

A Multi-Jurisdictional Comprehensive Plan for Winnebago County: 2016-2035

Volume 2: Policy Document

Draft 2

Winn Tomorrow

Winnebago Citizen Planning Our Future



Winnebago County, Wisconsin

algoma black wolf clayton menasha neenah nekimi nepeskun omro
oshkosh poygan rushford utica vinland winchester winneconne wolf river

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1. Introduction

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Purpose of a Comprehensive Plan

In October of 1999 the governor signed Wisconsin's "Smart Growth" bill into law, which established a framework for developing comprehensive plans and grant program to help local municipalities fund the preparation of comprehensive plans.

Under the Smart Growth law, local municipalities are not required to adopt a comprehensive plan, unless they engaged in official mapping, subdivision regulation, or local zoning. The legislation established an initial compliance date of January 1, 2010, which was subsequently amended to allow for certain time extensions.

The comprehensive plan is required to address nine elements: issues and opportunities, housing, transportation, utilities and community facilities, agriculture, natural and cultural facilities, economic development, intergovernmental cooperation, land use and implementation.

As part of the Smart Growth law, the state adopted 14 goals as listed below that need to be met in order to receive grant funding for the planning process.

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, woodland, open spaces and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities and regulations to promote efficient development patterns and relatively low municipal, state government and utility costs.
6. Preservation of cultural, historical 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. Provide 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 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 and integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

At its core, a comprehensive plan is a document that describes a long-term vision that a community wants to achieve. It is a broad brush look at the entire community in terms of where it is now and where it would like to be in the coming years. It looks at many parts of the community, how the community functions, and its role in the region.

The vision is depicted with maps showing future conditions and with goals, objectives, and policies. Tasks and activities are also identified that need to be achieved to help implement the plan. By law, this comprehensive plan must look at least 20 years into the future.

Having described what a comprehensive plan is, it's also appropriate to describe what a comprehensive plan is not. Because a comprehensive plan is strategic in scope, it does not focus on physical design elements. It does not design a park for example, although the plan may identify a need for the park and prescribe some parameters for creating one. Neither is a comprehensive plan an engineering document intended to fix safety problems at a particular road intersection, for example. The fine details of design and engineering and many others will flow from the basic direction described in the plan.

Public Participation and Adoption Process

Prior to starting the planning process the Winnebago County Board of Supervisors adopted a public participation plan, consistent with state requirements (§66.1001(4)a, Wis. Stats). It documents the ways residents, local units of government, and others would be involved in the preparation, review, and approval of the 10-year plan update. It is included as Appendix A.

An advisory committee, consisting of 14 members, was established and given the task of developing the first draft of the updated plan. Members of the committee are listed on the acknowledgements page.

Multiple meetings were held at the town level to ensure local input was incorporated into the plan update. After the committee finished its work, it submitted a draft plan to the Winnebago County Planning and Zoning Committee for its consideration. The Planning and Zoning Committee adopted a resolution recommending it to the County Board.

Preparation and adoption of this plan started in 2014 and concluded on February [redacted], 2016, when the Board of Supervisors adopted Ordinance 2016-[redacted], a copy of which is included in Appendix B. Following plan adoption, a copy of the adopted plan was mailed to the surrounding governmental entities, Wisconsin Land Council, and others as required by state law.

"A comprehensive plan is intended to provide a rational basis for making local land-use decisions and to serve as a blueprint for community-wide effort to achieve its vision."

Organization of Plan Document

The comprehensive plan consists of two documents. The first document is the background report and describes current and historical conditions. The second document is referred to as the policy document and focuses on future conditions. For obvious reasons, the policy document is the most important in that it focuses on the future.

Collectively, the background document and policy document constitute the comprehensive plan along with the farmland preservation plan which was adopted in 2011.

Plan Amendments

Since the comprehensive plan was initially adopted in 2006, there have been a number of minor amendments as listed in Table 1.

Table 1. Plan Amendments: 2006-2015

Year	Ordinance Number	General Description
2006	06-LUPA-###_	Winnebago County adopted a countywide comprehensive plan pursuant to the procedures and requirements set forth in s. 66.1001, Wis. Stats.
2007	07-LUPA-002	Winnebago County Planning and Zoning Committee initiated the amendment of the future land use maps for the towns of Algoma, Clayton, Menasha, Neenah, Omro, Utica, Vinland, and Winchester, and the City of Omro.
2008	08-LUPA-001	Property owner initiated future land use map amendment in the town of Neenah to change from "Single-Family" to "Commercial/Industrial."
2008	08-LUPA-003	Property owner initiated future land use map amendment in the town of Clayton to change from "Agriculture" to "Recreation/Conservation."
2008	08-LUPA-004	Winnebago County Planning and Zoning Committee initiated a text amendment to Chapter 22, Section 22.09, altering the boundary of the city of Oshkosh's future land use map.
2010	10-LUPA-001	Winnebago County Planning and Zoning Committee initiated an amendment of the future land use maps for the towns of Algoma, Black Wolf, Clayton, Neenah, Nepeuskun, Omro, Poygan, Rushford, Utica, Winchester, and Wolf River, and the Village of Winneconne.
2011	11-LUPA-001	Winnebago County Planning and Zoning Committee initiated an amendment to include the Farmland Preservation Plan in the County's Comprehensive Future Land Use Plan.
2013	13-LUPA-002	Towns of Utica and Vinland initiated a map amendment of the Farmland Preservation Plan map to include one parcel in the town of Vinland and 12 parcels in the town of Utica.

Statewide and Regional Plans

A number of statewide and regional policy plans have been adopted and were reviewed as appropriate as part of the 10-year update effort (Table 2). They are discussed in more detail in the remainder of the plan when appropriate.

Table 2. Statewide and Regional Plans

Title	State Agency	Year
<i>Connections 2030</i>	Department of Transportation	2009
<i>Wisconsin State Airport System Plan 2030</i>	Department of Transportation	2009
<i>Wisconsin Statewide Comprehensive Outdoor Recreation Plan 2011-2016</i>	Department of Natural Resources	2012
<i>State Rail Plan 2030</i>	Department of Transportation	2014
<i>Wisconsin Consolidated Housing Plan; 2010-2014</i>	Department of Administration	2009
<i>Wisconsin Historic Preservation Plan; 2006-2015</i>	Wisconsin Historical Society	2005
<i>State of Wisconsin Hazard Mitigation Plan</i>	Wisconsin Emergency Management	2009
<i>Long Range Transportation/Land Use Plan: 2015</i>	East Central Wisconsin Regional Planning Commission	Pending
<i>Comprehensive Economic Development Strategy</i>	East Central Wisconsin Regional Planning Commission	2014

Major Trends and Events Since Adoption of 2006 Comprehensive Plan

Since the adoption of Winnebago County's comprehensive plan in 2006 there have been a number of noteworthy trends and events that were considered in the preparation of this 10-year update as described below.

- The United States entered the "Great Recession" in December 2007. Although the recession officially ended in 2009, the effects — historic job loss, a stagnant housing market, and an unprecedented number of home foreclosures — have lingered for years.
- Nearly 1,000 employees in the Defense Division of Oshkosh Corporation were laid off as the demand for military tactical vehicles has continued to decline.
- East Central Wisconsin Regional Planning Commission (ECRPC) obtained a grant from the U.S. Department of Defense, Office of Economic Adjustment and initiated the Oshkosh Region Defense Diversification Initiative (ORDIDI). Efforts are currently underway to help dislocated workers and supply chain businesses affected by the downsizing of Oshkosh Corporation.
- Winnebago County adopted a farmland preservation plan in 2011 as required under s. 91.10(1), Wis. Stats. The five-year update of that plan is anticipated to begin in 2016.
- Winnebago County adopted a comprehensive rewrite of its zoning regulations in 2009. Four towns that were previously part of countywide zoning elected to adopt their own zoning regulations. They are Clayton, Menasha, Oshkosh, and Winchester.
- The physical infrastructure of the county improved in certain locations. Roundabouts were installed in many locations throughout the county. Major improvements were made to Highway 45 including lane expansion.
- The towns of Algoma, Black Wolf, and Nekimi adopted a boundary agreement with the City of Oshkosh.
- The Wisconsin Court of Appeals in *Stephen Hegwood v. Town of Eagle Zoning Board of Appeals* ruled that Towns do not have zoning authority in county shoreland areas. With that ruling, 90,570.5 acres in the County were removed from Town zoning authority, which represents about 36 percent of the unincorporated land area.

- The East Central Wisconsin Regional Planning Commission (ECWRPC) prepared the *Appleton (Fox Cities) Transportation Management Area & Oshkosh Metropolitan Planning Organization Bicycle and Pedestrian Plan - 2014*
- The Town of Menasha adopted a Bicycle & Pedestrian Plan on May 11, 2015.

2. Plan-Based Forecasts

Overview

This chapter presents each of the four 5-year forecasts that are fundamental to the preparation of this plan. The Smart Growth legislation requires that the plan be based on population forecasts over the 20-year planning horizon (2016 through 2035). The anticipated population base can then be translated into the number of additional housing units that will be needed over the planning period to accommodate the anticipated population base. This same section of the legislation also requires a set of 20-year forecasts for employment.

The final set of forecasts relate to future land use and arises out of the forgoing forecasts. The future land use plan must show additional land for development to accommodate the anticipated number of new households and to facilitate the addition of new employment opportunities. Table 3 presents the four sets of forecasts. Each of the following sections in this chapter presents background information about each and describes in more detail how they were prepared.

Table 3. Plan-Based Forecasts, Incorporated and Unincorporated Areas of Winnebago County: 2016 to 2035

	2016 to 2020	2021 to 2025	2026 to 2030	2031 to 2035	2016 to 2035
Incorporated Areas [1]					
Additional population [2]	3,940	3,290	2,735	1,165	11,130
Additional household population	3,758	2,970	2,385	815	9,928
Additional households	1,998	1,679	1,427	817	5,921
Additional housing units	2,146	1,802	1,531	874	6,353
Additional land for development (acres)	820	646	521	178	2,164
Unincorporated Areas					
Additional population [2]	3,185	2,890	2,715	1,865	10,655
Additional household population	3,177	2,880	2,704	1,853	10,614
Additional households	1,431	1,331	1,272	974	5,008
Additional housing units	1,542	1,431	1,370	1,040	5,383
Additional land for development (acres)	1,982	1,795	1,686	1,156	6,623

Notes:

1. Includes the Village of Winneconne and the cities of Appleton, Menasha, Neenah, Omro, and Oshkosh
2. The total population includes those living in an institutional setting and those living in households.

Population

According to population projections prepared by the Demographic Services Center, the county's population is projected to increase to 191,710 residents by 2035 (Table 4). This represents an increase of 21,785 residents; 11,130 in the incorporated areas and 10,655 in the unincorporated areas.

Table 4. Population, Winnebago County and Municipalities: 2010-2035

Municipality	2010 Census	2015 Projection	2020 Projection	2025 Projection	2030 Projection	2035 Projection	Change 2015-2035
Town							
Algoma	6,822	7,150	7,770	8,360	8,925	9,375	2,225
Black Wolf	2,410	2,445	2,535	2,605	2,670	2,695	250
Clayton	3,951	4,140	4,510	4,855	5,200	5,470	1,330
Menasha	18,498	18,950	20,070	21,080	22,020	22,680	3,730
Neenah	3,237	3,495	3,810	4,110	4,400	4,635	1,140
Nekimi	1,429	1,425	1,445	1,460	1,470	1,460	35
Nepeuskun	710	740	775	805	835	855	115
Omro	2,116	2,175	2,300	2,415	2,520	2,595	420
Oshkosh	2,475	2,470	2,475	2,475	2,465	2,415	-55
Poygan	1,301	1,340	1,435	1,530	1,615	1,680	340
Rushford	1,561	1,590	1,655	1,715	1,765	1,790	200
Utica	1,299	1,330	1,400	1,460	1,515	1,550	220
Vinland	1,765	1,740	1,755	1,755	1,750	1,720	-20
Winchester	1,763	1,795	1,870	1,940	2,000	2,030	235
Winneconne	2,350	2,405	2,540	2,650	2,760	2,830	425
Wolf River	1,189	1,190	1,220	1,240	1,260	1,255	65
Village							
Winneconne	2,383	2,410	2,495	2,550	2,600	2,620	210
City							
Appleton [1]	1,490	1,540	1,680	1,820	1,950	2,055	515
Menasha [1]	15,144	15,110	15,330	15,460	15,520	15,380	270
Neenah	25,501	26,010	26,990	27,810	28,520	28,870	2,860
Omro	3,517	3,575	3,740	3,885	4,020	4,100	525
Oshkosh	66,083	66,900	69,250	71,250	72,900	73,650	6,750
Winnebago County	166,994	169,925	177,050	183,230	188,680	191,710	21,785

Source: Wisconsin's Future Population, Projections for the State, Its Counties and Municipalities, 2010 - 2040, Demographic Services Center, Wisconsin Department of Administration

Notes:

1. Municipality located in Winnebago County and another county.
2. The reference date in each projection year is April 1.
3. Projections are based on the municipal boundaries as of October 1, 2013.
4. The projection methodology controls for population acquired or lost through reported annexations or boundary agreements back 1990. In addition, the methodology controls for large group quarters changes, such as new correctional institutions. However, no assumptions are made for future annexations, boundary changes or large group quarters' openings, expansions or closures.

Because a certain percentage of the population will be living in an institutional setting (e.g., correctional facility, nursing home, group home), forecasts were also prepared showing the population living in a household setting. This step is needed to accurately estimate the number of

acres needed for residential purposes. For the purpose of this plan, it is assumed that roughly 5 percent of the total population will be living in a non-household situation over the next 20-year period.

Over the next 20 years, household population is expected to increase by 20,542 residents (Table 5).

These forecasts do not anticipate a significant increase in the population at the Winnebago County Correctional Facility or at the Oshkosh Correctional Facility. Most of the additional growth will occur in nursing homes and similar settings.

Table 5. Household Population, Winnebago County and Municipalities: 2010-2035

Municipality	2010 Census	2015 Projection	2020 Projection	2025 Projection	2030 Projection	2035 Projection	Change 2015-2035
Town							
Algoma	6,812	7,140	7,759	8,348	8,912	9,361	2,221
Black Wolf	2,408	2,443	2,533	2,603	2,668	2,693	250
Clayton	3,951	4,140	4,510	4,855	5,200	5,470	1,330
Menasha	18,367	18,819	19,933	20,935	21,866	22,517	3,698
Neenah	3,231	3,489	3,803	4,103	4,392	4,626	1,137
Nekimi	1,421	1,417	1,437	1,452	1,462	1,452	35
Nepeuskun	710	740	775	805	835	855	115
Omro	2,116	2,175	2,300	2,415	2,520	2,595	420
Oshkosh	2,475	2,470	2,475	2,475	2,465	2,415	-55
Poygan	1,301	1,340	1,435	1,530	1,615	1,680	340
Rushford	1,561	1,590	1,655	1,715	1,765	1,790	200
Utica	1,290	1,321	1,391	1,450	1,505	1,539	218
Vinland	1,765	1,740	1,755	1,755	1,750	1,720	-20
Winchester	1,763	1,795	1,870	1,940	2,000	2,030	235
Winneconne	2,350	2,405	2,540	2,650	2,760	2,830	425
Wolf River	1,189	1,190	1,220	1,240	1,260	1,255	65
Village							
Winneconne	2,383	2,410	2,495	2,550	2,600	2,620	210
City							
Appleton [1]	1,431	1,481	1,616	1,750	1,874	1,972	491
Menasha [1]	14,996	14,966	15,186	15,313	15,370	15,227	261
Neenah	25,224	25,735	26,708	27,516	28,214	28,551	2,816
Omro	3,448	3,507	3,669	3,811	3,942	4,018	511
Oshkosh	58,563	59,482	61,665	63,369	64,694	65,121	5,639
Winnebago County	158,755	161,795	168,730	174,580	179,669	182,337	20,542

Source: Wisconsin's Future Population, Projections for the State, Its Counties and Municipalities, 2010 - 2040, Demographic Services Center, Wisconsin Department of Administration

Notes:

1. Municipality located in Winnebago County and another county
2. The reference date in each projection year is April 1
3. Projections are based on the municipal boundaries as of October 1, 2013

In addition to the resident population, it is often important to consider the non-resident population, and especially major tourist events. Table 6 highlights those tourist events that draw a significant number of non-residents to the county.

Table 6. Major Tourist Events in Winnebago County

Typical Attendance	Event and Description
750,000	EAA AirVenture in Oshkosh is the world's largest gathering for recreational pilots and aviation enthusiasts
Not known	Lifester near Oshkosh (Wisconsin's largest Christian music festival)
Not known	Rock USA near Oshkosh
152,500	Country USA near Oshkosh
10,000	Fair on the Green at the Paine Art Center and Gardens in Oshkosh
8,000	One of the largest 4th of July celebrations in the area occurs in Omro. Festivities include an arts and crafts fair.
4,000	The Festival of Spring in Oshkosh is a free outdoor festival typically in May.
4,000	Bergstrom-Mahler Museum Arts Festival at Riverside Park in Neenah.
1,700	Oshkosh hosts the Holiday Wonders Shopping Expo and Craft Fair in November
1,200	Neenah Streetball Challenge - over 300 teams participated in 2014

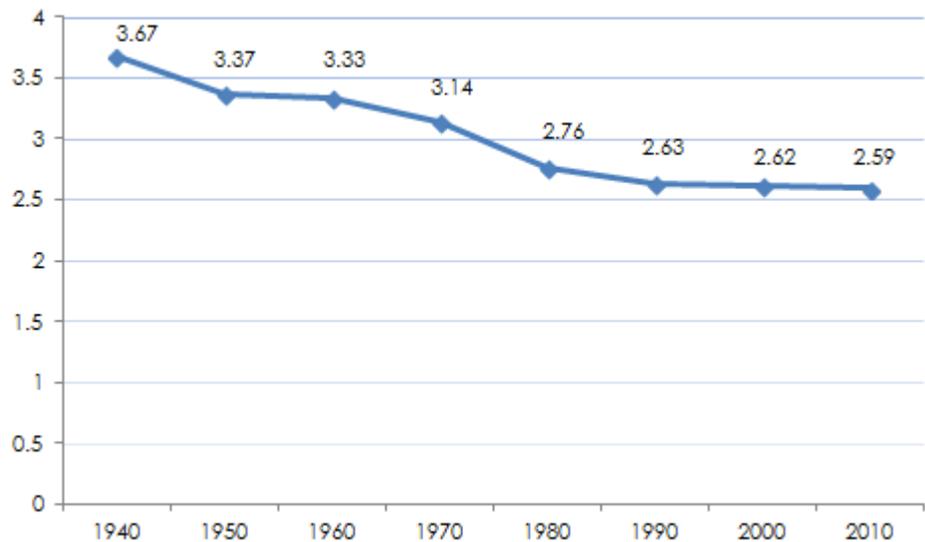
Source: Various including Travel Wisconsin, 2013 Art and Crafts Directory, Travel Wisconsin Fall/Winter Event Guide

Housing

Having established the anticipated resident population living in a household setting, it is possible to forecast the number of housing units that will be needed to accommodate the growing population.

The number of households was estimated by dividing the anticipated population living in a household by the average household size for each of the time periods. Nationally, the average household size has been on a steady downward trend for a number of decades as shown in Exhibit 1. This trend is also evident throughout much of Wisconsin and in Winnebago County. From 2000 to 2010, the average household size in Winnebago County declined from 2.43 to 2.34. It should be noted that during 2010, the average household size in Winnebago County was significantly lower than in the United States as a whole (2.59). It is anticipated this trend will continue

Exhibit 1. Average Household Size, United States: 1940 to 2010



Source: US Census

throughout the planning period in Winnebago County, but at a slower rate of decline, and cause the figure to drop to about 2.26 in 2035 (countywide) (Table 7).

This demographic trend suggests that even if the population of the county did not grow, additional housing units would be needed to account for a smaller number of people living in each housing unit.

Table 7. Average Household Size, Winnebago County and Municipalities: 2010-2035

Municipality	2010 Census	2015 Projection	2020 Projection	2025 Projection	2030 Projection	2035 Projection
Town						
Algoma	2.78	2.75	2.73	2.71	2.70	2.67
Black Wolf	2.46	2.44	2.42	2.40	2.39	2.37
Clayton	2.75	2.72	2.70	2.69	2.67	2.65
Menasha	2.31	2.29	2.27	2.26	2.24	2.22
Neenah	2.63	2.61	2.59	2.57	2.55	2.53
Nekimi	2.52	2.49	2.48	2.46	2.44	2.43
Nepeuskun	2.56	2.54	2.52	2.51	2.49	2.47
Omro	2.56	2.54	2.52	2.51	2.49	2.47
Oshkosh	2.38	2.35	2.34	2.32	2.31	2.29
Poygan	2.50	2.48	2.46	2.44	2.43	2.41
Rushford	2.55	2.52	2.51	2.49	2.47	2.45
Utica	2.51	2.49	2.47	2.45	2.44	2.42
Vinland	2.45	2.43	2.41	2.39	2.38	2.36
Winchester	2.55	2.52	2.51	2.49	2.47	2.45
Winneconne	2.48	2.46	2.44	2.42	2.41	2.39
Wolf River	2.21	2.19	2.17	2.16	2.15	2.13
Village						
Winneconne	2.32	2.30	2.28	2.27	2.25	2.23
City						
Appleton [1]	2.09	2.07	2.05	2.04	2.03	2.01
Menasha [1]	2.27	2.25	2.23	2.22	2.20	2.18
Neenah	2.36	2.34	2.32	2.31	2.29	2.27
Omro	2.43	2.41	2.39	2.37	2.36	2.34
Oshkosh	2.24	2.22	2.21	2.19	2.18	2.16
Winnebago County	2.33	2.32	2.30	2.29	2.28	2.26

Source: Wisconsin's Future Population, Projections for the State, Its Counties and Municipalities, 2010 - 2040, Demographic Services Center, Wisconsin Department of Administration

Notes:

1. Municipality located in Winnebago County and another county
2. The reference date in each projection year is April 1
3. Projections are based on the municipal boundaries as of October 1, 2013

Table 8 shows the anticipated number of households over the 20-year planning horizon.

Table 8. Households, Winnebago County and Municipalities: 2010-2035

Municipality	2010 Census	2015 Projection	2020 Projection	2025 Projection	2030 Projection	2035 Projection	Change 2015-2035
Town							
Algoma	2,453	2,595	2,839	3,076	3,306	3,501	906
Black Wolf	979	1,003	1,046	1,083	1,117	1,137	134
Clayton	1,438	1,521	1,668	1,808	1,949	2,068	547
Menasha	7,948	8,220	8,764	9,268	9,746	10,121	1,901
Neenah	1,228	1,338	1,469	1,595	1,719	1,826	488
Nekimi	564	568	580	590	598	598	30
Nepeuskun	277	291	307	321	336	346	55
Omro	825	856	911	963	1,012	1,051	195
Oshkosh	1,041	1,049	1,058	1,065	1,068	1,055	6
Poygan	520	541	583	626	665	697	156
Rushford	613	630	660	689	714	730	100
Utica	514	531	563	591	618	637	106
Vinland	721	717	728	733	736	730	13
Winchester	692	711	746	779	809	828	117
Winneconne	948	979	1,041	1,094	1,147	1,186	207
Wolf River	538	543	561	574	587	590	47
Village							
Winneconne	1,027	1,048	1,093	1,124	1,154	1,173	125
City							
Appleton [1]	686	716	787	858	925	982	266
Menasha [1]	6,612	6,660	6,803	6,908	6,980	6,974	314
Neenah	10,694	11,012	11,505	11,935	12,321	12,573	1,561
Omro	1,419	1,457	1,534	1,605	1,671	1,718	261
Oshkosh	26,138	26,796	27,965	28,936	29,742	30,190	3,394
Winnebago County	67,875	69,782	73,211	76,221	78,920	80,711	10,929

Source: Wisconsin's Future Population, Projections for the State, Its Counties and Municipalities, 2010 - 2040, 2013, Demographic Services Center, Wisconsin Department of Administration

Notes:

1. Municipality located in Winnebago County and another county
2. The reference date in each projection year is April 1
3. Projections are based on the municipal boundaries as of October 1, 2013

Having established the number of households that will be living in the county, it is necessary to determine the number of housing units that will be needed to house them. The number of housing units will, more often than not, exceed the number of households in that a certain share of the housing units will be vacant at any point in time. They may be vacant because it is not considered a primary residence, because it is for rent or for sale, or simply not occupied. The calculated number of housing

units is shown in Table 9 based on the 2010 occupancy rate, which ranges from a low of 63 percent in the Town of Wolf River to a high of 97 percent in the towns of Algoma and Clayton.

Table 9. Housing Units, Winnebago County and Municipalities: 2010-2035

Municipality	2010 Census	2015 Projection	2020 Projection	2025 Projection	2030 Projection	2035 Projection	Change 2015-2035
Town							
Algoma	2,533	2,681	2,933	3,178	3,415	3,617	936
Black Wolf	1,120	1,148	1,197	1,239	1,278	1,301	153
Clayton	1,488	1,575	1,727	1,872	2,018	2,141	566
Menasha	8,358	8,644	9,216	9,746	10,248	10,642	1,998
Neenah	1,276	1,391	1,527	1,658	1,787	1,898	507
Nekimi	586	590	603	613	622	622	32
Nepeuskun	325	342	360	377	394	406	64
Omro	932	967	1,029	1,088	1,144	1,188	221
Oshkosh	1,188	1,197	1,208	1,216	1,219	1,204	7
Poygan	680	707	762	818	869	911	204
Rushford	682	701	734	766	794	812	111
Utica	542	560	594	623	652	672	112
Vinland	774	769	781	786	790	783	14
Winchester	749	769	807	843	876	896	127
Winneconne	1,173	1,212	1,288	1,354	1,420	1,468	256
Wolf River	849	856	885	905	926	931	75
Village							
Winneconne	1,198	1,223	1,275	1,312	1,347	1,369	146
City							
Appleton [1]	715	747	821	895	965	1,024	277
Menasha [1]	7,132	7,184	7,339	7,452	7,530	7,523	339
Neenah	11,313	11,653	12,175	12,630	13,038	13,305	1,652
Omro	1,537	1,579	1,662	1,739	1,810	1,861	282
Oshkosh	28,179	28,875	30,135	31,181	32,050	32,532	3,657
Winnebago County	73,329	75,370	79,058	82,291	85,192	87,106	11,736

Source: Civi Tek Consulting

Notes:

1. Municipality located in Winnebago County and another county
2. The reference date in each projection year is April 1
3. Projections are based on the municipal boundaries as of October 1, 2013

Land Use

Projections for future development were prepared to show how much land will be needed to accommodate a growing population. These projections are based on the additional population being added and a per capita value derived from the 2010 land use inventory (Table 10).¹

Table 10. Land Use, Incorporated and Unincorporated Areas of Winnebago County: 2010

Land Use	Acres per Capita [1]		
	Cities and Village [2]	Unincorp.	Winnebago County
Single family residential	0.072	0.272	0.139
Farmsteads	0	0.087	0.029
Multi-family	0.010	0.005	0.008
Mobile home parks	0.001	0.002	0.001
Commercial	0.023	0.022	0.022
Industrial	0.017	0.021	0.018
Quarries	0.001	0.024	0.009
Institutional facilities	0.021	0.007	0.016
Transportation	0.052	0.225	0.109
Utilities/Communications	0.004	0.007	0.005
Recreational facilities	0.017	0.039	0.025

Source: Civi Tek Consulting

Notes:

1. Based on household population; refer to the housing chapter in the Background Document
2. Includes the Village of Winneconne and the cities of Appleton, Menasha, Neenah, Omro, and Oshkosh

It is estimated that about 2,160 acres will be needed in the incorporated areas to accommodate growth and about 6,620 acres in the unincorporated areas (Table 11 and 12).

¹ See the land use chapter in the Background Document for additional details.

Table 11. Land Needs (Acres) for Development, Incorporated Areas of Winnebago County: 2016-2035

Land Use	2016 to 2020	2021 to 2025	2026 to 2030	2031 to 2035	2016 to 2035
Single family residential	271	214	172	59	715
Multi-family	38	30	24	8	99
Mobile home parks	4	3	2	1	10
Commercial	86	68	55	19	228
Industrial	64	50	41	14	169
Quarries	4	3	2	1	10
Institutional facilities	79	62	50	17	208
Transportation	195	154	124	42	516
Utilities/Communications	15	12	10	3	40
Recreational facilities	64	50	41	14	169
Total	820	646	521	178	2,164

Source: Civi Tek Consulting

Notes:

1. Includes the Village of Winneconne and the cities of Appleton, Menasha, Neenah, Omro, and Oshkosh

Table 12. Land Needs (Acres) for Development, Unincorporated Areas of Winnebago County: 2016-2035

	2016 to 2020	2021 to 2025	2026 to 2030	2031 to 2035	2016 to 2035
Single family residential	864	783	735	504	2,887
Multi-family	16	14	14	9	53
Mobile home parks	6	6	5	4	21
Commercial	70	63	59	41	234
Industrial	67	60	57	39	223
Quarries	76	69	65	44	255
Institutional facilities	22	20	19	13	74
Transportation	715	648	608	417	2,388
Utilities/Communications	22	20	19	13	74
Recreational facilities	124	112	105	72	414
Total	1,982	1,795	1,686	1,156	6,623

Source: Civi Tek Consulting

Employment

Employment projections are based on the amount of land needed for development purposes to accommodate the growing population. Various factors are applied to the land area requirements to estimate new non-farm employment over the next 20 years.

During the first five-year increment, it is anticipated that the land needed for commercial and industrial land uses could potentially support 5,700 additional jobs (Table 13).

Table 13. New Non-Farm Jobs Based on Land Allocations; Incorporated and Unincorporated Areas of Winnebago County: 2016 to 2035

Incorporated Areas	2016 to 2020	2021 to 2025	2026 to 2030	2031 to 2035	2016 to 2035
Commercial	1,608	1,272	1,029	355	4,264
Industrial	698	545	447	153	1,843
Institutional facilities	50	37	25	12	124
Total	2,356	1,854	1,501	520	6,231
Unincorporated Areas					
Commercial	868	781	732	508	2,889
Industrial	583	522	496	339	1,940
Institutional facilities	273	248	236	161	918
Total	1,724	1,551	1,464	1,008	5,747

Source: Civi Tek Consulting

Notes: This analysis is intended to look at the potential for new jobs and does not constitute a prediction or projection.

3. Future Land Use

Future land use maps are included in Appendix C. It should be emphasized that these maps were generated by the individual towns and also the municipalities.

4. Future Transportation

The Wisconsin Department of Transportation maintains a state highway system consisting of nearly 12,000 miles and utilizes a Six-Year Highway Improvement Program to plan and schedule projects statewide.

The WIS 441 Tri-County Project is an ongoing project that will improve traffic flow on US 10. Given the scope of the project, work has been staged since construction began in 2014. Construction should be completed in 2021.

Winnebago County Highway Department is working on a number of major road projects as listed in Table 14.

Table 14. Major County Road Projects

County Highway	Segment	General Description	Anticipated Timeline
CB	Intersection at Oakridge Road	Traffic Safety Study	Construction in 2017
G	Bridge one mile west of US 41	Culvert/bridge reconstruction	Construction in 2016
I	Ripple Road to Oshkosh City Limits	Reconstruction	Construction in 2017-18
N	Bridge located just east of James Road	Culvert/bridge reconstruction	Construction in 2016

Source: Winnebago County Highway Department (as of August 25, 2015)

5. Future Community Facilities

As shown in Table 15, the facilities operated by Winnebago County are generally adequate for the next 20 years. An assessment of utilities and community facilities at the local level are provided in each of the local plans.

Table 15. County Facility Assessment

County Facility	Status 2015	2016-2021	2021-2025	2026-2030	2031-2035
Administrative offices	Adequate	--	--	--	--
Highway Department	Adequate	--	--	--	--
Sherriff's Department	Adequate	--	--	--	--
County Parks	Generally Adequate	On-going upgrades and maintenance consistent with the county's 5-year park and recreation plan as may be amended.			

6. Goals and Objectives

Overview

This section includes a series of goals and objectives that will help guide the future growth of Winnebago County. A goal describes a long-term target that is typically broad in scope. In contrast, an objective tends to be more specific and is achievable. In addition, this chapter includes recommendations for action.

Housing

Goal: To achieve a provision of housing choices for all residents, including different age, income, and special need levels, that protect the environments, balance fiscal constraints with available services, and promote a strong economy.

Objectives:

1. Promote the availability of land for the development and redevelopment of all income (including low and moderate income), all age groups including elderly), and special need housing.
2. Maintain and rehabilitate the existing housing stock.
3. Promote orderly housing development that provides vital infrastructure balanced with reasonable and equitable taxes.
4. Promote small compact development that integrates open/green space into development.
5. Promote large areas with low population density in the rural areas and small areas with high population density in the urban areas.
6. Promote housing that maintains and develops healthy urban centers.
7. Develop a functional housing system that makes housing available to a variety of employees upon which our economy is dependent.
8. Integrate housing development with goals and objectives of the other functional elements of the

comprehensive plan.

9. Collaborate with profit, non-profit, and governmental organizations to address implementation of tools to address housing issues and opportunities in Winnebago County.

Recommendations:

The policies listed below are intended to support residential development in both urban and rural areas. It is the intent of this plan that all land use decisions regarding housing should take into account projected growth, site issues, accommodating the need for different housing types, and community values.

Efficient residential development is critical to the long-term preservation of the quality of life and values of the residents in Winnebago County. Maximizing and clustering development to areas where amenities are available, using conservation, and traditional neighborhood design techniques to accomplish this will be important. The County should work with local governments to enhance, develop, and implement these recommendations.

1. **Plan for sufficient residential development.** Planning for future residential development should be based on reasonable projections of population and household growth. Land use plans should accommodate at least 20 years of projected residential development. No more than twice the amount of land needed to accommodate housing for the next 20 years should be designated for residential development. The development areas should be consistent with local values and of densities and types consistent with service requirements. Plans for residential development should be coordinated with plans for surrounding areas.
2. **Plan for housing in proximity to amenities.** New housing should be directed to areas with amenities such as sewer service areas, sanitary district, transportation arterials, schools etc. as they are available within communities.
3. **Encourage an even distribution of various types of housing.** Affordable, elderly, and multi-family housing should be effectively located and integrated throughout the County. Housing should be near services, transportation corridors, and community services and not isolated.
4. **Encourage housing maintenance and rehabilitation.** The County and local municipalities should work together to use the various funding programs available to residents for the maintenance and rehabilitation of existing residential units.
5. **Pursue funding for developing affordable housing.** The County and local municipalities should work together to use the state, federal and local funding programs available for developing affordable housing.
6. **Strengthen site and design guidelines for mobile/manufactured housing.** Manufactured housing and mobile homes are a source of affordable housing in Winnebago County. The county should review its current ordinance that govern Mobile/manufactured housing and revise them as necessary to address issues such home size, placement, roofing, and siding. In addition, site design concerns such as density of units, open/park space should be included.
7. **Encourage conservation development patterns in rural areas.** In land, surrounding agricultural areas allow for lower density housing, use conservation and other techniques to maintain the character of the area. The County should work with local communities to provide detailed guidelines on the siting of homes (and driveways) in agriculture areas. Any necessary ordinance revisions required to accommodate 'cluster subdivisions' should be made at the county level and encourage at the local level.
8. **Encourage traditional neighborhood design (TND) standards.** In the design of residential development in urbanized and urbanizing areas, the concepts of traditional neighborhood

design should be used. Creating walkable neighborhoods, with a mix of housing option and uses, take advantage of amenities that more urban area can provide. The county should develop model TND design standards that could be used by local communities.

9. **Preserve important natural features.** Preserve and enhance natural resources, environmental systems, and recreational facilities that define, connect, and add character to neighborhoods. Promote and preserve connectivity of roadways and environmental systems, and preserve rural character.

Transportation

Goal: To achieve a safe, efficient, and environmentally sound transportation system that provides personal mobility for all Segments of the population and supports the economy of the County.

Objectives:

1. **Integrated planning.** Because of the direct link between land use planning and its effect on transportation, Winnebago County must integrate the transportation program with other elements of this plan.
2. **Maximize system effectiveness for all residents.** To plan for the travel needs of the region's population through consideration of the capabilities and preferences of all population subgroups and in so doing determine the relative effectiveness of various system alternatives.
3. **Connectivity.** Encourage municipal connectivity to future developments.
4. **Local input.** Work to raise the level of local input into regional transportation decisions.

Utilities and Community and Facilities

Goal: To achieve maintenance and development of quality public services and facilities that provide for recreational opportunities, a low crime rate, strong rural and urban economies, a clean environment, and reasonable and equitable taxes.

Objectives:

1. Promote the expansion, maintenance, and rehabilitation of utilities and community facilities to achieve housing, economic development, land use and other comprehensive planning goals.
2. Provide a pedestrian and bicycle path system connecting the county.
3. Promote community development initiatives that maintain and enhance the quality education system.
4. Provide community services that maintain the low crime rate.
5. Use the capacity of utilizes and community facilities to direct future growth.
6. Develop nature-based recreational resources.

Recommendations:

1. **Coordinate community facilities and utility system planning** Community facilities and utility planning should be coordinated with land use, transportation, and natural resource planning. Local communities, county and regional planning efforts should be closely coordinated to ensure the efficient delivery of services to the community. This can be accomplished by creating a close working relationship between planning entities such as the ECWRPC and the County. The location and design of proposed land development should make effective and efficient use of utilities and community services. Ensure that proposed development does not overburden existing facilities.

2. **Establish minimum Level of Service (LOS) Standards** The county should work with local and regional agencies and departments to establish minimum LOS standards for the county. The ECWRPC has established thresholds and standards for LOS for single-family (based on density), Commercial, and Industrial Developments. The County could either endorse these standards for LOS or revise them to suit the needs of communities in Winnebago County.
3. **Direct intensive development to areas where utilities, community facilities, and public services are available.** Work with towns to encourage clustering and/or more intensive development so that community facilities and services (e.g. school bus routes, snow removal, police patrol) can be provided in a cost-effective manner.
4. **Provide the appropriate and cost efficient level of community services.** Ensure the appropriate level of community services and administrative facilities and practices while striving for a low tax levy. Encourage towns to explore joint service agreements with neighboring towns and municipalities where consolidating and coordinating services will result in better services and/or cost savings. Support cooperative public sanitary sewer service area planning as a means to provide efficient utility services to properly manage growth.
5. **Ensure adequate capacity in utility services to accommodate projected growth for the next 20 years.** Coordinate future land development with planned improvements to public sanitary sewer systems and planned improvements to public water systems. Plan for enlarging and/or modifying services to fit projected demand.
6. **Regulate private on-site waste disposal systems.** Most development in the County's unincorporated areas (not served by sewer), utilize private on-site sewage systems. Systems used include mound systems and holding tanks. COMM 83 allows for both conventional systems and advanced pre-treatment systems for residential development. These rules have significant implications for rural communities. Properties with soil depths or types unsuitable for conventional systems can be developed and serviced by advanced pre-treatment sewage systems. COMM 83 allows Wisconsin counties to further regulate private on-site waste disposal systems through a county sanitary code and permitting process.

The county should revise its ordinances to allow holding tanks as a last resort, for the development of a site, if the site is unsuitable for any other type of private sewage system. The ordinance should restore the requirement to connect to public sewer when it becomes available.

The county should work with towns to create special assessments for system maintenance, to address issues related to failing septic systems. The County should promote the state's grant program called the Wisconsin Fund, to help repair and replace failing septic systems.

7. **Assist in the expansion of public and/or utility systems.** The ability for utilities to expand to meet demand is critical to maintaining an adequate level of service to the community as it grows. As utilities cross a variety of municipal boundaries, it is essential the County act as a coordinator for expansion efforts initiated by public and/or private service entities.
8. **Develop and implement the Winnebago County recreation plan.** Developing a coordinated and integrated countywide recreation plan will ensure the provision of recreation facilities to all areas of the County. This may identify opportunities for recreation amenities for the shared park facilities and coordinating public, identify opportunities for the purchase of new facilities and improvement for existing facilities. WisDNR requires counties to update their recreation plan every five years in order to remain eligible for State Stewardship and federal Land and Water Conservation funds, available through WisDNR each year. These funds can assist the County with acquisition and development of parks and trails.

9. **Enhance park facilities.** Park facilities provide Winnebago County residents with both active and passive recreational opportunities and enhance overall quality of life. The following are recommendations to enhance park facilities in the County:
 - Provide new park facilities within areas planned for significant residential development
 - Improve the County's existing parks with a range of facilities designed to serve the entire community
 - Work with local governments on the possibility of providing shared park facilities
 - Work with DNR and other local communities to acquire more park and recreational facilities in the county.
 - Coordinate community volunteers to improve and maintain parks
 - Develop a system in which users of recreational areas can provide feedback on desired facilities and improvements
 - Work on developing parks, recreational areas, and trails as a key component of Winnebago County's Economic Development strategy.
 - Improve and maintain non-motorized recreational facilities (hiking, off-road biking routes, horseback riding trails, cross-country ski trails and canoe and kayak routes).
 - Improve and maintain motorized recreational facilities (snowmobile trails, all-terrain vehicles (ATV) trails, lake and steam access).
10. **Libraries.** The County should work with respective communities on reviewing formulas for funding library services.
11. **Medical facilities.** As the population in Winnebago County ages, it will be important for there to be a consistent review of services offered within the community. The County should anticipate these increased demands for facilities and services and develop plans to accommodate them as needed.
12. **Educational Facilities.** In general, new schools should be located within or adjacent to planned residential development areas. The opportunities for co-development of recreational facilities suggest that Public Park and school sites should be located together wherever possible. Actual site selection for future schools should occur only after completion of detailed analysis of existing school capacities and growth trends, and development criteria for future school site selection. The county, working with local governments, should help the school districts identify, map, and secure land for future school construction in advance of the need for such facilities. Partnerships between educational institutions, local businesses, and governments should be encouraged in an effort to retain younger workers in Winnebago County. Programs in local colleges and technical schools should be directed to actual training needs of local workers and businesses.
13. **Childcare facilities.** The County should work with local governments and the County Industrial Development Board to promote the provision of childcare services within businesses and near job centers. The IDB could assist in facilitating joint day care by multiple businesses.
14. **Law enforcement.** The Winnebago County Sheriff's Department serves as the primary law enforcement agency to all towns in the County. The sheriff's department should work closely with local units of government to ensure that they have the necessary facilities and resources to provide the service needs in the community, and are able to offer these services in a cost effective and efficient manner.
15. **Fire and rescue facilities.** The County should continue to support cooperative fire service agreements and the operation of volunteer fire departments in rural areas. The County should also work with towns and the state to ensure that the departments have adequate equipment

and training. The County should work with towns to address specific deficiencies in water supply and/or water storage areas that affect fire protection.

16. **County administrative facilities.** The County administrative facilities are located in the City of Oshkosh. An ongoing evaluation of space needs in order to facilitate the convenient use of county services by the public should be conducted. Space and expansion needs should be evaluated at regular intervals and accommodated into long-range capital improvement plans.
17. **Private facilities and utilities.** There are several facilities owned by private or quasi-public entities in Winnebago County that are open to the public for recreational use. The County should support the continued operation of these facilities, which benefit all county residents. As some of these "quasi-public" lands may be disposed of by their current owners the County should play an active role in attempting to preserve all or part of these facilities for public use over the next 20-year planning period.

Economic Development

Economic development policies and programs in Winnebago County are to achieve maintenance and enhancement of a strong economic base through economic diversification, labor force education and development, and efficient movement of goods, services, and employees that also protects our quality environment and community atmosphere.

Objectives:

1. Promote the availability of land for the orderly commercial and industrial development that supports healthy rural and urban economies through redevelopment, retention, and attraction.
2. Maintain, improve and develop transportation systems that effectively move goods, services, and employees to foster economic development.
3. Maintain and promote the agriculture economy through comprehensive planning policies.
4. Use brownfield sites for redevelopment opportunities.
5. Capitalize on economic development programs available from the local, state and federal level.
6. Promote a community atmosphere and educational system that retains and attracts a quality labor force that is paid livable wages.
7. Foster a system in which business, industry, and the educational institutions work together in order to develop the labor force and the economy.
8. Continual review of emerging economic sectors, and programs to support those trending sectors, e.g. the Health Care Industry.

Recommendations: The economic development policies included below are intended to support commercial and industrial development in both urban and rural areas. It is the intent of the plan that all land use decisions take into account the economic base of the community. The County should work with local governments to enhance, develop, and implement these recommendations.

1. **Balance the needs of urban and rural communities**
 - **Protect agricultural uses.** Minimize large amounts of residential development in farming areas. Large amounts of non-agricultural development, particularly homes make the long-term continuation of farming difficult. The land use conflicts between such uses including the use of roads, odors, noise, and hours of operation are important considerations.

- **Businesses and services that support farming should be encouraged to locate in rural areas.** The county should work with towns to allow these types of businesses in areas planned for agricultural use, if the natural resources and character of the area are not negatively impacted. Develop a plan for the transition of agricultural to non-agricultural uses.
 - **Promote and support home-based businesses and professional services.** These businesses are particularly appropriate in rural areas as they afford an opportunity to supplement household income. These types of businesses may range from selling craft items, repair services, and telecommuting (using the computer and the internet to conduct business from home). The County and local communities should evaluate their land use, zoning and subdivision regulations for consistency with these types of businesses and make necessary changes to accommodate them.
2. **Promote recreation-based development.** Tourism is one of Wisconsin's largest industries and one of the least developed industries in Winnebago County. With the abundance of natural resources in the county developing, a countywide recreational based tourist industry will help diversify the county's economic base. The strategy should capitalize on existing natural resource without destroying the character of the County. The County should develop and enhance existing public and private facilities, such as, campgrounds, recreation trails, harbors and marinas, and other lake and river access areas.
- The types of recreation and tourism related development appropriate in Winnebago County may include small retail shops, convenience stores, lodges, resorts, inns, bed and breakfast establishments, and restaurants. Large-scale commercial oriented tourist uses, which do not enhance the county's natural resources, should be generally discouraged.
3. **Plan for economic growth based on reasonable projections.** Plan for a sufficient future supply of developable land for commercial and industrial uses, based on reasonable projections. The planning should be logical and in accordance with the goals of local communities. These plans should not negatively impact, adjacent property owners, or communities.
4. **Diversify the economic base.** Work closely with IDB to identify new opportunities for business expansion. Build upon the existing industrial base and look for opportunities to further diversify the businesses using existing networks of community services, and infrastructure. Collaborate with local governments, educational institutions, and neighboring counties.
5. **Protect existing businesses.** Identify major employers and discuss their long-term needs. Protect and enhance their future viability, by providing necessary support. Collaborate with educational institutions to advance job skills and promote labor retention. Work with available state and federal grants and programs to provide revolving fund programs, marketing and promotion, CDBG-Funds, small business loans, and tax-credits for local businesses. Continue support of the Winnebago County Industrial Development Board, and the programs they administer.
6. **Locate industrial and commercial development in an effective manner.** Locate new business adjacent or near similar uses, this allows for the efficient uses of services and resources. Work with local public and private utilities to improve telecommunications, sewer, water, and other local infrastructure in planned economic development areas. Locate intensive business uses with significant transportation and land use impacts away from incompatible uses (such as residential and environmental corridors) and close to State and County highways.

Businesses and services which support agriculture and other natural resource based industries should be located in rural areas where they are needed.

Infill of existing industrial and business parks in the County should be encouraged, before new business areas are developed. Revitalizing urban centers is critical to the health of urban centers but also uses existing infrastructure and resources in a sustainable manner.

7. **Reuse environmentally contaminated sites.** Promote the assessment, clean up, and re-use of existing 'brownfield' sites within Winnebago County. In general, most contaminated sites are older industrial properties. The County and Town governments should require proper environmental assessment and any required clean up before offering final approval on any property identified as possibly being contaminated. The County should work with local communities to identify potential contaminated sites and develop a strategy for their clean up and redevelopment. There are many state and federal programs available for this and the County should assist the communities in pursuing this funding. The redevelopment strategy for these properties will require detailed site-specific plans
8. **Economic programs and partnerships.** The County through the Industrial Development Board of Winnebago County offers assistance to local municipalities and private enterprises to promote, fund and develop local businesses. The various Chamber of Commerce's, UW-Oshkosh, local Technical Colleges, and the Regional Planning Commission all have incentives and programs for job creation and retention. These organizations play an integral role within the County and direct some of their programs to the training needs of local workers and businesses, while identifying methods to attract new businesses.

Agriculture

Goal: To achieve maintenance and development of the agriculture industry through agriculture diversification, protection of economically viable tracts of arable land, and the prevention of conflict between agriculture and incompatible uses.

Objectives:

1. Preserve large, contiguous tracts of farmland in rural areas.
2. Discourage rural development policies which result in the encroachment on agricultural development.
3. Promote availability of land for current and emerging trends in the agricultural industry.
4. Encourage municipalities to communicate across political boundaries regarding policies on farmland preservation and rural development.

Recommendations: The following recommendations are intended to supplement, support, and enhance more detailed planning documents covering the County's natural and agricultural resources.

1. **Discourage rural development policies which result in the encroachment on agricultural development.** Large amounts of non-farm development in farming areas make farming difficult to continue. The numerous conflicts, which exist due to incompatible land uses include; use of roads, noise, odors, and hours of operation. Encouraging local communities to plan non-farm development with careful attention to viable farming operations, utility and community facilities will be critical. In addition, the use of conservation neighborhood design principals will minimize the physical impact of residential development and preserve the rural character of the community.
2. **Support the continuation of the 'family' farm.** Farmers, local governments, and the County have little control over the price of agricultural products. However, interested parties can work locally on a variety of efforts to improve farm income. These may include, working with UW-Extension and County staff to increase efficiency in farm operations, providing technical support including alternative farming techniques, and providing advice on other financial and technical support opportunities.

3. **Promote non-farm home businesses.** Promote flexibility in zoning regulations to allow non-farm home businesses that have little or no impact on surrounding properties.
4. **Promote specialty agriculture.** Work to promote specialty agriculture, directed primarily to providing food and products for the local market. On the demand side, work with local stores to promote sales of local products and help develop farm markets.
5. **Protect the needs of agricultural support businesses.** Agricultural support businesses play an important role in an agricultural economy. The County should review its ordinances, and encourage local municipalities to do the same, for inclusion of these types of businesses in rural areas.
6. **Promote availability of land for 21st century current and emerging trends in the agricultural industry.** Land use and planning practices need to take into account the future of farming practices, the trends in farming and ensure that appropriate acreage, location and style of land is readily available for our future agricultural practitioners.
7. **Encourage municipalities to communicate across political boundaries regarding policies on farmland preservation and rural development.** This statement is a strong encouragement for our Winnebago County municipalities to understand that agriculture does not see political boundaries and that adjacent municipalities need to work together and adopt similar policies that allow agriculture to thrive and flourish. For example, Farmland preservation and conservation compliance can be supported in similar ways by each municipality adopting similar comprehensive planning future land use categories and development policies.

Natural, Cultural and Historic Resources

Goal: To achieve a clean and attractive environment through the protection of natural resources, land use stewardship, development of recreational opportunities, and preservation of historical assets.

Objectives:

1. Continue to protect surface and ground water resources through lake, stream, and river corridor preservation and development policies.
2. Continue to prevent non-point pollution through construction site erosion control, stormwater management, and development that sustains resources.
3. Protect aquatic and wildlife habitat by managing development away from environmental corridors, riparian areas and woodlands.
4. Protect air resources through development that encourages multi-modal transportation and minimizes vehicle miles traveled where economically feasible.
5. Protect and develop passive and active recreational resources (e.g. parks, biking/hiking trails, hunting & fishing opportunities).

Natural Resources Recommendations:

1. **Designate and map environmental corridors.** Updating and maintaining an accurate environmental resource map is essential to the long-term protection of these features. Environmental areas are included in the environmental corridor district of the Winnebago County Land Use Policy Framework. They should include:
 - Wisconsin DNR-identified Wetlands as mapped in the Wisconsin Wetlands Inventory and subject to County Shoreland Zoning. Wisconsin DNR-purchased land and other privately owned land deeded for preservation.

- Federal Emergency Management Association (FEMA) designated floodplains subject to existing County Zoning. These general floodplain delineations represent the areas potentially subject to the 100-year flood. Not all areas of the County subject to flooding are necessarily reflected in mapped flood plains.
 - Lands with steep slopes of 15 percent or greater, as determined from the Winnebago County Soil survey. Due to instability of these soils and erosion concerns, development of these steep slopes is not advisable.
 - Soils with a majority of hydric content.
2. **Implement the Winnebago County land and water management plan.** The Winnebago County Land and Water Management Plan was prepared by the Winnebago County Land and Water Conservation Department. This is the most detailed land and water resource management plan in the county. Recommended policies and programs should be implemented and the plan evaluated and updated periodically.
 3. **Develop performance standards for agricultural and non-agricultural nonpoint sources of pollution.** Certain land use and land management practices are known to impair surface and groundwater resources. The goal will be to establish at what point certain activities begin to adversely impact the resources. The Wisconsin Department of Natural Resources (WDNR) and the Department of Agriculture, Trade and Consumer Protection (DATCP) have developed performance standards for agricultural and non-agricultural non-point sources of pollution. Winnebago County will rely upon these standards and other relevant methodologies to assist in directing conservation compliance.
 4. **Explore opportunities to expand natural and cultural resources.** Work closely with Wisconsin DNR and local property owners to acquire land for preservation.
 5. **Establish a natural resource citizen advisory subcommittee.** The county should establish a citizen advisory subcommittee to advise the county on a regular ongoing basis. The charge of the citizen subcommittee should be to advise the County of existing and possible use opportunities and conflicts with natural resources.
 6. **Support enrollment in the Managed Forest Land (MFL) Program.** The county should encourage private landowners to participate in the State's Managed Forest Land (MFL) Program as a way to promote multiple goals and objectives of the Winnebago County Comprehensive Plan. Enrollment is open to all private landowners owning ten or more acres of contiguous forestland. Adhering to a forest management plan- prepared for each piece of MFL enrolled property is a requirement of the program. Property owners must allow public access to all but 80 acres of MFL-enrolled land is a single town for hunting, fishing, cross-country skiing, hiking, and sightseeing. Owners have the option of posting up to 80 acres per town as closed for recreational activities. Landowners with 'closed' MFL land pay a higher annual property tax than those who allow their land to be 'open' for public recreation.
 7. **Protect environmentally sensitive areas.** The County should pursue oversight of wetlands that are outside of County shoreland zoning and are outside of wetlands owned by Federal and State agencies. These wetlands, are currently unregulated by Winnebago County. Furthermore, the County should use funds from state programs designate to assist in efforts to protect and enhance surface water quality in key areas, including;
 - The DNR Targeted Runoff Management Program
 - The DNR-River Protection Grant Program, aims to prevent the deterioration of water quality, fisheries habitat, and natural beauty.
 8. **Protect shoreland areas.** Under State Law Winnebago County currently regulates development within 300 feet of all rivers or streams, and 1,000 feet of all lakes ponds and flowages. The

Counties Shoreland Zoning ordinance should be evaluated for consistency with the Comprehensive Plan goals and objectives, and needs of waterfront property owners. In addition, the County should monitor anticipated proposed changes to NR 115.

9. **Protect groundwater quality and quantity.** County should develop land use, development, and public health strategies, policies and ordinances for addressing arsenic in drinking water to protect public health. County should develop a countywide groundwater management plan to include policies and strategies for long range protection of groundwater quality and quantity. County should develop policies to separate incompatible uses from landfills and quarries that may cause concern about quality drinking water. County should pursue involvement in regional approaches and efforts regarding groundwater issues.
10. **Develop tools for protecting environmentally sensitive areas**
 - **Environmentally sensitive mapping** – The identification of site-specific natural resources should be the first step in planning any site development, and a prerequisite for receiving development approval. The county should amend its zoning and subdivision ordinance regulations to require such mapping on preliminary subdivision plats, with certified survey map submittals, and with site plans for larger commercial and industrial projects. These plans should also identify natural resource features that are proposed to be disturbed, and any mitigation, which is proposed.
 - **Overlay zoning districts** – an overlay-zoning district would not change the underlying zoning of the property but it may impose additional standards, which a development must meet in order to protect any site-specific natural resources.
 - **Purchase or transfer of development rights** – Working with local governments and nonprofit groups, Winnebago County should consider other innovative techniques to preserve open space where fee simple acquisition is either impractical or undesirable.
 - **Land trusts and environmental conservancies** – These are non-profit organizations set up by local people to acquire through purchase or donation, environmentally sensitive land. Acquisitions may be for fee simple title, conservation easements (development rights), or other means.

Mineral Resource Recommendations:

1. **Implement standards for reclamation of nonmetallic mineral extraction sites.** Wisconsin has administrative rules on the reclamation of nonmetallic mines (NR 135). The rules require virtually all nonmetallic mines operating on or after September 1, 2001 to obtain a nonmetallic mine operation and reclamation permit. Recently, Winnebago County joined other counties in the Fox Valley to implement a multi-county nonmetallic mining program administered by East Central Regional Planning. Permitting and inspection fees support the administrative costs of the program.
2. **Nonmetallic mineral reserve identification.** The State reclamation program provides procedures for mineral producers and landowners to register the location of marketable nonmetallic mineral reserves. The effect of the reserve is to prohibit the granting of zoning-type permission for any land use activities that would permanently interfere with the future extraction of the mineral deposit. The County should accurately record all registration and share this information with the towns. In addition, the County should develop policies to protect shallow bedrock, nonmetallic mining resources from development (to include identification and mapping).

Cultural Resource Recommendations:

1. **Protection of known historic and archeological sites.** The County and local municipalities should work together to locate and map known historical and archeological sites.

2. **Other preservation techniques.** Preservation for historical or archeological resources may include renovation design guidelines, historic preservation ordinances, demolition controls, and amendments to subdivision regulations, and/or registration on the State and/or National Register of Historic Places. Such registration makes properties eligible for restoration funding and tax credits.
3. **Heritage tourism.** The County should work to promote tourism opportunities that celebrate and take advantage of the county's historic, archeological and scenic resources. The Industrial Development Board and/or the County should explore state grant opportunities to study, establish, and fund a 'heritage tourism' program in Winnebago County.

Land Use

Land use is a critical component of the comprehensive planning policy as it pulls together the various planning elements (housing, commercial uses, transportation, utilities and community facilities, agriculture and natural resources). Land use directly or indirectly impacts many aspects of our lives. Where a community chooses to place housing, employment centers, and recreational facilities is inextricably linked to land use planning.

Goals:

1. Small, compact development that integrates public spaces into development.
2. Large areas with low population density and small areas with high population density.
3. Development and protection of nature-based recreational resources.
4. Provision of housing for all populations.
5. Effective transportation system, including continued development of public transit, automobiles, and pedestrian and bicycle modes.
6. Vital infrastructure and services balanced with reasonable and equitable taxes.
7. Education of public and private Landowners on environmental stewardship and conservation ethic.
8. Effective protection of natural resources.
9. The rural, agricultural area maintained in large, contiguous tracts.
10. Healthy urban centers with diversified uses.
11. Historical preservation of unique community characteristics.
12. Maintenance and enhancement of a quality education system.
13. Owner rights balanced with community rights.
14. Promote communication and respect between diverse populations.

Intergovernmental Coordination

1. **Long-term planning** The overall goal of the Winnebago County Comprehensive Plan is to initiate a countywide planning process that will continue over the long term as a means of dialogue, coordination, and improvement in planning decisions at the local and County level. If effective, this process will lead to lower public costs, taxes, and higher quality development.
2. **Cooperation and coordination** A key aspect of this plan is the assumption that the most effective planning decisions (a) begin at the local level and (b) require coordination and cooperation

between different agencies and jurisdictions. A first step has to be an understanding of the economic and environmental implications of planning decisions. Consequently land use regulations contained herein are oriented at collecting information about fiscal and environmental impacts.

3. **Border and boundary agreements** are important to minimize major jurisdictional conflicts over annexation, costly infrastructure expenditures, and long-term service inefficiencies. As more of these agreements occur, communities are searching for less expensive more effective alternatives. One such option is to begin a collaborative and coordinated planning process that balances land use recommendations with local control of decisions and increased communication with the various jurisdictions. In this way, the planning process envisioned herein can form the basis for less expensive service delivery and more effective land use decisions.
4. **Encourage cost sharing and revenue sharing** As pressure increases to reduce property taxes governments are searching for ways to maintain services and cut costs. Sound planning can form the basis for such agreements. Here too, it is the intention to make this County Plan a starting point for the long-term dialogue needed to bring about effective cost-sharing and revenue sharing agreements.

Implementation

1. **Activities.** Over time, the goal should be to continue the planning process and make amendments that broaden public support for the plan and the effectiveness of the plan. To ensure consistency and integration between the elements in the Plan, the County will;
 - a) ensure that land use decisions are compatible with the goals and objectives of the nine elements,
 - b) utilize the ordinance to enact the plan to ensure consistency between the elements.
 - c) List the ordinances that implement this plan
2. **A compilation of existing programs and specific actions.** Many of the recommendations in the County plan encourage more detailed planning at the local level. To support and improve planning at the local level the County should compile, and make available, local planning documents and their constituent reports. Such plans should be made available in digital format for all local governments and their staff. In addition the County should make available other plans that are relevant to local planning efforts such as population projections, market studies, and similar reports. To fully benefit from this work, the County, in cooperation with UW Extension should sponsor periodic meetings of local planning officials to present and review these documents and planning efforts.

Relationship of the county plan to other plans and regulations The plan includes many recommendations with implications for updating the County's zoning and subdivision regulations. The County should develop a list of specific changes that would facilitate the recommendations in the

Public Participation Plan

PUBLIC PARTICIPATION PLAN FOR THE 10-YEAR UPDATE OF THE MULTI-JURISDICTIONAL COMPREHENSIVE PLAN FOR WINNEBAGO COUNTY, WISCONSIN

Adopted by Winnebago County Board of Supervisors on June 17, 2014

INTRODUCTION

The Winnebago County Board of Supervisors adopted a countywide comprehensive plan on March 21, 2006, and now desires to work towards completing a 10-year update of that plan. To help ensure the updated plan reflects the needs of county residents and property owners, citizen input will be encouraged throughout the preparation, review, and adoption of the plan. This public participation plan forms the basic framework for achieving an interactive dialogue between local decision makers, county officials, and the citizens of Winnebago County.

OBJECTIVES FOR PUBLIC INVOLVEMENT

Public participation is intended to achieve the following objectives:

- The process engages people of all races, ethnic backgrounds, and income levels.
- The public has opportunities to provide input (both formally and informally) to the County.
- The public has access to technical information and analyses performed during the process.
- Members of the County Board of Supervisors have input from a broad range of perspectives and interests in the community.
- Public input is elicited through a variety of means (electronic, printed, and oral) in such a way that it may be carefully considered and responded to in a timely fashion.
- The process strengthens the sense of community and civic engagement.
- The process furthers the vision of having active and positive participation throughout the process by those most directly affected by County decision making.

RESPONSIBILITY FOR IMPLEMENTATION

Each of the following will share the responsibility for implementing the public participation activities described in this plan:

- Winnebago County Board of Supervisors
- Winnebago County Planning and Zoning Committee
- Winnebago County Planning and Zoning Department

However, the County Board of Supervisors will ultimately determine the direction and content of the comprehensive plan update.

PLANNED PUBLIC PARTICIPATION ACTIVITIES

- Establish an advisory steering committee to promote feedback and oversee the plan development
- Utilize a website to post information related to the project
- Committee meeting updates

- Conduct one or more public hearings
- Meet with the Town Boards in the county
- Conduct regional meetings with town officials to share information and obtain feedback
- Conduct a community open house
- County Board meetings
- Provide opportunities for the public to submit oral and written comments
- Post various drafts of the plan on the project website along with other supporting information as appropriate
- Provide copies of all public documents upon request

PUBLIC PARTICIPATION GUIDELINES

A public hearing will be conducted as part of the plan amendment process to allow for formal public testimony. All other public meetings should follow the following format:

- An agenda will be established that clearly defines the purpose of the meeting, the items to be discussed, and any actions that may be taken.
- The scheduled date, time, and place will be convenient to encourage participation by county residents.
- A clearly identifiable facilitator or chair will conduct the meeting in an orderly fashion to ensure that all attendees have an opportunity to offer comments, discuss issues, or provide testimony.
- The facilitator or chair will provide opening remarks outlining the purpose of the meeting, procedures attendees should use during the meeting when offering input, and how the input will be used.
- As appropriate, an overview of documents or proposals to be considered will be discussed.
- All persons attending the meeting that desire to participate should be allowed to do so. However, specific factors, such as the meeting or hearing purpose, number in attendance, time considerations, or future opportunities to participate, may require that appropriate constraints be applied. These constraints will be clearly outlined by the facilitator.
- Special arrangements will be made under the provisions of the Americans with Disabilities Act (ADA) with sufficient advance notice.

OPPORTUNITY FOR WRITTEN COMMENTS

- The project website will include the name, address, and email address (if applicable) of a person(s) to whom written comments should be sent, along with any deadlines for submitting comments.
- At public meetings or hearings, the facilitator or chair will clearly announce any deadline for submitting written comments, if such comments are allowed subsequent to the meeting or hearing.
- Persons speaking or testifying will be encouraged to concisely express their comments and if appropriate provide specific details in writing.

CONSIDERATION OF PUBLIC COMMENTS

- Decision makers may continue a public hearing for the purpose of addressing public comments, provided the time and date of the public hearing is announced at the time the public hearing is tabled.
- Substantive written comments relating to studies, analyses, or reports, along with appropriate responses, will be included in published documents if deemed appropriate.

PUBLIC NOTICES FOR MEETINGS AND HEARINGS

Public notices of all meetings and public hearings will be prepared and distributed consistent with applicable notice requirements of the Wisconsin Open Meetings Law, and any other notice requirements imposed by local ordinance or bylaws. At a minimum, the requirements of §19.31, Wisconsin Statutes, pertaining to public meetings and notification will be met. Public notices for public hearings will be placed in the County's official paper and may be posted on the project website. The following information should be included in any notice:

- Name of the governmental body that will meet.
- Date, time and location of the hearing.
- General description of the matter to be discussed and acted upon.
- Notice that interested persons may present testimony regarding matters on the agenda at the meeting/hearing or in writing to the board or committee prior to a specified deadline.
- Contact information for further information about the proposal.

Adoption Ordinance

- forthcoming -

Future Land Use Maps

- forthcoming -