# **ADDENDUM TO**

# TOWN OF CENTER COMPREHENSIVE PLAN

# TOWN OF CENTER OUTAGAMIE COUNTY, WI

Amendment Adopted January 10, 2022

Prepared with assistance from:



# TOWN OF CENTER OUTAGAMIE COUNTY, WISCONSIN

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# TOWN OF CENTER, OUTAGAMIE COUNTY COMPREHENSIVE PLAN ADDENDUM

#### Amendment adopted January 10, 2022

#### **Introduction & Planning Context**

#### **Background**

In 1999, the State Legislature passed Act 9, Wisconsin's Comprehensive Planning Law (Section 66.1001, Wis. Stats.). The law requires that towns, villages, cities, and counties that administer zoning regulations, subdivision regulations, or an official map do so consistent with an adopted comprehensive plan. The legislation provides a framework for comprehensive planning. Wisconsin State Statute 66.1001(2)(i) requires a comprehensive plan to be updated no less than once every 10 years.

The Town of Center adopted their Comprehensive Plan in 2005. Over the past several years, the Town actively participated in Outagamie County's planning process for the County Comprehensive Plan Update, including visioning, the creation of a new land use & development framework for the county as a whole, and future land use map for the Town of Center. The County adopted its new plan, *Outagamie County Comprehensive Plan 2040: A Shared Path Forward*, in January of 2020.

Towns that participate in County Planning & Zoning, such as the Town of Center, were given the opportunity to take advantage of the County's planning process, and population, economic and land use information to update their Town Comprehensive Plan, in the form of an addendum adopted as a "plan amendment." The Town of Center is one of eleven communities that is pursuing this option.

The purpose of this addendum therefore is not to replace the town's current comprehensive plan, but rather to update demographic information and town land use maps. This amendment will:

- Summarize the Town's Issues and Opportunities collected during the Town's Visioning Sessions held as a part of the County's planning process in the fall of 2018.
- Update population, housing, income, and employment information.
- Update the existing Land Use Map (from 2015) with descriptive land use information.
- Update the Future Land Use Map & Future Land Use Categories created with your town as part of Outagamie County's Comprehensive Plan Update.

#### Why an Addendum?

Many of the items in the current town comprehensive plan are still relevant, including goals, objectives, policies and programs. The primary goals for this addendum are to: ensure compliance with the State of Wisconsin's 10 year Comprehensive Plan Update requirement; provide basic, up-to-date socioeconomic information; and, incorporate the Town's new Future Land Use Map & categories, creating a more flexible future land use framework that seamlessly aligns with what is contained in the County's Comprehensive Plan.

This addendum accomplishes these goals and satisfies state planning law requirements, while still preserving the majority of the Town's existing Comprehensive Plan.

#### **Comprehensive Plan Internal Consistency**

It should be presumed that all references to future land use maps and future land use categories/definitions in this addendum will supersede and take precedence over any related historic items found within the Towns existing Comprehensive Plan. If any additional inconsistencies between this Addendum and the existing Town Comprehensive Plan are found, this Addendum shall take precedence.

#### **Issues & Opportunities**

#### **Summary of Process**

In 2018, community outreach and visioning meetings were held on a town-by-town basis as part of the County's planning process, including with the Town of Center. These sessions provided a forum where participants were posed with future oriented scenarios and asked to reflect on key issue and opportunities they felt their community needs to address or consider moving forward. Figure 1 provides a graphic depiction of the topics that were most frequently identified as key issues & opportunities during the Town of Center's community engagement sessions; the larger the font size of the word the higher the frequency the topic was mentioned. See Appendix A for a full Summary Report from the town's 2018 Visioning Session.

Figure 1: Issues & Opportunities Summary, Town of Center



#### **Population & Socioeconomic Information**

#### **Housing Stock**

Table 1 provides a detailed overview of housing stock characteristics in the Town of Center, between 2000 and 2018. The total number of housing units increased from 1,105 in 2000 to an estimated 1,361 in 2018, an increase of 23%. By far, the 1-unit detached housing unit makes up the largest percent of the housing type, at 98% in 2018. This housing type typically is owner occupied. With this high percentage of 1-unit homes, there may be opportunities to develop other types of senior or alternative living arrangements in the future to accommodate market demand of changing demographics.

While the single largest category of housing stock age is the Pre-1940 age of homes, the vast majority of homes within Center were constructed beginning in the 1970's through 2009. Since then, the great recession and subsequent housing crash depressed demand for new homes not just within the Town of Center, but throughout the county. This resulted in a greatly reduced number of new homes in the periods after 2010.

However within the past few years, home buyer's demand for housing in the region has been strong, seemingly outpacing the supply or inventory of housing available in the market. This lack of supply and pent up demand may eventually result in a rebound of new housing starts, primarily focused around the Appleton/Fox Cities Metro area, including communities such as the Town of Center, that are within commuting distance of major employment centers.

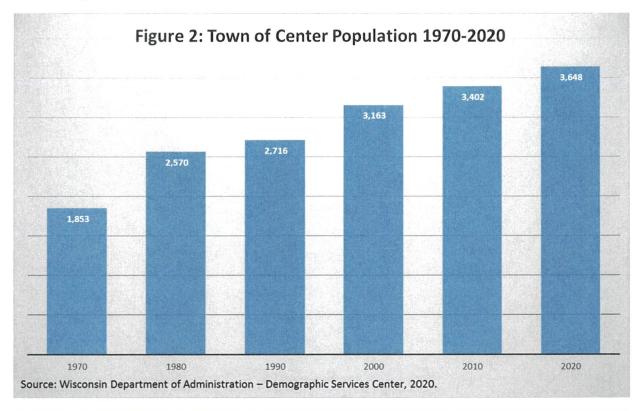
		T/	ABLE 1: TOV	N OF CEN	TER HOUSI	NG STOCK			
			Age						
	200	)0	201	<b>l8</b>	Change 2	2000-2018	Year		
Category	Number	Percent	Number	Percent	Number	Percent	Constructed	Number	Percent
Total Units	1105	100%	1361	100%	256	23%	Since 2014	54	4%
Occupied Units	1095	99%	1321	97%	226	21%	2010-2013	56	4%
Vacant Units	10	1%	40	3%	30	300%	2000-2009	209	15%
							1990-1999	149	11%
1-unit, detached	1045	95%	1339	98%	294	28%	1980-1989	130	10%
1-unit, attached	3	0%	0	0%	-3	-100%	1970-1979	421	31%
2 to 4 units	14	1%	0	0%	-14	-100%	1960-1969	82	6%
5 to 9 units	0	0%	0	0%	0	0%	1950-1959	24	2%
10 or more units	0	0%	0	0%	0	0%	1940-1949	10	1%
Mobile Homes	43	4%	22	2%	-21	-49%	Pre-1940	226	17%
							Total	1361	100%
Source: US Census Bure	au, 2000 & 2018						Total	1301	100%

#### **Population Trends**

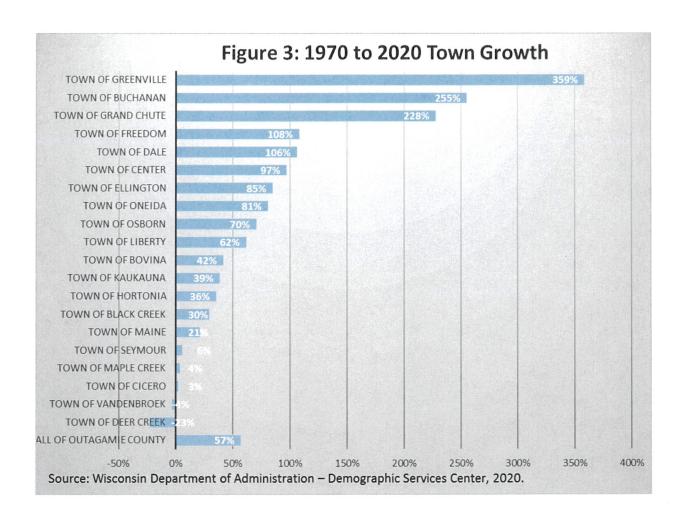
Historical Population Change. Figure 2 and Table 2 provide detailed historic and current population data for the Town of Center. The town's population increased by 1,795 persons (97%) between 1970 (1,853 pop.) and 1,795 (2020 pop.) For comparison the average change in population for all of Outagamie County during that time period was 57%.

Growth has been steady over this period of time. The Town of Center has experienced a rate of population growth that is greater than most other towns in the county (most comparable to the Towns

of Dale, Ellington, and Freedom in change of population number and percentage during that time period), with the exception of highly urban towns such as Greenville, Grand Chute and Buchanan, as shown in Figure 3.



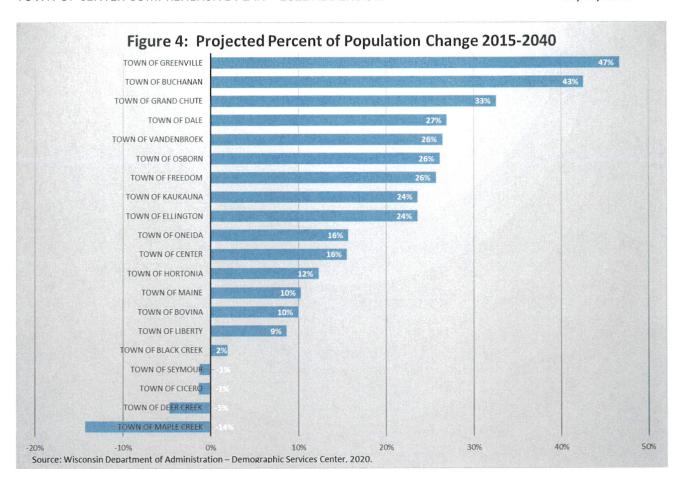
							1970 -	2020
Municipality	1970	1980	1990	2000	2010	2020	Change Number	Percent Change
Town of Black Creek	968	1,149	1,169	1,268	1,259	1,254	286	30%
Town of Bovina	837	822	957	1,130	1,145	1,189	352	42%
Town of Buchanan	1,987	1,742	2,484	5,827	6,755	7,055	5,068	255%
Town of Center	1,853	2,570	2,716	3,163	3,402	3,648	1,795	97%
Town of Cicero	1,079	1,062	1,126	1,092	1,103	1,107	28	3%
Town of Dale	1,405	1,620	1,818	2,288	2,731	2,894	1,489	106%
Town of Deer Creek	855	826	724	682	637	659	- 196	-23%
Town of Ellington	1,696	1,865	2,099	2,535	2,758	3,133	1,437	85%
Town of Freedom	2,926	3,746	4,114	5,241	5,842	6,088	3,162	108%
Town of Grand Chute	7,089	9,529	14,490	18,392	20,919	23,227	16,138	228%
Town of Greenville	2,675	3,310	3,806	6,844	10,309	12,267	9,592	359%
Town of Hortonia	804	869	883	1,063	1,097	1,090	286	36%
Town of Kaukauna	961	998	939	1,116	1,238	1,335	374	39%
Town of Liberty	544	609	702	834	867	880	336	62%
Town of Maine	725	816	791	831	866	880	155	21%
Town of Maple Creek	586	652	695	687	619	609	23	4%
Town of Oneida	2,624	3,499	3,858	4,147	4,678	4,739	2,115	81%
Town of Osborn	724	786	784	1,029	1,170	1,234	510	70%
Town of Seymour	1,135	1,189	1,217	1,216	1,193	1,207	72	6%
Town of Vandenbroek	1,653	1,538	1,291	1,351	1,474	1,591	- 62	-4%
County Total	119,398	128,730	140,510	161,091	176,695	187,661	68,263	57%



**Population Projections.** The Wisconsin Department of Administration's Demographic Services Center provides population projections in 5 year increments, out to year 2040, for all counties and municipalities in the State of Wisconsin. These projections for the Town of Center and other towns in Outagamie County are illustrated in Table 3.

Figure 4 shows the Town of Center's population is expected to continue growing, with a projected population coming in just under 4,000 people, at 3,975.

							Change	
Municipality	2015	2020	2025	2030	2035	2040	2015-2040	Percent
Town of Black Creek	1,250	1,280	1,300	1,310	1,300	1,275	25	2%
Town of Bovina	1,150	1,195	1,235	1,265	1,270	1,265	115	10%
Town of Buchanan	7,140	7,900	8,605	9,280	9,795	10,180	3,040	43%
Town of Center	3,440	3,625	3,765	3,900	3,960	3,975	535	16%
Town of Cicero	1,090	1,110	1,115	1,120	1,105	1,075	(15)	-1%
Town of Dale	2,800	3,010	3,195	3,370	3,490	3,555	755	27%
Town of Deer Creek	635	645	645	640	630	605	(30)	-5%
Town of Ellington	2,860	3,060	3,225	3,380	3,485	3,535	675	24%
Town of Freedom	6,045	6,485	6,870	7,225	7,460	7,600	1,555	26%
Town of Grand Chute	22,080	23,980	25,700	27,320	28,500	29,270	7,190	33%
Town of Greenville	11,170	12,450	13,650	14,800	15,710	16,390	5,220	47%
Town of Hortonia	1,100	1,150	1,190	1,225	1,240	1,235	135	12%
Town of Kaukauna	1,270	1,360	1,430	1,500	1,545	1,570	300	24%
Town of Liberty	865	895	920	940	945	940	75	9%
Town of Maine	875	910	940	960	970	965	90	10%
Town of Maple Creek	595	590	580	565	540	510	(85)	-14%
Town of Oneida	4,715	4,965	5,165	5,345	5,435	5,455	740	16%
Town of Osborn	1,205	1,295	1,370	1,445	1,495	1,520	315	26%
Town of Seymour	1,185	1,205	1,215	1,215	1,200	1,170	(15)	-1%
Town of Vandenbroek	1,530	1,640	1,740	1,835	1,900	1,935	405	26%



#### **Employment & Income**

#### **Employment Trends**

As shown in Table 4 below, the number of people employed and in the labor force has grown between 2000 and 2018. However, as a percent of the population 16 years and older, the number of people employed and in the labor force has seen a slight decrease during that same time period. This decrease in the percentage of people in the labor force is primarily due to the aging population, with more people entering retirement or choosing not to participate in the labor for other reasons.

TABLE 4: TOWN OF CENTER LABOR FORCE, 2000 & 2018 2018 2000 Category **Number Percent Number Percent** Population 16 Years and older 2,430 100% 2,907 100% In Labor Force 1,802 74.2% 2,084 71.7% **Employed** 1,733 71.3% 2,044 70.3% Unemployed 69 2.8% 58 2.0% Not in Labor Force 628 25.8% 823 28.3% Actual Unemployment Rate 3.8% 2.8% Source: US Census Bureau, 2000 & 2018

Definition. Labor Force is defined as the sum of the employed and unemployed people who are 16 years of age and older and who are willing and actively seeking work. Institutionalized people are not included in the labor force.

#### **Income Trends**

The three most common categories used to assess income data are: per capita, median household, and median family.

- Per capita income is the sum of annual income divided by the total number of residents, including children and other groups of people who do not actually earn income.
- Median household income is the middle point of household incomes reported in a community (households include families, married couple households, and individual households).
- Median family income is the middle income reported by families.

Figure 5 depicts the three income categories for the Town of Center compared to Outagamie County over three time periods: 2000, 2010, and 2018. With the exception of median family income in 2010, the Town of Center is higher than Outagamie County in every income category and time period.

Definition. Median vs
Mean Income: Census data
related to income is
reported as a median
figure, as opposed to an
average (or mean) figure.
The median represents the
middle point of all incomes
reported (as opposed to
the average of all the
incomes reported).

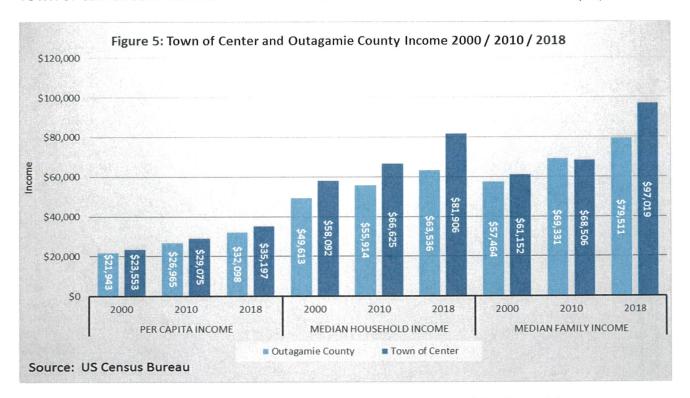
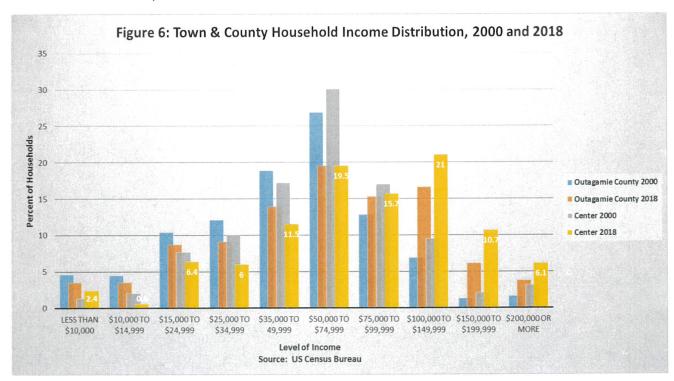


Figure 6 depicts household income distribution within Outagamie County and the Town of Center in 2000 and 2018. Over time, the Town of Center's distribution of income towards the higher income brackets has grown slightly, becoming skewed towards the upper range, especially when compared with the County as a whole, which is more balanced in its household income distribution. This substantial change within the Town of Center is at least in part derived by the amount of higher-end subdivision development that occurred after 2000 and the household wealth that those types of housing units added to the community.



#### **Land Use Trends**

#### **Existing Land Use**

The land uses within the Town of Center as of 2015 are illustrated on Map 1: Town of Center Existing Land Use. Land uses were broken into major categories. For the most part, the more intense development patterns occur in the southern part of the town closer to Appleton. Table 5 provides an estimated breakdown of historic land use change, by land use category, between 2003 and 2015.

An estimated 472 acres of residential land was added to the Town of Center from 2003 to 2015, due to strong demand in housing, especially in the early 2000s. An estimated 147 acres of industrial land was added during that time. A corresponding loss of 616 acres of agricultural & vacant land occurred primarily due to conversion for development activities noted above. It is likely that most of these acres came from vacant or agricultural land.

			Change 2003-20		
LAND USE	2003	2015	Acres	Percent	
Agricultural & Vacant	16,327	15,711	-616	-4%	
Commercial / Institutional	127	117	-10	-8%	
Industrial	430	577	147	34%	
Parks & Open Space	13	8	-5	0%	
Residential	1,817	2,289	472	26%	
Right-of-way / other	858	885	27	3%	
Water	107	113	6	5%	
Woodland	2,678	2,658	-20	-1%	
Total	22,357	22,357			

**NOTE**: These acreages are approximate, and used the data available from Outagamie County Geographic Information System (GIS) Mapping and the East Central Wisconsin Regional Planning Commission (ECWRPC).

#### **Land Consumption Projections**

Land consumption projections were calculated with the assumption that land will be consumed at a rate no greater than what occurred over the past decade. Table 6 shows maximum estimated land use projections through 2040. Most of the residential growth in Outagamie County, especially denser residential development, is anticipated to occur in or near cities, villages, and towns served by sewer and water.

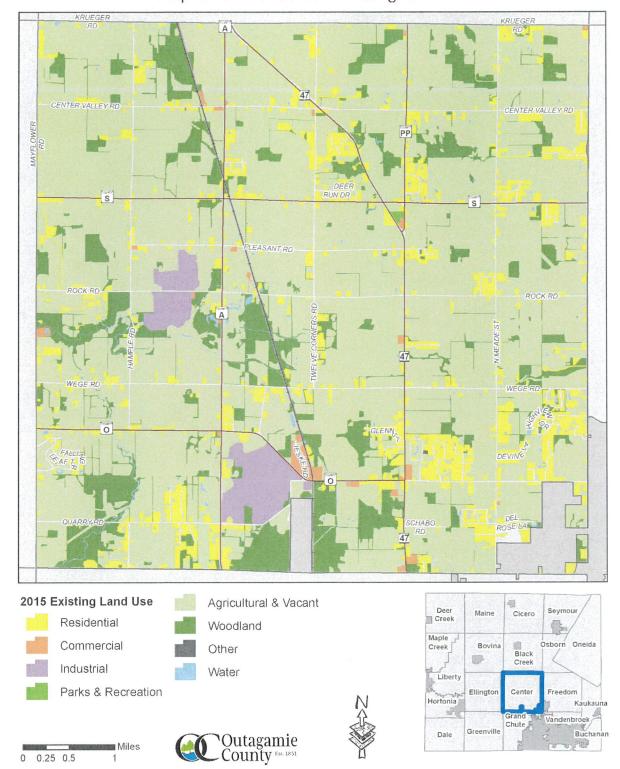
Because most development comes from agricultural / vacant land, it is estimated that the Town of Center will convert an additional 365 acres of land from agricultural / vacant land to residential land, and will lose an estimated total 435 acres of agricultural / vacant land in total to development. Map 1, the 2015 existing land use map for the Town of Center, is shown on the next page following Table 6.

	EXIST. ACRES		PRO.	TOTAL	%			
	2015	2020	2025	2030	2035	2040	CHANGE	CHANGE
Agricultural / Vacant (other)	15,711	15,624	15,537	15,450	15,363	15,276	(435)	-3%
5 year change		(87)	(87)	(87)	(87)	(87)		
Residential	2,289	2,362	2,435	2,508	2,581	2,654	365	16%
5 year change		73	73	73	73	73		
Commercial	117	126	135	144	153	162	45	38%
5 year change		9	9	9	9	9		
Industrial	577	582	587	592	597	602	25	4%
5 year change		5	5	5	5	5		

Total Non Ag Land Consumption over Planning Period =

435

Sources: 2015 LU Data, ECWRPC; Based Data for Assumptions derived from OC DLS, 2012-2018; Building Permit Data; 2012-18 Rezoning Data & CSM Data.



Map 1: Town of Center - Existing Land Use

#### **Future Land Use**

The Land Use element is one of the principal components of a comprehensive plan in terms of statutory authority. Its main purpose is to provide a framework for decision makers to guide growth and development. It will guide the Town Board & Plan Commission (for items considered at the town level), the Zoning Committee and County Board (at the County level), county & town staff, property owners, developers, and others in determining the type, location, and density of future development within the town. The following land use actions, when considered by the County Board, must be found to be consistent with the County Comprehensive Plan, per 66.1001(3) Wis Stats; they should also be determined to be consist with the Town Comprehensive Plan by the Town Board/Plan Commission (where applicable/the town has authority):

- Zoning Map Amendments ("Rezonings");
- General Zoning Code Text Amendments;
- Subdivision Code Amendments;
- Shoreland Zoning Code Amendments; and
- Official Mapping Ordinance Amendments.

#### **Future Land Use Transect**

Land use within Outagamie County ranges from low-density rural townships on its northwestern periphery to the vibrant intensity of College Avenue in Appleton. Land uses within individual towns can change substantially as well. Understanding that all towns will continue to contain an assortment of land use patterns and levels of development intensity, the Town of Center (see Map 2) and Outagamie County (see Map 3) Future Land Use Maps were crafted using a Land Use Transect concept. Seven transect categories and five land use overlays are listed below and further described in the following Table 7: Future Land Use Categories and Overlays. Not all future land use or overlay categories are found in each town.

#### **Future Land Use Categories:**

- Agriculture & Open Land
- Rural Character
- Suburban Transition
- Suburban Residential
- Community Mixed Use
- Commercial/Industrial
- Urban / Incorporate City & Village

#### **Future Land Use Overlays:**

- Town Center/Hwy Mixed Use
- Existing Non-Metallic Mining Operations
- Natural Areas
- Airport Protection Area
- Oneida U.S. Trust Land

#### Transect Planning, definition:

Transect Planning is based on the creation of a set of human habitats that vary by their level and intensity of urban character. In transect planning, this range of environments, from rural to urban, is the basis for organizing the components of the built world: building, lot, land use, street, and all of the other physical elements of the human habitat. Transect planning seeks to create immersive environments, created to preserve the integrity of each location along the rural-to-urban continuum. This is a matter of finding an appropriate spatial allocation of the elements that make up the human habitat. Rural elements must find their place in rural locations, while urban elements must find their place in more urban locations—not unlike natural ecological systems where plant and animal species coexist within habitats that best support them. The transect is designed to strengthen the integrity of each immersive environment and can be used as a new, alternative approach to conventional zoning systems.

Excerpted from the Journal of the American Planning Association, Vol. 68, 2002 – Issue 3

What's the Difference between a Zoning Ordinance and the Comprehensive Plan's Future Land Use designation?

Zoning is a regulatory tool established to identify, among others, the permitted and conditional uses allowed on a given parcel within a specific zoning district. Comprehensive plans are vision-based guidance documents developed with high levels of public participation. The Future Land Use map provided in this chapter presents a vision for future development. It will serve as a guide for reviewing and approving rezoning and other land use proposals.

Wisconsin's Comprehensive Planning law requires that decisions related to land use made via zoning and subdivision regulations and official maps be consistent with the adopted comprehensive plan.

#### **TABLE 7: FUTURE LAND USE CATEGORIES AND OVERLAYS**

#### Agriculture & Open Land

#### Description

Consists of land in open or cultivated state with limited residential development. Residential uses are primarily accessory to agricultural or agriculture-related activities (i.e. farmsteads). Residential uses not accessory to principal agricultural activities are limited in number and generally located on un platted parcels or lots created by minor land divisions. Development served by Private Onsite Waste Treatment Systems (POWTS).

#### Land Use

<u>Typical Uses\*</u> - Agriculture, agriculture-related, and uses accessory to the same; Farm owner/operator home-based businesses and home occupations.

<u>Potential uses</u>\* – Certain types of governmental and institutional land uses (church, town hall, school, etc.); non-farm residences; nonmetallic mining operations.

#### Rural Character



#### Description

Consists of agricultural land, open land and residential development. Agricultural and open land become less interconnected due to increased residential development, including a limited number of subdivision plats. Development beyond residential use is limited, and is largely comprised of agriculture-related businesses. Development served by POWTS.

#### Land Use

<u>Typical uses\*</u> - Agriculture, agriculture-related uses, and uses accessory to the same; residential development via minor land division; home-based businesses and occupations.

<u>Potential uses</u>\* – Certain types of governmental and institutional land uses; platted residential subdivisions; duplexes; multi-generational housing; nonmetallic mining operations; contractor/skilled trades businesses.

#### Suburban Transition



#### Description

Consists of residential development with agricultural and open land interspersed. Agricultural and open land yield way to increased residential and non-residential development. Residential development patterns reflect an increase in platted subdivisions. Non-residential development begins to include a diversity of uses including nurseries & landscaping businesses, and light manufacturing. Development served by POWTS and sanitary sewer service.

#### Land Use

<u>Typical uses</u>\* – Agricultural uses, agriculture-related uses, and uses accessory to the same; residential development via minor land division and platted subdivision; homebased businesses and occupations.

<u>Potential uses</u>\* – Certain types of governmental and institutional land uses; nonmetallic mining operations; contractor/skilled trades businesses; warehouse/storage units; light manufacturing; duplexes; multi-generational housing; multi-family apartment buildings.

<sup>\*</sup> Land uses provided represent typical land uses within each category and are in no way inclusive. Please see Outagamie County and/or Town Zoning Ordinances for specific land use information and regulations.

#### TABLE 7: FUTURE LAND USE CATEGORIES AND OVERLAYS (continued)

#### Suburban Residential Land Use Typical uses\* – Residential subdivisions; senior housing Consists of residential development, almost exclusively via subdivision plats. Isolated remnants of agricultural and open land. Very limited non-residential (including condominium and townhouse); duplexes; multi -generational housing; multi-family apartment buildings. uses. New development served by sanitary sewer; isolated, existing development served by POWTS. Potential uses\* - Certain types of governmental and institutional land uses; neighborhood service establishments; home-based businesses. Community Mixed Use Land Use Description Typical uses\* - Senior housing (including condominium Consists of an array of land uses including residential, commercial, light and townhouse); duplexes; multi-family apartment commanufacturing, industrial, institutional, recreational, and governmental at lower densities than urban areas. Isolated remnants of agricultural/open plexes; multi-generational housing; small scale commerland. New development served by sanitary sewer; isolated, existing developcial retail and office space; restaurants; service establishment served by POWTS. Potential uses\* - Automobile sales, service and repair; filling/charging stations and car washes; light manufacturing, wholesale and warehouse establishments. Commercial / Industrial Land Use Typical uses\* - Commercial uses (retail, service, office); Consists of multi-scale commercial, manufacturing and industrial development as well as other closely related uses. Development typically includes wholesaling; warehousing; storage; manufacturing and larger building envelopes with increased vehicular focused infrastructure. closely related uses; distribution centers. Generally located within close proximity to high capacity transportation Potential uses\* - Wrecking, salvage, recycling yards; the systems (rail, airport, highway). Residential uses are limited to those exmanufacturing, storage or distribution of hazardous maisting. Extremely isolated remnants of agricultural/open land. Nearly all terials. development served by sanitary sewer.

<sup>\*</sup> Land uses provided represent typical land uses within each category and are in no way inclusive. Please see Outagamie County and/or Town Zoning Ordinances for specific land use information and regulations.

# TABLE 7: FUTURE LAND USE CATEGORIES AND OVERLAYS (continued)

Urban/Incorporated City & Village		
	Description  Consists of high density residential, institutional, commercial, retail, office and mixed use development. Urban areas within Outagamie County are primarily located within incorporated areas (cities and villages). Development served by sanitary sewer.	Land Use  Land use and land use polices within incorporated areas of the County are established and regulated by individual cities and villages.
Land Use Overlays		
Town Center / Highway Mixed Use	Description  Consists of an array of land uses including residential, commercial, light manufacturing, industrial, institutional, recreational, and governmental at lower densities than urban areas. Typically located in Town Centers and along highway corridors.	Land Use  Typical uses* – Senior housing (including condominium and townhouse); duplexes; multi-family apartment complexes; multi-generational housing; small scale commercial retail and office space; restaurants; service establishments.  Potential uses* – Automobile sales, service and repair; filling/charging stations and car washes; light manufacturing, wholesale and warehouse establishments.
NR135 Non-Metallic Mining Operations  Existing / Active  Future Expansion / Reserve	Description  Consists of NR135 non-metallic mining operations (active & reserve) which include the use of mining equipment or techniques to remove materials from non-metallic mineral deposits, including drilling and blasting, as well as any associated activities such as topsoil removal, excavation, grading and dredging.	Land Use  Typical uses* – Non-Metallic Mining and activities/ processes generally associated with non-metallic mining.  Note: Residential development adjacent to a non- metallic mining operations is limited to existing develop- ment
	Description	Land Use
Natural Areas	Consists of Navigable waters, DNR mapped wetlands, 100 year floodplain and other environmentally sensitive areas.	Development is highly restricted and requires permitting via WDNR, USACE, and Outagamie County  Potential uses* — Agriculture, agriculture-related; non-structural outdoor recreation

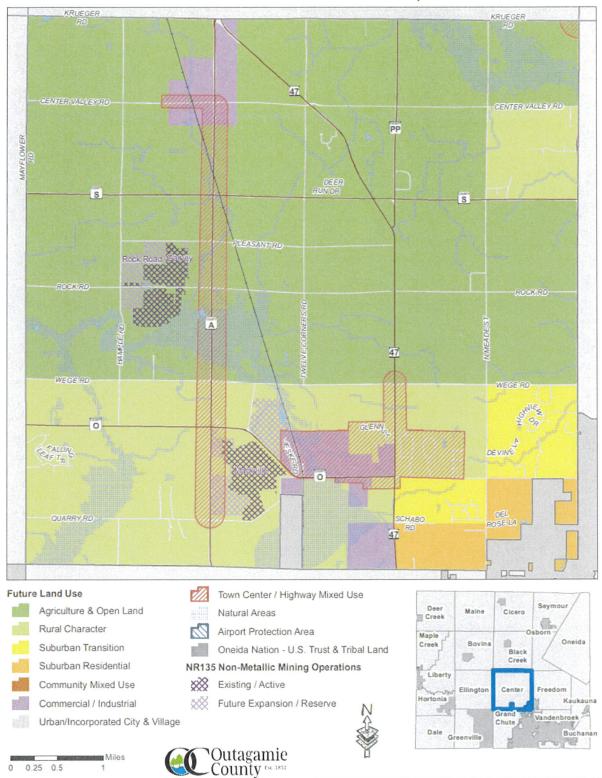
<sup>•</sup> Land uses provided represent typical land uses within each category and are in no way inclusive. Please see Outagamie County and/or Town Zoning Ordinances for specific land use information and regulations.

# TABLE 7: FUTURE LAND USE CATEGORIES AND OVERLAYS (continued)

Land Use Overlays						
	Description	Land Use				
	Consists of land under the regulation of the Federal Aviation Administration	Appleton International Airport (ATW):				
	(FAA), Wisconsin Department of Transportation—Bureau of Aeronautics, and the Outagamie County Airport Zoning Ordinance. To ensure the safety of airport operations, land uses within these areas are subject to additional regulations and further review.	Land uses regulated by the Federal Aviation Administ tion (FAA), Wisconsin Department of Transportation- Bureau of Aeronautics, and the Outagamie County Ai port Zoning Ordinance.				
		Outagamie County Airport Zoning Districts include:				
Airport Protection Area		AD—Airport District AOD1—Airport Overlay District Zone 1 AOD2—Airport Overlay District Zone 2 AOD3A—Airport Overlay District Zone 3A AOD3—Airport Overlay District Zone 3 AID—Airport Industrial District				
All port Protection Area		Additional land use restrictions include:				
		Height Limitation Zones: Land uses within a three (3) mile radius of the Air Operations Area (AOA) are subject to height limitations.				
		10,000 FT Buffer: Retention, detention, and other huma-made waterbodies located within 10,000 feet of the Air Operations Area (AOA) are subject to additional restrictions and design criteria.				
		Shiocton Airport :				
		Future land use and zoning modifications (Special Exceptions, Rezonings, etc.) within proximity to the Shiocton Airport, should consider best practices for land use compatibility near airport operations.				
	Description	Land Use				
Oneida Nation - US Trust & Fee Simple Land	Consists of land held in trust by the United States Federal Government for the benefit of the Oneida Nation and land held under fee simple ownership of Oneida Nation.	Land use and land use policies within this future land use overlay are established and regulated by the Oneida Nation.				

<sup>\*</sup> Land uses provided represent typical land uses within each category and are in no way inclusive. Please see Outagamie County and/or Town Zoning Ordinances for specific land use information and regulations.

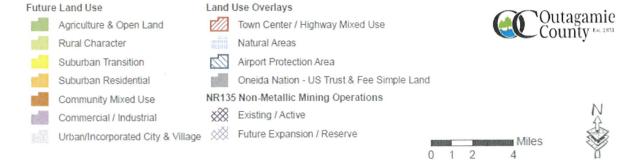
# Town of Center - Future Land Use - Option 2



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54 Ellington

Map 3: Outagamie County Future Land Use



#### **Future Land Use Development Process**

The Future Land Use Framework was created with general oversight and direction provided by the Land Use Advisory Group that was created during the County's planning process. The Land Use Advisory Group included representatives from urban, suburban, and rural communities, to ensure the Future Land Use Framework created enough structure to define land use patterns and advise future land use decisions, while also providing enough flexibility for local communities and the county to consider a variety of land use types that the housing and/or land markets may demand, and our residents may need.

Each Town's Future Land Use Map was created using a bottom up / top-down process. This involved taking every Town-level Comprehensive Plan, evaluating their Future Land Use Map and land use categories, and categorizing each parcel into the County's transect-based future land use categories. Recognizing that county staff may have misinterpreted a local plan, or that a community may desire a shift in future land use, county staff followed up with every unincorporated community to discuss their community's map. This included consultative meetings with each town's local Plan Commission and/or Town Board. Approaching future land use this way ensured there was consensus in how each community's future land uses were depicted within the County Comprehensive Plan, and also overall consistency and cohesion between the County and local plans. These future land use maps are now incorporated into local town plans via addenda to ensure full consistency between town and county future land use plans.

#### **Future Town Road Connections**

Part of the planning process includes planning for a good town road network within the context of the surrounding County Highway system. As proposals for development are brought forward and built out, opportunities to plan for future road connections present themselves. The Town recognizes one such opportunity in Section 12, between the Lone Oak Subdivision and Amber Drive, located southwest of the Lone Oak Subdivision. As the area develops between these two points, a road connection between Eggert Lane within the Lone Oak Subdivision shall be provided for and developed as the land between these two points develop, either in the form of a town road to service future development, or right of way dedication to ensure the connection between Amber Drive and Eggert Lane is preserved.

#### **Conclusion**

Plan implementation is an ongoing process. We anticipate this addendum to the Town of Center's Comprehensive Plan will be implemented primarily through the Development review process (rezonings, subdivisions, and other discretionary land use decisions).

Comprehensive plans can be amended at any time. When an amendment is adopted by the town, that amendment may be considered to be an update that resets the 10 year count for updating the town comprehensive plan. However, as time goes on and more things change within the town, the need for a comprehensive update becomes more critical. While an addendum was appropriate for updating the comprehensive plan in 2021, in the decade that follows the town should continue to evaluate changing conditions and whether additional updates or a full rewrite is warranted.

#### Appendix A: Vision Session Summary Report: Fall 2018

Outagamie County Comp Plan 2040 T. Center Summary Report

#### Initial Meeting - July 9, 2018

#### Issues /Concerns

 Fair/equitable integration of Town plan [into County plan] Roads

#### Visioning Meeting - September 18, 2018 (11 attendees)

(Numbers in parentheses indicate multiple responses)

#### By 2040, housing in the Town of Center includes...

- (5) Single-family homes 80% singlefamily; large lot size
- (3) Multi-family location for multifamily building; 20% multi-family; apartments
- (3) Senior housing 55+; assisted living
- (2) Duplexes and four-plexes
- Green space

- More subdivisions (3) larger lot subdivisions; subdivisions with smaller houses
- More development Meade and Ballard
- No sewer and water [limiting factor];
   will be sewer and water problems
- · No 'tiny houses'

#### By 2040, the transportation system in the Town of Center includes...

- (2) Bike lanes on Meade Street
- (2) Improve STH 47 expand lanes; four-lane
- Improve CTH A four-lane
- Increasing road capacity
- Intersection at CTH A / CTH S
- · Mayflower and Meade Street improved
- · More County road participation
- · More trucking and transportation
- · Transportation for seniors
- Uber / Lyft
- Walking areas

#### By 2040, economic development in the Town of Center includes...

- (4) Limited small business small trade business
- (3) Senior center activities; old folk's home; community center
- Family business
- Farms

- Form industrial park
- Large farms
- Little change, keep more rural
- Restaurants



#### Appendix A: Vision Session Summary Report: Fall 2018 (continued)

Outagamie County Comp Plan 2040 T. Center Summary Report

#### By 2040, parks and recreation in the Town of Center includes...

- (4) None needed no new parks; improve what we have
- Bike routes

More town parks

#### By 2040, the Town of Center has successfully preserved...

- (4) Rural living rural feel; rural areas
- (3) Open spaces
- (2) Farmland
- (2) Small town small is great (2) Close to city / town
- Five restaurants, five churches, one Bean Snappers
- Groundwater
- Subdivisions [more private]
- Wet [areas] and floodplains
- Wooded areas



#### Appendix B: Town Plan Addendum Adoption Documentation

# **CHAPTER 22**

### COMPREHENSIVE PLAN UPDATE THE TOWN OF CENTER, OUTAGAMIE COUNTY, WISCONSIN

The Town Board of the Town of Center, Outagamie County, Wisconsin, do ordain as follows:

SECTION 1. Pursuant to sections 66,1001 of the Wisconsin Statutes, the Town of Center is authorized to prepare and adopt a comprehensive plan as defined in sections 66,1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

SECTION 2. The Planning Committee of the Town of Center by a majority vote of the entire committee recorded in its official minutes, has recommended to the Town Board the adoption of the plan amendment entitled "Addendum to Town of Center Comprehensive Plan -Option 1".

SECTION 3. The Town of Center has held at least one public hearing on this ordinance, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes.

SECTION 4. The Town Board of the Town of Center, Wisconsin, does, by the enactment of this ordinance, formally adopt the plan amendment entitled "Addendum to Town of Center Comprehensive Plan - Option 2" pursuant to section 66,1001(4)(c) of the Wisconsin Statutes.

SECTION 5. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Town Board and publication/posting as required by law.

Adopted January 10, 2022 by requisite vote of the majority of the Town Supervisors of the Town of Center at an open Town Board meeting.

Vote: 3 aye (Schmeichel, Hofacker, Klemp), 2 nay (Paltzer, DeBruin)

Attest: Amy L. Olson - Town Clerk-Treasurer