: none"> Encourage the county to adopt more restrictive zoning regulations related to quarries to minimize their impact on roads, adjacent properties, and groundwater. Petition the county to establish a comprehensive groundwater monitoring program around all quarry operations to understand and document conditions in relation to quarry operations. Encourage the county to consider zoning regulations that protect neighboring property owners from quarry impacts. This may include adding notification requirements for any housing development within 1,200 feet of a quarry operation in an effort to increase awareness. 	<p>Continuous</p>
<p>Ag., Nat., & Cult. Resources</p> <p>Intergovernmental</p>	<p>Participate in the planning efforts of Outagamie County to ensure that the county comprehensive plan represents the interests, visions, and expectations of the Town of Center.</p>	<p>Continuous</p>

Economic Development Agenda

ELEMENT	OVERALL GOALS
Economic Development	Expand commercial and light industrial development opportunities along CTH A, STH 47 and in Mackville and Center Valley.
Economic Development Land Use	Support the continued existence of local quarry operations.
Economic Development	Support local farm operations.

ELEMENT (S)	OBJECTIVES	MILESTONE DATE
Economic Development	<p>Through appropriate zoning and communication with local realtors, seek to concentrate new commercial and industrial development around existing development in areas identified on the <i>Future Land Use Maps</i>.</p> <ol style="list-style-type: none"> Make a copy of this plan available to local realtors and entrepreneurs seeking to develop in the town. Work with county officials and the UW-Extension to ensure that the county zoning code adequately permits commercial and light industrial uses with appropriate signage, lighting, and landscaping. 	Continuous
Economic Development	<p>Coordinate county and regional organizations to market the Town of Center for economic growth opportunities.</p> <ol style="list-style-type: none"> Develop an Internet Web Page to provide demographic, market, site location, cost, and other information about the community for prospective entrepreneurs. Maintain the list of current businesses on the Town of Center Web Page. Consider participating in the Greater Outagamie County Economic Development Corporation. Market local businesses to town residents by profiling at least one business in each town newsletter distributed to residents. 	<p>a. 2004</p> <p>b. Continuous (after 2004)</p> <p>c. Continuous</p> <p>d. Continuous</p>
Economic Development	<p>Encourage local businesses to establish a business organization to support one another.</p> <ol style="list-style-type: none"> Dedicate an article to this topic in a town newsletter. Coordinate with the UW-Extension to host a special meeting for local business owners to learn more about the potential for establishing a business organization. Support the efforts of the local business organization by providing meeting space at the Town Hall. 	<p>a. 2005</p> <p>b. 2006</p> <p>c. Continuous</p>
Economic Development	<p>Address the establishment of home occupations, provided such uses do not constitute a nuisance to neighboring properties (i.e. excessive noise, traffic, odors, vibration, etc.) or deter from the rural character of the area (i.e. signage, lighting, etc.).</p> <ol style="list-style-type: none"> Adopt a policy for providing recommendations to Outagamie County about proposed special use permits to allow for home occupations in the Town of Center. 	<p>a. 2008</p> <p>b. 2009</p>

	b. Develop a guide for local property owners who wish to establish a home occupation. Include criteria for site development and zoning approvals.	
Economic Development	<p>Monitor local property tax revenue to ensure that revenues are adequate to provide needed services.</p> <ul style="list-style-type: none"> a. Develop a Capital Improvement Program to anticipate future budget expenses. b. Coordinate improvements with state, county and other agencies as needed to minimize duplication of services and increase efficiencies in services provided. c. Consider conducting a cost of services study, similar to the study completed by the Town of Dunn, to better understand the sources and allocations of tax dollars. 	<p>a. 2012</p> <p>b. Continuous</p> <p>c. 2017</p>

Intergovernmental Cooperation Agenda

The Town of Center will seek to cooperate with all neighboring municipalities, the county, state agencies, and school districts for mutual benefit.

ELEMENT(S)	OVERALL GOALS
Intergovernmental	Improve lines of intergovernmental communication.
Intergovernmental Land Use	Resolve annexation and boundary disputes with the City of Appleton.
Intergovernmental Utilities & Comm. Facilities	Continue to seek new ways to coordinate and share community facilities and services with neighboring communities and Outagamie County whenever efficient.

ELEMENT(S)	OBJECTIVES	MILESTONE DATES
Intergovernmental	Host a bi-annual summit to discuss concerns, plans, exchange ideas and report implementation achievements.	Odd # Years beginning in 2005
Intergovernmental	Participate in the "Smart Growth" planning activities of neighboring communities, Outagamie County, and the ECWRPC.	Through 2010
Intergovernmental Land Use	Coordinate with Outagamie County to develop a "Quarry Overlay Zone" (Refer Chapter 10) and extend trails (Refer to the <i>Future Land Use Map</i> and Chapter 4).	2004
Intergovernmental Utilities & Comm. Facilities	Notify the appropriate school district about proposed residential developments and re-zonings so the districts may plan for additional school children. Encourage the school district to provide input into these decisions and consider opportunities for school construction in the town.	Continuous
Intergovernmental Transportation Land Use	Notify WisDOT of proposed development projects and re-zonings near STH 47 so WisDOT may plan accordingly for needed improvements.	Continuous
Intergovernmental Ag., Nat., & Cult. Resources	Coordinate with the ECWRPC with respect to the permitting and reclamation of quarry operations.	Continuous
Intergovernmental Transportation	Coordinate with WisDOT and WDNR to ensure transportation facilities are safe and natural features are protected.	Continuous
Intergovernmental	Develop a boundary agreement with the City of Appleton to establish expansion areas for a minimum of 10 years.	2010
Intergovernmental	Expand and continue to explore the potential for mutual services with neighboring towns (including road development and maintenance, garbage collection, etc.).	Continuous

Land Use Agenda

ELEMENT	OVERALL GOAL
Land Use	Maintain the rural atmosphere in the Town of Center.
Land Use Housing	Support single-family residential development.
Land Use	Respect individual property rights

ELEMENT (S)	OBJECTIVES	MILESTONE DATE
Land Use Intergovernmental	Enforce local and county zoning and subdivision ordinance requirements.	Continuous
Land Use	Consider developing a town subdivision ordinance to more effectively implement the <i>Future Land Use Maps</i> . Such an ordinance may include provisions for conservation-based approaches to subdivision development in areas designated agricultural/rural residential area on the <i>Future Land Use Maps</i> , provisions for road design, and special requirements for residential land divisions within 1,200 feet of quarry operations.	2006
Land Use Economic Dev.	<p>Improve Mackville and Center Valley so that they may become community focal points for quality development.</p> <ol style="list-style-type: none"> Continue to pursue sidewalk development initiatives in these areas. Part of this effort should include working with local students to identify sidewalk and trail needs. Maintain identification signage for each area. Work with the Outagamie County Planning Department to encourage economic redevelopment of the area through marketing, zoning, and other incentives. When desirable, promote development patterns that promote TND design principles. As part of this effort, review the model ordinance developed by the UW-Extension. 	Continuous
Land Use Intergovernmental	Coordinate with the Outagamie County Planning Department to establish overlay zone requirements for development adjacent to quarries in the Town of Center to better address conflicts with residential development in these areas.	2004
Land Use Utilities & Community Facilities	Coordinate with electric, natural gas and other utility providers to ensure that adequate utilities will be made available for cost effective future growth and development in the town.	Continuous
Land Use Intergovernmental	Work with the UW-Extension, Outagamie County Zoning Department, and other professional experts to develop and enforce a site plan review ordinance to present a positive image of the community and provide guidelines for developers related to the appearance of commercial and industrial development in the town. This ordinance should include language prohibiting billboard development.	2011

Implementation Agenda¹

ELEMENT	OVERALL GOAL
Implementation	To ensure that the <i>Town of Center Comprehensive Plan</i> is an effective tool for making local land use decisions.

ELEMENT (S)	OBJECTIVES	MILESTONE DATE
Implementation	Annually review the goals and objectives presented throughout this chapter to assess implementation success and consider additional objectives.	Annually
Implementation	As available, provide updated information to supplement the plan information (i.e. updated county zoning map, updated population projections, U.S. Agricultural Census Data, future local survey results, etc.)	Annually

¹ As part of this element, the town determined no changes were needed to existing building, mechanical, housing, and sanitary codes to implement this plan. Existing code requirements are consistent with the recommendations of this plan. However, the Town may consider changes in the future if needed to further support this plan. A new state law requires all communities to enforce the uniform dwelling code, including erosion control. Communities have the option of local enforcement, delegating responsibility to the County (if the County will agree) or take no action and the State Dept. of Commerce, with its Safety Building Division, will be required to provide inspection and enforcement services. The Town of Center has its own contract building inspector.

APPENDIX A: PUBLIC PARTICIPATION PLAN

Included in this Appendix is a copy of the officially adopted Public Participation Plan that was used as a guide for public input during development of the Town of Center Comprehensive Plan.

PUBLIC PARTICIPATION PROCEDURES AND PLAN ADOPTION

Introduction

In order for the public to be kept continually informed during the development of the *Town of Center Comprehensive Plan*, and to meet the requirements of Wisconsin's "Smart Growth Law" (Ch. 66.1001(4)(a) Wis. Stats.), the Town of Center has prepared the following public participation plan

Smart Growth Law Requirements – Ch. 66.1001(4)(a) Wis. Stats.

"The governing body of a local government unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for wide distribution of proposed, alternative or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments."

Intent

The Town of Center, in its comprehensive planning process, desires to make the opportunity for public participation, input and contribution available to its residents and to all interested and/or potentially affected parties, public and private, within and surrounding the Town of Center. The town also desires to strike a fair, compromised, consensus-based plan that balances private and community desires in order to achieve the best future for the town.

Public Participation Procedures

The Town of Center, Outagamie County, Wisconsin, in order to provide the greatest amount of public involvement possible, and to meet the provisions of Ch. 66.1001(4) (a) Wis. Stats., has adopted the following Public Participation Procedures. It is the intent of these procedures to provide opportunities for the public to be meaningfully involved in efforts throughout the planning process.

The Town Board has designated the Town of Center Planning Commission to lead this public involvement effort. It shall be the responsibility of this Commission, through its consultant and other designated parties, to:

- Make available to the public, information about the planning process and copies of plan documents. This information shall be made available in the most suitable variety of media possible, including newsletters, public meetings, workshops and the internet at www.omnni.com.
- Prepare meeting summaries that shall be made available to interested individuals upon written request to the Town Clerk at the cost of \$0.25 per page. Requests should be submitted to Jake Jankowski, Clerk, Town of Center, N4371 12 Corners Road, Black Creek, WI 54106. Copies of meeting summaries will also be posted on the internet.
- Keep meeting attendance sign-in sheets as part of the record for all meetings. Both Planning Commission members and general public in attendance shall be requested to sign in.
- Recommend to the Town of Center Board the adoption of the Public Participation Procedures.
- Actively solicit comments and suggestions from the residents, businesses and property owners of the town, Outagamie County, City of Appleton, Town of Black Creek, Town of Bovina, Town of Ellington, Town of Freedom, Town of Grand Chute, Town of Greenville, Town of Osborn, Hortonville School District, Freedom Area School District, Shiocton School District, Seymour Community School District, East Central Wisconsin Regional Planning Commission, Wisconsin Department of Natural Resources, Wisconsin Department of Transportation, Wisconsin Department of Administration, Wisconsin Land Council and the general public.
- Accept written comments from residents, landowners, and other interested parties throughout the planning process.
- Conduct the required public hearing on the plan.
- Work closely with the consultant hired by the town to prepare the comprehensive plan.

All meetings on the comprehensive plan shall be open to the public and duly posted pursuant to Ch. 985.02(2) Wis. Stats. The public notice announcing the required public hearing on the plan shall be published as a class 1 notice, pursuant to Ch. 985.02(1) Wis. Stats. at least 30 days prior to the hearing. The class 1 notice shall include the following: (1) date, time and place of the hearing, (2) a summary of the *Recommended Town of Center Comprehensive Plan*, (3) the name of the town representative who may provide additional information regarding the plan, and (4) where and when a copy of the recommended comprehensive plan may be viewed prior to the hearing, and how a copy of the plan may be obtained.

Copies of the *Recommended Town of Center Comprehensive Plan* shall be made available for viewing by the general public at the same time as the hearing notice is published. Copies of the recommended plan shall be available at the office of the Town

Clerk, N4371 12 Corners Road, Black Creek, WI 54106 and at the Village of Black Creek Public Library, 507 S. Maple, Black Creek, WI 54106. Written requests to the Town Clerk for copies of the recommended comprehensive plan will require payment of duplication costs. Duplication costs shall be charged at a rate of \$.25 per black and white page, \$1.00 per color page, and \$2.00 per 11" x 17" color map. After the notice of the public hearing has been published, those wishing to submit written comments on the plan may do so until one week prior to the public hearing. Written comments on the proposed plan should be submitted to the Town Clerk. Written comments received prior to the public hearing will be addressed at the hearing and will be given the same weight as oral testimony. A review of all proposed revisions of the *Recommended Town of Center Comprehensive Plan* will be completed at the public hearing. All approved revisions will be posted on the internet in the meeting summary and included in the official minutes of the public hearing.

Plan Adoption

Town Board - Based on the recommendation of the Planning Commission and comments received, the Town Board, by majority vote, shall enact an ordinance adopting the *Town of Center Comprehensive Plan*. A copy of the ordinance and adopted plan shall be sent to neighboring units of government, school and special purpose districts serving residents of the town, Outagamie County, East Central Wisconsin Regional Planning Commission, Wisconsin Department of Natural Resources, Wisconsin Department of Transportation, the Wisconsin Department of Administration and the Wisconsin Land Council. A copy of the adoption ordinance and the plan shall be available for inspection at the office of the Town Clerk. Copies of the *Town of Center Comprehensive Plan* may be purchased from the Town Clerk at a cost of \$30.00 each.

Planning Commission – The Town of Center Planning Commission shall assist the Town Board in implementing the provisions of the *Town of Center Comprehensive Plan*. From time to time, but not less than once every five (5) years, the Planning Commission shall review the comprehensive plan for potential changes, additions or corrections. The Planning Commission shall also be responsible for recommending comprehensive plan amendments to the Town Board on a majority vote of its entire membership.

APPENDIX B: RECORD OF PUBLIC MEETINGS

Included in this Appendix is a copy of the agendas from each public Comprehensive Planning meetings related to the development of the plan document.

AGENDA

Town of Center Comprehensive "Smart Growth" Plan Kick-Off Meeting

Monday, February 25, 2002

7:00 pm

Town of Center Hall

1. Welcome & Introductions
2. Overview of Planning Services and Schedule
3. Public Participation Plan Discussion
4. Schedule Future Meetings
5. Intergovernmental Letter Review
6. Values Discussion – Public Input
7. Adjourn

ATTENDANCE SHEET

Smart Growth Kick-Off Meeting

Town of Center

Monday, February 25, 2002
7:00 pm
Town Hall

Please **PRINT** Your Name Below...

Duane Olson	Dennis Bunkh
Bob Johnson	Paul Hofacker
Gene Phibbs	Wayne W. Brin
Lois Grode 45906 Rock Rd Black Creek ^{SH106}	
Ron Ebben	
John Hennessey	
John Janowski	
Kenneth Van Handel	
John Baum	
Joe Hofacker	
Ron Kurey	

AGENDA

Town of Center Comprehensive "Smart Growth" Plan

Thursday, April 25, 2002

7:00 pm

Town of Center Hall

1. Welcome
2. Public Participation Plan Status Update
3. Community Survey Discussion
4. Issues Discussion
 - a. Groundwater Issues
 - b. State Highway 47
 - c. Quarries
 - d. CAFOs
5. Vision Assignment Distribution
6. Adjourn

Next Meeting with OMNI:

***June 27, 2002 – 7pm – Town Hall
Visioning Session***

ATTENDANCE SHEET

Smart Growth Meeting Town of Center

Thursday, April 25, 2002
7:00 pm
Town Hall

Please **PRINT** Your Name Below...

JAKE JANKOWSKI	Doug Van Handel
Luis Grode	
Ron Ebben	
Ken Van Handel	
Ron Kurey	
Paul Hofacher	
Bob Johnson	
Vic Henri	
Bill Griesbach	
Ann Thibault	
Wayne Le Brun	

AGENDA

Town of Center Comprehensive "Smart Growth" Plan

Thursday, June 27, 2002

7:00 pm

Town of Center Hall

1. Welcome
2. Public Participation Plan Status Update
3. Vision Exercise
4. Land Use Verification Project
5. Adjourn

Next Meeting with OMNI:

***August 29, 2002 – 7pm – Town Hall
Issues & Opportunities and
Transportation Elements***

ATTENDANCE SHEET

Smart Growth Meeting Town of Center

Thursday, June 27, 2002
7:00 pm
Town Hall

Please **PRINT** Your Name Below...

KEVE THEOBALD	
Lois GRODE	
JAKE JANKOWSKI	
DENNIS BUSCHKE	
John Hennessy	
WAYNE DeBRUIN	
Bob Johnson	

AGENDA

Town of Center Comprehensive "Smart Growth" Plan

Thursday, June 27, 2002

7:00 pm

Town of Center Hall

1. Welcome
2. Public Participation Plan Status Update
3. Vision Exercise
4. Land Use Verification Project
5. Distribute Plan Introduction
6. Adjourn

July Meeting:

- ***Finalize Changes to Land Use Map & Mail or Deliver to OMNNI***
- ***Review Introduction & Send Comments in 1 Copy to OMNNI***

Next Meeting with OMNNI: August 29, 2002 – 7pm – Town Hall

- ***DRAFT Issues & Opportunities Element***
- ***DRAFT Community Profile Chapter***
- ***DRAFT Transportation Element***

AGENDA

Town of Center Comprehensive "Smart Growth" Plan

Thursday, August 22, 2002

7:00 pm

Town of Center Hall

- 1. Call To Order & Welcome**
- 2. Update From Plan Commission**
 - a. Maps**
 - b. Introduction Chapter Comments**
- 3. Review Schedule Through 2002**
- 4. Review DRAFT Issues & Opportunities Element**
- 5. Review DRAFT Community Profile**
- 6. Review DRAFT Transportation Element**
- 7. Adjourn**

September Meeting:

- Review Draft Chapters & Send Comments in 1 Copy to OMNNI**

Next Meeting with OMNNI: October 24, 2002 – 7pm – Town Hall

- DRAFT Housing & Utilities & Community Facilities Elements**

November 2002 – Committee Reviews & Finalizes Housing & UCF Elements

December 2002 – OMNNI Presents Ag., Natural & Cultural Resources Element

January 2002 – Mid-Course Meeting

ATTENDANCE SHEET

Smart Growth Meeting Town of Center

Thursday, August 22, 2002

7:00 pm

Town Hall

Please **PRINT** Your Name Below...

JAKE JAKOWSKI	Paul Hofack
Lois GRODE	Mark Vosters
DENNIS BUSCHKE	Vic Hewi
JEROME RHODEN	John Hennessy
Randall Rhoden	
Bill Griesbach	
Wayne DeBruin	
Gene Thibault	
Ronald Kufey	
AMY EMERY	
BILL ELMAN	

AGENDA

Town of Center Comprehensive "Smart Growth" Plan

Thursday, October 24, 2002

7:00 pm

Town of Center Hall

- 1. Call To Order & Welcome**
- 2. Update from OMNNI**
- 3. Review DRAFT Housing Element**
- 4. Review DRAFT Utilities & Community Facilities Element**
- 5. Adjourn**

November 2002 – Committee Reviews & Finalizes Housing & UCF Elements

Next Meeting with OMNNI: December 26, 2002 – 7pm – Town Hall

- DRAFT Agricultural, Natural & Cultural Resources Element**

January 2002 – Mid-Course Meeting

ATTENDANCE SHEET

Smart Growth Meeting Town of Center

Thursday, October 24, 2002
7:00 pm
Town Hall

Please **PRINT** Your Name Below...

HENE THEOBALD	
Ken Van Handel	
Uw Hlm	
Dennis Dinkel	
JAKE SANKOWSKI	
Bob JOHNSON	
Bob Johnson	
John Baum John Baum	
John Hennessy	
Lloyd Neulman	
Alan Uhlenbrauck	

AGENDA

Town of Center Comprehensive "Smart Growth" Plan

Thursday, January 23, 2003

7:00 pm

Town of Center Hall

- 1. Call To Order & Welcome**
- 2. Update from OMNNI**
- 3. Review DRAFT Agricultural, Natural & Cultural
Resources Element**
- 4. Adjourn**

February 2003 – Committee Review & Finalize Ag, Nat. & Cult. Resources Element

Next Meeting with OMNNI: February 27, 2003 – 7pm – Town Hall

- Mid-Course Meeting**

ATTENDANCE SHEET

Smart Growth Meeting

Town of Center

Thursday, January 23, 2003

7:00 pm

Town Hall

Please **PRINT** Your Name Below...

Wayne De Bruin	
John Baum	
Ron Kurey	
John Hennessy	
Lois GRODE	
JAKE JANKOWSKI	
DENNIS BUSCHKE	
Paul Hofacher	

AGENDA

Town of Center Comprehensive "Smart Growth" Plan

Thursday, February 27, 2003

7:00 pm

Town of Center Hall

- 1. Call To Order & Welcome**
- 2. Update from OMNNI**
- 3. Discuss Economic Development Strengths and Challenges**
- 4. Present Draft Economic Development Element**
- 5. Adjourn**

Next Meeting with OMNNI: March 27, 2003 – 7pm – Town Hall

- **Mid-Course Meeting**

Next Commission Meeting (without OMNNI) – April 2003

- **Review and Finalize DRAFT Agricultural, Natural and Cultural Resources and Economic Development Elements**

ATTENDANCE SHEET

Smart Growth Meeting Town of Center

Thursday, February 27, 2003
7:00 pm
Town Hall

Please **PRINT** Your Name Below...

Ken Ziegler.	pm Kurey
Tim Krause	
John Hennessy	
Lois GRODE	
HENE THEOBALD	
Ken Van Handel	
DENNIS BUSCHKE	
Vic Hewi	
John Baum	
Jake Jankowski	
ALAN UHLENBRAUCK	

AGENDA

Town of Center Comprehensive "Smart Growth" Plan MID-COURSE MEETING

Thursday, March 27, 2003

7:00 pm

Town of Center Hall

- 1. Planning Program Overview**
 - What Is Smart Growth?
 - What's Been Done So Far?
 - How Can You Participate?
- 2. Mapping Exercise**
 - Create Your Own Future Land Use Map!
- 3. Adjourn**

Next Commission Meeting (without OMNI) – April 24, 2003

- Review and Finalize DRAFT Agricultural, Natural and Cultural Resources & Economic Development Elements

Next Meeting with OMNI: May 27, 2003 – 7pm – Town Hall

DRAFT Existing Land Use & Results of Cognitive Mapping

**ADDITIONAL INFORMATION ABOUT THE PLANNING PROGRAM,
INCLUDING DRAFT CHAPTERS AND MEETING SUMMARIES IS AVAILABLE
ON THE INTERNET AT www.omni.com (CLICK ON PROJECTS AND
SELECT THE TOWN OF CENTER).**

Comprehensive "Smart Growth" Plan MID-COURSE MEETING

Thursday, March 27, 2003

7:00 pm

Town of Center Hall

Lloyd C. Tecklin Meade St.
Larry Rice
Gary Kibstork
Tom Rainold Auto Wicket Rd.
Cindy Reusch " " "
Matty Kugel MAYFLOWER RD ★
Randy Kaminski
Beyon Summi
Bruce Egger
Mary Country N2892 Hwy. 47 Appleton 54913
Sylvia Kander County Rd H
Harlan Volkman For Rita Volkman Meade St
Gary Timm
Clark H Schabo W5562 Center Valley Rd.
Roy VanPera N2997 St Road 47
Gray VanPera N2997 St Rd 47
Marion Wickman N4047 Meade St Appleton
Eugene Wickman N4097 Meade St app 54913
Mary Essett N4233 Ct. Rd. EE Appleton
Ken Kurey W3930 E. Broadway Dr. Appleton, 54913
Rick Kurey W3812 E Broadway Dr. Appleton 54913
Dore Cuans N2550 Summers Dr Appleton 54913
Greg Netthover N4661 CTY RD PP Black Creek W
Bob Vandenberg W5182 Pleasant St. Black Creek W

AGENDA

Town of Center Comprehensive "Smart Growth" Plan Meeting

Thursday, May 22, 2003

7:00 pm

Town of Center Hall

- 1. Agricultural, Natural & Cultural Resources Discussion**
 - Quarry Operations
 - Farmland Protection
- 2. Draft Existing Land Use Chapter**
- 3. First DRAFT Future Land Use Map Presentation & Discussion**
- 4. Adjourn**

Next Commission Meeting (without OMNNI) – June 26, 2003

- Review and Finalize DRAFT Existing Land Use Chapter & Maps; Discuss Future Land Use Map

Next Meeting with OMNNI: July 24, 2003 – 7pm – Town Hall

DRAFT Future Land Use Chapter – Continue Discussion of Future Land Use Map

**ADDITIONAL INFORMATION ABOUT THE PLANNING PROGRAM,
INCLUDING DRAFT CHAPTERS AND MEETING SUMMARIES IS AVAILABLE
ON THE INTERNET AT www.omnni.com (CLICK ON PROJECTS AND
SELECT THE TOWN OF CENTER).**

ATTENDANCE SHEET

Smart Growth Meeting

Town of Center

Thursday, May 22, 2003

7:00 pm

Town Hall

Please **PRINT** Your Name Below...

Alan UHLENBRAUCH	WAYNE DeBRUIN
EL JAKE JAKKOWSKI	
Mary Eggert	
Lois GRODE	
John Hennessy	
DENNIS BUSCHKE	
Ron Ebben	
Ken Van Handel	
Bill Griesbach	
John Baum	
GENE THEOBALD	

AGENDA

Town of Center Comprehensive "Smart Growth" Plan Meeting

**Thursday, July 24, 2003
7:00 pm
Town of Center Hall**

- 1. Updates**
- 2. DRAFT Future Land Use Chapter**
- 3. Second DRAFT Future Land Use Map Presentation & Discussion**
- 4. Discuss Intergovernmental Meeting & Fall Schedule**
- 5. Adjourn**

Next Commission Meeting (without OMNNI) – August 28, 2003

- **Review and Finalize DRAFT Future Land Use Chapter & Map**

**Next Meeting with OMNNI: September 25, 2003 – 7pm – Town Hall
Intergovernmental Meeting**

**ADDITIONAL INFORMATION ABOUT THE PLANNING PROGRAM,
INCLUDING DRAFT CHAPTERS AND MEETING SUMMARIES IS AVAILABLE
ON THE INTERNET AT www.omnni.com (CLICK ON PROJECTS AND
SELECT THE TOWN OF CENTER).**

ATTENDANCE SHEET

Smart Growth Meeting

Town of Center

Thursday, July 24, 2003

7:00 pm

Town Hall

Please **PRINT** Your Name Below...

Lois GRODE	
DENNIS BUSCHKE	
Gene Shubert	
Ron Ebben	
John Hennessy	
JAKE JANKOWSKI	
BILL Briesbach	
Wayne DeBRUIN	
MICHAEL MURPHY	
Paul Hofecker	
John Baum	

Kenneth Van Handel

AGENDA

Town of Center Comprehensive Plan Intergovernmental Meeting

**Thursday, September 25, 2003
7:00 pm
Town of Center Hall**

- 1. Welcome & Introductions**
- 2. Overview of Town Planning Program & Maps**
- 3. Discuss Intergovernmental Issues & Challenges**
- 4. Presentation of DRAFT Intergovernmental Element**
- 5. Discuss Fall Schedule**
- 6. Adjourn**

ADDITIONAL INFORMATION ABOUT THE PLANNING PROGRAM, INCLUDING DRAFT CHAPTERS AND MEETING SUMMARIES IS AVAILABLE ON THE INTERNET AT www.omni.com (CLICK ON PROJECTS AND SELECT THE TOWN OF CENTER).

ATTENDANCE SHEET

Smart Growth Meeting Town of Center

Thursday, September 25, 2003

7:00 pm
Town Hall

Please **PRINT** Your Name Below...

Dee Spiegel TN of Freedom	Pat Van Alstine Shiocton Schools
LEN ADAMSON Freedom	Mike Weland
GARY PAPHAM DNR	Zen Van Handel
Mike Hendrick, Outagamie Co	Don Besselke
Charles Kramer Franken	Ron Ell
Walt Raitl, East Central Planning 132 Main St, Menasha 54952	
John Hennessy	
Don Reurke	
FRED SCHARNICE East Central Planning	
Rita Volkman	
Harlan Volkman	

ATTENDANCE SHEET

Smart Growth Meeting Town of Center

Thursday, September 25, 2003
7:00 pm
Town Hall

Please **PRINT** Your Name Below...

[illegible]

AGENDA

Town of Center Comprehensive Plan Meeting

Thursday, October 30, 2003

7:00 pm

Town of Center Hall

- 1. Discuss Intergovernmental Meeting & Chapter**
- 2. Review Implementation Element Chapter**
- 3. Distribute Draft Plan & Map Set**
- 4. Discuss Adoption Schedule**
 - November – Review Plan – Forward Changes to OMNNI in 1 Draft**
 - December – Review Plan – Forward Changes to OMNNI in 1 Draft**
 - January – Review Plan – Forward Changes to OMNNI in 1 Draft**
 - February – Meeting w/OMNNI to Review Updated Draft Plan**
 - Make Recommendation for Public Hearing**
 - March – Plan Distribution**
 - April – Public Hearing**
- 5. Adjourn**

ADDITIONAL INFORMATION ABOUT THE PLANNING PROGRAM, INCLUDING DRAFT CHAPTERS AND MEETING SUMMARIES IS AVAILABLE ON THE INTERNET AT www.omnni.com (CLICK ON PROJECTS AND SELECT THE TOWN OF CENTER).

Planning Meeting
October 30, 2003
Attendance log

JAKE JANKOWSKI

John Hennessy

Bill Griesbach

GENE THOBALD

Alan Uhlenbusch

Mike Wyland

Ron Ebben

Wayne De Bruin

Ben Van Handel

Lois GRODE

TOWN OF CENTER

Planning Committee

Outagamie County, WI

Planning Committee Meeting - February 26, 2004 - Unapproved Minutes

Chairperson Dennis Buschke called the meeting to order at 7:00 p.m.

Members present: Dennis Buschke, Lois Grode, Paul Hofacker, Gene Theobald, Ron Ebben and Ken Van Handel. Wayne DeBruin, John Baum, John Hennessy, Ron Kurey, Bob Johnson and Jake Jankowski were also present. Al Uhlenbrauck and Gary Kilsdonk were present.

Paul Hofacker made a motion to approve the February 5, 2004 meeting minutes. Lois Grode seconded. Motion carried.

Amy Emery discussed the changes suggested at the January 22 meeting and agreed to incorporate those that were still desired. She will add some paragraphs defining the soil types and soil geology terms used in chapter 8.

Amy suggested that the Department of Administration population growth tables be used instead of the Omni tables on page 15. She said that the Department of Administration tables were based on better data.

Amy mentioned the need for a 1200 foot buffer zone around old land fills. She also mentioned that it might be wise to show the potential development envisioned by St John's Lutheran Church on the land use map. The consensus was that the development should not be shown because there has been no official action on this issue by the church.

There was some discussion about the system of trails proposed by the county. The consensus was that the trail system will never materialize because the county has not required developers to provide for it and also because there is much resistance to it by landowners.

There was a discussion about potential quarry sites. The consensus was that the map in the plan book should show mineral locations but the 20 year land use map should only show actual quarry operations and show land owned by quarry operators as potential quarry sites.

There was a discussion about the DNR required arsenic advisory zone. The overlay zone will be shown on the 20 year land use map. There was a question about how the DNR developed the advisory zone and what data was used to develop it. There was no firm answer to that question.

It was stated that landfill locations and the required 1200 foot buffer zone around them will be shown on the 20 year land use map.

It was stated that the Town needs to develop an official road map together with input from the Department of Transportation.

Amy Emery will provide color copies of all of the maps in the Smart Growth books for all members of the Planning Committee and all Town Board members. She will also provide 4

copies of the 20 year land use map for the Annual Town Meeting. In addition to the land use maps, she will provide handouts and comment forms for the townspeople who attend the annual meeting.

The date for the public hearing on the Smart Growth Plan was set for Thursday July 29, 2004 at 7 PM. This date will be mentioned in the annual report, there will be a class one notice in the Post Crescent 45 days before the public hearing and it will be featured in the mid summer town news letter.

The next Planning Committee meeting will be on Thursday March 25, 2004 at 7pm. This will be a Smart Growth meeting to prepare for the annual Town meeting. In addition, John Baum will be present to discuss some concerns about the Rose Tree Hills subdivision.

Gene Theobald made a motion to adjourn. Paul Hofacker seconded. Motion carried. The meeting adjourned at 8:00 pm.

Respectfully submitted,

A handwritten signature in cursive script that reads "Jake Jankowski".

Jake Jankowski

0 -

TOWN OF CENTER

Planning Committee

Outagamie County, WI

Planning Committee Meeting – March 25, 2004 – Unapproved Minutes

Chairperson Dennis Buschke called the meeting to order at 7:00 p.m.

Members present: Dennis Buschke, Lois Grode, Gene Theobald, Ron Ebben, Bill Griesbach and Ken Van Handel. Wayne DeBruin, John Hennessy, John Baum, Ron Kurey, Bob Johnson and Jake Jankowski were also present. Al Uhlenbrauck was present at this meeting.

Gene Theobald made a motion to approve the minutes of the February 26, 2004 meeting. Ron Kurey seconded. Motion carried.

Dennis Buschke mentioned that the light cream colored areas on the 20 year future land use map were for single family residential and that the light brown areas were for agricultural/rural residential. He said that no subdivisions could be built in the light brown area without a public hearing and a plan change. He didn't think that it was proper to limit subdivision development that much.

John Hennessy suggested that even if the Town wanted to change the Plan in the future that the county might not approve the zoning change.

Dennis Buschke suggested that the 20 year future land use map light brown area (Agricultural / rural residential) be changed to allow subdivision development in that area.

This proposed change will be mentioned at the annual meeting and will be discussed at the public hearing on July 29, 2004.

There was a discussion about the proposed trail from Meade street to Mackville that is shown on the 20 year future land use map. This trail is shown because the Meade street trail is shown on the County plan. The consensus was that neither trail will ever be built.

Amy Emery will bring 4 large 20 year future land use maps to the annual meeting. The maps will be taped to the wall in convenient places for the people attending the meeting to study.

John Hennessy suggested that the traffic count on Mayflower Road between County Road JJ and County Road O should be shown on the transportation map. The clerk will look into providing this information.

There was a short discussion about an official road map for the Town. The official road map is not part of the Smart Growth Program. The Clerk will be working on an official road map later this year.

The Clerk was asked to suggest that Amy Emery bring a computer projector with her to the annual meeting to project the 20 year future land use map onto a screen.

There was a short discussion about the commercial and industrial areas on the 20 year future land use map. The consensus was that these areas are shown properly.

Ron Kurey asked if the Town Board would allow sections of the Town of Center to be annexed to Appleton or Grand Chute. Wayne DeBruin said that annexation is decided by a vote of the residents of the area to be annexed. The Town Board does not have authority to approve or disapprove annexation. It was mentioned that the vote to approve annexation is done by residents and not by property owners.

There is no Planning Committee meeting scheduled for April. A meeting may be scheduled for May 27, 2004.

Gene Theobald made a motion to adjourn. Ron Kurey seconded. Motion carried. The meeting adjourned at 7:55.

Respectfully submitted,

Jake Jankowski

Jake Jankowski

Attendance Log

Planning Committee Meeting 3/25/04

Bill Gustach

Ron Ell

AENE THEOBALD

Alan Zihlenbraucht

John Gaym

Wayne Le Bruni

Ken Van Handel

Nai Grode

DRUWS BUECHKE

John Hennessey

Ron Kerey

Bob Johnson

Pake Janowski

ANNUAL MEETING – APRIL 13, 2004

The Annual Meeting of the Town of Center was called to order by Chairperson Wayne DeBruin at 8:00 p.m. Fifty two residents attended the meeting.

The minutes of the April 8, 2003 Annual Meeting were read. Motion to accept the minutes was made by Clark Schabo. Dennis Wagner seconded. Motion carried.

The following Town Board and Town Officials were present and introduced.

Chairperson.....	Wayne DeBruin
Supervisor I.....	Ronald Kurey
Supervisor II.....	Ken Van Handel
Supervisor III.....	John Baum
Supervisor IV.....	Bob Johnson
Clerk / Treasurer	Jake Jankowski
Attorney.....	Kenneth Rottier

Steve Schmeichel motioned to set the poll hours for 2004 and 2005 to be 8:00 a.m. to 8:00 p.m except for the November presidential election. For the November presidential election the poll hours would be from 7:00 a.m. to 8:00 p.m. Virginia Buschke seconded. Motion carried. There weren't any no votes.

Carleton Tiedt motioned to give the Town Board the authority to borrow money as needed. Al Uhlenbrauck seconded. Motion carried. There weren't any no votes

Wayne DeBruin gave the Road report. This summer we will rebuild Meade Street from Rock Road to County Road S. Also, we will widen the culvert on Meade Street north of County Road S. Two years ago we smear patched the east side of the Town. Last year we did the center section of the Town. This year we will smear patch the west side of the Town. We will smear patch Krueger Road, some of Hample Road, some spots on Wege Road and some spots on Mayflower Road. This year we will be chip seal the roads that we smear patched last year. Most other roads look pretty decent.

Gene Wickman asked if the hills on Meade Street would be leveled off when the street was re-built. Wayne De Bruin said that those decisions would be made at the time that the street was being re-built. The clerk will publish RFQ's for re-building Meade Street in early June with bid opening in late June.

The clerk read a statement listing the current wages of the Town Chairman, Town Supervisors and the Clerk/Treasurer. He also mentioned the wages for these positions in the Town of Oneida which is a township of similar population. The Town of Center wages are close to the wages paid in the Town of Oneida except that the wages for Town of Center Supervisors are a bit lower. Ken Van Handel suggested that we leave all wages as they are. Frank McKinney made a motion to keep the wages of all town officials the same as they are now. Don Niec seconded. Motion carried. There weren't any no votes.

Jim Simon gave the Fire Chief report. He said that last year there were a few more fire runs than usual. Last year there were 43 runs compared to an average of 35 runs. He asked that all residents display their fire numbers in such a manner that they are easily visible from the road. He mentioned that the Center Fire Department has an ISO rating of 6 which is the highest possible in an area without fire hydrants. He said that the Fire Department received two grants from the State Homeland Security Agency for radio and battery charger equipment. The department also received a FEMA grant for new airpaks. The cost of the airpaks was \$40,000.00. The grant covered 90% of this cost. Jim said that the department would like to buy a new 3,500 gallon tanker truck at a cost of about \$170,000.00. The department has applied for a FEMA grant to pay for 90% of the cost of the new truck. He asked the Town to approve payment of 10% of the cost of the truck if we get the FEMA grant and the entire \$170,000.00 if we do not get the grant. He said that the Town would borrow the money to pay for the truck from either a bank or the government on a 10 year loan. He also said that the department has a 30% chance of getting the FEMA grant.

Dennis Buschke made a motion to authorize to Town to borrow \$17,000.00 if we get the FEMA grant or the entire \$170,000.00 if we do not get the FEMA grant to pay for the new fire truck. Al Uhlenbrauck seconded. Motion carried. There weren't any no votes.

There was a question about what the department would do with the old truck. If we receive the FEMA grant, the old truck would be sold. If we pay for the new truck ourselves, the old truck might be kept as a spare.

Dennis Van Handel gave the First Responder report. There were 56 calls last year. Most of the First Responders completed a four hour terrorist training course. Dennis mentioned that the county dispatchers now assign a response urgency rating to 911 calls. This allows the responding units to know whether they need lights and sirens or can respond more casually. Dennis also mentioned that the First Responders recommend that homeowners install a type of front door outside light that can burn steady under ordinary conditions and flash when necessary under emergency conditions. This year there was one new member added to the First Responders.

Wayne DeBruin introduced the Planning Committee members

Amy Emery, from Omnni Associates, spoke to the citizens about the Smart Growth plan. She gave an overview of the plan, mentioned the purposes of the plan and spoke about how it will be implemented. She said that property taxes will not be affected by the plan and that the plan can be changed in the future as conditions require. Information about the Smart Growth Plan is available on the Omnni web site at www.omnni.com

Dennis Buschke asked everyone to look at the maps that have been posted on the walls of the meeting room. He asked that as many people as possible attend the plan public hearing which will be held on July 29, 2004. He said that it is very important that the plan be as accurate and acceptable as possible when it is adopted.

He said that while the plan can be changed in the future after it has been adopted, such changes will require an additional public hearing

Alan Tiedt gave the Park Report. The path from the shelter to the rest rooms and around the south side of the vehicle storage building was blacktopped. Some dirt was leveled off and seeded and some drainage piping was installed. Bleachers were added by the ball diamond. Some more trees will be planted this year.

Dennis Wagner made a motion to spray whey wastewater on fields and to put dairy whey wastewater in pits. Bruce Wickman seconded. Motion carried. There weren't any no votes.

New Business: There wasn't any new business.

Steve Schmiechel made a motion to adjourn. Cindy Filz seconded. Motion carried. Meeting adjourned at 9:00 p.m.

Respectfully submitted,



Jske Jankowski, Clerk

AFFIDAVIT

Attached are the unapproved Minutes of the
Town of Center Annual meeting of April 13, 2004.

Wayne DeBruin, Chairperson



Jake Jankowski, Clerk

- | | | | |
|----|---|-----|--------------------|
| 1 | Al Tuett | 29. | Lorrie Hofacker |
| 2 | Carlita Tiegft | 30. | Jon Hofacker |
| 3 | Brya Speck | 31 | Tom Schaefer |
| 4 | Mike Ni | 32- | Liam Defferding |
| 5 | Don Nies | 33 | Bill Thibault |
| 6 | Garry Nies | 34 | Ron Ebben |
| 7 | Steve Van Schynadel | 35 | DAVE SCHULT |
| 8 | Toy Loeschel | 36 | Gary Weiking |
| 9 | Linda De Bruin | 37. | Bohny Polak |
| 10 | Cindy Fely | 38 | Gary L. Hob |
| 11 | Lloyd M. Mulmans | 39 | Faye Wichman |
| 12 | Alan Uhlenbraut | 40 | Bruce Wichman |
| 13 | Greg Retteboren | 41 | Henry Buschke |
| 14 | Douglas Langnes | 42. | Dennis Buschke |
| 15 | Dianna Langnes | 43 | Sten Schuchel |
| 16 | Tim Wendel | 44 | Dennis Wayne |
| 17 | Engene Wichman | 45 | Paul Hofacker |
| 18 | Marion Wichman | 46 | Carl Vonder Heuvel |
| 19 | Dennis Van Handel | 47 | Greg Evers |
| 20 | Bonnie Simon | 48 | Maureen Retteboren |
| 21 | Juni Simon | 49. | Ronald Retteboren |
| 22 | John Hofacker | 50 | Neil Hofacker |
| 23 | Mike Hofacker | 51 | Tom Thyssen |
| 24 | Lloyd Fugstad | | Toy Hofacker |
| 25 | Robert Hofacker Lloyd E. Zecchin | | |
| 26 | Marion Hofacker | | |
| 27 | Carl Schuchel | | |
| 28 | Rag Nelson | | |

ATTENDANCE SHEET

Smart Growth Public Hearing

Town of Center

Thursday, July 29, 2004
7:00 pm
Town Hall

Please **PRINT** Your Name Below...

DENNIS VANHANDEL	MARION WICHMAN
Bob JOHNSON	EUGENE WICHMAN
John HUFACKER	MARK A SCHULTZ
CLARK H SCHABO	
Kevin C SCHABO	
Tom Schmitt	
Mike Hufacker	
Joe Hufacker	
Randy Schmitt	
Mike Hufacker	
John Gilles	

ATTENDANCE SHEET

Smart Growth Public Hearing

Town of Center

Thursday, July 29, 2004
7:00 pm
Town Hall

Please **PRINT** Your Name Below...

JAKE JANKOWSKI	Nancy Bruhn
GARY TIMM	Robert & Rose Biese
Ken Van Handel	Tom Reisch
John Baum	Al Uhlenbrauck
Mike Hendrick	Keith Main
Jonathan & Lisa Krueger	Paul Hofacher
Lois GRODE	JERRY JACKSON
Gene Threlb	Ronald TSH
Clair Schabo	Al Gierling
Norm Schabo	Bob Cramer
Dave Stoppel	Pete Jochem

APPENDIX C: COMMON PLANNING ACRONYMS

-A-

ADA Americans with Disabilities Act
 APA American Planning Association

-B-

BLM Bureau of Land Management
 BLRPC Bay-Lake Regional Planning Commission

-C-

CAA Clean Air Act
 CBD Central Business District
 CDBG Community Dev. Block Grants
 CIP/B Capital Improvement Program/Budget
 COG Council of Governments
 Corps Army Corps of Engineers
 CTY County Road
 CPM Critical Path Method
 CRA Cost-Revenue Analysis
 CUP Conditional Use Permit
 CWA Clean Water Act
 CSM Certified Survey Map

-D-

DA Development Agreement
 DATCP WI Department of Agriculture, Trade and Consumer Protection
 DHFS WI Department of Health and Family Services
 DHIR Div. Of Housing & Intergov. Relations
 DOA WI Department of Administration
 DOC U.S. Department of Commerce
 DOE U.S. Department of Energy
 DOI U.S. Department of Interior
 DOL U.S. Department of Labor
 DOT U.S. Department of Transportation
 DU Dwelling Unit
 DU/A Dwelling Units/Acre

-E-

EA Environmental Assessment
 ECRPC East Central Wisconsin Regional Planning Commission
 Elev. Elevation, Above Sea Level
 EIS Environmental Impact Statement
 EPA U.S. Environmental Protection Agency

-F-

FEMA Federal Emergency Management Agency
 FHA Federal Housing Administration

FNMA Federal National Mortgage Association (Fannie Mae)

-G-

GDP Gross Domestic Product
 GIS Geographic Information System
 GPS Global Positioning System

-H-

HHS U.S. Department of Health & Human Services
 HUD U.S. Dept. of Urban Development
 HWY Highway

-I-J-K-

ISTEA Intermodal Surface Transportation Efficiency Act
 K 1 Thousand, 1,000, kilo, kilometer

-L-

LB Pound(s), 16 ounces
 LF Linear Feet
 LOS Level of Service (Highways & Streets)
 LUC Land Use Controls
 LULU Locally Unwanted Land Use

-M-

MI Mile, 5,280 Feet
 MPO Metropolitan Planning Agency
 MSA Metropolitan Statistical Level

-N-

NEPA National Environmental Policy Act
 NIMBY "Not In My Backyard"
 NOI Notice of Intent
 NPS National Park Service
 NU Neighborhood Unit

-O-

OMB Office of Management and Budget
 OSHA Occupational Safety & Health Act
 OZ Ounce(s)

-P-

PASER Pavement Surface Evaluation &
Rating

PUD Planned Unit Development

PUC Public Utilities Commission

PWA Public Works Administration

PDR Purchase of Development Rights

PT Primary Treatment

-Q-R-

RPC Regional Planning Commission

RTC Rails-to-Trails Conservancy

-S-

SBA Small Business Administration

SEWRPC Southeast Wisconsin Regional
Planning Commission

SF Square Foot (feet)

SHA Scenic Highways Act

SM Square Mile, 640 Acres

SOL Standard of Living

SQ Square

SRO Single Room Occupancy

ST Secondary Treatment

SUP Special Use Permit

-T-

TDR Transfer of Development Rights

TOD Transit Oriented Development

Ton 2,000 Pounds

TSCA Toxic Substances Control Act

TWP Township, 36 square miles (statutory)

-U-

UBC Uniform Building Code

UDAG Urban Development Assistance Grant

USAE Army Corps of Engineers

USCS U.S. Civil Service

USDA U.S. Department of Agriculture

UW University of Wisconsin

-V-W-X-Y-Z-

V/CR Volume to Capacity Ratio

WAPA WI Chapter of the APA

WDNR WI Department of Natural Resources

WDPI WI Department of Public Instruction

WDWD WI Department of Workforce
Development

WHEDA WI Housing and Development
Authority

WisDOT WI Department of Transportation

WPS Wisconsin Public Service

WTA Wisconsin Towns Association

WW Waste Water

ZB Zoning Board

ZBB Zero Base Budgeting

ZO Zoning Ordinance

Recommended Town of Center Smart Growth Comprehensive Plan Revisions

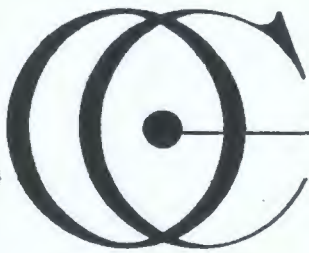
In May of 2004, more than 60-days prior to the Public Hearing, the *Town of Center Recommended Smart Growth Comprehensive Plan* was distributed to Outagamie County, the East Central Regional Plan Commission, WDNR, WDOT, WDOA, City of Appleton, Neighboring Towns and the School Districts. The table below summarizes the comments received and proposed actions to address the comments.

Comments Received During Comment Period		
Received From	Page	Comments
Wisconsin Department of Administration		No Comments Received
WDNR		No Comments Received
WisDOT		No Comments Received
East Central RPC		No Comments Received
Outagamie County	30 38 Throughout	Typo "Significantly more than half o (of) Typo "Given the <i>boarder</i> (border) agreement between... Concern about consistency with Respect to Future Residential Development Acreages Shown on Future Land Use Maps. See Attached Letter
City of Appleton	Transportation Network Map 10- & 20-Year Future Land Use Maps	Request to Change Maps So Consistent with City's Vision 20/20 Plan. See Attached Letter.
Neighboring Towns		No Comments Received
School Districts		No Comments Received
OMNNI Associates		Supports all Recommended Changes by Reviewing Agencies.
Town Residents		See Attached Letter. Bullets 2 & 3 indicate a desire to reduce the amount of future development. This message is consistent with the comments from Outagamie County. Bullet 4: Maps on Pages 106 and 107 are for development on lands without municipal water and sewer. City of Appleton development will include these amenities. New development must include drainage plan to prevent impact on existing properties. Severe Building limitations may require special considerations with respect to foundations, basements and other amenities to ensure stability of buildings in these areas over time. Severe building limitations based on soil types does not necessarily mean it is impossible to build. Bullet 5: Responsibility for Plan Implementation is Discussed in Chapter 12. Essentially, that responsibility falls to the Town. Plan is a Guide. It can be amended to accommodate development requests if the Town sees fit (e.g. consistent with vision of plan). Modifications of Plan require a Public Hearing.
Realtors Association of Northeast WI	33	Typo change RANew to RANW

Town of Center Plan Commission	174	Add corresponding objective to develop a Town Subdivision Ordinance, including provisions for conservation-based approaches to subdivision development in areas designated agricultural/rural residential area on the <i>Future Land Use Maps</i> and provisions for road design. 2006 Milestone Date
	59	Add the following sentence to Water Supply Section: <i>"The WDNR has required all wells in the town be cased and be to a lower depth due to the arsenic."</i>
	97	Add a Map entitled: <i>Special Well Casing Pipe Depth Area</i> .
	98	Revised the Text to Make Reference to NR 812.12(3) RE: Special Well Casing Requirements.
	28	Removed the following sentences from the Introduction: <i>As new residents move in and the population ages, other types of housing must be looked at to provide the variety necessary to meet the needs of all residents. This is particularly true in towns where a large proportion of the population has been long-time residents. In such communities, there is a desire for these residents to remain in the town during their retirement years.</i>
	28	Deleted the following sentences from the Existing Housing Supply section: <i>However, single-family homes may not be suitable for everyone. Some people are not able to afford a single family home. Others may not be able to physically handle the maintenance necessary to keep up a home and yard. Still others may simply prefer living in an alternative style of housing. To provide more opportunities for other types of housing, suitable areas of the town should be identified for additional, alternative housing units (i.e. apartments, condominiums, two-family attached units, etc.)</i>
	29	Deleted the following sentences from the Existing Housing Supply section: <i>In urbanized areas (i.e. cities and villages), one quarter to one-third of a community's housing supply is recommended, from a planning perspective, to be available as alternative housing to ensure diversity and affordability in a community. These percentages are not realistic in rural and urbanizing towns like Center, which lack the necessary infrastructure to support alternative housing. However, if some areas for alternative housing are not part of the future plan, long-time residents and people with special needs may be forced to move away from the Town of Center to nearby cities like Appleton, which offer a more abundant supply of additional housing options.</i>
	35	The following sentence was removed from the Opportunities for Housing Choice section: <i>However, this is not to say that residents don't desire senior and affordable housing opportunities in the community.</i>

Town of Center Plan Commission	55 & 56	Remove Goal 2 and Objective #5 from Recommended Draft.
	90	In Tools To Protect Farmland, subsection entitled, Growth Management Policies , remove the following: <i>For example, if the Town of Center were to decide that the northern third of the town should remain primarily farmland, the town could adopt a growth management policies to annually restrict the number of residential building permits issued in that area.</i>
	116	Added objective to work with county to develop a quarry overlay zone.
	117	Revised Economic Development Vision, 6 th sentence, to read: <i>The area around STH 47/CTH A extending toward Center Valley has grown modestly with a few businesses.</i>

OMNI
ASSOCIATES



OUTAGAMIE COUNTY

410 S. WALNUT ST. APPLETON, WISCONSIN 54911

PLANNING AND ZONING ADMINISTRATION

ADMINISTRATION BUILDING LEVEL 3
TELEPHONE (920) 832-5255 FAX (920) 832-4770

TO: Town of Center Plan Commission & Town Board

FROM: Mike Hendrick, Planning Director *Mike*

DATE: June 8, 2004

RE: Town of Center Recommended Comprehensive Plan

Thank you for the opportunity to review and comment on your proposed comprehensive plan. The document included a great deal of very good information. However, I noticed that there were inconsistencies as well.

- Housing Chapter – identifies a need to plan for alternative housing choices to single family residential. The plan also states that the Town would consider a small senior care facility. Additionally, one of the state planning goals states that you will provide an adequate supply of affordable housing for individuals of all income levels throughout the community. Yet in the Future Land Use Chapter, it is noted that there is no particular need for multiple family housing, apartments, duplexes, condos and senior housing. It is projected that the Town will need 537 additional dwelling units over the next 20 years. However, your plan devotes 6,630 acres to future residential development, which is extreme and inconsistent with identified needs. Two typographical errors were found. The first on page 30 – “Significantly more than half o (of) the housing is less than 30 years old.” The second is on page 37 – “Given the boarder (border) agreement between...”
- Transportation Chapter – the transportation network map indicates some future roads, but they are not extended beyond the proposed development. They should be shown being extended to other existing roads to avoid the problem that occurred in the Mackville vicinity where three adjacent developments do not connect with each other.
- Utilities and Community Facilities Chapter – the chapter points out a need for approximately 30 acres of future parkland, yet the Town has no plans to establish additional park facilities. You appear to be encouraging single-family residential development, yet are not willing to provide the services and facilities that those additional residents are likely to demand.
- Agricultural, Natural and Cultural Resources Chapter – it is noted that over 80 percent of the Town’s residents support farming and feel the preservation of farmland is important, yet the 6,630 acres of planned future residential development appears to be ignoring agriculture. One of the plan’s objectives states that you will identify and seek to protect areas of prime agricultural land,

yet it is noted that the Town will not adopt a growth management policy. Why would you spend the time to identify prime farmland, if you are not willing to adopt policies to protect them? On page 97 it is noted that wetlands are shown on the Natural Features Map, however, wetlands do not appear in the map legend.

- Economic Development Chapter – it is stated that the Town supports the long-term continuation of farming, as well as local quarry operations. It is also noted that the Town does not want to see poorly planned new residential development that increase service costs. Yet the plan will allow scattered residential development anywhere, as long as it is not in an environmentally sensitive area. Scattered, low-density residential development will result in the further fragmentation of the farmland, additional opposition to quarries, and will increase the costs of providing services.
- Future Land Use Chapter – on page 150, six items were listed as references in developing the future land use maps, yet the plan does not identify 6,630 acres of future residential need. The plan notes on the next page that additional areas were added to provide choice so as to prevent inflation and increase the plan's longevity. Adding acreage is fine, if it is reasonable. It is my belief that the acreage identified in the plan is excessive by thousands of acres and is inconsistent with the plan's stated goals. The real estate market for the region establishes land values. If the price of land gets too expensive in Center, developers will only look to neighboring towns for more reasonably priced property. The amount of acreage shown as future residential will increase the plan's longevity. However, based on the projected need of 537 households over the next 20 years (27 per year), it will take approximately 220 years to develop the additional acreage that is shown. It is also disconcerting to see that the special well casing area is marked for development. As additional wells are installed throughout the arsenic advisory area and additional well tests are performed, expect the expansion of the special casing areas. I am, however, glad to see the area included on your future plan maps so as to warn future homeowners of the potential arsenic danger.

I hope that you will consider my thoughts and concerns. As we begin the process of preparing the County's comprehensive plan, it is my goal to try to incorporate local plans whenever possible. Your plan, as presented, creates a problem with that goal. By the year 2025, Outagamie County is projected to have a population of 207,577 (+44,486 from 2000 Census). Based on those projections, approximately 14 percent of the increase (6,261) will occur in communities with little or no access to public sewer (does not include the towns of Buchanan, Freedom, Grand Chute or Greenville). Based on a projected 2025 household size of 2.44 persons per household, that population will require 2,566 dwellings. The acreage shown for future residential in your plan will more than handle the projected growth for much of the County.

Should you have any questions of me, please do not hesitate to contact me.

cc: Amy Emery, OMNNI Associates



"...meeting community needs...enhancing quality of life."

PLANNING DEPARTMENT

100 North Appleton Street
Appleton, WI 54911
Telephone: (920) 832-6460
Fax: (920) 832-5993

June 23, 2004

Amy Emery
Omni Associates, Inc.
One Systems Drive
Appleton, WI 54914-1654

RE: Proposed Comprehensive Plan / Town of Center

Dear Ms. Emery:

We appreciate this opportunity to comment on the Town of Center's proposed 2025 Smart Growth Comprehensive Plan. The City of Appleton is very interested in the Plan based on the following: the City of Appleton's Northern Growth Area, as defined by the City's Vision 20/20: Comprehensive Plan, lies within area covered in the Town of Center's comprehensive plan; and secondly, the City is very committed to the regional and cooperative approach to comprehensive planning as outlined in the State's adopted "Smart Growth" initiative. Working with our neighbors to interface our plans with one another is necessary to ensure successful planning.

The primary area of the Town of Center, which is located in the City's Northern Growth Area, is Section 36 T-22-N R-17-E. Within this geographic area, there are several segments of the Town's Plan that are inconsistent, and conflicts with the current adopted Comprehensive Plan for the City of Appleton and it's future Land Use Plan. These conflicts are as follows:

- Proposed street extensions

The City's comprehensive plan identifies one (1) east-west street running roughly through the center of section and two (2) north-south streets, all located in section 36.

The Transportation Network Map, as identified in Chapter 5.0 Transportation Element of the Town's Comprehensive Plan, indicates a future road in Section 35 located west of and abutting Section 36 but identifies no new future streets located within Section 36.

June 23, 2004

- Areas identified for future institutional and commercial uses

The City has constructed a Water Tower located along the west side of Ballard Road (CTH EE). In the City's Comprehensive Plan, the water tower site is identified for institutional uses bordered on the south, east, and west sides by future commercial uses with the area that abuts the northerly boundary of the water tower site identified for future institutional use.

The Town of Center Comprehensive Plan identifies this area for future farmstead uses.

- Area located within the City municipal boundary not identified on the Town's Comprehensive Plan maps

That area known as the Mackville Landfill was annexed to the City of Appleton in 1974 with a subsequent annexation abutting the north boundary of the Mackville Landfill Annexation and titled the City of Appleton Quarry Annexation, having taken place in 2002.

This area is located within the municipal boundary of the City of Appleton. However, this area is shown as being within the Town of Center on the Town's Comprehensive Plan maps.

Please find enclosed, for your convenience, a copy of the City's Future Land Use Map that can be used as a referenced when reviewing those areas of conflict identified in this correspondence.

It was also noted, under the Chapter 11.0 Intergovernmental Cooperation of the proposed Town Comprehensive Plan, the Town of Center is recognizing the potential benefits of boundary agreements. The City of Appleton Planning Department agrees that boundary agreements can be an important tool communities can utilize which can be beneficial to all communities involved.

It is our goal the City of Appleton and the Town of Center's Future Land Use Maps for the area covered by the Northern Growth Area mirror one another's plans. This is necessary given that impacts do not stop at jurisdictional boundaries. Additionally, the State of Wisconsin's "Smart Growth" legislation mandates that communities work jointly and cooperatively in the planning process.

June 23, 2004

We appreciate this opportunity to provide comments to the Town of Center Comprehensive Plan and we look forward to working with the Town as well as other interested neighbors in the future.

Sincerely,

A handwritten signature in cursive script, appearing to read "Bruce A. Roskom", followed by a horizontal line.

Bruce A. Roskom
Principal Planner III

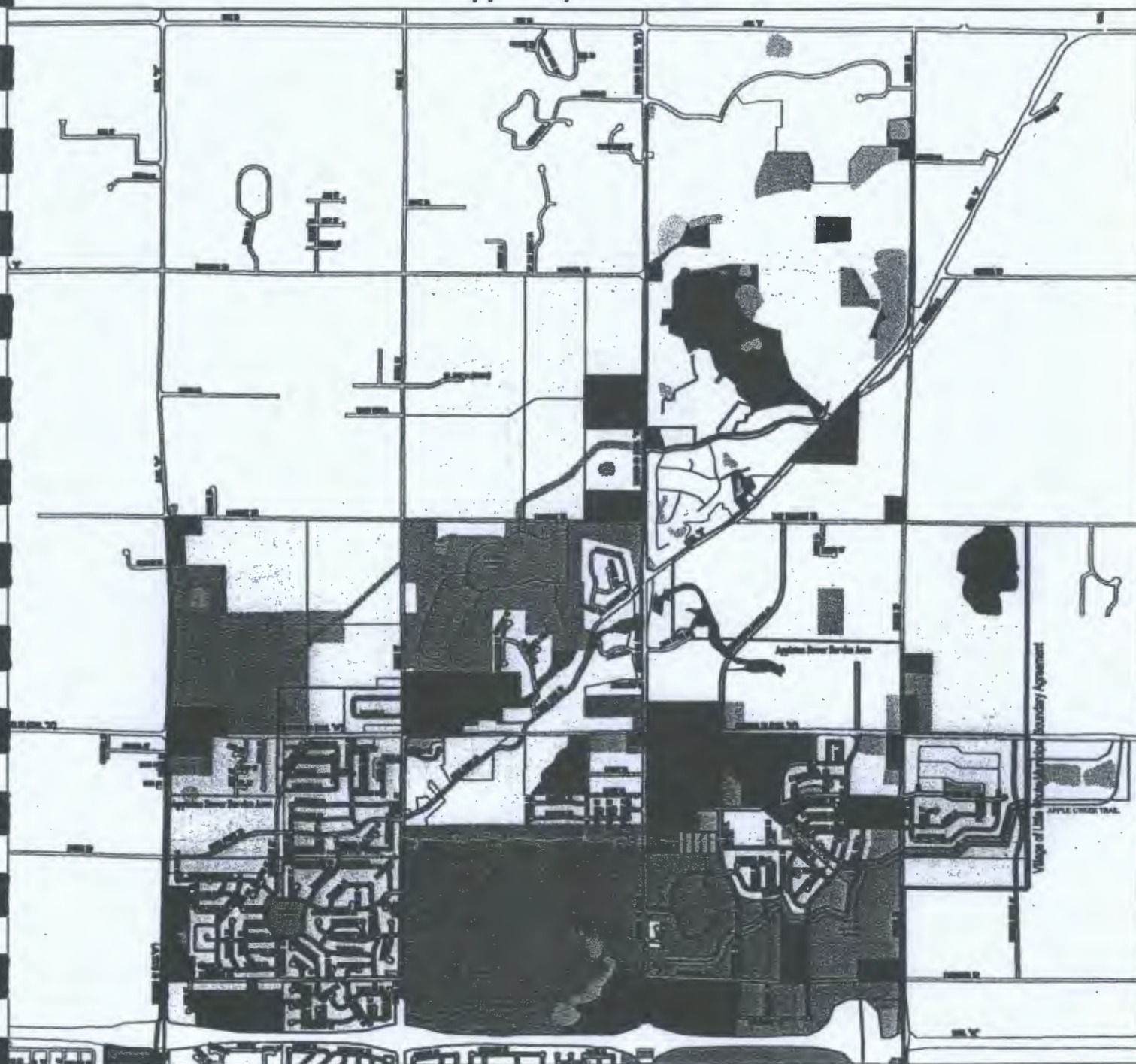
Enclosure

Cc: Mayor Tim Hanna
Laura D. Johnston, Planning Director

FUTURE LAND USE MAP

VISION 20/20: COMPREHENSIVE PLAN Northern Growth Area

Appleton, Wisconsin



Single/Two Family
Multifamily
Commercial/Office
Commercial
Central Business District
Business/Industrial

Industrial
Institutional
Public Green Space
Private Green Space
Wooded Areas
Ponds

Boundary Agreement
Sewer Service Area
City Limits
Recreation Trails
Corridor Study Areas
Proposed Streets
Proposed Trails



1:3100

Adopted by Common Council
6-20-05
Prepared by City of Appleton
Planning Department



Jane Zwickey
W3840 Mackville Road
Appleton, Wisconsin 54913

July 21, 2004

Amy Emery, AICP
OMNNI Associates
One Systems Drive
Appleton, Wisconsin 54914

Dear Ms. Emery,

Unfortunately, I am unable to attend the public hearing to be held on July 29, for the discussion of the Town of Center Smart Growth Plan. I did, however, take some time to review the plan at the Appleton Public Library. Growth plans, land use, demographics, and land development are all areas in which I have little to no knowledge. Here are my thoughts and questions regarding the Smart Growth Plan:

* The plan was comprehensive and thorough. It appears that much work, thought, energy, and incite went into the compilation of all of the data.

* Page 7 of the report lists the town values. These seem comprehensive and forward thinking. The main reason we moved to the Town of Center 27 years ago was location. The rural atmosphere is one aspect of living where we do that has become increasing important to us over the years. Several of these values allude to the maintenance of a rural lifestyle. Yet, so much of the impetus behind this study, in addition to state mandates, talks of future development and the need for 568 more dwellings units by 2025. Is there not some dichotomy here as there is so much development occurring especially in sections 24, 25, 35 and 36?

* How can we protect the town and have (to quote the report) "comfort in knowledge that the land around us is permanently protected from development"?

* Recently, I have become aware that parts of section 36 have been annexed to Appleton to begin development later this summer. On page 106, The Building Suitability map indicates a majority of that land at risk. The Sanitary Suitability map on page 107, indicates that that same area of section 36 to be at severe risk for sanitary suitability. The legend explains this land is "not recommended for development given slopping, steepness, wetness or other limitations" How will future development on land rated as moderate or severe risk impact existing housing adjacent to that area? Our home is lower than that land. What happens to rainwater, run off, and seepage so as not to impact drainage, etc. on our property?

* After this plan is adopted by the Town Board, who is responsible for monitoring the adherence to the plan? Are there plans in place locally or at the state level that will allow officials, developers, landowners to deviate from this plan?

The recent Town of Center summer newsletter indicates that written comments will be addressed at the public hearing and will be given the same weight as oral testimony. I look forward to responses regarding the above concerns.

Sincerely,



Jane D. Zwick

cc. Jake Jankowski