

COMPREHENSIVE PLAN 2030

Town of Greenville
Outagamie County, Wisconsin

Approved March 30, 2009

Prepared by the
East Central Wisconsin Regional Planning Commission

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This report describes existing conditions, projects future growth and offers recommendations to guide future development in the Town of Greenville, Outagamie County, Wisconsin.

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EXECUTIVE SUMMARY

INTRODUCTION

This Executive Summary serves as a generalized overview of the Town of Greenville Comprehensive Plan 2030. It is not intended to replace the content found within the chapters of this plan. For more detailed discussion of the items discussed below, please reference the appropriate chapters within the plan.

"SMART GROWTH" COMPREHENSIVE PLANNING

In 1999, the State of Wisconsin passed new legislation regarding comprehensive planning, termed the "Smart Growth" legislation. Wisconsin's smart growth legislation requires that a community's land use regulations must be consistent with a comprehensive plan by January 1, 2010.

The legislation requires that a comprehensive plan address the following nine "elements": issues and opportunities; housing; economic development; transportation; utilities and community facilities; agricultural, natural and cultural resources; land use; intergovernmental cooperation; and implementation.

These elements are to be addressed by providing background information, goals, policies and programs for each element that the local community can utilize to guide future development and redevelopment over a minimum 20-year time period.

THE GREENVILLE PLANNING PROCESS

In fall of 2006, the Town of Greenville, in cooperation with the East Central Wisconsin Regional Planning Commission (ECWRPC), embarked on a multi-year planning process to

complete a "smart growth" comprehensive plan that was compliant with state legislation (§66.1001). The planning process was designed to reach multiple stakeholders and garner as much community input as possible. This was done through the following avenues:

- **Comprehensive Plan Steering Committee.** The Town formed the Comprehensive Plan Steering Committee to guide the planning process and assist ECWRPC in preparing Greenville's comprehensive plan. The Steering Committee was designed as an ad-hoc advisory committee comprised of citizens and Greenville officials. This committee met twelve times over the more than two-year planning period. The committee held special meetings including a sustainability session, and an intergovernmental meeting.
- **Community-Wide Meetings.** Over the course of the planning process, three community-wide meetings were held. These meetings are summarized below:
 - ◊ **Community Vision Session.** Held in January of 2007, the community vision session was designed to determine what the key values and issues of concern were for the town of Greenville. Input from this meeting was used to develop an overall vision for the plan, and visions for each of the nine "elements."
 - ◊ **Land Use Alternative Session.** The Land Use Alternative Session was held twice in January and February of 2008. The session presented attendees with a summary of the planning process, to date, and allowed them to provide feedback on three land

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use alternatives: Current Trends, Neighborhood Development, and Compact Development. Feedback from these meetings was used to create the Future Land Use Map as depicted in this plan (Map 2-1).

- ◇ **Community Input Session.** The Community Input Session was held in February of 2009 to create a venue for community members to provide input to the Comprehensive Plan Steering Committee, the Planning Commission and the Town Board regarding the final draft of the Comprehensive Plan.

- **Public Education Efforts.** The planning effort produced articles for the quarterly Town of Greenville newsletter, created and maintained a project website containing all information pertaining to the development of the plan, and prepared press releases to garner media attention regarding the planning effort.

THE GREENVILLE PLAN

With input from the Steering Committee and community-wide meetings, Greenville's Comprehensive Plan was prepared and

adopted on March 30, 2009. Below is a summary of the plan's contents.

Overall Vision

Using information gathered from the Community Vision Session, the Comprehensive Plan Steering Committee created the plan's overall vision in an effort to tie together the visions for each of the nine comprehensive plan elements. The overall vision for the plan, which is included in Chapter 1, "Introduction," is:

In 2030, the Town of Greenville continues to implement the goals, objectives, and strategies of its comprehensive plan and strives to ensure that the plan is trusted, accepted, and followed. The Town works diligently, by means of concise communication, policy-making, and marketing, to ensure that the entire community, including those seeking to invest in the community, is aware of the guiding principles set forth in the plan. The Town utilizes a process to keep the plan current, and views the plan as a living document that has the ability to grow with the community.

Plan Framework

Chapter 2, "Plan Framework," provides the visions, goals, strategies and recommendations for each of the plan's nine elements, and presents a future land use map that, in addition to depicting the desired future land use, integrates items from other plan elements, such as transportation, utilities, economic development and natural resources.

The Future Land Use Map (Map 2-1) is designed as a general guideline for future land use within the Town. The future land use map is unique in that it divides the town into three development tiers, whose

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boundaries are based on preexisting sewer service boundaries and steering committee input. These three tiers are:

- **Tier One:** 80 percent of all new residential development (estimated 1,800 new dwelling units by 2030). Tier One is completely within the existing Sewer Service Area (SSA), meaning that sewer is currently available, or could be extended easily. Development within Tier One should consist of infill, mixed-use, and/or mixed density neighborhoods.
- **Tier Two:** 16 percent of all new residential development (estimated 350 new dwelling units by 2030). Tier Two is completely within the SSA Planning Area Boundary (PAB), meaning that sewer could feasibly be extended to these areas within the planning period. Development within Tier Two would be limited to Conservation Subdivisions or Certified Survey Map (CSM).
- **Tier Three:** 4 percent of all new residential development (estimated 100 new dwelling units by 2030). Tier Three is mostly located in areas where sewer will not likely be extended within the planning period. Like Tier Two, development within Tier Three would be limited to Conservation Subdivisions and CSMs.

As referenced in “Tier One,” the plan identifies neighborhoods, all of which are at varying stages of development. Recommendations related to these neighborhoods include the staging of neighborhood development, encouraging of mixed use neighborhoods (e.g. neighborhood-based commercial uses, and a variety of residential densities), and the development of neighborhood-level plans.

A Focus on Sustainability. Throughout the plan, particular attention was paid to the issue of sustainability. One of the most common definitions of sustainable development is, “development that meets the needs of the present without compromising the ability of future generations to meet their own needs”ⁱ. Acting under this general premise, the Steering Committee worked with Jim Resick, Community Development Educator—Outagamie County UW Extension, to identify viable recommendations the Town could implement to become more sustainable. These recommendations are scattered throughout Chapter 2, “Plan Framework.”

Background Information

In addition to the “plan framework,” background information, projections, and mapping of significant features, as they pertain to the nine elements, can be found in chapters four through eleven. These chapters are broken down as follows:

- Chapter 4: Implementation;
- Chapter 5: Land Use;
- Chapter 6: Economic Development;
- Chapter 7: Housing;
- Chapter 8: Transportation;
- Chapter 9: Utilities and Community Facilities;
- Chapter 10: Agricultural, Natural, and Cultural Resources; and
- Chapter 11: Intergovernmental Cooperation.

Implementation

Chapter 3, “Implementation,” provides guidelines for the Town, through their Planning Commission, Town Board, staff, and other partners, to implement to goals, strategies and recommendations set forth in Chapter 2, “Plan Framework.”

ⁱ Brundtland Commission, 1987

CHAPTER ONE: INTRODUCTION

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CHAPTER ONE: INTRODUCTION

LOCATION

The Town of Greenville is located in south central Outagamie County. Greenville is a transitional town of 9,401ⁱ permanent residents encompassing approximately 36 square miles. The Town has experienced a rapid rate of growth, with its population growing 147 percent between 1990 and 2008ⁱⁱ. Greenville has a diverse landscape with rural lands and a central unincorporated village area containing subdivisions, commercial establishments, and municipal buildings. The Outagamie County Regional Airport is located within the boundaries of the Town, and numerous industrial facilities are located in close proximity to the airport.

The Town of Greenville is bordered by the Town of Ellington on the north, the towns of Hortonville and Dale on the west, the Town of Grand Chute on the east, the Town of Center to the northwest and the towns of Clayton and Menasha (Winnebago County) to the south. The Village of Hortonville is adjacent to the northwest corner of the Town.



PLANNING HISTORY

The Town of Greenville has completed several planning efforts to help direct the future of the community.

An Open Space and Recreation Plan was completed in 1992, which outlined existing recreational opportunities within Greenville and presents goals for future development of current and proposed recreational facilities. The plan was updated in 1997, and again in 2002. Town staff has indicated that another update is currently underway and near completion.

In 1999, the Town of Greenville adopted a comprehensive plan which established broad goals and policies for community growth and development. The 1999 plan has served the Town well and many of the strategies outlined within the plan have been implemented.

In 2004, recognizing that additional information was necessary to make appropriate land use and policy decisions, the Town of Greenville adopted the Greenprint Plan. The Greenprint Plan is an advisory document that maps features which have environmental importance or function within the community.

Passage of the "Smart Growth" legislation (Wisconsin Statutes 66.1001) provided an opportunity for the Town to reexamine the entirety of the 1999 Comprehensive Plan and to create a revised plan addressing the elements required by the statute.

PURPOSE AND SCOPE OF THE PLAN

The purpose of the Town of Greenville Comprehensive Plan is to aid local officials in making land use decisions that are harmonious with the overall vision for the community's future while ensuring future sustainability of local natural resources and the agricultural heritage of Greenville. Developing a comprehensive plan is a proactive attempt to create guidelines for future development within a community; the plan evaluates what type of development will

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benefit the community's interest while still providing flexibility for land owners and protecting private property rights.

OVERALL VISION STATEMENT

In 2030, the Town of Greenville continues to implement the goals, objectives, and strategies of its comprehensive plan and strives to ensure that the plan is trusted, accepted, and followed. The Town works diligently, by means of concise communication, policy-making, and marketing, to ensure that the entire community, including those seeking to invest in the community, is aware of the guiding principles set forth in the plan. The Town utilizes a process to keep the plan current, and views the plan as a living document that has the ability to grow with the community.

Plan Components

The Town of Greenville Comprehensive Plan identifies a 20-year planning horizon and contains four major components:

1. A profile of the demographic, economic, and housing characteristics;
2. An inventory and assessment of the environment, community facilities; and agricultural, natural, and cultural resources;
3. Visions, goals, strategies and recommendations; and
4. A series of land use maps that depict existing and optimum land use patterns.

The Town of Greenville Comprehensive Plan also contains the nine elements required by §66.1001:

- Issues and Opportunities;
- Economic Development;
- Housing;
- Transportation;

- Utilities and Community Facilities;
- Agricultural, Natural, and Cultural Resources;
- Existing and Future Land Use;
- Intergovernmental Cooperation; and
- Implementation.

Each element (chapters 3-11) contains a vision, an inventory and analysis, and relevant policies and programs that are applicable to the Town. Goals, strategies, and recommendations related to each element are contained in chapter 2, "Plan Framework."

Interrelationship Between Plan Elements

Although all required elements are presented as separate chapters, it is important to recognize they are interrelated. For instance, transportation infrastructure allows for the movement of goods, services, and employees; likewise, land use zoning affects the types of housing that can be built within the Town, thus affecting the affordability of housing.

Chapter 2, "Plan Framework", integrates the goals, strategies, and recommendations into one location. Map 2-1, "Year 2030 Land Use Framework" not only depicts future land use, but also illustrates key items that affect land use, as identified in other elements. These include, but are not limited, natural resources as identified in the Greenville Green Print Plan, sewer services boundaries, and potential upgrades to transportation infrastructure (e.g. commuter rail line).

State of Wisconsin "Smart Growth" Comprehensive Planning Goals

In addition to the Goals, Objectives and Strategies outline in this plan, the plan also addresses the 14 goals for comprehensive planning established by the State of Wisconsin Act 9 in 1999. The 14 goals include:

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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 features, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
4. Protection of economically productive farmlands and forests.
5. Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal and state governmental utility costs.
6. Preservation of cultural, historic, and archeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.
12. Balancing individual property rights with community interest and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety

that meets the needs of all citizens, including transit dependent and disabled citizens.

PLANNING PROCESS

The Town of Greenville Comprehensive Plan was completed in seven phases, all of which provided opportunities for public involvement, as specified in the Public Participation Plan (Appendix A). The phases included Organization, Visioning, Inventory and Analysis, Plan Alternatives, Plan Implementation, Intergovernmental Cooperation, and Adoption. These phases included the following key events.

Community-Wide Kick-Off Meeting

The first Town of Greenville Comprehensive Plan community-wide meeting was held on January 16, 2007 at the Greenville Town Hall. The 46 participants at the meeting participated in a Strengths, Weaknesses, Opportunities, and Threats (SWOT) exercise, where they analyzed and discussed what aspects of the community they valued and what they felt were issues the community should address.

Although Appendix contains the entire list of issues identified in this meeting, there were several common themes shared by all



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individual and group responses that are important to highlight. Overall, participants of the first Town of Greenville Comprehensive Plan Meeting felt that the following added value to the community:

- Farmland/Agriculture;
- Location (proximity to employment/shopping);
- Open Natural Areas/Green Spaces/Park Land;
- Sense of Community; and
- Outagamie County Regional Airport.

Participants felt that the following items were issues of concern in the Town of Greenville:

- Properly Planned Subdivisions (access, potable water supply, sewage disposal, open space);
- Rate of Growth too High;
- Need to Plan Growth; and
- Protection of Surface and Ground Water
- Need for Additional Services (police and fire).

Community members were also informed how they could continue to participate in the comprehensive planning process.

Creation of a Comprehensive Plan Steering Committee

The Town of Greenville created a Comprehensive Plan Steering Committee to review background information, establish goal, strategies and recommendations to implement the comprehensive plan. The Steering Committee met twelve (12) times during the comprehensive planning process. Each meeting was open to the public and appropriately posted. Steering Committee agendas and summary of proceedings are included in Appendix C.

Sustainability Session

One of the most common definitions of sustainable development is, "development



that meets the needs of the present without compromising the ability of future generations to meet their own needs"ⁱⁱⁱ. Acting under this general premise, the Steering Committee worked with Jim Resick, Community Development Educator—Outagamie County UW Extension, to identify viable recommendations the Town could implement to become more sustainable. These recommendations are scattered throughout Chapter 2, "Plan Framework." Community members were encouraged to attend this special meeting. A summary of the meeting can be available in Appendix C (see Meeting #5).

Second Community-Wide Meeting

The second Town of Greenville community-wide meeting was initially held on January 20, 2008; due to inclement weather, an additional session was held on February 20, 2008. At the meeting, attendees were provided an a progress report on the plans development, were invited to provide input on the overall comprehensive planning process, and were given a venue to provide the Steering Committee with input regarding their preferred "land use scenario" map. The three "land use scenario" maps, which depicted scenarios for future growth within the town, included: 1) current trends; 2) neighborhood development; and 3) compact growth.

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Intergovernmental Cooperation Meeting

The Comprehensive Plan Steering Committee hosted an intergovernmental meeting on August 19, 2008. Invitations, which included the Plan Framework document and map, were sent to all neighboring jurisdictions, county departments, and pertinent local, regional and state agencies. In all, over 16 invitees were in attendance.

The meeting was designed as an open forum, for the Steering Committee to determine in what ways they can collaborate, communicate, and coordinate with other jurisdictions/governmental entities to help achieve the goals set forth in the Town's Comprehensive Plan. Results from this meeting are contained in Appendix C (see Meeting #10).

Plan Adoption

Prior to going before the Town of Greenville Plan Commission and Town Board for Adoption, a third community meeting was held on February 24, 2009, to allow community members to review the official draft of the Town of Greenville Comprehensive Plan, and provide input to Steering Committee members, Plan Commissions, and the Town Board. Approximately 20 persons were in attendance. The Comprehensive Plan went before the Plan Commission (Resolution 1-2009) and the Town Board on March 30, 2009, and was adopted unanimously by Ordinance No. 09-5 (Appendix D). A public hearing was held in accordance with State Statutes.

ⁱ WisDOA, 2008.

ⁱⁱ U.S. Census, 1990; WDOA 2008.

ⁱⁱⁱ Brundtland Commission, 1987

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CHAPTER TWO: PLAN FRAMEWORK

INTRODUCTION

The following goals, strategies and recommendations provide an overall framework for the development of the Town of Greenville over the next twenty years. This framework is meant to guide the development of future land use policies, regulations, and individual decisions and should be considered somewhat flexible in nature.

The proposed framework plan contains various 'target numbers' for future development based on discussions with the Comprehensive Plan Steering Committee. The target population for the year 2030 was established at 15,000, which corresponds to a total of 2,250 in estimated dwelling units. Any physical 'boundaries' defined in this framework should be considered 'approximate' in nature and the actual extent of these area can be modified based on a development proposals' 'fit' with the overall intent of the statements contained below. A majority of the basic visions, as well as more detailed plan recommendations from the text are illustrated on Map 2-1, "Year 2030 Land Use Framework".

The plan goals, strategies, and recommendations are arranged by the ten 'thematic visions' which were created by the Steering Committee between June and December of 2007.

Issues & Opportunities

Issues and Opportunities Vision: In 2030, the Town of Greenville continues to be a community which maintains a high quality of life for residents throughout their life-cycle, has a strong spirit and pride, a positive self-image, and has earned the respect of other communities throughout the Fox River Valley. The Town prides itself in developing

innovative ways to move toward economic, environmental, and fiscal sustainability, including the promotion of energy conservation and healthy lifestyles. An emphasis on environmental and land stewardship was underscored throughout this process.

Goal 1: Incorporate principles of sustainability into all future land use changes and land use policy decisions.

Strategy 1.1: Utilize "The Natural Step" framework along with other information and methods when considering changes in land uses, including aspects of regulation and policy.

Recommendation 1.1.1: *The Town should consider the development and adoption of a formal resolution to become an 'eco-municipality'. Appendix J contains a sample of such a resolution.*

Recommendation 1.1.2: *The Town should consider creating a 'community footprint' analysis to improve knowledge about land use practices and sustainability.*

Recommendation 1.1.3: *The Town should create a "Sustainability Committee" comprised of public and private entities as well as interested citizens to foster sustainable actions within the Town.*

Recommendation 1.1.4: *The Town should take advantage of free information, training, and programs offered by groups such as:*

- ◇ ICLEI – Cities for Climate Protection Program
- ◇ Clean Energy Environment
- ◇ Energy Star Program
- ◇ Green Power Partnership
- ◇ Midwest Clean Diesel Initiative
- ◇ Waste Wise
- ◇ Green Venues Program
- ◇ WaterSense
- ◇ Heat Island Reduction Program
- ◇ Center for Neighborhood Technology
- ◇ GreenMapping.org
- ◇ Greenvalues.cnt.org

and apply appropriate sustainability tools to government functions

PLAN FRAMEWORK

WHAT IS 'THE NATURAL STEP'?

The Natural Step (TNS) framework for sustainability was developed in 1989 by Dr. Karl Heinrich-Robert after the issuance of the 1987 Brundtland Commission report. Using a consensus process, a systematic principle definition of sustainability was developed that sets out four system conditions for the sustainability of planet Earth. TNS's four system conditions are based on science, specifically the laws of thermodynamics, and are as follows:

- 1. In order for a society to be sustainable, nature's functions and diversity are not systematically subject to increasing concentrations of substances extracted from the earth's crust.*
- 2. In order for a society to be sustainable, nature's functions and diversity are not systematically subject to increasing concentrations of substances produced by society.*
- 3. In order for a society to be sustainable, nature's functions and diversity are not systematically impoverished by physical displacement, over-harvesting, or other forms of ecosystem manipulation.*
- 4. In a sustainable society, people are not subject to conditions that systematically undermine their capacity to meet their needs.*

Strategy 1.2: *The Town should consider adoption of a resolution similar to the U.S. Mayor's Climate Protection Agreement.*

Recommendation 1.2.1: *The Town should consider a project which would inventory emission sources and develop an emissions reduction strategy.*

Strategy 1.3: *Consider the development of Town-sponsored programs and initiatives to promote and foster public and private sustainable actions (see the remainder of this chapter for other ideas as they relate to specific categories).*

Recommendation 1.3.1: *The Town should create a "Sustainability Committee" comprised of public and private entities as well as interested citizens to foster sustainable actions within the Town.*

Recommendation 1.3.2: *The Town should consider the development of a Sustainability Best Management Practices Registry for use in tracking the cumulative impacts of their affects on the environment. For example, keeping track of 'anti-gallons' of stormwater (the amount of water prevented from flowing into a drainage system).*

Recommendation 1.3.3: *Promote the use of native trees and plant species on all public and private development projects. Identify areas as appropriate and work with local groups such as the Wild Ones to implement.*

Agricultural, Cultural & Natural Resources

Agricultural, Cultural, & Natural Resources Vision: In 2030, the Town of Greenville is a community which retains areas with rural character by preserving farmland and natural areas. The Town promotes sustainability principles and practices to help protect and improve the community's natural, cultural, agricultural, and recreational resources, including those identified in the GreenPrint Plan. Greenville has become a leader in protecting water resources by monitoring development to protect groundwater and private wells and effectively managing stormwater drainage. The Town has taken steps to reduce surface and ground water, air, light, and sound pollution.

Goal 2: Protect, enhance, and restore natural/environmental systems within the Town so that their functions are maintained and valued by the community.

Strategy 2.1: When making land use decisions, utilize the results of the Greenville GreenPrint Plan when considering areas to be protected.

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Recommendation 2.1.1: Consider protection of the function and values of features identified in the GreenPrint plan as Features of 'High Importance' and 'Medium Importance'.

Recommendation 2.1.2: Acknowledge features identified in the GreenPrint Plan as Features of 'Low Importance' when making land use decisions. This includes the assessment of opportunities for the re-establishment of resources or the preservation of the overall function(s) of the resource.

Recommendation 2.1.3: Work towards the development and implementation of town-wide incentives and programs which proactively protect GreenPrint Plan features of High and Medium Importance (See Map 2-1). These could include:

- ◇ A purchase of development rights (PDR) or transfer of development rights (TDR) program;
- ◇ A conservation subdivision ordinance (monitoring of the existing ordinance);
- ◇ Conservation Easement Programs;
- ◇ A Resource Protection Overlay District for inclusion in the Town's zoning ordinance;
- ◇ Planned Unit Developments which increase government review and negotiation powers;
- ◇ Outright land donations or purchases in conjunction with government grant programs; and
- ◇ Use and promotion of the Northeast Wisconsin Land Trust (NEWLT) as an option for private land stewardship activities.

Recommendation 2.1.4: The Town should consider developing additional information, programs and regulations which preserve and protect the integrity of existing historic structures (including barns). Such items could include:

- ◇ Gather, review, and update all information regarding the existence and status of historically significant structures and sites within the Town (the GreenPrint Plan provides a good start);
- ◇ Work with the State of Wisconsin Historical Society to identify grant funding to research, create and install interpretive markers for historical and

cultural resource features within the Town;

- ◇ Develop a program which makes information regarding historic and cultural resource protection readily accessible to property owners;
- ◇ Target eligible property owners identified in historic building surveys and send them a tax credit information packet one week after property tax bills are mailed out; and
- ◇ Develop additional zoning regulations and/or separate ordinances to address protection of historic resources (Note: See Recommendation 6.1.5 regarding Heritage Overlay Zoning District).

Recommendation 2.1.5: The Town should utilize its GIS staff to continually update and modify the GreenPrint Plan map as new and better information is developed for these resources (i.e. plat information, new studies and surveys, etc.)

WHAT IS THE 'GREENPRINT PLAN'?

In 2003, the Town of Greenville embarked on a process to gather and utilize extensive community input and local knowledge to "greenprint" the Town. Greenprinting, as defined by the Trust for Public Land (2002) is a smart growth strategy that emphasizes land conservation to ensure quality of life, clean air and water, recreation, and economic health.

With the assistance of the East Central Wisconsin Regional Planning Commission, the Town of Greenville created the Greenville GreenPrint Plan, which encompasses and establishes preservation priorities for all the undeveloped lands within the community and illustrates the highest-rated agricultural, ecological, open space and cultural resources. The Plan, formally adopted by the Town in 2004 as an advisory document, is designed for use by the Planning Commission, Town Board, developers, and landowners when development proposals are being formulated and reviewed. A copy of the GreenPrint Plan and its associated maps is available for review at the Greenville Town Hall and on the Town's website at www.townofgreenville.com.

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Strategy 2.2: The Town should actively promote and protect its local groundwater supplies.

***Recommendation 2.2.1:** The Town should identify, track, and monitor the location of existing public and private wells.*

***Recommendation 2.2.2:** The Town should continue to encourage or require 'community wells' within conservation subdivisions. The Town needs to be cognizant of the 1,000-foot setback imposed on agricultural land spreading when locating such facilities.*

***Recommendation 2.2.3:** Promote and practice water conservation techniques within both the public and private water systems.*

Strategy 2.3: The Town should actively promote and utilize methods to protect its local and regional surface water features. (See Strategy 2.1 and 7.2 for more info regarding stormwater).

Goal 3: The preservation of agricultural lands is made a priority in both short and long term land use decisions.

Strategy 3.1: Promote the infilling of existing residential subdivisions first, prior to approving new developments within the Town.

Strategy 3.2: Target new development to lands immediately adjacent to urbanized areas (See Strategy 4.4).

Strategy 3.3: Promote the redevelopment of lands as appropriate during the planning period so as to increase density and reduce fringe area development pressures.

***Recommendation 3.3.1:** Consider the area (neighborhood) immediately surrounding STH 76, north of STH 15, as a potential area for redevelopment.*

Strategy 3.4: Assess the quality of soils and suitability for farming when examining both development and land preservation opportunities.

Strategy 3.5: Promote the development of incentives and programs that promote the

conservation and protection of agricultural lands not identified for future development.

***Recommendation 3.5.1:** Work toward the creation of a Purchase of Developments Rights (PDR) program at the local and/or regional scale.*

***Recommendation 3.5.2:** Work toward the creation of a Transfer of Development Rights (TDR) program, at the local and/or regional scale.*

***Recommendation 3.5.3:** Modify the Town's Subdivision Ordinance to limit the size of lots created by Certified Survey Map (CSM) as well as their proximity to the road.*

***Recommendation 3.5.4:** Where practical and appropriate, the Town should require a conceptual sketch plan for remaining undeveloped lands prior to approving a CSM. This conceptual plan should be consistent with any 'neighborhood plans' (See Strategy 4.4).*

***Recommendation 3.5.5:** The Town should actively support and schedule period educational and training sessions for its Town Board, Planning Commission and the general public on agricultural land preservation tools and local/regional implementation strategies so as to continue dialogue and momentum on these issues.*

Land Use & Housing

Land Use Vision: In 2030, The Town of Greenville is a progressive community which is alive and growing responsibly at a manageable pace, and promotes sustainable practices in all land use decisions. The Town is open to new development concepts that encourage sustainable practices, respects the opportunity for all property owners to receive fair value for their land, and has defined standards for managing growth and maintaining an effective planning program. Greenville is a community where most of the development is occurring within the sanitary district but allows ecologically responsible growth outside the sanitary district. The Town recognizes the importance of strict zoning to prevent incompatible land uses,

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encourages creative design solutions such as conservation subdivisions, and explores alternative methods for obtaining, preserving, and financing the purchase of open space to achieve the Town's goals. / **Housing Vision:** In 2030, the Town of Greenville is a community where single family residential is the predominant use, yet provides alternative housing opportunities that meet the changing demographics of the community's existing residents and provides a variety of options for new residents. Green building and energy efficiency are promoted through appropriate types and levels of regulation.

Goal 4: Improve the management of growth within the Town of Greenville based on logical physical and infrastructure divisions.

Strategy 4.1: Divide the Town into three Tiers for the purposes of targeting new development (see Map 2-1).

Recommendation 4.1.1: Utilize the adopted NR-121 based 20-year Sewer Service Area (SSA) and 40-50 year SSA Planning Area Boundary (PAB) as a basis for the division between Tiers.

Strategy 4.2: Control the number of dwelling units in each development Tier as shown on Map 2-1.

Recommendation 4.2.1: The Town should target approximately 80% of its new residential development (~1,800+ dwelling units) to lands that lie within Tier I over the planning period.

Recommendation 4.2.2: The Town should target approximately 16% of its new residential development (~350 dwelling units) to lands that lie within Tier II over the planning period.

Recommendation 4.2.3: Allow up to 4% of new residential development (~100 dwelling units) to be constructed in Tier III over the planning period.

Recommendation 4.2.4: The Town should continually monitor the housing and development market and re-assess the Tier development targets on a 5-year basis.

Strategy 4.3: Control the type of new development allowed within each Tier.

Recommendation 4.3.1: Residential development in Tier I areas should consist of a mixture of both 'infill' developments and new 'mixed use' urban developments.

Recommendation 4.3.2: Residential development in Tier II and III should be allowed only as conservation subdivisions or as individual Certified Survey Maps (CSMs).

Recommendation 4.3.3: Priority should be given to approving conservation subdivisions to the identified target areas within Tiers II and III (See Map 2-1). These areas were targeted because of existing residential patterns.

Strategy 4.4: Target well-defined neighborhoods for development which are prioritized to guide the timing of planning and construction over the course of the planning period (see Strategy 6.1 for additional information regarding neighborhoods).

Recommendation 4.4.1: The Town should actively promote and support the creation of neighborhoods generally identified on Map 2-1 as A-H.

Recommendation 4.4.2: The Town of should consider Neighborhoods A-G as being of higher priority for development over the next 10 years.

Recommendation 4.4.3: The Town should consider supporting the development of no more than two neighborhoods at any one time dependent on market conditions.

Recommendation 4.4.4: The Town should consider amendments to its zoning and subdivision ordinances which would facilitate the development and timing of neighborhood creation. Such amendments may include:

- ◇ A review of current zoning districts and creation of new districts or overlay districts which require various neighborhood components;
- ◇ Consideration of 'form-based' zoning to control building style and design (See Appendix K);
- ◇ Consideration of changes to maximum building height, lot coverage, floor

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- area ratio, parking and greenspace requirements and
- ◇ Zoning categories that address uses on multiple floor buildings.

Strategy 4.5: Within each targeted neighborhood, a phasing strategy is developed and adhered to so as to promote the logical extension of utilities.

Recommendation 4.5.1: *Require new development proposals that are larger than 20 acres in size to identify development phases in two to five year increments.*

Strategy 4.6: Acknowledge that development in the Airport Overlay Zone will require different standards.

Recommendation 4.6.1: *Utilize the Outagamie County Regional Airport Zoning Ordinance as a basis for determining the types and intensities of land use are possible within this zone.*

Recommendation 4.6.2: *The Town should work with Outagamie County on possible modifications to the Airport Overlay Zone which would assist the Town in achieving its overall development goals. Particularly, areas of the ordinance regarding density and specific allowed uses should be reviewed.*

Goal 5: Promote high-quality rural development practices within the Town (Tiers II and III).

Strategy 5.1: Work with landowners in the designated rural development areas (Tiers II and III) to ensure that logical and planned development patterns occur so as not to impact the long-term delivery of services and to preserve the rural environment, including agricultural uses.

Recommendation 5.1.1: *Provisions for the accommodation of linked greenspaces (trails, habitat, and open space) should be considered and evaluated during the platting of lands within Tiers II and III. The GreenPrint Plan should be consulted during the review of all rural development activities.*

Recommendation 5.1.2: *The Town should consider the incorporation of policies which foster effective and equitable extensions of*

future utilities (sewer and water) to areas which lie within Tier II, similar to those contained in Policy 1.4 of East Central's Transportation Plan Addendum (See sidebar).

Goal 6: Promote high-quality urban development practices within the Town (Tier I).

Strategy 6.1: Work with landowners of defined 'neighborhoods' to develop more detailed land use concept plans that will accommodate principles of 'new urbanism' as well as sustainability.

Recommendation 6.1.1: *Upon plan adoption, the Town should identify or create an appropriate committee or task force to further the creation of 'neighborhood plans' based on their priority.*

Recommendation 6.1.2: *Within each targeted neighborhood, approximately 35 percent of the gross undeveloped land area should consist of residential development that must be of 'mixed use' and 'higher density'. Higher density is defined as having upwards of 8 or more dwelling units per net acre, but excludes the exclusive use of 'apartments' as the only type of affordable housing or lifestyle housing being provided.*

Recommendation 6.1.3: *Consider the use and application of the following concepts/characteristics when preparing neighborhood plans:*

- ◇ *Neighborhood Identity*
- ◇ *Streetscapes and Vistas (the look and feel)*
- ◇ *Transitions and interactions adjacent to existing development (whether they serve to separate or connect these areas)*
- ◇ *Connectivity of Street System (more grid, less cul-de-sac)*
- ◇ *Mixed Use*
- ◇ *Mixed Density (type, style of structures)*
- ◇ *Human Scale*
- ◇ *Pedestrian Facilities (trails, sidewalks)*
- ◇ *Bicycle Facilities (designated on-street and off-street lanes)*
- ◇ *Environmental Protection (particularly with respect to natural stormwater management and energy efficiency)*
- ◇ *Infrastructure Minimization (such as reduced street widths)*

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WHAT IS "POLICY 1.4"?

In 2000, the East Central Wisconsin Regional Planning Commission adopted a policy within the context of its Long-Range Transportation Plan and Sewer Service Area Plan to encourage long-term thinking and planning for eventual extension of public utilities into urbanizing fringe areas that are currently not served with public utilities. The policy was amended in 2002 after much debate and discussion with metropolitan area planners and elected officials. In conclusion, it was acknowledged that many existing and future 'interim' developments that may be allowed by communities within long-term service areas, can significantly alter or increase the costs of providing utilities when needed or demanded. The following policy is advisory in nature, but could be incorporated into existing Town ordinances:

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

a) Whether the area will eventually have public sewer (40 to 50 year time horizon);

b) How the area will fit into the overall planned residential density scheme of that portion of the community once "build-out" is completed;

Recommendation 6.1.4: *Develop more detailed guideline documents and where necessary, ordinance language, to address Architectural Design, Energy Efficiency and Renewable Energy, and Landscaping Standards for all new development.*

Recommendation 6.1.5: *The Town should continue to implement and monitor the performance of its two newest zoning overlay districts, the Heritage Overlay District and the Gateway Overlay District.*

Utilities & Community Facilities

Utilities & Community Facilities Vision:

In 2030, the Town of Greenville is a community that is known for providing community services in the most cost effective manner, while still maintaining the level of service expected by the residents and industrial and commercial property owners. The Town continually assesses the needs of the community and is open to making changes to the provision of community services, such as police and fire protection, sanitary services, community centers, parks and recreational services, and schools. The Town is a community that implements and

enforces aggressive stormwater management techniques that promote recapture and reuse within the community, and has explored the feasibility of a water pre-treatment facility to reclaim reusable wastewater. The Town is known as a leader in the high quality provision of parks and pedestrian trails. The Town's numerous well-designed recreational facilities are conveniently located to serve the community and are linked by a system of safe and attractive bike and multi-purpose trails and greenways. (Note: See Transportation section for specific information relative to pedestrian and bicycle facilities.)

Goal 7: Expand public services and utilities as needed during the planning period.

Strategy 7.1: The Town should plan for the eventual expansion of municipal facilities as new growth occurs during the planning period.

Recommendation 7.1.1: *The Town should site a new water tower on lands located in the south-east quadrant of STH 15 and Julius Drive.*

Recommendation 7.1.2: *The Town should consider the development of additional garage facility space to accommodate Town needs.*

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Recommendation 7.1.3: *The Town should consider increasing its staffing as needed during the planning period to address service level needs. The Town can use the 2008 Community Management Capacity Study as a guide (see Appendix H).*

Recommendation 7.1.4: *The Town should consider alternatives to the expansion of its existing Municipal Building to accommodate additional office space without compromising the existing public spaces.*

Recommendation 7.1.5: *The Town should target any new school facility proposals to land located within Neighborhood A, as a full range of municipal services is available and opportunities exist for more intense development of the area (to encourage walkability of the new neighborhood).*

Strategy 7.2: Upgrade the Town's abilities, and landowner flexibility, in dealing with new stormwater management requirements.

Recommendation 7.2.1: *The Town should consider the issuance of tax credits or other incentives which favor the installation of distributed stormwater controls, such as:*

- ◇ *Native Landscaping Systems*
- ◇ *Green Roofs*
- ◇ *Bio-Swales*
- ◇ *Porous Paving*
- ◇ *Level Spreaders*
- ◇ *Rain Gardens*
- ◇ *Rain Barrels/Cisterns*

Recommendation 7.2.2: *The Town should consider reduced use of typical detention/retention stormwater ponds.*

Recommendation 7.2.3: *The Town should consider modifying its subdivision ordinance requirements to specifically allow for, or require distributed stormwater controls, including provisions for the management and maintenance of such systems.*

WATER, WATER EVERYWHERE

"Communities need to learn how to receive water (rain) as a resource, and not treat it as a waste product." – Jim Patchett

Recommendation 7.2.4: *The Town should consider implementing recommendations contained in its 2008 Stormwater Management Plan.*

Strategy 7.3: The Town should seek to secure a significant amount of its energy from local sources by the end of the planning period.

Recommendation 7.3.1: *The Town should investigate the feasibility of creating a Wind Utility which would finance, own, and/or operate a small series of turbines in the northwestern corner of the Town.*

Recommendation 7.3.2: *The Town should contact its neighboring communities (T. Dale and T. Ellington) to gauge their interest in any future Wind Utility project assessment or planning.*

Recommendation 7.3.2: *The Town should incorporate provisions for solar, small wind, geothermal, and other alternative energy provisions into its zoning and subdivision ordinances.*

Strategy 7.4: Evaluate and increase service levels within the Town as new growth occurs during the planning period.

Recommendation 7.4.1: *The Town should continue to discuss, debate, and evaluate the need for, and feasibility of having its own police department contracting with overlapping and/or neighboring jurisdictions for increased levels of service during the planning period.*

Transportation

Transportation Vision: In 2030, the Town of Greenville is a community which has a safe multi-modal transportation system where pedestrians, bicyclists, motorized vehicles, mass transit, railroad, and airport needs are accommodated for industrial, commercial, and private use. The transportation system is one where traffic congestion is minimized, which offers extensive pedestrian routes and trails that connect all areas of the Town to a regional system, and which promotes the development and use of a variety of

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transportation opportunities. The Town's roadways are designed to accommodate bicycle and moped use, and to enhance the walkability of neighborhoods. Residents of Greenville easily utilize a public transit system which provides connections within the Town, including the Outagamie County Regional Airport, and to the greater Fox Valley region. Residents have the means to access this system through a series of park and ride areas.

Goal 8: The Town should provide, support, and maintain a wide range of transportation alternatives for its residents and visitors.

Strategy 8.1: Support expansion of USH 15 along WisDOT's preferred alternative.

***Recommendation 8.2.1:** Limit and plan for access controls along USH 15 within the Town.*

Strategy 8.2: Support the extension of CTH CB from USH 15 to CTH JJ.

***Recommendation 8.2.1:** Partner with the Town of Grand Chute and Outagamie County on the development of a context-sensitive design for the extended CTH CB corridor.*

***Recommendation 8.2.2:** When appropriate, modify the Town's official map to formally identify and preserve the identified CTH CB corridor.*

Strategy 8.3: Develop and maintain high quality, well functioning local street system.

***Recommendation 8.3.1:** Limit cul-de-sacs and dead ends and instate requirements for a more grid-based system of new streets and roads so as to reduce infrastructure/maintenance costs and disperse new traffic.*

***Recommendation 8.3.2:** The Town should consider the development of a "Green Streets Program" which would allow for a fund to be created by applying a 1% fee on construction-related projects.*

Strategy 8.4: Provide for increased levels of pedestrian and bicycle facilities within urban and rural portions of the Town.

WHAT ARE 'GREEN STREETS'?

According to research by the Center for Neighborhood Technology, newer street designs can reduce impervious surface areas by 11%, reduce stormwater flows by 90% all while reducing the overall infrastructure costs by 25%!

With these and additional benefits to gain, many communities have utilized newer street designs in an effort to "green" their transportation infrastructure. For instance, Seattle has maintained a "Green Street" program to achieve the following objectives:

- *incorporate a system of stormwater treatment within the right-of-way;*
- *minimize the quantity of water that is piped to streams and rivers;*
- *make visible a system of "green" infrastructure;*
- *maximize street tree coverage to intercept stormwater, mitigate temperatures, and improve air quality; and*
- *require a broad-based alliance for planning, funding, maintenance and monitoring.*

"Green Streets" can be achieved through a series of creative design tools. Examples include reducing pavement width and selecting alternative pavement material (e.g. porous pavement) and creating alternative means to handle stormwater runoff and mitigate pollutants (e.g. rain gardens and bio-swales).

Recommendation 8.4.1: The Town should support the development of the following segments of pedestrian/bike trails:

- ◇ *USH 15 from Municipal Drive to the Village of Hortonville along the south side.*
- ◇ *CB Trail Extension from CTH BB to STH 15, and eventually to CTH JJ (when the CTH CB expansion is complete).*
- ◇ *Transmission Line Trail along the American Transmission Company (ATC) line from the northeast part of the Town to the southwest part of the Town.*
- ◇ *The Yellowstone Trail as indicated on Map 2-1.*
- ◇ *The CTH CB trail from USH 76 to the Yellowstone Trail.*

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WHAT IS THE 'YELLOWSTONE TRAIL'?

The Yellowstone Trail dates back to 1912 and was "the first transcontinental route through the upper tier of the [United] States. The trail joined local roads into a connected chain from 'Plymouth Rock to Puget Sound'" (The Arrow, Publication No. 14, Page 1). The Town of Greenville is very fortunate to have two different routings of the trail pass through its community! Local efforts have been implemented by the Town to better recognize the trail route, improve local awareness of its significance, and to capitalize on the many visitors that the trail receives on an annual basis.

- ◇ Any additional segments that connect existing development, as new development occurs and/or as determined by Town Staff (note: the Town has all future trail segments officially mapped).

Recommendation 8.4.2: The Town should work with private landowners and trail organizations to develop/implement unimproved, off-road trail segments (similar in nature to how the Ice Age Trail was created).

Recommendation 8.4.3: The Town should seek to work with the Hortonville Area School District on the development of a Safe Routes to School (SRTS) Plan.

Strategy 8.5: Promote the concept of transit oriented development (TOD) within Tier I areas, particularly within/near defined neighborhoods.

Recommendation 8.5.1: In targeted neighborhoods with potential for future bus line service or commuter rail, encourage the development of neighborhood concept plans that plan for higher density residential along the transportation corridor (Neighborhoods B and H, and portions of neighborhoods G and F as illustrated on Map 2-1)

Strategy 8.6: The Town should support the development of mass transit facilities and amenities for its current and future residents.

Recommendation 8.6.1: The Town should strategically identify and secure locations within the Town for use as park-n-ride facilities, such as near the intersection of USH

15 and CTH CB, near McDonald's. The Town should work with business and institutional uses (such as churches) to examine opportunities for collaborative siting of such facilities, perhaps using newly created incentives.

Recommendation 8.6.2: Work with Valley Transit to secure a permanent bus route/service area which provides service to the Outagamie County Airport and industries along the CTH CB corridor.

Recommendation 8.6.3: Support future consideration of passenger/commuter rail opportunities within the Town utilizing the Canadian National Line which parallels USH 15.

TRANSIT IS ECONOMIC DEVELOPMENT!

According to a study commissioned by the Wisconsin Department of Transportation (WisDOT, 2006), **for every \$1 invested in public transit, there is a \$3.61 economic return.** Economic benefits are realized in trips related to: employment; education; healthcare; and recreation/shopping/tourism.

Economic Development

Economic Development Vision: In 2030, the Town of Greenville is a community that continues to attract and retain high-paying, knowledge based-industries that capitalize on the strategic location, educated workforce, and quality of life that the Town of Greenville is known for, while still providing space for industrial growth to continue. The Town has built and sustained a centralized community hub that offers convenient and local access to shopping, services, government, and healthcare. This community hub serves as a place where residents can gather and participate in community life. The Town has succeeded in utilizing and preserving local assets, such as its agricultural base and historically significant features, to aid in its economic development efforts.

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Goal 9: To provide and support a wide range of economic development activities so as to provide local employment for Town residents and attract 'new economy' businesses and employees.

Strategy 9.1: Preserve agricultural lands and economic opportunities associated with farming.

***Recommendation 9.1.1:** The Town should encourage and support the development of 'grow/eat local' efforts as both an amenity for its citizens, as well as an economic development tool.*

Strategy 9.2: Utilize 'neighborhoods' as a key component of local economic development.

***Recommendation 9.2.1:** Integrate retail and office hubs within neighborhoods to provide local employment opportunities (regional opportunities if located along future rail or bus transit lines).*

Strategy 9.3: Support the development of wireless high-speed broadband data services to existing and future development areas.

***Recommendation 9.3.1:** Monitor, participate, and support the INFOCIS College Ave. Corridor Wireless project.*

***Recommendation 9.3.2:** Consider the development of a 'technology park' south of CTH GV and west of Mayflower Drive.*

Strategy 9.4: Continue participation in the Fox Cities Economic Development Partnership as a venue to enhance and market the entire Fox Cities, including Greenville, as a prime place for economic opportunities.

Strategy 9.5: Ensure that an adequate supply of mineral resources is accessible to accommodate local development and road maintenance needs.

***Recommendation 9.5.1:** The Town should encourage the expansion of mining operations (where marketable deposits exist) in areas immediately adjacent to existing, permitted operations where practical.*

WHAT IS THE NEW ECONOMY?

According to the Northeast Wisconsin Economic Opportunity Study, "The New Economy construct is based on a value race to the top, supplied by innovation and workforce talent. The key drivers of the New Economy are brainpower, research & development, technology, capital and high-tech startups, and quality of life." To achieve the New Economy in Northeast Wisconsin, the following tasks were identified:

- ◇ Advance Educational Attainment;
- ◇ Redouble Research & Development (R&D);
- ◇ Instill Entrepreneurism;
- ◇ Increase Access to Risk & Growth Capital; and
- ◇ Install State-of-the-Art Communications Technology.

***Recommendation 9.5.2:** Limit new growth and development in areas immediately adjacent to existing active mining operations and their potential expansion areas (based on NR-135 permit information and illustrated on Map 2-1.)*

***Recommendation 9.5.3:** Encourage the private registration of marketable mineral deposits located within Tier 3 under the State's NR-135 Program. Subsequently acknowledge such registrations by reviewing and potentially amending the Comprehensive Plan so that short and long-term conflicts are evaluated and addressed prior to approving any extraction operations.*

***Recommendation 9.5.4:** Work with current mining operators to evaluate and enhance site-level reclamation plans so that they take advantage of, or provide opportunities for, future urban and/or rural residential development (i.e. creation of amenities, public open space, wildlife habitat, etc.).*

***Recommendation 9.5.5:** For any new single lot or platted subdivision developments located within 1 mile of an existing (NR-135 permitted) operation, require that language be placed on the plat or deed which acknowledges the proposed development's proximity to an existing mining operation.*

Strategy 9.6: Recognize the Outagamie County Regional Airport as a driver of economic development, and identify ways to

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take advantage of the Town's proximity to this major transportation hub.

Strategy 9.7: Encourage the redevelopment of lands identified as brown fields for redevelopment.

Recommendation 9.7.1: *Create and maintain an inventory of existing brownfield sites.*

Implementation

Implementation Vision: In 2030, planning is recognized by the Town of Greenville as their best and most consistent tool in ensuring it provides for the type of community desired by their residents. The Town relies heavily on its plan to steer development to appropriate locations, prevent incompatible land use, and encourage creative design solutions to protect important community natural and man-made resources and promote cost-effective government. The Town values the opinions of its residents and business owners and respects their

MINES, PITS, AND QUARRIES.....OH MY!

The protection of non-metallic mineral resources (stone, sand, and gravel) within close proximity to developing areas is of utmost importance. As urban areas develop, many of these resources can be covered with 'more permanent' development (i.e. subdivisions), while at the same time potentially increasing the transportation costs of the resource itself. For instance, did you know that for every 20 miles a dump truck load of gravel is transported, the market cost nearly doubles!?!

In 2001 the State of Wisconsin, developed provisions (Admin. Code NR-135) to allow for more permanent resource protection options by landowners, while at the same time, establishing uniform standards for the environmentally responsible reclamation and permitting of all operating mining sites. Currently, the Town of Greenville has six (6) permitted mining sites within its boundaries.

responsible efforts to protect their property and community. / **Introductory Plan Vision:** In 2030, the Town of Greenville continues to implement the goals, objectives, and strategies of its comprehensive plan and strives to ensure that the plan is trusted, accepted, and followed. The Town works diligently, by means of concise communication, policy-making, and marketing, to ensure that the entire community, including those seeking to invest in the community, is aware of the guiding principles set forth in the plan. The Town utilizes a process to keep the plan current, and views the plan as a living document that has the ability to grow with the community.

Goal 10: Consider the Year 2030 Comprehensive Plan to be flexible in nature so as to reflect changes in current conditions and community values.

Strategy 10.1: Periodically review aspects of the Comprehensive Plan for applicability and necessary changes (if any).

Recommendation 10.1.1: *Once per year evaluate progress on plan implementation activities and review major growth targets and changes in market conditions*

Recommendation 10.1.2: *Once individual neighborhood plans are prepared, the Town should consider adopting them as formal amendments to the Comprehensive Plan.*

Recommendation 10.1.3: *Every 5 years, review and update as necessary major growth targets and strategies and begin identifying plan elements that may need updating and/or enhancing.*

Recommendation 10.1.4: *Every 10 years, conduct a comprehensive update of the Comprehensive Plan and background elements as necessary.*

Recommendation 10.1.5: *The Planning Commission should consistently have an item on the agenda to discuss the Comprehensive Plan.*

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Strategy 10.2: Develop formalized procedures for the amendment of the Comprehensive Plan.

***Recommendation 10.2.1:** The Town should only consider amendments to the plan not more than twice per year. Such amendment requests may come from a resident of the community or internally through the Planning Commission based on the particular issue at hand.*

***Recommendation 10.2.2:** The Town should develop a guidance document to use internally which contains criteria and direction for considering amendments to the Comprehensive Plan. This could include things such as changes in population and market characteristics, past history of issues and analyses for specific geographic areas being considered for modification, and consistency of decisions.*

Strategy 10.3: The Town Planning Commission should work toward establishing high standards and expectations for development within the Town.

***Recommendation 10.3.1:** The Town should support a minimum level of continuing education for its Planning Commission members so as to keep current with planning issues and solutions.*

***Recommendation 10.3.2:** The Planning Commission should hold period meetings to proactively discuss issues and initiatives that will keep them ahead of day to day issues (i.e., meetings with no 'regular' items of business).*

Strategy 10.4: Support and promote the development of a transparent and participatory process which involves the residents of the Town of Greenville.

***Recommendation 10.4.1:** The Town should develop and institute a more formalized method of reviewing development proposals utilizing input from newly created "neighborhood associations."*

Strategy 10.5: Respect legitimate property rights issues and arguments during the implementation of the Comprehensive Plan's vision(s).

***Recommendation 10.5.1:** During their development, evaluate new regulations for their potential impact on private property rights, seeking legal opinions where necessary.*

***Recommendation 10.5.2:** Identify opportunities for the creation of incentives or payments which may be used to offset real or perceived impacts on property rights, where appropriate.*

Intergovernmental Cooperation

Intergovernmental Cooperation Vision:

In 2030, the Town of Greenville is a community which has built strong working relationships with neighboring municipalities, districts, and government bodies, including the sanitary district, school district, airport and Outagamie County. The Town embraces and builds upon these cooperative relationships to ensure that the most cost effective and highest quality municipal services are delivered, that related efforts can be combined, and that intergovernmental issues are addressed before problems arise. The Town has explored joint police services, joint bidding for roadways and equipment, joint marketing and servicing, joint purchase and sharing of equipment and machinery, shared employees, joint park and recreational facilities, and joint efforts with nonprofit and nongovernmental agencies, in an effort to create a win-win situation for all involved.

Goal 11: Plan, coordinate and monitor urban development activities with potentially affected agencies and entities.

Strategy 11.1: Ensure that short and long-term development plans are shared with entities.

***Recommendation 11.1.1:** Work with and coordinate sewer service area planning and development matters with the East Central Wisconsin Regional Planning Commission.*

***Recommendation 11.1.2:** Ensure that future planning and development activities are*

PLAN FRAMEWORK

shared and coordinated with the Grand Chute-Menasha West Sewerage Commission.

Recommendation 11.1.3: *Require that East Central RPC staff is notified of meetings regarding the review of sketch plans for development so as to ensure compliance and consistency with the Long-Range Transportation/Land Use Plan and the adopted Sewer Service Area Plan.*

Recommendation 11.1.4: *The Town should make use of ECWRPC's CUBE Travel Demand Model to forecast traffic impacts of future local and regional highway improvements or modifications.*

Recommendation 11.1.5: *The Town should host an annual 'intergovernmental cooperation' meeting with neighboring and overlapping jurisdictions so as to review progress on plan implementation and identify current and upcoming issues.*

CHAPTER THREE: IMPLEMENTATION

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CHAPTER THREE: IMPLEMENTATION

INTRODUCTION

A Smart Growth Comprehensive Plan serves a community by establishing priorities for the future, evaluating available resources, and providing a means for dealing with change. The purpose of the planning effort is to develop a plan that will guide both public and private decisions. In order to follow the plan as described in the previous chapters, it is necessary to implement the goals, strategies, and objectives as outlined on a continual basis. If a plan is to be successful it must be implemented meaningfully and aggressively.

This chapter prescribes a specific series of actions to be completed by the Town of Greenville, presented in a series of tables. Within each table, the goal serves as an identification of a priority based on the community vision session, committee discussions, and other public participation; the strategies outline more specific methods for achieving the goal; and the recommendations provide specific action steps, such as regulations, ordinances, incentives, expenditures, information, and education needed to fulfill a strategy.

IMPLEMENTATION VISION STATEMENT

In 2030, planning is recognized by the Town of Greenville as their best and most consistent tool in ensuring it provides for the type of community desired by their residents. The Town relies heavily on its plan to steer development to appropriate locations, prevent incompatible land use, and encourage creative design solutions to protect important community natural and man-made resources and promote cost-effective government. The Town values the opinions of its residents and business owners and respects their responsible efforts to protect their property and community.

ROLE OF THE PLAN

All land controls governing the Town of Greenville must be consistent with the adopted Comprehensive Plan. The Town's Planning Commission is responsible for ensuring this plan is used as a guide to update and/or replace ordinances to reflect the goals of this plan. When the Planning Commission reviews any petitions for development, the plan should be reviewed; any recommendations for future development must be based on the identified goals, strategies, recommendations, visions, and proposed land use patterns within this plan. If the Planning Commission must ultimately make a decision that is inconsistent with the plan, the plan must be amended to reflect the change in policy.

RESPONSIBILITY

Town Board

When facing land use proposals, Town Board members will have to make complex decisions based upon the Comprehensive Plan, the goals of the applicant, technical advice from Town staff, citizen input, and their own judgment on the specific development. The Comprehensive Plan provides much of the factual information a Board member will need for decision making. Board members must familiarize themselves with the contents and overall goals of the plan in order to assure that they provide the support and resources to ensure the plan remains viable.

Planning Commission

The powers and duties of planning commissions have been established by Wisconsin Statutes. The Town of Greenville Planning Commission is the primary entity responsible for implementing and updating this Comprehensive Plan. As such, the

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Planning Commission must promote good planning practices within the Town. Commission members should be knowledgeable about the contents, visions, goals, strategies and recommendations of the Comprehensive Plan. Moreover, the Planning Commission must promote active citizen participation in future planning efforts, and should strive to keep the citizens and elected officials informed of any technical issues and proceedings regarding current planning issues. The Planning Commission is responsible for periodic amendments to the Comprehensive Plan so that regulations and ordinances are in compliance with plan. Likewise, the Planning Commission must review all new and existing ordinances to verify they are compliant with the goals, strategies and recommendations of the Comprehensive Plan.

CONSISTENCY

Internal Consistency

The Comprehensive Plan was developed sequentially with supportive goals, strategies and recommendation. Utilizing the first Community-wide Meeting as a basis, key issues were identified for each of the nine elements of the plan. Using these issues, along with factual information regarding natural features, historical population and housing data, population and housing projections, and an analysis of existing infrastructure, a desired "overall" vision, and visions for each comprehensive planning element were developed. The identified visions, goals, strategies and recommendation expressed in this plan were used to prepare the Future Land Use Map (Map 2-1). To maintain internal consistency, any amendment to the plan should be accompanied with an overall review of all nine elements and their associated goals, objectives, and strategies.

Beginning January 1, 2010, all local governments engaging in any of the following actions must ensure that these actions are consistent with their local Comprehensive Plan: official mapping, local subdivision regulation, town, city, village and/or county zoning ordinances, and zoning of shorelands or wetlands in shoreland areas.

External Consistencies

Not only is it important to maintain internal consistencies, but the Town should also be aware of other planning documents and their relevance to the Town's comprehensive plan. An attempt should be made to maintain consistency with these plans if possible. Some examples of these plans include:

State Plans:

- Wisconsin State Airport System Plan 2020
- Wisconsin State Bicycle Transportation Plan 2020
- Wisconsin State Highway Plan 2020

Regional Plans:

- East Central Wisconsin Regional Planning Commission Comprehensive Plan, 2030 (adopted May 2008)

County Plans:

- Outagamie County Outdoor Recreation Plan, adopted December 2002
- Outagamie County Comprehensive Plan, adopted March 2008
- Outagamie County Regional Airport Master Plan Update, adopted March 2003
- Outagamie County Farmland Preservation Plan, adopted January 1982
- Outagamie County Land and Water Resource Management (LWRM) Plan, adopted 2005

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Local Plans:

- Town of Center Comprehensive Plan (Outagamie County), draft 2004, not yet adopted
- Town of Dale Comprehensive Plan (Outagamie County), adopted May 2001
- Town of Ellington Comprehensive Plan (Outagamie County), adopted June 2004
- Town of Grand Chute Comprehensive Plan (Outagamie County), adopted 1998
- Town of Hortonville Comprehensive Plan (Outagamie County), adopted November 2006
- Village of Hortonville Comprehensive Plan (Outagamie County), adopted 2003
- Town of Clayton Comprehensive Plan (Winnebago County), adopted July 2004
- Town of Menasha (Winnebago County), adopted August 2003

MONITORING PLAN PROGRESS

It is the Planning Commission's responsibility to monitor the progress of implementation, utilizing the implementation tables that are found at the end of this chapter. The progress of plan implementation should periodically be reported to the Town Board. Additionally, the Planning Commission should annually review the goals, objectives and strategies and address any conflicts which may arise between the elements of the plan. While it is the Planning Commission's responsibility to monitor progress, others may also check progress, including community members, town staff, zoning administrators, planners and citizen groups.

In order to assist the Planning Commission with the monitoring of the plan and achievement of its visions, it may be necessary to develop and implement a variety

of informal tools and techniques. Items for consideration may include:

- Creation of development review 'checklists' to assist with determining a proposal's consistency with the comprehensive plan;
- Integration of plan recommendations into a 'performance-based budgeting' initiative (likely to be done by the Town Board/Town Administrator);
- Development of an annual 'work plan' for the Planning Commission;
- Placing the comprehensive plan as an item on every Planning Commission meeting agenda so that either the public and/or Planning Commission members can discuss items related to the plan, or to use the time to evaluate implementation progress;
- Developing articles for the community newsletter which focus on certain recommendations or strategies within the plan and calling for public input or volunteers to work on an item; and
- Designation of an official 'Comprehensive Planning Day' within the Town and have activities or workshops related to this subject so as to build awareness (perhaps associated with the month of October which is the American Planning Association's formal "Community Planning Month."

UPDATING THE PLAN

A Comprehensive Plan must be updated at least once every ten years. However, it is strongly recommended that the Planning Commission annually review both the implementation schedule and current planning decisions to ensure compliance with the overall goals of the plan and continued consistency with the overall vision of the community. This annual review should also be used to determine if a "major" plan amendment is required.

IMPLEMENTATION

The comprehensive plan is a dynamic document. The plan should be updated when new demographic, economic, and housing data are released by the U.S. Census Bureau. It is anticipated that the land use element will likely require updating over the course of the plan due to growth and change that the Town is likely to experience. Other elements are less likely to need updates. Furthermore, as community values change, some goals, strategies and recommendations may no longer be relevant. The update to a plan should take less time than the full comprehensive planning process, but should include public participation. A recommended review timeline is presented for the elements of this Comprehensive Plan (Table 3-1).

The first “major” update of the plan, by law should be completed by 2019. The 2019 update should involve a review of the inventory and visions, goals, strategies and recommendations presented for each element, include a revised future land use map, and provide a timetable of updated implementation strategies.

ADOPTION OF THE PLAN & AMENDMENTS

As directed by s.66.1001(4), any Plan Commission or other body of a local governmental unit authorized to prepare or amend a comprehensive plan shall adopt

Table 3-1. Recommended Review Timeline

Plan Elements	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018-2019
Issues and Opportunities		Review Strategies & Growth Targets	Review Strategies & Growth Targets	Review Strategies & Growth Targets	Update Growth Targets	Review Strategies & Growth Targets	Review Strategies & Growth Targets	Review Strategies & Growth Targets	Review Strategies & Growth Targets	Inventory & Evaluate; Update V/G/S/R
Housing		Review Recomm. & Implem. Progress	Review Recomm. & Implem. Progress	Review Recomm. & Implem. Progress	Evaluate: ID necessary updates & enhancements	Review Recomm. & Implem. Progress	Review Recomm. & Implem. Progress	Review Recomm. & Implem. Progress	Review Recomm. & Implem. Progress	Inventory & Evaluate; Update V/G/S/R
Economic Development		Review Recomm. & Implem. Progress	Review Recomm. & Implem. Progress	Review Recomm. & Implem. Progress	Evaluate: ID necessary updates & enhancements	Review Recomm. & Implem. Progress	Review Recomm. & Implem. Progress	Review Recomm. & Implem. Progress	Review Recomm. & Implem. Progress	Inventory & Evaluate; Update V/G/S/R
Agricultural, Natural, Cultural Resources		Review Recomm. & Implem. Progress	Review Recomm. & Implem. Progress	Review Recomm. & Implem. Progress	Evaluate: ID necessary updates & enhancements	Review Recomm. & Implem. Progress	Review Recomm. & Implem. Progress	Review Recomm. & Implem. Progress	Review Recomm. & Implem. Progress	Inventory & Evaluate; Update V/G/S/R
Transportation		Review Recomm. & Implem. Progress	Review Recomm. & Implem. Progress	Review Recomm. & Implem. Progress	Evaluate: ID necessary updates & enhancements	Review Recomm. & Implem. Progress	Review Recomm. & Implem. Progress	Review Recomm. & Implem. Progress	Review Recomm. & Implem. Progress	Inventory & Evaluate; Update V/G/S/R
Community Facilities		Review Recomm. & Implem. Progress	Review Recomm. & Implem. Progress	Review Recomm. & Implem. Progress	Evaluate: ID necessary updates & enhancements	Review Recomm. & Implem. Progress	Review Recomm. & Implem. Progress	Review Recomm. & Implem. Progress	Review Recomm. & Implem. Progress	Inventory & Evaluate; Update V/G/S/R
Land Use		Review Recomm. & Implem. Progress	Review Recomm. & Implem. Progress	Review Recomm. & Implem. Progress	Evaluate: ID necessary updates & enhancements	Review Recomm. & Implem. Progress	Review Recomm. & Implem. Progress	Review Recomm. & Implem. Progress	Review Recomm. & Implem. Progress	Inventory & Evaluate; Update V/G/S/R
Intergovernmental Cooperation		Review Recomm. & Implem. Progress	Review Recomm. & Implem. Progress	Review Recomm. & Implem. Progress	Evaluate: ID necessary updates & enhancements	Review Recomm. & Implem. Progress	Review Recomm. & Implem. Progress	Review Recomm. & Implem. Progress	Review Recomm. & Implem. Progress	Inventory & Evaluate; Update V/G/S/R

“V/G/S/R”: Visions, Goals, Strategies, and Recommendations

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written public participation procedures that foster public participation, adopt a resolution by a majority vote of the entire commission or governmental unit (vote shall be recorded in the official minutes of the plan commission, the resolution shall refer to maps and other descriptive materials that relate to one or more elements of the comprehensive plan). One copy of the recommended plan shall be sent to the following:

- Every governmental body that is located in whole or part within the boundaries of the local governmental unit (county, utility districts, school districts, sanitary districts, drainage districts).
- The clerk of every local governmental unit that is adjacent to the local governmental unit that is the subject of the plan or update.
- The Wisconsin Department of Administration.
- East Central Wisconsin Regional Planning Commission.
- The public library that serves the area in which the local government unit is located.
- Others identified in the adopted public participation procedures.

The Town Board and Plan Commission may spend time reviewing, revising and requesting revisions to the recommended plan. The Town Board shall draft an ordinance adopting the plan and publish a class 1 public notice 30 days prior to the hearing on the proposed ordinance to adopt the final “recommended plan”. The Town Board must provide an opportunity for written comments to be submitted by public and there must be a response to those comments. In addition, a public hearing must be held on the ordinance. By majority vote, the Town Board must approve the ordinance. Finally, the adopted plan and the ordinance must be distributed to the list above.

LAND USE PLANNING CONTROLS

Although zoning and subdivision ordinances are the two most commonly utilized land use planning tools, there are several key tools which can be utilized to ensure that new development occurs in an organized and desired fashion. The Town may wish to modify existing or establish new ordinances which regulate new development.

Zoning

The Planning Commission and Town Board must continually ensure that any future zoning changes are consistent with the Comprehensive Plan. Several actions can be taken to ensure that zoning decisions are made that accommodate the preferred future land uses as indicated on the Future Land Use Map (see Map 2-1).

- Compare intended future land uses with existing zoning. Amend current zoning to reflect the intended future uses for all areas within the Town.
- Encourage local citizens and elected officials to actively participate in ongoing Town meetings regarding all zoning and planning issues.
- Cooperate with Outagamie County to amend existing ordinances and develop new ordinances which are reflective of the goals, strategies and recommendations of all elements in the Town's Comprehensive Plan.

Official Map

The Town of Greenville maintains an official map. An official map is a diagram which delineates the current and future roadways such as local streets, highways, historic districts, parkways, and parks. Additionally, an official map may delineate railroad right-of-ways, waterways (only if included on a

IMPLEMENTATION

comprehensive surface water drainage plan) and public transit facilities. Furthermore the map may establish exterior lines of future streets, highways, historic districts, parks, parkways, public transit facilities, waterways, and playgrounds. Once an official map is adopted by ordinance, no building permits may be issued to construct or enlarge any building within the limits of the features listed above.

Official maps serve several important functions which ensure that future land use decisions will remain compliant with the comprehensive plan, including:

- Future costs for land acquisitions for streets and other delineated features are lowered or minimized because the land will remain vacant.
- Future subdivisions of land will be streamlined because future streets have already been established; developers will be required to adhere to guidelines set forth within the official map unless it is amended by an ordinance.
- Potential home and land buyers can be readily informed that land has been designated for specific public uses.
- Acceptable route(s) for a potential by-pass for a major state highway can be delineated. Local governments can preserve sensitive environmental features while establishing a preferred corridor for a by-pass.

Subdivision Ordinance

Wisconsin State Statutes and the Town of Greenville Subdivision Ordinance (Chapter 5) regulate the division of raw land into lots for the purpose of sale for building development. The subdivision ordinance is related to the zoning ordinance in that it regulates the platting, or mapping, or newly created lots, streets, easements, and open areas. A subdivision ordinance can help implement the

comprehensive plan and must be consistent with and conform to the goals of the Comprehensive Plan. Furthermore, subdivision ordinances can incorporate construction standards and timelines for completion of community facilities such as transportation networks or curb and gutter systems.

Building Code

The Town of Greenville enforces the Uniform Dwelling Code. The Uniform Dwelling Code promotes health, safety, and general welfare; protects property values; and provides for orderly, appropriate development and growth in communities. The enforcement of the Uniform Dwelling Code along with enforcement of other local codes can help ensure properties are adequately maintained and that property values are protected.

IMPLEMENTATION SCHEDULE

The goals established in the implementation schedule (Table 3-2) should be applied over the planning period which begins in 2009 with the adoption of the Comprehensive Plan. Strategies provide more detailed and readily measurable steps toward reaching each goal, while recommendations provide specific actions used to ensure plan implementation.

To ensure that implementation of the plan is achieved in a timely fashion, landmark dates have been set for each recommendation. During periodic reviews, the Planning Commission should verify that these deadlines have been met and consider additional strategies and associated recommendations to better achieve the stated goal, if necessary. The landmark dates have been reviewed by the public, the Comprehensive Plan Steering Committee, the Plan Commission and Town Board to assure that they are feasible expectations.

IMPLEMENTATION

The primary responsibility for implementing the plan recommendations contained in the implementation schedule lies with the Town Board. Secondary responsibility for performing the recommended strategies in the plan lies with the Planning Commission which is appointed by the Town Board.

The following implementation tables indicate the comprehensive plan goals, strategies and recommendations, by element; primary and secondary responsibility for implementation; and a milestone date for completion. An abbreviation list precedes the tables; this list should be used to interpret the responsible parties involved with implementation of specific strategies.

Abbreviations

CGP:	Community Gardens Partnership
DATCP:	Department of Agriculture, Trade & Consumer Protection
ECWRPC:	East Central Wisconsin Regional Planning Commission
FCEDP:	Fox Cities Economic Development Partnership
GCMWSC:	Grand Chute/Menasha West Sewerage Commission
INOCIS:	Interactive Network for the Fox Cities
NRCS:	Natural Resource Conservation Service
NEWLT:	Northeast Wisconsin Land Trust
OCRA:	Outagamie County Regional Airport
USDA:	United States Department of Agriculture
WDNR:	Wisconsin Department of Natural Resources
WisDOT:	Wisconsin Department of Transportation
WHS:	State of Wisconsin Historical Society

IMPLEMENTATION

ISSUES & OPPORTUNITIES

Goal 1. Incorporate principles of sustainability into <u>all</u> future land use changes and land use policy decisions.					
<i>Related Strategy</i>	<i>Recommendation</i>	<i>Required Action</i>	<i>Responsibility</i>		<i>Milestone Date</i>
			<i>Primary</i>	<i>Secondary</i>	
1.1	1.1.1: The Town should consider the development and adoption of a formal resolution to become an 'eco-municipality'. Appendix J contains a sample of such a resolution.	Adopt a Resolution	Town Board	Town Plan Comm.; Town Staff	2009
1.1	1.1.2: The Town should consider creating a 'community footprint' analysis to improve knowledge about land use practices and sustainability.	Study & Assess feasibility; contact communities that have completed	Town Plan Commission	Town Board	2010
1.1	1.1.3: The Town should create a "Sustainability Committee" comprised of public and private entities as well as interested citizens to foster sustainable actions within the Town.	Request participation and appoint Committee	Town Board	Plan Commission	2009
1.1	1.1.4: The Town should take advantage of free information, training, and programs offered by groups such as: <ul style="list-style-type: none"> ◊ ICLEI – Cities for Climate Protection Program ◊ Clean Energy Environment ◊ Energy Star Program ◊ Green Power Partnership ◊ Midwest Clean Diesel Initiative ◊ Waste Wise ◊ Green Venues Program ◊ WaterSense ◊ Heat Island Reduction Program ◊ Center for Neighborhood Technology ◊ GreenMapping.org ◊ Greenvvalues.cnt.org and apply appropriate sustainability tools to government functions	Investigate resources	Town Board	Town Plan Comm.; Town Staff; UW-Extension	Ongoing
1.2	1.2.1: The Town should consider a project which would inventory emission sources and develop an emissions reduction strategy.	Develop study outline and outcomes. Initiate study.	Town Board	Town Staff	2010
1.3	1.3.1: The Town should consider the development of a Sustainability Best Management Practices Registry for use in tracking the cumulative impacts of their affects on the environment. For example, keeping track of 'anti-gallons' of stormwater (the amount of water prevented from flowing into a drainage system).	Contact ECOS and UW-Extension to gauge interest	Town Staff: Public Works, Parks & Recreation, etc.	Town Board; ECOS; UW-Extension	2010
1.3	1.3.2: Promote the use of native trees and plant species on all public and private development projects. Identify areas as appropriate and work with local groups such as the Wild Ones to implement.	Contact Wild Ones; Identify potential demonstration sites	Town Parks & Recreation; Public Works	Wild Ones	2009; ongoing

IMPLEMENTATION

AGRICULTURAL, CULTURAL, AND NATURAL RESOURCES

Goal 2: Protect, enhance, and restore natural/environmental systems within the Town so that their functions are maintained and valued by the community.					
<i>Related Strategy</i>	<i>Recommendation</i>	<i>Required Action</i>	<i>Responsibility</i>		<i>Milestone Date</i>
			<i>Primary</i>	<i>Secondary</i>	
2.1	2.1.1: Protect features identified in the GreenPrint plan as Features of 'High Importance' and 'Medium Importance'.	Consult Green Print Plan; work with partners as needed	Town Board & Plan Commission	WDNR; NRCS; USDA; WHS	Ongoing
2.1	2.1.2: Acknowledge features identified in the GreenPrint Plan as Features of 'Low Importance' when making land use decisions. This includes the assessment of opportunities for the re-establishment of resources or the preservation of the overall function(s) of the resource.	Consult Green Print Land when reviewing plats, CSMS, PUDs, and other development proposals	Town Plan Commission	Town Board; WDNR; NRCS; USDA	Ongoing
2.1	2.1.3: Work towards the development and implementation of town-wide incentives and programs which proactively protect GreenPrint Plan features of High and Medium Importance (See Map 8-1). These could include: <ul style="list-style-type: none"> ◇ A purchase of development rights program; ◇ A conservation subdivision ordinance (monitoring of the existing ordinance); ◇ Conservation Easement Programs; ◇ A Resource Protection Overlay District for inclusion in the Town's zoning ordinance; ◇ Planned Unit Developments which increase government review and negotiation powers; ◇ Outright land donations or purchases in conjunction with government grant programs; and ◇ Use and promotion of the Northeast Wisconsin Land Trust (NEWLT) as an option for private land stewardship activities. 	Contact potential partners, as necessary	Town Plan Commission	Town Board; NEWLT; Outagamie, Winnebago, and Calumet Counties; ECWRPC	Ongoing
2.1	2.1.4: The Town should consider developing additional information, programs and regulations which preserve and protect the integrity of existing historic structures (including barns). Such items could include: <ul style="list-style-type: none"> ◇ Gather, review, and update all information regarding the existence and status of historically significant structures and sites within the Town (the GreenPrint Plan provides a good start); ◇ Work with the State of Wisconsin Historical Society to identify grant funding to research, create and install interpretive markers for historical and cultural resource features within the Town; ◇ Develop a program which makes information regarding historic and cultural resource protection readily accessible to property owners; 	Consult Green Print Plan for initial assessment; Contact WSHS; Create list of Historic Property Owners	Town Board	Planning Comm.; WHS; Historical Property Owners	Ongoing

IMPLEMENTATION

	<p>◇ Target eligible property owners identified in historic building surveys and send them a tax credit information packet one week after property tax bills are mailed out; and Develop additional zoning regulations and/or separate ordinances to address protection of historic resources (Note: See Recommendation 6.1.5 regarding Heritage Overlay Zoning District).</p>				
2.1	<p>2.1.5: The Town should utilize its GIS staff to continually update and modify the GreenPrint Plan map as new and better information is developed for these resources (i.e. plat information, new studies and surveys, etc.)</p>	<p>As new data is available, update GreenPrint Map</p>	<p>GIS Staff</p>	<p>ECWRPC, Town Plan Comm.; WDNR</p>	<p>Ongoing</p>
2.2	<p>2.2.1: The Town should identify, track, and monitor the location of existing public and private wells & community septs.</p>	<p>Gather data and integrate into GIS system</p>	<p>Sanitary District; GIS Staff</p>	<p>Outagamie County; WDNR</p>	<p>Ongoing</p>
2.2	<p>2.2.2: The Town should continue to encourage or require 'community wells' within conservation subdivisions. The Town needs to be cognizant of the 1,000-foot setback imposed on agricultural land spreading when locating such facilities.</p>	<p>Support existing Conservation Subdivision Ordinance; update as needed</p>	<p>Town Board</p>	<p>Plan Comm.; WDNR;</p>	<p>Ongoing</p>
2.2	<p>2.2.3: Promote and practice water conservation techniques within both the public and private water systems.</p>	<p>Identify Town-wide goals and develop program / implementation methods</p>	<p>Town Board</p>	<p>Sanitary District</p>	<p>Ongoing</p>
2.3	<p>(Strategy) The Town should actively promote and utilize methods to protect its local and regional surface water features. (See Strategy 2.1 and 7.2 for more info regarding stormwater).</p>	<p>Develop Demonstration Projects/ activities</p>	<p>Town Board</p>	<p>Town Plan Comm.; WDNR</p>	<p>Ongoing</p>

IMPLEMENTATION

Goal 3: The preservation of agricultural lands is made a priority in both short and long term land use decisions.

<i>Related Strategy</i>	<i>Recommendation</i>	<i>Required Action</i>	<i>Responsibility</i>		<i>Milestone Date</i>
			<i>Primary</i>	<i>Secondary</i>	
3.1	(Strategy) Promote the infilling of existing residential subdivisions first, prior to approving new developments within the Town.	Refer to this strategy when reviewing any new development proposals	Town Plan Commission	Town Board	2009; ongoing
3.2	(Strategy) Target new development to lands immediately adjacent to urbanized areas (See Strategy 4.4).	Consult Future Land Use Map	Town Plan Commission	Town Board	2009; ongoing
3.3	3.3.1: Consider the area (neighborhood) immediately surrounding STH 76, north of STH 15, as a potential area for redevelopment.	Address as needed	Town Plan Commission	Town Board	Ongoing
3.4	(Strategy) Assess the quality of soils and suitability for farming when examining both development and land preservation opportunities.	Refer to Soils Maps when reviewing proposals	Town Plan Commission	DATCP; UW-Extension;	Ongoing
3.5	3.5.1: Work toward the creation of a Purchase of Developments Rights (PDR) program at the local and/or regional scale.	Participate in meetings with ECWRPC and/or DATCP Working Lands Initiative	Town Plan Commission	ECWRPC, DATCP; NEWLT; Outagamie, Winnebago & Calumet Counties; Landowners	2009-2011
3.5	3.5.2: Work toward the creation of a Transfer of Development Rights (TDR) program, at the local and/or regional scale.	Participate in meetings with ECWRPC and/or DATCP Working Lands Initiative	Town Plan Commission	ECWRPC, DATCP; NEWLT; Outagamie, Winnebago & Calumet Counties; Landowner; Developers	2009-2011
3.5	3.5.3: Modify the Town's Subdivision Ordinance to limit the size of lots created by Certified Survey Map (CSM) as well as their proximity to the road.	Generate new ordinance language	Town Plan Commission	Outagamie County	2009
3.5	3.5.4: Where practical and appropriate, the Town should require a conceptual sketch plan for remaining undeveloped lands prior to approving a CSM. This conceptual plan should be consistent with any 'neighborhood plans' (See Strategy 4.4).	Generate new ordinance language.	Town Plan Commission	Outagamie County	2009
3.5	3.5.5: The Town should actively support and schedule period educational and training sessions for its Town Board, Plan Commission and the general public on agricultural land preservation tools and local/regional implementation strategies so as to continue dialogue and momentum on these issues.	Establish / schedule meetings as required.	Town Board; UW-Extension	ECWRPC; DATCP; Outagamie County	2009

IMPLEMENTATION

LAND USE & HOUSING

Goal 4: Improve the management of growth within the Town of Greenville based on logical physical and infrastructure divisions.					
<i>Related Strategy</i>	<i>Recommendation</i>	<i>Required Action</i>	<i>Responsibility</i>		<i>Milestone Date</i>
			<i>Primary</i>	<i>Secondary</i>	
4.1	4.1.1: Utilize the adopted NR-121 based 20-year Sewer Service Area (SSA) and 40-50 year SSA Planning Area Boundary (PAB) as a basis for the division between Tiers.	Assess Tier Boundaries when SSA boundaries are modified	Town Plan Commission	Town Board; ECWRPC	As needed
4.2	4.2.1: The Town should target approximately 80% of its new residential development (~1,800+ dwelling units) to lands that lie within Tier I over the planning period.	Consult Future Land Use Map	Town Plan Commission	Town Board	2009; ongoing
4.2	4.2.2: The Town should target approximately 16% of its new residential development (~350 dwelling units) to for lands that lie within Tier II over the planning period.	Consult Future Land Use Map	Town Plan Commission	Town Board	2009; ongoing
4.2	4.2.3: Allow up to 4% of new residential development (~100 dwelling units) to be constructed in Tier III over the planning period.	Consult Future Land Use Map	Town Plan Commission	Town Board	2009; ongoing
4.2	4.2.4: The Town should continually monitor the housing and development market and re-assess the Tier development targets on a 5-year basis.	Review and modify as necessary	Town Plan Commission	Town Board	2014
4.3	4.3.1: Residential development in Tier I areas should consist of a mixture of both 'infill' developments and new 'mixed use' urban developments.	Consult Future Land Use Map	Town Plan Commission	Town Board	Ongoing
4.3	4.3.2: Residential development in Tier II and III should be allowed only as conservation subdivisions or as individual Certified Survey Maps (CSMs).	Consult Future Land Use Map	Town Plan Commission	Town Board	Ongoing
4.3	4.3.3: Priority should be given to approving conservation subdivisions to the identified target areas within Tiers II and III. These areas were targeted because of existing residential patterns.	Consult Future Land Use Map	Town Plan Commission	Town Board	Ongoing
4.3	4.3.1: Residential development in Tier I areas should consist of a mixture of both 'infill' developments and new 'mixed use' urban developments.	Consult Future Land Use Map	Town Plan Commission	Town Board	Ongoing
4.3	4.3.2: Residential development in Tier II and III should be allowed only as conservation subdivisions or as individual Certified Survey Maps (CSMs).	Consult Future Land Use Map; Develop ordinance language	Town Plan Commission	Town Board	2009 – Ongoing
4.3	4.3.3: Priority should be given to approving conservation subdivisions to the identified target areas within Tiers II and III (See Map 8-1). These areas were targeted because of existing residential patterns.	Consult Future Land Use Map; Develop ordinance language	Town Plan Commission	Town Board	2009 – Ongoing
4.4	4.4.1: The Town should actively promote and support the creation of neighborhoods generally identified on Map 8-1 as A-H.	Consult Future Land Use Map; Develop incentives as required	Town Plan Commission	Town Board	2009 – Ongoing

IMPLEMENTATION

4.4	4.4.2: The Town of should consider Neighborhoods A-G as being of higher priority for development over the next 10 years.	Consult Future Land Use Map	Town Plan Commission	Town Board	Ongoing
4.4	4.4.3: The Town should consider supporting the development of no more than two neighborhoods at any one time dependent on market conditions.	Consult Future Land Use Map; Develop ordinance language as required	Town Plan Commission	Town Board	2009 – Ongoing
4.4	4.4.4: The Town should consider amendments to it zoning and subdivision ordinances which would facilitate the development and timing of neighborhood creation. Such amendments may include: <ul style="list-style-type: none"> ◇ A review of current zoning districts and creation of new districts or overlay districts which require various neighborhood components; ◇ Consideration of 'form-based' zoning to control building style and design (See Appendix K; ◇ Consideration of changes to maximum building height, lot coverage, floor area ratio, parking and greenspace requirements.; and ◇ Zoning categories that address multiple uses on multiple floor buildings. 	Develop ordinance language as required	Town Plan Commission	Town Board; Outagamie County; UW-Extension; ECWRPC	2009-2010
4.5	4.5.1: Require new development proposals that are larger than 20 acres in size to identify development phases in two to five year increments.	Develop ordinance language	Town Plan Commission	Town Board; Outagamie County	2009
4.6	4.6.1: Utilize the Outagamie County Regional Airport Zoning Ordinance as a basis for determining the types and intensities of land use are possible within this zone.	Assess ordinance and develop new town ordinance language as necessary	Town Plan Commission	Town Board; Outagamie County; Outagamie County Airport	2009-2010
4.6	4.6.2: The Town should work with Outagamie County on possible modifications to the Airport Overlay Zone which would assist the Town in achieving its overall development goals. Particularly, areas of the ordinance regarding density and specific allowed uses should be reviewed.	Assess ordinance and suggest modifications	Town Plan Commission	Town Board; Outagamie County; Outagamie County Airport	2009-2010

IMPLEMENTATION

Goal 5: Promote high-quality rural development practices within the Town (Tiers II and III).

Related Strategy	Recommendation	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
5.1	5.1.1: Provisions for the accommodation of linked green spaces (trails, habitat, and open space) should be considered and evaluated during the platting of lands within Tiers II and III. The GreenPrint Plan should be consulted during the review of all rural development activities.	Consult GreenPrint Plan and identify features.	Town Plan Commission	Town Board	Ongoing
5.1	5.1.2: The Town should consider the incorporation of policies which foster effective and equitable extensions of future utilities (sewer and water) to areas which lie within Tier II, similar to those contained in Policy 1.4 of East Central's Transportation Plan Addendum (See sidebar).	Develop policies as needed	Town Plan Commission	Town Board	2009

Goal 6: Promote high-quality urban development practices within the Town (Tier I).

Related Strategy	Recommendation	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
6.1	6.1.1: Upon plan adoption, the Town should identify or create an appropriate committee or task force to further the creation of 'neighborhood plans' based on their priority.	Identify and establish committee / task force	Town Plan Commission	Town Board	2009
6.1	6.1.2: Within each targeted neighborhood, approximately 35 percent of the gross undeveloped land area should consist of residential development that must be of 'mixed use' and 'higher density'. Higher density is defined as have upwards of 8 or more dwelling units per net acre, but excludes the exclusive use of 'apartments' as the only type of affordable housing or lifestyle housing being provided.	Consult Land Use Plan; Develop ordinance language	Town Plan Commission	Town Board	2009
6.1	6.1.3: Consider the use and application of the following concepts/characteristics when preparing neighborhood plans: <ul style="list-style-type: none"> ◊ Neighborhood Identity ◊ Streetscapes and Vistas (the look and feel) ◊ Transitions and interactions adjacent to existing development (whether they serve to separate or connect these areas) ◊ Connectivity of Street System (more grid, less cul-de-sac) ◊ Mixed Use ◊ Mixed Density (type, style of structures) ◊ Human Scale ◊ Pedestrian Facilities (trails, sidewalks) ◊ Bicycle Facilities (designated on-street and off-street lanes) ◊ Environmental Protection (particularly with respect to natural stormwater management and energy efficiency) ◊ Infrastructure Minimization (such as reduced street widths) 	Consult Land Use Plan. Develop guidance document and new regulations as required	Town Plan Commission	Town Board; UW-Extension; ECWRPC	2009-2011

IMPLEMENTATION

6.1	6.1.4: Develop more detailed guideline documents and where necessary, ordinance language, to address Architectural Design, Energy Efficiency and Renewable Energy, and Landscaping Standards for all new development.	Develop guidance documents	Town Plan Commission	UW-Extension; Town Board; ECWRPC	2009-2011
6.1	6.1.5: The Town should continue to implement and monitor the performance of its two newest zoning overlay districts, the Heritage Overlay District and the Gateway Overlay District.	Monitor as required	Town Plan Commission	Town Board	Ongoing

UTILITIES AND COMMUNITY FACILITIES

Goal 7: Expand public services and utilities as needed during the planning period.					
<i>Related Strategy</i>	<i>Recommendation</i>	<i>Required Action</i>	<i>Responsibility</i>		<i>Milestone Date</i>
			<i>Primary</i>	<i>Secondary</i>	
7.1	7.1.1: The Town should site a new water tower on lands located in the south-east quadrant of STH 15 and Julius Drive.	Identify specific site and purchase/ reserve.	Sanitary District	Public Works Dept.; Town Plan Comm.; Town Board	2010
7.1	7.1.2: The Town should consider the development of additional garage facility space to accommodate Town needs.	Identify specific needs and integrate into CIP	Public Works Dept.	Town Board	2010
7.1	7.1.3: The Town should consider increasing its staffing as needed during the planning period to address service level needs. The Town can use the 2008 Community Management Capacity Study as a guide.	Review Study and integrate into annual / long-term budgets	Town Board	Town Depts.	As required
7.1	7.1.4: The Town should consider alternatives to the expansion of its existing Municipal Building to accommodate additional office space without compromising the existing public spaces.	Initiate study as required	Town Board	Town Depts.	As required
7.1	7.1.5: The Town should target any new school facility proposals to land located within Neighborhood A, as a full range of municipal services is available and opportunities exist for more intense development of the area (to encourage walkability of the new neighborhood).	Consult Land Use Plan	Town Plan Commission	School Districts; Town Board	As required
7..2	7.2.1: The Town should consider the issuance of tax credits or other incentives which favor the installation of distributed stormwater controls, such as: <ul style="list-style-type: none"> ◇ Native Landscaping Systems ◇ Green Roofs ◇ Bio-Swales ◇ Porous Paving ◇ Level Spreaders ◇ Rain Gardens ◇ Rain Barrels/Cisterns 	Develop program and/or incentives	Town Plan Commission	UW-Extension; ECOS; ECWRPC; Town Board	2009-2010

IMPLEMENTATION

7.2	7.2.2: The Town should consider reduced use of typical detention/retention stormwater ponds.	Develop and integrate policy into regulations	Town Plan Commission	Public Works Dept.; Town Board; WDNR	2009 – Ongoing
7.2	7.2.3: The Town should consider modifying its subdivision ordinance requirements to specifically allow for, or require distributed stormwater controls, including provisions for the management and maintenance of such systems.	Develop ordinance language	Town Plan Commission	Public Works; WDNR; Private Consultant/ Engineer	2009
7.2	7.2.4: The Town should consider implementing recommendations contained in its 2008 Stormwater Management Plan.	Review and apply recommendations as required.	Town Plan Commission	Town Board	Ongoing
7.3	7.3.1: The Town should investigate the feasibility of creating a Wind Utility which would finance, own, and/or operate a small series of turbines in the northwestern corner of the Town.	Develop a feasibility study and speak with landowners	Town Plan Commission	Town Board; UW-Extension; Landowners	2009-2011
7.3	7.3.2: The Town should contact its neighboring communities (T. Dale and T. Ellington) to gauge their interest in any future Wind Utility project assessment or planning.	Contact communities	Town Plan Commission	Town Board	As required
7.3	7.3.2: The Town should incorporate provisions for solar, small wind, geothermal, and other alternative energy provisions into its zoning and subdivision ordinances.	Develop ordinance language	Town Plan Commission	Town Board; WDNR; Wisconsin Focus on Energy Pgm.	2009-2011
7.4	7.4.1: The Town should continue to discuss, debate, and evaluate the need for, and feasibility of having its own police department contracting with overlapping and/or neighboring jurisdictions for increased levels of service during the planning period.	Identify Town goals and develop study to assess alternatives	Town Board	Town Departments Outagamie County	2010

IMPLEMENTATION

TRANSPORTATION

Goal 8: The Town should provide, support, and maintain a wide range of transportation alternatives for its residents and visitors.					
<i>Related Strategy</i>	<i>Recommendation</i>	<i>Required Action</i>	<i>Responsibility</i>		<i>Milestone Date</i>
			<i>Primary</i>	<i>Secondary</i>	
8.1	8.1.1: Limit and plan for access controls along USH 15 within the Town.	Work with WISDOT, ECWRPC, and Outagamie Co. to develop necessary controls	Town Board	Town Plan Comm.; WisDOT; Outagamie County; ECWRPC	2009 - Ongoing
8.2	8.2.1: Partner with the Town of Grand Chute and Outagamie County on the development of a context-sensitive design for the extended CTH CB corridor.	Work with Outagamie County on detailed plans	Town Plan Commission	Town Depts.; Town Board; T. Grand Chute; Outagamie County	Ongoing
8.2	8.2.2: When appropriate, modify the Town's official map to formally identify and preserve the identified CTH CB corridor.	Modify Official Map	Town Plan Commission	Town Board; Outagamie County	When required
8.3	8.3.1: Limit cul-de-sacs and dead ends and institute requirements for a more grid-based system of new streets and roads so as to reduce infrastructure/maintenance costs and disperse new traffic.	Develop street layout plan for developing neighborhoods in advance of development	Town Plan Commission	Town Board; Outagamie County; ECWRPC	2009-2011
8.3	8.3.2: The Town should consider the development of a "Green Streets Program" which would allow for a fund to be created by applying a 1% fee on construction-related projects.	Investigate / develop program	Town Plan Commission	Town Board	2010
8.4	8.4.1: The Town should support the development of the following segments of pedestrian/bike trails: <ul style="list-style-type: none"> ◊ USH 15 from Municipal Drive to the Village of Hortonville along the south side. ◊ CB Trail Extension from CTH BB to STH 15, and eventually to CTH JJ (when the CTH CB expansion is complete). ◊ Transmission Line Trail along the American Transmission Company (ATC) line from the northeast part of the Town to the southwest part of the Town. ◊ The Yellowstone Trail as indicated on Map 8-1. ◊ The CTH CB trail from USH 76 to the Yellowstone Trail. ◊ Any additional segments that connect existing development, as new development occurs and/or as determined by Town Staff (note: the Town has all future trail segments officially mapped). 	Support future trail segments and pursue development and funding	Town Parks Committee	Town Plan Comm.; Town Board; WisDOT	2009-Ongoing

IMPLEMENTATION

8.4	8.4.2: The Town should work with private landowners and trail organizations to develop/implement unimproved, off-road trail segments (similar in nature to how the Ice Age Trail was created).	Review GreenPrint Plan and identify specific corridors	Town Parks Committee	Town Plan Comm.; Town Board; Landowners	2009 - 2015
8.4	8.4.3: The Town should seek to work with the Hortonville Area School District on the development of a Safe Routes to School (SRTS) Plan.	Support the development of an SRTS Plan / be involved in meetings	Town Plan Commission	Town Board; School District	Ongoing
8.5	8.5.1: In targeted neighborhoods with potential for future bus line service or commuter rail, encourage the development of neighborhood concept plans that plan for higher density residential along the transportation corridor (Neighborhoods B and H, and portions of neighborhoods G and F as illustrated on Map 8-1)	Consult Land Use Plan.	Town Plan Commission	Town Board	Ongoing
8.6	8.6.1: The Town should strategically identify and secure locations within the Town for use as park-n-ride facilities, such as near the intersection of USH 15 and CTH CB, near McDonald's. The Town should work with business and institutional uses (such as churches) to examine opportunities for collaborative siting of such facilities, perhaps using newly created incentives.	Identify specific properties and partners. Acquire or reserve as necessary	Town Plan Commission	Town Board; Outagamie County; WisDOT	2009 – 2012
8.6	8.6.2: Work with Valley Transit to secure a permanent bus route/service area which provides service to the Outagamie County Airport and industries along the CTH CB corridor.	Conduct survey(s) to gauge interest / feasibility. Identify funding mechanisms	Town Plan Commission	Town Board	Ongoing
8.6	8.6.3: Support future consideration of passenger/commuter rail opportunities within the Town utilizing the Canadian National Line which parallels USH 15.	Investigate feasibility / work with neighboring jurisdictions on overall plan	Town Plan Commission	Town Board; ECWRPC; neighboring muni's.; WisDOT; CN Railroad; Landowners	2009 - 2015

IMPLEMENTATION

ECONOMIC DEVELOPMENT

Goal 9: To provide and support a wide range of economic development activities so as to provide local employment for Town residents and attract 'new economy' businesses and employees.

<i>Related Strategy</i>	<i>Recommendation</i>	<i>Required Action</i>	<i>Responsibility</i>		<i>Milestone Date</i>
			<i>Primary</i>	<i>Secondary</i>	
9.1	9.1.1: The Town should encourage and support the development of 'grow/eat local' efforts as both an amenity for its citizens, as well as an economic development tool.	Create demonstration project, such as community garden	Town Plan Commission; Town Park & Recreation Committee	Town Board; CGP	2009
9.2	9.2.1: Integrate retail and office hubs within neighborhoods to provide local employment opportunities (regional opportunities if located along future rail or bus transit lines).	Work with developers to meet guidelines set forth in this Plan	Town Plan Commission	Town Board; Town Admin.	Ongoing
9.3	9.3.1: Monitor, participate, and support the INFOCIS College Ave. Corridor Wireless project.	Coordinate with INFOCIS	Town Board, Public Works Department	INFOCIS	Ongoing
9.3	9.3.2: Consider the development of a 'technology park' south of CTH GV and west of Mayflower Drive.	Coordinated with FCEDP to assess feasibility	Town Plan Commission	Town Board, FCEDP	2009, Ongoing
9.4	(Strategy) Continue participation in the Fox Cities Economic Development Partnership as a venue to enhance and market the entire Fox Cities, including Greenville, as a prime place for economic opportunities.	Attend FCEDP meetings and actively engage in their activities	Town Board, Town Administrator	FCEDP	Ongoing
9.5	9.5.1: The Town should encourage the expansion of mining operations (where marketable deposits exist) in areas immediately adjacent to existing, permitted operations where practical.	Open communication with Mining Operators	Town Board	DNR, ECWRPC, Mining Operators	Ongoing
9.5	9.5.2: Limit new growth and development in areas immediately adjacent to existing active mining operations and their potential expansion areas (based on NR-135 permit information and illustrated on Map 8-1.)	Consult future land use map	Town Plan Commission	Town Board; ECWRPC	Ongoing
9.5	9.5.3: Encourage the private registration of marketable mineral deposits located within Tier 3 under the State's NR-135 Program. Subsequently acknowledge such registrations by reviewing and potentially amending the Comprehensive Plan so that short and long-term conflicts are evaluated and addressed prior to approving any extraction operations.	Coordinate with ECWRPC; Address any issues in Comp Plan amendments	Town Board	ECWRPC; Mining Operators	Ongoing
9.5	9.5.4: Work with current mining operators to evaluate and enhance site-level reclamation plans so that they take advantage of, or provide opportunities for, future urban and/or rural residential development (i.e. creation of amenities, public open space, wildlife habitat, etc.).	Coordinate with Mining Site Operators and ECWRPC when updating Reclamation plans	Town Board	Mining Site Operators	Ongoing

IMPLEMENTATION

9.5	9.5.5: For any new single lot or platted subdivision developments located within 1 mile of an existing (NR-135 permitted) operation, require that language be placed on the plat or deed which acknowledges the proposed development's proximity to an existing mining operation.	Create GIS map showing areas within 1 mile of mining site; Develop Ordinance Language	Town Board; Town GIS Staff	Town Attorney; ECWRPC	2009
9.6	(Strategy) Recognize the Outagamie County Regional Airport as a driver of economic development, and identify ways to take advantage of the Town's proximity to this major transportation hub.	Collaborate with Airport to spur on additional economic development	Town Board	OCRA; FCEDP	Ongoing
9.7	9.7.1: Create and maintain an inventory of existing brownfield sites	Collaborate with DNR to identify potential brownfields	Town GIS Staff	DNR	2010

IMPLEMENTATION

Goal 10: Consider the Year 2030 Comprehensive Plan to be flexible in nature so as to reflect changes in current conditions and community values.

<i>Related Strategy</i>	<i>Recommendation</i>	<i>Required Action</i>	<i>Responsibility</i>		<i>Milestone Date</i>
			<i>Primary</i>	<i>Secondary</i>	
10.1	10.1.1: Once per year evaluate progress on plan implementation activities and review major growth targets and changes in market conditions	Review plan elements as noted	Town Plan Commission	Town Board	Annually
10.1	10.1.2: Once individual neighborhood plans are prepared, the Town should consider adopting them as formal amendments to the Comprehensive Plan.	Adopt neighborhood plans	Town Plan Commission	Town Board	As required
10.1	10.1.3: Every 5 years, review and update as necessary major growth targets and strategies and begin identifying plan elements that may need updating and/or enhancing.	Review / update growth targets	Town Plan Commission	Town Board	2014
10.1	10.1.4: Every 10 years, conduct a comprehensive update of the Comprehensive Plan and background elements as necessary.	Update plan.	Town Plan Commission	Town Board	2019
10.1	10.1.5: The Planning Commission should consistently have an item on the agenda to discuss the Comprehensive Plan.	Add Agenda Item Regularly	Town Plan Commission	Town Admin.	Regularly
10.2	10.2.1: The Town should only consider amendments to the plan not more than twice per year. Such amendment requests may come from a resident of the community or internally through the Plan Commission based on the particular issue at hand.	Establish amendment schedule and process / notify public	Town Plan Commission	Town Board	2009

IMPLEMENTATION

10.2	10.2.2: The Town should develop a guidance document to use internally which contains criteria and direction for considering amendments to the Comprehensive Plan. This could include things such as changes in population and market characteristics, past history of issues and analyses for specific geographic areas being considered for modification, and consistency of decisions.	Develop guidance document.	Town Plan Commission	Town Board; UW-Extension	2009
10.3	10.3.1: The Town should support a minimum level of continuing education for its Plan Commission members so as to keep current with planning issues and solutions.	Identify education opportunities and funding mechanisms	Town Plan Commission	Town Board	2009 – Ongoing
10.3	10.3.2: The Plan Commission should hold periodic meetings to proactively discuss issues and initiatives that will keep them ahead of day to day issues (i.e., meetings with no 'regular' items of business).	Schedule meetings twice per year	Town Plan Commission	Town Administrator	2009 – Annually
10.4	10.4.1: The Town should develop and institute a more formalized method of reviewing development proposals utilizing input from newly created "neighborhood associations."	Promote / create neighborhood associations and develop process	Town Plan Commission	Town Board; UW-Extension	2009
10.5	10.5.1: During their development, evaluate new regulations for their potential impact on private property rights, seeking legal opinions where necessary.	Assess all new ordinance language as required	Town Plan Commission	Town Board; Town Attorney	Ongoing
10.5	10.5.2: Identify opportunities for the creation of incentives or payments which may be used to offset real or perceived impacts on property rights, where appropriate.	Identify / create incentives	Town Plan Commission	Town Board; Town Attorney	2009 - Ongoing

IMPLEMENTATION

INTERGOVERNMENTAL COOPERATION

Goal 11: Plan, coordinate and monitor urban development activities with potentially affected agencies and entities.					
<i>Related Strategy</i>	<i>Recommendation</i>	<i>Required Action</i>	<i>Responsibility</i>		<i>Milestone Date</i>
			<i>Primary</i>	<i>Secondary</i>	
11.1	11.1.1: Work with and coordinate sewer service area planning and development matters with the East Central Wisconsin Regional Planning Commission.	Contact ECWRPC as necessary	Town Administrator	Town Plan Comm.; Sanitary District	Ongoing
11.1	11.1.2: Ensure that future planning and development activities are shared and coordinated with the Grand Chute-Menasha West Sewerage Commission.	Communicate with GCMWSC as required	Town Administrator	Town Plan Comm.; Sanitary District; ECWRPC	Ongoing
11.1	11.1.3: Require that East Central RPC staff is notified of meetings regarding the review of sketch plans for development so as to ensure compliance and consistency with the Long-Range Transportation/Land Use Plan and the adopted Sewer Service Area Plan.	Contact ECWRPC as required	Town Administrator	Town Plan Commission	Ongoing
11.1	11.1.4: The Town should make use of ECWRPC's CUBE Travel Demand Model to forecast traffic impacts of future local and regional highway improvements or modifications.	Contact ECWRPC as required	Town Administrator	Town Plan Commission	Ongoing
11.1	11.1.5: The Town should host an annual 'intergovernmental cooperation' meeting with neighboring and overlapping jurisdictions so as to review progress on plan implementation and identify current and upcoming issues.	Identify consistent date/time of year and invite stakeholders	Town Administrator	Town Plan Commission	Annually

CHAPTER FOUR: ISSUES & OPPORTUNITIES

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CHAPTER FOUR: ISSUES AND OPPORTUNITIES

INTRODUCTION

The Issues and Opportunities chapter provides information regarding the socioeconomic conditions and growth patterns within the Town of Greenville. This information aids in defining existing problems and identifying available socioeconomic resources. Changes in population and household characteristics combined with existing development patterns and policy choices will determine how well the Town of Greenville will be able to meet the future needs of its residents and the 14 comprehensive planning goals established by the Wisconsin Legislature.

ISSUES & OPPORTUNITIES VISION STATEMENT

In 2030, the Town of Greenville continues to be a community which maintains a high quality of life for residents throughout their life-cycle, has a strong spirit and pride, a positive self-image, and has earned the respect of other communities throughout the Fox River Valley. The Town prides itself in developing innovative ways to move toward economic, environmental, and fiscal sustainability, including the promotion of energy conservation and healthy lifestyles. An emphasis on environmental and land stewardship was underscored throughout this process.

INVENTORY & ANALYSIS

The following section provides an inventory and assessment of demographic and economic trends as required by Wisconsin's Smart Growth legislation.

POPULATION TRENDS

Historic Population

The Town of Greenville has experienced a rapid rate of population growth over the past 50 years, growing from 1,223ⁱ persons in 1950 to 6,844 persons in 2000. Between 1950 and 2000, the population of the Town of Greenville grew by approximately 460 percent. The Town of Greenville growth rate far outpaced the population growth rate of the adjoining towns of Grand Chute (209%), Hortonia (68%), Dale (98%), Ellington (100%), Clayton (147%), Outagamie County (97%), the East Central Region (66%), and Wisconsin (4%).

The Town of Greenville's significant population increase between 1990 and 2000 corresponded with the issuance of building permits for 1,098 dwelling units. Several characteristics of the Town, as identified through the comprehensive plan visioning process, may provide a good indication of the Town's ability to attract new residents. Participants at the first Community-Wide Meeting indicated that the Town's proximity to places of employment and retail establishments were features that they valued about residing in the Town of Greenville. Reconstruction of the STH 15 corridor and creation of the new STH 10 south of Greenville have made the community more easily accessible.

REFERENCES:

ⁱ U.S. Census 1950-2000

ISSUES AND OPPORTUNITIES

Table 4-1. Historic Population Change

	1950	1960	1970	1980	1990	2000
Town of Greenville	1,223	1,538	2,675	3,310	3,806	6,844
Town of Grand Chute	5,948	5,035	7,089	9,529	14,490	18,392
Town of Horton	632	695	804	869	883	1,063
Town of Dale	1,157	1,225	1,405	1,620	1,818	2,288
Town of Ellington	1,269	1,334	1,696	1,865	2,099	2,535
Town of Clayton	1,203	1,302	1,771	2,353	2,264	2,974
Outagamie County	81,722	101,794	119,398	128,730	140,510	161,091
East Central Region*	366,887	413,397	475,090	511,033	542,712	609,558
Wisconsin	3,434,575	3,951,777	4,417,821	4,705,642	4,891,769	5,363,715

*The East Central Region is comprised of Calumet, Fond du Lac, Green Lake, Marquette, Menominee, Outagamie, Shawano, Waupaca, Waushara, and Winnebago Counties.

Source: U.S. Census, 1950-2000

Population Forecast

The Wisconsin Department of Administration (DOA) population estimates indicate that the Town of Greenville population has continued to grow, with an estimated population of 8,750 residents in 2008. Table 4-2 depicts the DOA population estimates and the East Central Wisconsin Regional Planning Commission (ECWRPC) population projections for the Town of Greenville, adjoining towns, and Outagamie County. The ECWRPC population projections forecast that Greenville will continue to have a steady rate of growth through 2030. The Town of Greenville population is projected to increase by 55%

between 2010 and 2030 which is considerably lower than the 107% population increase that the Town experienced between 1980 and 2000. According to ECWRPC, the Town of Greenville's population is projected to grow by 5168 residents with a 2030 population of 13,918. ***Given that Greenville's current population (2008) has already exceeded ECWRPC's 2010 estimate, the Steering Committee felt it was more appropriate to plan for 15,000 total residents by the end of the planning period,*** as see in Table 4-2.

Population projections can provide extremely valuable information for community planning but have particular limitations. Population

Table 4-2: Current and Projected Population

	2008	2010	2015	2020	2025	2030
Town of Greenville Steering Committee	9,401	9,910	11,183	12,455	13,728	15,000
ECWRPC Official Proj.	9,401	8,987	10,145	11,377	12,632	13,918
Town of Grand Chute	20,520	22,136	24,124	26,208	28,272	30,344
Town of Horton	1,090	1,128	1,167	1,205	1,236	1,262
Town of Dale	2,599	2,763	2,991	3,229	3,463	3,696
Town of Ellington	2,806	2,956	3,159	3,368	3,569	3,767
Town of Clayton	3,579	3,643	3,922	4,224	4,559	4,895
Outagamie County	174,778	181,224	190,570	200,012	208,688	216,874
East Central Region	649,718	667,636	691,308	714,939	737,521	756,877
Wisconsin	5,675,156	5,751,470	5,931,386	6,110,878	6,274,867	6,415,923

Sources: U.S. Census, Wisconsin DOA 2008, ECWRPC 2004; Greenville Steering Committee 2008

ISSUES AND OPPORTUNITIES

projections are typically based on historical growth patterns and the composition of the current population base, to a large extent the reliability of the projections is dependent on the continuation of past growth trends. Population growth is more difficult to predict in a community, such as Greenville, where the growth is heavily dependent on migration, as migration rates may vary considerably based on various push and pull factors located outside of the community.

Continued population growth will result in an increase in demand for services and land consumption. The density of settlement, coupled with the amount and location of land consumed for housing, commercial, and industrial uses may impact the cost of Town services. Additional development will decrease the amount of open space and impact the continued economic viability of the agriculture sector within the Town of Greenville.

Population Density

Population density reflects the degree of urbanization of a community as well as the impacts on demand and cost effectiveness of the provision of urban services. Population density is calculated as the number of housing units per square mile of land area excluding surface water.

In 2000, the overall population density of the Town of Greenville was 191.2 persons per square mile, while Outagamie County had a population density of 251.4 persons per

square mile. U.S. Census Bureau information regarding population density indicates that population density within the Town of Greenville is significantly different between areas inside and outside of the Sanitary District. ***The highest population density area in the Town of Greenville of 574 people per square mile is located within the Sanitary District and is bound by Municipal Drive on the west, Mayflower Road on the east, Everglade Road on the north, and Wisconsin Avenue on the south.*** In the remainder of the Town of Greenville, the population density outside of the above described area ranges from 103 to 149 persons per square mile, with generally higher densities observed north of Wisconsin Avenue.

Age Distribution

The age structure of a population impacts the service, housing, and transportation needs of a community. ***In 2000, the median age of the residents of the Town of Greenville was 33.8.*** This is younger than the Outagamie County median age of 34.4 and the State of Wisconsin median age of 36.0. Reflecting State and National trends, the Town of Greenville population has aged slightly since the 1990 census when the median age was 31.0 years. The largest age cohort in Greenville was 35-39 years. The Town of Greenville has a greater population in the 0-19 age cohort and the 25-44 age cohort than Outagamie County, while a smaller population in both the 20-24 and 45-

Table 4-3. Percent Population by Age Cohort

	Median Age	Less than 5	5 - 19	20 - 24	25 - 44	45 - 64	65 and Older
1990							
Town of Greenville	31.0	8.38%	24.99%	5.86%	36.73%	17.84%	6.20%
Outagamie County	31.4	8.15%	23.04%	7.14%	33.26%	17.26%	11.14%
2000							
Town of Greenville	33.8	8.91%	25.34%	3.45%	36.22%	20.85%	5.23%
Outagamie County	34.4	6.91%	23.53%	6.10%	31.85%	20.68%	10.92%

Source: U.S. Census, 1990-2000

ISSUES AND OPPORTUNITIES

65 age cohorts. As discussed below in the Household section, this information indicates that the Town of Greenville is primarily a community consisting of family households. Table 4-3 depicts the Town of Greenville and Outagamie County population by age cohort in 1990 and 2000.

HOUSEHOLD TRENDS

Household Size

Household size and alterations in household structure provide a method to analyze the potential demand for housing units. The composition of a household coupled with the level of education, training, and age also impacts the income potential for the particular household. These characteristics can also determine the need for services such as child care, transportation, and other personal services. Decreases in household size create a need for additional housing units and accommodating infrastructure, even if there is not an increase in the overall population.

Household size in the Town of Greenville has decreased from 3.99 persons per household in 1970 to 2.97 persons per household in 2000ⁱⁱ. A decrease in the average household size also occurred at the state and county levels. During the same time period the average household size in Outagamie County

decreased from 3.57 persons per household to 2.61 persons per household and the average household size in Wisconsin decreased from 3.20 to 2.50 persons per household.

The Town of Greenville average household size has remained slightly higher than both the County and the State of Wisconsin, reflecting the Town's higher percentage of households composed of married couples and smaller percentage of the population within the 65 and older population cohort (see Table 4-4).

Household Composition

In 1990 and 2000, the vast majority of households in the Town of Greenville were composed of married couples. During this time period, the Town had a significantly greater number of married couple households than the County and the State. Also between 1990 and 2000, there was a slight decrease (1.28%) in the number of married couple households and a slight increase (1.06%) in the number of single person households.

Household Forecasts

The East Central Wisconsin Regional Planning Commission, as the official Metropolitan Planning Organization for the Fox Cities Urbanized Area, has developed two

Table 4-4. Household Characteristics 1990-2000

	Total Households	Average Household Size	Married Couple Family	Single Person	Age 65+ Living Alone
1990					
Town of Greenville	1,250	3.04	76.64%	10.80%	3.76%
Outagamie County	50,527	2.73	63.75%	21.37%	8.58%
Wisconsin	1,822,118	2.61	57.52%	24.35%	10.54%
2000					
Town of Greenville	2,301	2.97	75.36%	11.86%	2.74%
Outagamie County	60,530	2.61	58.85%	24.16%	8.39%
Wisconsin	2,084,544	2.5	53.18%	26.76%	9.94%

Source: U.S. Census, 1990-2000

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Table 4-5. Projected Future Households

	Method Used	2005		2010		2020		2030	
		No. HH	Persons per HH	No. HH	Persons per HH	No. HH	Persons per HH	No. HH	Persons per HH
Town of Greenville	A	2,677	2.94	3,098	2.89	4,020	2.82	4,991	2.78
	B	2,663	2.96	3,050	2.94	3,897	2.91	4,799	2.89

Source: East Central Wisconsin Regional Planning Commission 2004

methodologies for projecting future households. The first methodology, hereafter referred to as Methodology A, calculates future household growth by distributing the projected number of households in Outagamie County to each minor civil division (Town) based on the historic percentage of Outagamie County households which have been located within the particular minor civil division. The second methodology, hereafter referred to as Methodology B, assumes that the minor civil division's average number of persons per household will change at the same rate as Outagamie County's average number of persons per household as projected by the Wisconsin Department of Administration. In Methodology B, the projected population, as described in the previous section, is divided by the projected average household size to determine the future amount of households within the minor civil division. More detailed information on each of the household projection methodologies is contained in Appendix A.

Table 4-5 depicts the Town of Greenville's projected number of households during the twenty year planning timeframe using both Methodology A and Methodology B.

The Town of Greenville Comprehensive Plan Steering Committee was presented with the projected number of households using Methodology A and Methodology B. After much discussion, the Steering Committee felt that, of the two, Methodology A provided the best future indication of future household size within the Town of Greenville, as it generated the largest number of projected

households. *Given that the Steering Committee decided that it was likely that Greenville would have 15,000 residents by 2030, the Town should plan for an additional 2,248 households when calculating future land use consumption, to ensure an adequate amount of land is allocated for residential, commercial, industrial and civic uses within the planning period.*

INCOME AND EDUCATION

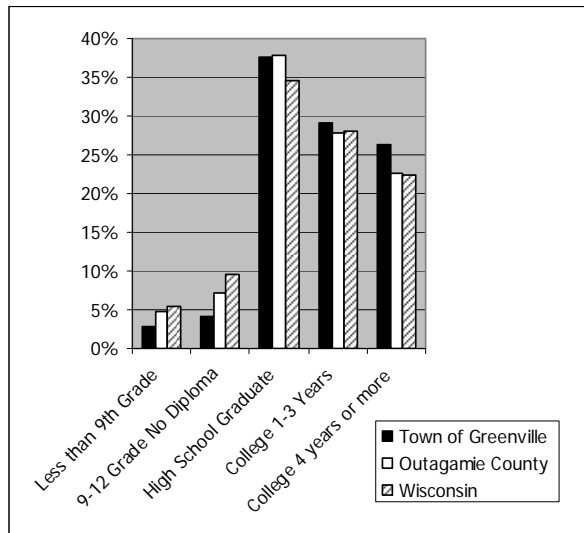
The U.S. Census Bureau reports that an individual with a bachelor's degree can expect to earn \$2.1 million over the course of a career, nearly double what the expected earnings are for a high school graduate. The results of the Census Bureau's study demonstrate that there is a definite link between earning potential and education.

Educational Attainment

The 2000 U.S. Census data, as depicted in Figure 4-1, indicates that *the Town of Greenville (29%) has a slightly higher percentage of residents age 25 or older who attended college for 1-3 years than Outagamie County (28%) or the State (28%)*. This trend becomes more apparent when comparing the percentage of Town of Greenville residents who attended four years of college or more. In the Town of Greenville over a quarter of the residents age 25 or older had attended four years of college or more, while 23 percent of the same age range had attended four years or more of college in Outagamie County and 22 percent

ISSUES AND OPPORTUNITIES

Figure 4-1: Educational Attainment, 2000



Source: U.S. Census, 2000

of the State of Wisconsin had attended four years or more of college.

Income

Income includes both earned and unearned income. Earned income includes money earned through wages, salaries, and net self-employment income (including farm income). Unearned income includes money from interest, dividends, rent, social security, retirement income, disability income, and welfare paymentsⁱⁱⁱ. In 1999, the vast majority, approximately 96 percent, of income in the Town of Greenville was earned income. This is reflective of the Town's limited population in the age 65 or older age cohort.

Because such a high percent of Greenville income is from earnings, access to employment opportunities is a strong determinant in meeting the income needs of the residents of the Town of Greenville. In general, the "unearned" portion of income for the Town of Greenville raised the average income per household, so that the average household income (\$66,540) was higher than the average earnings per household (\$64,382)^{iv}.

Median income is derived by examining the entire income distribution and calculating the point where one-half of the incomes fall below that point, the median, and one-half above that point. For households and families, the median income is based on the total number of households or families, including those with no income.

The Town of Greenville median household income in 1999 was \$61,381; this was higher than both Outagamie County's median income of \$49,613 and the State of Wisconsin's median income of \$43,791. Although the median household income for all jurisdictions increased between 1989 and 1999, the Town of Greenville's median household income grew by 51 percent, while Outagamie County had an increase of 47 percent and Wisconsin experienced an increase of 49 percent.

The median family income also increased for all three jurisdictions. However, the increase in median family income was greatest at the

Table 4-6. Income

	Median HH. Income			Median Family Income			Per Capita Income		
	1989	1999	Percent Increase	1989	1999	Percent Increase	1989	1999	Percent Increase
Town of Greenville	\$40,608	\$61,381	51%	\$43,750	\$65,706	50%	\$14,873	\$22,164	49%
Outagamie County	\$33,770	\$49,613	47%	\$38,286	\$57,464	50%	\$13,893	\$21,943	58%
Wisconsin	\$29,442	\$43,791	49%	\$35,082	\$52,911	51%	\$13,276	\$21,271	60%

Source: U.S. Census, 1990, 2000, STF3A

ISSUES AND OPPORTUNITIES

State level which experienced an increase of 51 percent while the Town of Greenville and Outagamie County experienced an increase of 50 percent. ***The 1999 Town of Greenville median family income was \$65,706, which was a significant increase from the 1989 median family income of \$43,750.***

As depicted in Table 4-6, the Town of Greenville had a higher median household income, family income, and per capita income than Outagamie County and the State of Wisconsin.

While the per capita income in the Town of Greenville remained higher than the average per capita income in Outagamie County and the State of Wisconsin in 1999, the percent increase in the Greenville per capita income between 1989 and 1999 was significantly less than the increase experienced at the County and State levels.

Poverty Status

The poverty level is determined by the U.S. Census Bureau based on current cost of living estimates adjusted for household size. In 1990, the poverty threshold for a family of four with two children was a household income of \$12,674. By 2000 the poverty threshold for a family of four with two children had increased to \$17,463.

In 1999, only 2.0 percent of the Greenville's population was living below the poverty line^v. This is significantly less than Outagamie County (4.7%) and the State of Wisconsin (8.7%). Between 1989 and 1999, the percentage of people living below the poverty declined for the Town of Greenville, Outagamie County, and the State of Wisconsin. In 1989, 3.6 of the Town's residents were living below the poverty line, while 6.3 percent of Outagamie County residents were, and 10.7 percent residents of the State of Wisconsin were living below the poverty line.

Employment

The composition and types of employment in the Town of Greenville and Outagamie County provide an indication of the economic base of the area. Table 4-7 shows employment information by occupation and industry in 2000. The table indicates that the Manufacturing, Education, Health and Social Services sectors employed the largest percentage of Town of Greenville residents in 2000. Similar trends were seen for the County and State.

While greater than a third (33.7%) of the Greenville workforce were employed in the Manufacturing Sector in 2000, 13.9 percent of the Greenville workforce were employed in the Health and Social Services Sector, and Retail Trade consisted the third highest employment sector with 9.4 percent.

Employment Forecast

The Wisconsin Department of Workforce Development projects industry development for the Fox Valley (Calumet, Fond du Lac, Green Lake, Outagamie, Waupaca, Waushara, and Winnebago Counties)^{vi}. East Central has utilized these regional projections as a basis for estimating the Town of Greenville's industrial projections. Projections were based on the assumption that the Town of Greenville's economy is directly related to that of the Fox Valley Region, and that yearly growth rates for the Town would follow the region's. East Central recognizes that projecting at smaller scales can be problematic, yet feels the general trends garnered from the analysis are useful.

The projections indicate that the largest growth industry in the Fox Valley Workforce Development Area, and in turn the Town of Greenville, will occur in the Education and Health Services industry with a projected 21.9

ISSUES AND OPPORTUNITIES

Table 4-7. Employment by Occupation and Industry

	Town of Greenville	Outagamie County	State of Wisconsin
Occupation			
Management, professional and related	33.9%	30.5%	31.3%
Service	7.8%	11.6%	14.0%
Sales and Office	27.1%	26.0%	25.2%
Farming, fishing and forestry	0.5%	0.7%	0.9%
Construction, extraction and maintenance	10.2%	10.1%	8.7%
Production, transportation and materials moving	20.6%	21.2%	19.8%
Total	100%	100%	100%
Industry			
Agriculture, forestry, fishing, hunting and mining	3.0%	1.9%	2.8%
Construction	5.8%	7.2%	5.9%
Manufacturing	33.7%	27.1%	22.2%
Wholesale trade	3.4%	3.4%	3.2%
Retail Trade	9.4%	11.0%	11.6%
Transportation warehousing and utilities	5.5%	3.9%	4.5%
Information	0.5%	1.9%	2.2%
Finance, insurance, real estate, rental and leasing	7.8%	8.1%	6.1%
Professional, scientific, management, administrative and waste management services	7.0%	6.6%	6.6%
Educational, health and social services	13.9%	16.1%	20.0%
Arts, entertainment, recreation accommodation and food services	4.0%	6.5%	7.2%
Other services (except public administration)	4.9%	4.4%	4.1%
Public Administration	1.2%	1.9%	3.5%
Total	100%	100%	100%

Source: U.S. Census, 2000.

percent gain in employment from 2004-2014. The industry projections for the Fox Valley Workforce Development Area and the Town of Greenville indicate that the area will experience a 3.1 percent decline in the Manufacturing Industry. Projections for major industries can be seen in Table 4-8.

The Department of Workforce Development report indicates that, despite projected increases in Fabricated Metal Manufacturing and Transportation Equipment Manufacturing, a 6.3 percent decrease in Paper Manufacturing will reduce the overall amount of employment in the Manufacturing Industry.

The Wisconsin Department of Workforce Development also calculates employment projections for industries and occupations in for the entire state^{vii}. These projections are completed on a statewide basis and growth is expected in all industries. It is anticipated that the largest increase in occupations will be in the Education and Health and Social Services Sector. Educational Services, which are a component of this sector, includes all public and private elementary, secondary and post-secondary schools. This sector also includes ambulatory health care such as physician and dental offices, health care practitioners, and home health care.

ISSUES AND OPPORTUNITIES

KEY ISSUES & OPPORTUNITIES SUMMARY POINTS

- The Town of Greenville has experienced a rapid rate of population growth, growing from 3,806 residents in 1990 to 6,844 residents in 2000.
- Given that Greenville's current population (2008) has already exceeded ECWRPC's 2010 estimate,
- the Steering Committee felt it was more appropriate to plan for 15,000 total residents by the end of the planning period.
- The median age of residents in the Town of Greenville is 33.8, which is younger than the median age of Outagamie County and the State of Wisconsin.
- The majority (76.64%) of households within the Town of Greenville are composed of married couple families.

Table 4-8. Industry Projections, 2004 to 2014

Industry	2000*	2004**	2014 Projected Employment	2004-2014 Employment Change	Yearly Estimated % Change	2004-2014 % Change
Town of Greenville						
Construction/Mining/Natural Resources	231	248	293	45	1.8%	18.2%
Manufacturing	1,280	1,264	1,225	-39	-0.3%	-3.1%
Trade	480	496	539	42	0.9%	8.5%
Transportation and Utilities	414	434	485	51	1.2%	11.8%
Financial Activities	582	607	671	64	1.1%	10.6%
Education and Health Services	1,046	1,138	1,388	250	2.2%	21.9%
Leisure and Hospitality	302	320	369	49	1.5%	15.3%
Information/Prof Services/Other Services	726	770	885	115	1.5%	15.0%
Government	44	45	47	2	0.5%	4.7%
TOTAL Non-Farm Employment	5,105	5,316	5,867	550	1.0%	10.4%
Fox Valley, Wisconsin***						
Construction/Mining/Natural Resources	--	17,640	20,850	3,210	1.8%	18.2%
Manufacturing	--	64,830	62,840	-1,990	-0.3%	-3.1%
Trade	--	42,700	46,330	3,630	0.9%	8.5%
Transportation and Utilities	--	11,080	12,390	1,310	1.2%	11.8%
Financial Activities	--	13,700	15,150	1,450	1.1%	10.6%
Education and Health Services	--	46,610	56,840	10,230	2.2%	21.9%
Leisure and Hospitality	--	24,810	28,600	3,790	1.5%	15.3%
Information/Prof Services/Other Services	--	46,570	53,550	6,980	1.5%	15.0%
Government	--	15,390	16,110	720	0.5%	4.7%
TOTAL Non-Farm Employment	--	283,330	312,660	29,330	1.0%	10.4%

* Source: U.S. Census, 2000

** Sources: Fox Valley Workforce Development Area Projections: Wisconsin Dept. of Workforce Development, Office of Economic Advisors 2006; Greenville Projections: ECWRPC derived from WisDWD yearly growth rate for Fox Valley

*** Fox Valley, as defined by WisDWD is: Calumet, Fond du Lac, Green Lake, Outagamie, Waupaca, Waushara, and Winnebago Counties

ISSUES AND OPPORTUNITIES

- Given that the Steering Committee decided that it was likely that Greenville would have 15,000 residents by 2030, the Town should plan for an additional 2,248 households when calculating future land use consumption, to ensure an adequate amount of land is allocated for residential, commercial, industrial and civic uses within the planning period.
- The Town of Greenville (29%) has a slightly higher percentage of residents age 25 or older who attended college for 1-3 years than Outagamie County (28%) or the State (28%).
- The Town of Greenville median household income in 1999 was \$61,381; this was higher than both Outagamie County's median income of \$49,613 and the State of Wisconsin's median income of \$43,791.
- The 1999 Town of Greenville median family income was \$65,706, which was a significant increase from the 1989 median family income of \$43,750.
- Residents of the Town of Greenville are more educated and have a higher median household income than residents of Outagamie County and the State of Wisconsin.
- Greater than a third of the Greenville workforce is employed in the Manufacturing Industry.
- In 1999, only 2.0 percent of the Greenville's population was living below the poverty line^{viii}.
- While greater than a third (33.7%) of the Greenville workforce were employed in the Manufacturing Sector in 2000, 13.9 percent of the Greenville workforce were employed in the Health and Social Services Sector, and Retail Trade consisted the third highest employment sector with 9.4 percent.
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POLICIES & PROGRAMS

Policies and programs related to the Issues and Opportunities Element can be found in Appendix E.

ii U.S. Census 1970 – 2000

iii U.S. Census Bureau

iv U.S. Census, STF3A, 2000

v U.S. Census, 2000

vi Wisconsin Department of Workforce Development. 2006. Industry Projections for the Fox Valley Workforce Development Area, 2004-2014.

vii Wisconsin Department of Workforce Development, 2006. Wisconsin Detailed Industry Employment Projections, 2004-2014.

viii U.S. Census, 2000

CHAPTER FIVE: LAND USE

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CHAPTER FIVE: LAND USE

INTRODUCTION

Land use directly influences all elements presented in the previous chapters. The choices for housing type, location, transportation alternatives, decisions on employment locations, recreational opportunities, and the quality of the man-made and natural environments are all intricately woven together into land use. Land use policy decisions can have far-reaching repercussions. Policy decisions can influence housing growth, the protection of natural resources, and a number of other factors.

Wisconsin's "Smart Growth" Legislation requires the Land Use element to be a compilation of objectives, policies, goals, maps and programs to guide the future development of and redevelopment of all property, public and private, in the Town of Greenville. An inventory of the historical trends and current land use characteristics is required. In addition, the element must look forward by providing a future land use map and providing projections for land use consumption based on current conditions. This chapter, along with Chapter 2, "Plan Framework" addresses these requirements.

INVENTORY & ANALYSIS

The following section provides a thorough analysis of land use trends and projections for the Town of Greenville. The inventory and analysis of land use information created the basis upon which the Comprehensive Plan Steering Committee developed three land use alternatives, and upon which the community determined a preferred future land use map.

EXISTING LAND USE

A detailed inventory of land uses was conducted for the Town of Greenville in 2000. In 2003, updates to the original inventory were completed as part of the region-wide land use update required for the 2005 Fox Cities MPO Long Range Transportation/Land Use Plan. A final update was made utilizing 2006 aerial photography and on-the-ground verification.

Land use information was compiled into general land use categories and is presented in Table 5-1 and Map 5-1. As a result of this inventory, a number of conclusions and issues have been identified, and recommendations have been made to guide future land use planning efforts in the planning areas.

LAND USE VISION STATEMENT

In 2030, The Town of Greenville is a progressive community which is alive and growing responsibly at a manageable pace, and promotes sustainable practices in all land use decisions. The Town is open to new development concepts that encourage sustainability practices, respects the opportunity for all property owners to receive fair value for their land, and has defined standards for managing growth and maintaining an effective planning program. Greenville is a community where most of the development is occurring within the sanitary district but allows ecologically responsible growth outside the sanitary district. The Town recognizes the importance of strict zoning to prevent incompatible land uses, encourages creative design solutions such as conservation subdivisions, and explores alternative methods for obtaining, preserving, and financing the purchase of open space to achieve the Town's goals.

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Land Use Categories

Agricultural. Agricultural land is broadly classified as land that is used for crop production. Agricultural uses include farming, dairying, pastures, apiculture (bees), aquaculture (fish, mussels), cropland, horticulture, floriculture, viticulture (grapes), silviculture (trees) and animal and poultry husbandry. Agricultural land is divided into two sub-categories: irrigated and non-irrigated cropland. Irrigated cropland is watered by artificial means, while non-irrigated cropland is watered by natural means (precipitation).

Residential. Residential land is classified as land that is used primarily for human habitation. Residential land uses are divided into single and two-family residential, farmstead, multi-family and mobile home parks. Single and two-family residential includes single family dwellings, duplexes, and garages for residential use. Within platted subdivisions, residential land use encompasses the entire lot. In rural areas where lots are typically larger, single family includes the primary residence, outbuildings, and the mowed area surrounding the structures. Single family also includes isolated garages and similar structures on otherwise undeveloped rural lots. Farmsteads include the farm residence, the mowed area between the buildings and the associated outbuildings (barn, sheds, manure storage, abandoned buildings). Multi-family includes apartments of three or more units; condos; room and boarding houses; residence halls; group quarters; retirement homes; nursing care facilities; religious quarters; and the associated parking and yard areas. Mobile home parks are classified as land that is part of a mobile home park. Single standing mobile homes are classified under residential.

Commercial. Commercial land uses represent the sale of goods and services and other general business practices. Commercial

uses include retail and wholesale trade (car and boat dealers; furniture, electronics and appliance stores; building equipment and garden equipment; grocery and liquor stores; health and personal care stores; gasoline stations; clothing and accessories, sporting goods, hobby, book and music stores; general merchandise; miscellaneous store retailers; couriers; and massagers), services (publishing; motion picture and sound recording; telecommunications; information systems; banks and financial institutions; real estate offices; insurance agencies and carriers; waste management; accommodations; restaurants and drinking places; repair and maintenance; personal and laundry; social assistance, etc.) and other uses (warehousing and automobile salvage and junk yards).

Industrial. Industrial land uses represent a broad category of activities which involve the production of goods. Mining and quarry sites are separated from other industrial uses. Industrial uses include construction; manufacturing (includes warehousing with factory or mill operation); mining operations and quarries; and other industrial facilities (truck facilities).

Transportation. Transportation includes land uses that directly focus on moving people, goods, and services from one location to another. Transportation uses include highway and street rights of way; support activities for transportation (waysides, freight weigh stations, bus stations, taxi, limo services, park and ride lots); rail related facilities; and other related categories. Airports are included under transportation and consist of paved areas that are dedicated specifically to air traffic.

Utilities/Communications. Utilities and communications are classified as any land use which aids in the generation, distribution, and storage of electric power (substations and transformers); natural gas (substations, distribution brokers); and telecommunications (radio, telephone, television stations and cell

LAND USE

towers). It also includes facilities associated with water distribution (water towers and tanks); water treatment plants; wastewater processing (plants and lift stations); landfills (active and abandoned); and recycling facilities.

Institutional Facilities. Institutional uses are defined as land for public and private facilities dedicated to public services. Institutional land uses include educational facilities (schools, colleges, universities, professional schools); hospitals; assemblies (churches, religious organizations); cemeteries and related facilities; all governmental facilities used for administration (city, village, town halls, community centers, post office, municipal garages, social security and employment offices, etc.); and safety services (police departments, jails, fire stations, armories, military facilities, etc.). Public utilities and areas of outdoor recreation are not considered institutional facilities.

Recreational Facilities. Recreational facilities are defined as land uses which provide leisure activity opportunities for citizens. This category encompasses both

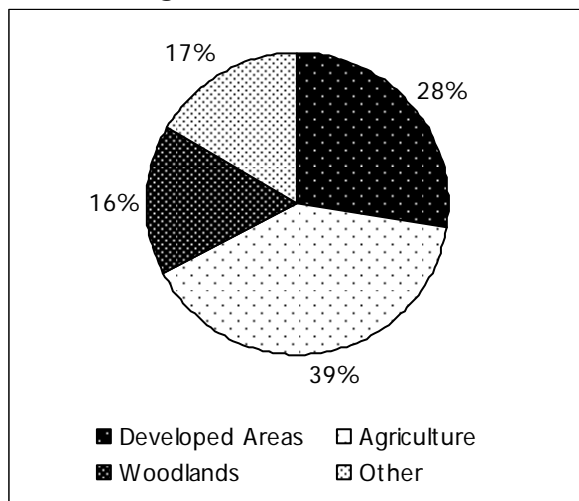
active and passive activities. Recreational activities include designated hunting and fishing areas; nature areas; general recreational parks; sports facilities (playgrounds, ball diamonds, soccer fields, tennis courts, etc.); city, county and state parks; fairgrounds; marinas; boat landings; spectator sport venues; hiking trails; mini-golf; bowling; bicycling; skiing; golf courses; country clubs; performing arts centers; museums; historical sites; zoos; amusement parks; gambling venues; and other related activities.

Water Features. Water features consist of all surface water including lakes, streams, rivers, ponds, and other similar features. Intermittent waterways are also incorporated into this category.

Woodlands. Woodlands are forested areas which are characterized by a predominance of tree cover. Woodlands are divided into two subcategories: general woodlands and planted woodlands. General woodlands are naturally occurring; this category includes forests, woods, and distinguishable hedgerows. Planted woodlands include forestry and timber track operations where trees are typically planted in rows; this category includes tree plantations, orchards and land dedicated to Christmas tree production (nurseries are not included).

Open Other Land. This category includes land which is currently vacant and not developed in a manner similar to the other land use categories described within this section. Open land includes areas that are wet, rocky, or outcrop; open lots in a subdivision; or rural parcels and side or back lots on a residential property that are not developed.

Figure 5-1. Generalized Distribution of Existing Land Uses, 2003



Source: ECWRPC, 2006

LAND USE

Current Land Use Inventory & Map

Developed land has been altered from its natural state to accommodate human activities. Although agricultural areas are considered undeveloped by land classification systems, these uses have different impacts on land use decisions than urbanized uses; thus, agricultural uses have been separated to obtain an accurate total of all related activities. In addition, residential land uses have been divided according to their specific category: single family residential, farmsteads, multi-family units, and mobile home parks. Single family residential land use includes single family dwellings and duplexes.

The Town of Greenville contains 22,882 acres. ***Over a quarter (27.5%) of the Town's land is developed*** (Table 5-1; Figure 5-1). The most prevalent developed uses comprising about 80 percent of the Town include single-family residential (39.8%), transportation (21.4%) and airport (18.0%). Other residential uses (farmstead, multifamily & mobile home parks, 5.7%), commercial (4.0%), industrial (5.0%), recreational facilities (4.6%), institutional (1.4%), and utilities/communications (0.1%) make up the remaining developed land uses.

Approximately 40 percent of the total land of the Town is in agriculture; other prevalent uses include other open land (14.9%), general woodlands (14.7%), and single-family residential (11.0%).

Table 5-1. Town of Greenville Land Use Summary, 2006

Land Use	Total Acres	Percent of Developed	
		Land	Percent of Total
Single Family Residential	2,509.2	39.8%	11.0%
Farmsteads	313.3	5.0%	1.4%
Multi-Family Residential	16.3	0.3%	0.1%
Mobile Home Parks	25.0	0.4%	0.1%
Commercial	252.0	4.0%	1.1%
Industrial	314.6	5.0%	1.4%
Recreational Facilities	292.5	4.6%	1.3%
Institutional Facilities	86.2	1.4%	0.4%
Utilities/Communications	7.7	0.1%	0.0%
Airport	1,137.1	18.0%	5.0%
Transportation	1,346.3	21.4%	5.9%
Total Developed	6,300.2	100.0%	27.5%
Non-irrigated Cropland	9,114.3		39.8%
Irrigated Cropland	0.0		0.0%
Silviculture	0.0		0.0%
Planted Woodlots	282.3		1.2%
General Woodlots	3,355.9		14.7%
Quarries	229.0		1.0%
Other Open Land	3,404.9		14.9%
Water Features	195.4		0.9%
Total Acres	22,882.0		100.0%

Source: East Central Wisconsin Regional Planning Commission, 2006

LAND USE

Land Use Trends

Land use distribution in the Town of Greenville has changed over time. Table 5-2 illustrates land uses changes from 1971 to 2006. It is apparent that the Town of Greenville's land use inventory has diversified since 1971, when agricultural uses were dominant. ***Today, agriculture still accounts for the greatest amount of acreage in the Town, but this amount has decreased steadily due to the pressures from residential, commercial, industrial, and transportation development.***

It is important to understand the limitations of the data presented in Table 5-2. Between 1971 and 2006, the technology used to create the land use inventories has changed immensely (e.g. manual interpretation in 1971 to computerized interpretation in 2006), and definitions of land use classes have changed slightly as well. In an effort to overcome this, Table 5-2 combined more detailed land use classifications into more basic ones. Nevertheless, the information is still useful in its ability to show general land use trends.

LAND MARKET & DEVELOPMENT

Development Trends

The amount of land available for development within the Town of Greenville is finite. By understanding what the current development trends are, the Town is better able to plan for future development in a sustainable manner. Development trends at the town-level are best indicated by building permit data and lot development information.

According to the Town of Greenville, 1,357 Residential Permits were issued between 1996 and 2006. This means that approximately 123 permits were issued per year for the construction of new residential structures within the Town of Greenville. Figure 7-1 in Chapter 7: Housing, illustrates residential building permit trends from 1989 to 2006.

The other way to measure development trends is by tracking the creation of lots. In Outagamie County, lots can be created through two different avenues: by subdivision or by certified survey map (CSM). Table 5-3 illustrates the number of lots created between

Table 5-2. Town of Greenville Land Use Trends, 1971-2006

Land Use	Percent Change						
	1971	1980	2003	2006	1971-1980	1980-2003	2003-2006
Agriculture	16,927	14,918	9,733	9,114	-11.9%	-34.8%	-6.4%
Residential	892	1,057	2,570	2,864	18.5%	143.2%	11.4%
Commercial	170	42	204	252	-75.2%	383.3%	23.6%
Industrial	29	272	280	315	839.3%	3.0%	12.2%
Utilities/Communications	7	1	5	8	-91.4%	775.0%	46.7%
Public Facilities	8	14	73	86	70.0%	437.7%	17.8%
Recreation/Vacant/ Other Land	4,185	5,787	7,699	7,565	38.3%	33.1%	-1.8%
Transportation	707	693	2,122	2,483	-1.9%	206.0%	17.1%
Water Features	n/a	n/a	194	195	--	--	0.7%
Total*	22,925	22,783	22,882	22,882	--	--	--

Source: East Central Wisconsin Regional Planning Commission, 1971, 1980, 2003, 2006

* Minor variations in total acreage due to rounding and geographic projections used for each land use inventory.

LAND USE

Table 5-3. Lots Created in the Town of Greenville, 1996-2006

Year	Lots Created by Subdivision	Lots Created by CSM	Total New Lots Created
1996	105	n/a*	105
1997	20	n/a*	20
1998	29	40	69
1999	101	36	137
2000	0	54	54
2001	18	11	29
2002	91	39	130
2003	762	36	798
2004	282	37	319
2005	164	48	212
2006	119	44	163
Total	1,691	345	2,036

Source: Outagamie County Planning Department, 2007

* CSM lots were not tracked until 1998

1996 and 2006. **Overall, a total of 2,036 new lots were created between 1996 and 2006. This means, on average, approximately 185 new lots were created annually in the Town of Greenville.**

It is important to understand that there are several limitations to the data provided. Creating new lots on paper (through subdivision platting) does not necessarily mean that the lots are being developed or used. Often, lots are platted and not developed for a period of time. Another limitation of the data is related to the nature of CSMs. A CSM can be creating a new lot out of an existing CSM, or simply surveying an existing parcel to create a new legal description.ⁱ

Market Trends

Equalized value is the best proxy for determining land market trends at the town-level of analysis. Table 5-4 shows the equalized value of all classes of land in the Town of Greenville and Outagamie. Overall, both the Town and County have experienced steady increases in land value between 2002 and 2006. **From 2003 to 2006, the Town's land value increased at a noticeably greater rate than the County, indicating that land in Greenville is appreciating more rapidly and in greater demand.**

Table 5-4. Town of Greenville Equalized Values (Land Only)

Year	Town Equalized Land Value	Percent Increase	County Equalized Land Value	Percent Increase
2002	\$117,065,100	--	\$1,788,330,800	--
2003	\$122,323,900	4.5%	\$1,911,752,900	6.9%
2004	\$137,663,700	12.5%	\$2,014,269,100	5.4%
2005	\$156,914,600	14.0%	\$2,158,908,000	7.2%
2006	\$171,660,700	9.4%	\$2,312,241,500	7.1%

Source: Wisconsin Department of Revenue, 2002-2006; Statement of Equalized Values

LAND USE

Table 5-5. Housing Unit Density, 1990 to 2000.

MCD	Land Area in Sq. Miles	1990		2000	
		Total Units	Units/Sq. Mile	Total Units	Units/Sq Mile
Outagamie County	640.3	51,923	81.1	62,614	97.8
Town of Greenville	35.8	1,328	37.1	2,361	66.0
Town of Grand Chute	24.9	5,619	225.8	8,002	321.5
Town of Menasha	12.4	5,512	444.2	6,484	522.5

Source: US Census SF3, 1990 & 2000

LAND USE DENSITY AND INTENSITY

Density

Residential densities are defined as the number of housing units per square mile of total land area (units/square mile). Between 1990 and 2000, residential densities increased in the Town of Greenville, neighboring towns, and Outagamie County (see Table 5-5). As the population of the area has grown, so has residential density. This could partly be attributed to the recent trend towards smaller lot residential development in the Town. **Overall, the Town of Greenville's total number of housing units and residential density has increased by almost 78 percent.** The Town of Greenville's rate of increase in density far surpassed that of the County and the towns of Grand Chute and Menasha, although its overall residential density is much less (66.0 units/square mile).

Intensity

Intensity is a measure of the units per acre of residential development. Due to the limited availability of information, this plan will compare the intensities of single-family versus multi-family development in the Town of Greenville. To calculate land intensities, the categories (as defined by East Central) of single and two family residential, farmsteads, and mobile homes were all classified as "single-family." Buildings consisting of three or more units were classified at "multi-family."

In 2000, single-family land use intensity is estimated at 0.9 units per acre, while multi-family land use intensity is estimated at 8.1 units per acre (see Table 5-6).

Several important factors create more intense development patterns in communities. Single-family residential development is typically a less intense land use than multi-family. Multi-family development is normally restricted to areas where sanitary sewer is available, as is the case in the Town of Greenville. Another factor that can help create intensity is the time period when residential development took place. Residential development taking place when society was less dependent on the automobile (e.g. early 1900's), necessitated smaller lot development that allowed for closer proximity to neighbors and services. The Town of Greenville, with the exception of a few farmhouses, has very little housing developed during this period.

Table 5-6. Land Use Intensity, 2000*

MCD	Single-Family		
	Units	Acres	Units/Acre
Town of Greenville	2,264	2,558	0.9
MCD	Multi-Family		
	Units	Acres	Units/Acre
Town of Greenville	97	12	8.1

Source: U.S. Census 2000 SF3, ECWRPC 2003

* 2003 land use acreages were used because it is the best data available to compare to 2000 Census data.

LAND USE

FUTURE LAND USE

Future Land Use Map

Map 2-1, "Year 2030 Land Use Framework" illustrates the preferred land use, as developed by the Comprehensive Plan Steering Committee, with input from Greenville residents at the second community-wide meeting. The plan is designed around the neighborhood development concept. More detailed information on the neighborhood concept is found in Chapter 2, "Plan Framework."

Future Land Use Projections

Wisconsin statutes require comprehensive plans to include five year projections for residential, commercial, industrial, and agricultural uses over the length of the plan.ⁱⁱ The projections for the Town of Greenville can be seen in Table 5-7.

While projections can provide extremely valuable information for community planning, by nature, projections have limitations which must be recognized. First and foremost, projections are not predictions. Projections are typically based on historical growth patterns and the composition of the current base. Their reliability depends to a large extent on the continuation of those past growth trends. Second, projections for small communities are especially difficult and

subject to more error, as even minor changes can significantly impact growth rates. Third, growth is also difficult to predict in areas which are heavily dependent on migration, as migration rates may vary considerably based on economic factors both within and outside of the area.

The actual rate of growth and amount of future growth communities experience can be influenced by local policies which can slow or increase the rate of growth. Regardless of whether communities prefer a no growth, low growth or high growth option, it is recommended they adequately prepare for future growth and changes to provide the most cost-effective services possible. Furthermore, individual communities can maximize the net benefits of their public infrastructure by encouraging denser growth patterns which maximize the use of land resources while minimizing the impact on the natural resource base.

LAND USE ISSUES AND CONFLICTS

The Town of Greenville is situated at the edge of the Fox Cities. ***As a result, the Town is located at the urban-rural fringe, where residential, commercial, and industrial development can and often does come in direct contact with farmland, nonmetallic mining operations, and other land uses.*** With continued development, the point of conflict will be pushed further out into formerly rural areas.

Table 5-7. Town of Greenville Land Use Projections, Acres

	2006	2010	2015	2020	2025	2030
S.F. Residential	2,847.5	3,039.7	3,231.9	3,424.1	3,616.3	3,808.6
M.F. Residential	16.3	42.8	69.4	96.0	122.5	149.1
Commercial	252.0	284.4	316.8	349.2	381.6	414.0
Industrial	314.6	360.0	405.4	450.8	496.2	541.6
Agricultural	9,114.3	8,947.0	8,779.7	8,612.4	8,445.1	8,277.8

Source: ECWRPC 2006, Town of Greenville Land Use Committee, 2007-2008

**Acreage consumptions were taken from Agricultural, Planted & General Woodlots & Open Otherland on a pro-rated basis (based on 2006 share of acreage)*

LAND USE

This plan seeks to minimize the conflict between these, and other conflicting land uses through well-thought out land use planning and policy recommendations.

Unique to the Town of Greenville is the location of the Outagamie County Regional Airport. *As the County has adopted an airport zoning ordinance, the Airport/County can dictate land use types, densities, and intensities that are allowed by the ordinance.* This plan takes into account the airport overlay zone and recommends future land uses that are compatible with airport operations.

KEY LAND USE SUMMARY POINTS

- Over a quarter (27.5%) of the Town's land is developed.
- Approximately 40 percent of the total land of the Town is in agriculture;
- Today, agriculture still accounts for the greatest amount of acreage in the Town, but this amount has decreased steadily due to the pressures from residential, commercial, industrial, and transportation development.
- According to the Town of Greenville, 1,357 Residential Permits were issued between 1996 and 2006. This means that approximately 123 permits were issued per year for the construction of new residential structures within the Town of Greenville.
- Overall, a total of 2,036 new lots were created between 1996 and 2006. This means, on average, approximately 185 new lots were created annually in the Town of Greenville.
- From 2003 to 2006, the Town's land value increased at a noticeably greater rate than the County, indicating that

land in Greenville is appreciating more rapidly and in greater demand.

- Overall, the Town of Greenville's total number of housing units and residential density has increased by almost 78 percent.
- In 2000, single-family land use intensity is estimated at 0.9 units per acre, while multi-family land use intensity is estimated at 8.1 units per acre
- The Town is located at the urban-rural fringe, where residential, commercial, and industrial development can and often does come in direct contact with farmland, nonmetallic mining operations, and other land uses
- As the County has adopted an airport zoning ordinance, the Airport/County can dictate land use types, densities, and intensities that are allowed by the ordinance.

GOALS, STRATEGIES & RECOMMENDATIONS

The goals, strategies and recommendations for land use are provided in chapter 2, "Plan Framework."

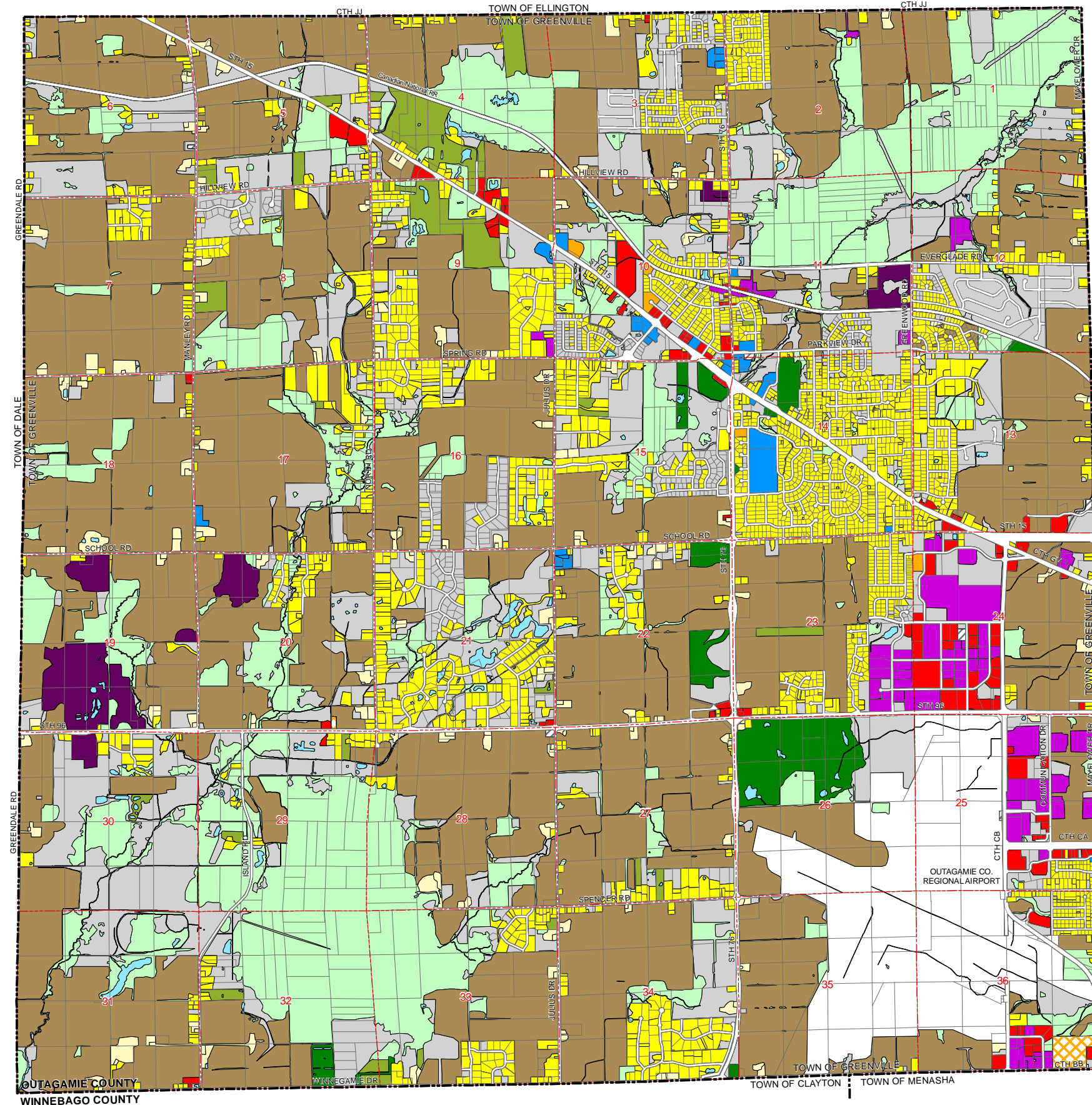
POLICIES AND PROGRAMS

Policies and programs related to the Land Use Element can be found in Appendix E.

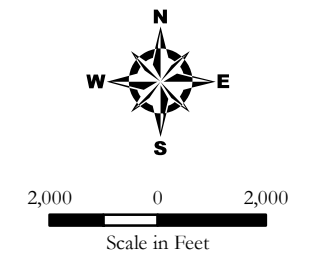
ⁱ Johnson, Dave. Outagamie County Planning Department. Email Correspondence, September 6, 2007.

ⁱⁱ *Wisconsin State Statutes 66.1001.*

MAP 5-1 TOWN OF GREENVILLE 2006 EXISTING LAND USE



- Parcel Lines
- Single Family Residential
- Farmsteads
- Multi-Family
- Mobile Home Parks
- Commercial
- Industrial
- Quarries
- Institutional Facilities
- Transportation
- Utilities/Communications
- Non-Irrigated Cropland
- Water Features
- Recreational Facilities
- Planted Woodlands
- General Woodlands
- Open Other Land

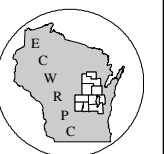


Source: Land Use created by ECWRPC, 2003. Updated 2006.
Digital Data provided by Outagamie Co., 2003, 2007

This data was created for use by the East Central Wisconsin Regional Planning Commission Geographic Information System. Any other use/application of this information is the responsibility of the user and such use/application is at their own risk. East Central Wisconsin Regional Planning Commission disclaims all liability regarding fitness of the information for any use other than for East Central Wisconsin Regional Planning Commission business.

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REGIONAL PLANNING COMMISSION-SEPTEMBER 2007

Approved
March 30, 2009.



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CHAPTER SIX: ECONOMIC DEVELOPMENT

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CHAPTER SIX: ECONOMIC DEVELOPMENT

INTRODUCTION

Planning for economic development is an ongoing process in which a community organizes for the creation and maintenance of an environment that will foster both the retention and expansion of existing businesses and the attraction of new businesses. It is important to understand the existing resources which serve as assets for economic development efforts.

The State's "Smart Growth" Legislation requires that the Economic Development element of a Comprehensive Plan contain objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion of the economic base and quality employment opportunities in the jurisdiction, including an analysis of the labor force and economic base of the community. The element must also address strengths and weaknesses for economic development in the Town and identify key types of industry or business that the residents of the Town of Greenville would like to see within the Town. This chapter, along with Chapter 2, "Plan Framework" addresses these requirements.

INVENTORY & ANALYSIS

Determining what the existing economic conditions are within the Town of Greenville provides a factual basis upon which to build the Town's goals, strategies and recommendations (see Chapter 2). This section inventories the Town's labor force characteristics, provides an economic base analysis, discusses brownfield sites, presents economic projections, and provides an assessment of economic development strengths and weaknesses.

LABOR FORCE CHARACTERISTICS

Labor Force

Labor force is defined as individuals currently with a job (the employed); and those without a job and actively looking for one (the unemployed). Labor force trends are one indicator of the economy's performance. Labor force trends can demonstrate the rate of growth of the labor force as well as the extent potential workers are able to find jobs.

In 2000, 80 percent of the Town of Greenville population over 16 years of age was in the labor force.¹ This was higher than Outagamie County's participation rate of 72.7 percent and the State of Wisconsin's participation rate of 69.1 percent.

Economic Development Vision Statement

In 2030, the Town of Greenville is a community that continues to attract and retain high-paying, knowledge based-industries that capitalize on the strategic location, educated workforce, and quality of life that the Town of Greenville is known for, while still providing space for industrial growth to continue. The Town has built and sustained a centralized community hub that offers convenient and local access to shopping, services, government, and healthcare. This community hub serves as a place where residents can gather and participate in community life. The Town has succeeded in utilizing and preserving local assets, such as its agricultural base and historically significant features, to aid in its economic development efforts.

ECONOMIC DEVELOPMENT

The Town of Greenville participation rate has remained relatively constant from 1990 to 2000. Census data indicates that in 1990, the Town of Greenville participation rate was approximately 81 percent.

Census information indicates that between 1990 and 2000 the Town of Greenville labor force grew at a lower rate than the overall population of the Town. During this timeframe the Town of Greenville population grew by approximately 180 percent while the labor force grew by approximately 169 percentⁱⁱ. This was contrary to trends observed at the County and State levels. Between 1990 and 2000 the Outagamie County labor force grew approximately 4.7 percent faster than the population growth rate. The State of Wisconsin labor force grew approximately 4.2 percent faster than the population growth rate.

As was discussed in more detail in the Issues and Opportunities section, residents of the Town of Greenville tend to have higher levels of education attainment, which speaks volumes in times when our region, state, and nation are shifting towards a knowledge-based economy.

Unemployment

The unemployment rate is calculated by dividing the number of unemployed persons by the total amount of the civilian workforce. Greenville's unemployment rate has remained relatively constant between 1990 and 2000. In 1990, the Town's unemployment rate was 2.3 percent and in 2000 the rate increased slightly to approximately 2.5 percent. *In*

Table 6-1. Unemployment Rates, 2001-2005

	2001	2002	2003	2004	2005
Outagamie Co.	4.0%	5.3%	5.6%	4.8%	4.5%
Wisconsin	4.4%	5.3%	5.6%	5.0%	4.7%

Source: Wisconsin Department of Workforce Development, Office of Economic Advisors. Historical unemployment rates: Annual average unemployment rates, 2001-2005.

both 1990 and 2000 the Town of Greenville's unemployment rate was significantly less than Outagamie County's and the State of Wisconsin's. In 1990 Outagamie County's had a 4 percent rate of unemployment this decreased to 3.2 percent in 2000. The State of Wisconsin experienced a 5.2 percent rate of unemployment in 1990. In 2000 the State of Wisconsin unemployment rate was reduced to 4.7 percent. The most recent unemployment rates are available from the Wisconsin Department of Workforce Development at the County and State levels, and can be seen in Table 7-1.

Commuting Patterns

Commuting patterns provide some indication of the distance residents have to travel to find employment. *In 2000, the Town's workforce traveled an average of 16.3 minutes to their workplace.* Outagamie County workers had a slightly higher mean travel time (18.1 minutes), while the State of Wisconsin's was even higher (20.8 minutes)ⁱⁱⁱ. Table 6-2 illustrates that, over all, mean commute times have actually decreased between 1990 and 2000 for Greenville residents, dropping from 19.8 minutes to 16.3 minutes.

Greater than 66 percent (2,441) of the Town of Greenville workforce was employed within Outagamie County and approximately 17 percent (633) of the Town of Greenville workforce was employed within the Town.

Table 6-2. Travel time to Work

	1990		2000	
Travel Time	No.	Percent	No.	Percent
Less than 10 minutes	309	14.0%	474	12.8%
10-19 minutes	847	38.4%	1657	44.9%
20-29 minutes	590	26.8%	1104	29.9%
30-44 minutes	148	6.7%	232	6.3%
45 or more minutes	146	6.6%	69	1.9%
Worked at home	165	7.5%	154	4.2%
Mean travel time	19.8		16.3	

Source: U.S. Census 1990, 2000

ECONOMIC DEVELOPMENT

Table 6-3. Top 10 Places of Employment for Greenville Residents

Rank	MCD	No. of Workers	Percent
1	City of Appleton	960	26.6%
2	Town of Greenville	633	17.6%
3	Town of Grand Chute	499	13.8%
4	Town of Menasha	388	10.8%
5	City of Neenah	289	8.0%
6	City of Oshkosh	196	5.4%
7	Village of Hortonville	142	3.9%
8	City of Menasha	102	2.8%
9	City of Kaukauna	54	1.5%
10	Town of Vinland	41	1.1%
n/a	Other	300	8.3%
n/a	Total	3,604	100.0%

Source: US Census CTPP, 2000

The relatively short commutes enjoyed by Town of Greenville residents in conjunction with the decrease in commute times experienced between 1990 and 2000 substantiate that the transportation network has been a key component in making Greenville a desirable choice for working families.

Analyzing journey to work data illustrates the interconnectedness of the Town's economy with communities throughout the Fox Cities and beyond. The Census Transportation Planning Package^{iv} provides a special tabulation of workplace destinations at the minor civil division level. Using this data, tables 6-4 and 6-5 were created, illustrating where Greenville residents work, and where those who work in Greenville live. The top workplace destinations for Greenville residents include the City of Appleton (26.6%), the Town of Greenville (17.6%) and the Town of Grand Chute (13.8%), as depicted in table 6-4. The top places of residence for persons working in Greenville include the City of Appleton (33.6%), the Town of Greenville (21.6%) and the Town of Dale (14.3%).

Table 6-4. Top 10 Places of Residence for Greenville Employees

Rank	MCD	No. of Workers	Percent
1	City of Appleton	985	33.6%
2	Town of Greenville	633	21.6%
3	Town of Grand Chute	421	14.3%
4	Town of Dale	94	3.2%
5	Town of Ellington	84	2.9%
6	Town of Buchanan	83	2.8%
7	Town of Freedom	82	2.8%
8	Town of Center	69	2.4%
9	City of Green Bay	54	1.8%
10	Town of Harrison	50	1.7%
n/a	Other	379	12.9%
n/a	Total	2,934	100.0%

Source: US Census CTPP, 2000

ECONOMIC BASE ANALYSIS

Employment

Table 4-7, in the Issues and Opportunities Element, illustrates the sectors that employ Greenville residents. The table indicates that the Manufacturing and Education, Health and Social Services sectors employed the largest percentage of Town of Greenville, which mimics county and state-wide trends.

While greater than a third (33.7%) of the Greenville workforce was employed in the Manufacturing Sector in 2000, 13.9 percent of the Greenville workforce was employed in the Health and Social Services Sector, and Retail Trade provided the third highest employment sector with 9.4 percent.

Local Employers

Table 6-5 lists the top 20 employers with sites located in the Town of Greenville. The composition of top employers generally reflects the top industries as reported by the 2000 Census. Top local employers generally

ECONOMIC DEVELOPMENT

are in the industrial, professional services, or educational sectors.

Agribusiness

Agriculture continues to play a role in the Greenville economy. Although many farms within the Town have been converted to other uses, such as residential, industrial, or air transportation, a considerable agricultural base still exists.

This agricultural base is evidenced by data from the United States Department of Agriculture (USDA) Agriculture Census. Although the data is available at the ZIP Code level, and not at the Town level, the Greenville ZIP of 54942 (fully within the Town) provides a good sense of the agricultural base today, and how it has changed over time.^v

As Table 6-6 illustrates, between 1997 and 2002, the total number of farms in the ZIP code has declined from 21 to 19. The USDA



survey provides only broad categories when reporting the Market Value of Agricultural Products at the ZIP-code level; specific information is withheld to protect the privacy of individual farms. Nevertheless, the information provided indicates that just over 40 percent of farms are less than 50 acres, while just under 60 percent are between 50 and 999 acres.

Table 6-5. Top 20 Employers in the Town of Greenville

Employer	Industry	No. of Employees
School Specialty Inc	Other Professional Equipment and Supplies Merchant Wholesalers	500-999
Gulfstream Aerospace Services Corp	Aircraft Manufacturing	500 - 999
Miller Electric	Welding and Soldering Equipment Manufacturing	150-397
Hortonville Area School District	Elementary & Secondary Schools	100-249
Digital Diversified Industries, Inc.	All Other Miscellaneous Electrical Equipment and Component Manufacturing	100-249
Zebra Technologies Corp.	Coated and Laminated Paper Manufacturing	100-249
RR Donnelley & Sones, Co.	Packing and Crating	50-99
Industrial Ventilation, Inc.	Nonresidential Plumbing, Heating, and Air-Conditioning Contractors	50-99
Young Men's Christian Assn.	Civic and Social Organizations	50-99
Corcoran Glass & Paint Inc.	Nonresidential Glass and Glazing Contractors	50-99
Sonoco - Container Division	Fiber Can, Tube, Drum, and Similar Products Manufacturing	50-99
Cintas Corp.	Industrial Launderers	50-99
FC Dadson, Inc.	Showcase, Partition, Shelving, and Locker Manufacturing	50-99
McDonald's	Limited-Service Restaurants	50-99
Hoffman, LLC	Commercial and Institutional Building Construction	50-99
Two Men and a Truck	Used Household and Office Goods Moving	20-49
Contract Converting, LLC	Coated and Laminated Paper Manufacturing	20-49
Richmark Patterns, Inc.	Industrial Pattern Manufacturing	20-49
Graphic Composition, Inc.	Prepress Services	20-49
Town of Greenville	Executive and Legislative Offices, Combined	20-49

Source: Wisconsin Department of Workforce Development, 2009

ECONOMIC DEVELOPMENT

Table 6-6. Agriculture Trends for Greenville ZIP Code 54942: 1997-2002

	1997		2002		1997-2002
Farms by size:	no.	%	no.	%	net
1 to 49 acres	8	38%	8	42%	0
50 to 999 acres	13	62%	11	58%	-2
1000 acres or more	0	0%	0	0%	0
Total Farms	21	100%	19	100%	-2
Cropland Harvested:					
1 to 49 acres	7	47%	6	50%	-1
50 to 499 acres	6	40%	5	42%	-1
500 acres or more	2	13%	1	8%	-1
Total Farms Harvesting	15	100%	12	100%	-3
Market Value of Ag. Products:					
Less than \$10,000	10	48%			n/a
\$10,000 to \$99,999	3	14%			n/a
\$100,000 or more	8	38%			n/a
Less than \$50,000			12	63%	n/a
\$50,000 to \$249,999			1-4*	5%-21%	n/a
\$250,000 or more			1-4*	5%-21%	n/a

* Data withheld for categories with one to four farms.

Source: USDA Agriculture Census, 1997, 2002

The Agriculture Census provides a general sense of the Market Value of Products produced by the Town's farms in the 54952 ZIP code. In 1997, 38 percent of farms (8 total farms) produced at least \$100,000 in agricultural goods. In 2002, 37 percent of farms produced over \$50,000 in agricultural goods.

The economic impact of agriculture goes far beyond the value of agricultural products. The agriculture industry affects the economy through wages paid to employees, through related industries that rely on agriculture, such as food processing, transportation of goods, and through industries that serve the agricultural sector, such as chemical, feed, and veterinary service industries. Table 6-7 shows the percent of adults working on farms for the Town of Greenville, and the surrounding towns for 1990 and 2000. ***The Town, like its neighbors, has experienced a decline in the total***

employees and share of workers that farms employ. This can be partially explained by the increased mechanization of farms, the decrease in the number of farms and agricultural land in the Town, the growth of other employment opportunities, and the urbanization of portions of the Town. One can anticipate that this trend will continue should the current conditions remain.

When compared to neighboring towns, Greenville's rank in terms of the percent of workers employed on farms has remained steady at 6 out of 8. The only towns ranked lower are the Town of Menasha and the Town of Grand Chute, which began urbanizing earlier than the Town of Greenville. Nevertheless, even the towns ranked higher have experienced dramatic declines, especially the Town of Hortonville, which partially borders Hortonville and New London—both areas that have experienced growth.

ECONOMIC DEVELOPMENT

Table 6-7. Employed Adults Working on Farms, 1990-2000

Town Name	1990			2000		
	Number	Percent	Rank	Number	Percent	Rank
T. Ellington	144	14.0%	1	109	7.4%	1
T. Hortonia	58	12.9%	2	19	3.3%	5
T. Clayton	97	7.8%	3	64	3.8%	4
T. Dale	71	7.7%	4	62	4.7%	2
T. Center	106	7.5%	5	77	4.4%	3
T. Greenville	82	3.7%	6	98	2.6%	6
T. Menasha	82	1.1%	7	37	0.4%	8
T. Grand Chute	65	0.8%	8	75	0.7%	7

Source: PATS 2002, US Census 2000

Industrial and Business Parks

There are seven industrial/business parks in the Town of Greenville. These parks collectively encompass over 640 acres, 89 of which are still available.

Table 6-8 contains more information about these industrial/business parks. As these parks continue to develop and become full, it is important that the Town of Greenville plan for future industrial and business sites. The Town should consider the needs of existing as well as future industries and businesses it wishes to attract; identifying what location, infrastructure, and space needs will be required. In some instances, existing parks may need to be expanded while in others, additional sites may be more appropriate. In most instances, an area where infrastructure is already in place is the most cost efficient choice for the community.

ECONOMIC DEVELOPMENT STRATEGY ASSESSMENT

A variety of factors influence the economic climate of the Town of Greenville. Determining what the Town's strengths and weaknesses are help the Town build upon its assets and develop strategies to overcome its challenges.

Strengths & Weaknesses

By developing a set of strengths and weaknesses, the Town of Greenville is better prepared to develop an economic development strategy. These strengths and weaknesses are listed below.

Strengths:

- Location near key transportation links (e.g. USH 41, STH 10, Outagamie County Regional Airport);
- Proximity to metropolitan areas;
- Highly educated workforce;
- Natural Areas/Open Space/Recreation opportunities;
- Availability of infrastructure (e.g. sewer, water, telecommunications, etc.); and
- New community amenities, such as the YMCA, and recent trail and park development, and dental and medical offices make the community more attractive as a place to work and live.

Weaknesses:

- Lack of diversity in economic base (reliance on manufacturing); and
- Lack of certain community amenities, such as a library and grocery store.

ECONOMIC DEVELOPMENT

Future Sites for Business & Industry

Future business and industrial sites are shown on Map 2-1, "Year 2030 Land Use Framework" for the Town of Greenville. Industrial areas are concentrated in the east central portion of the Town, immediately east and northeast of the Outagamie County Regional Airport. In addition, commercial areas are centered around the STH 15 corridor, where development already exists, and is encouraged to develop in a mixed use fashion within individual neighborhoods.

Brownfield Redevelopment. Brownfields are sites where development or redevelopment is complicated by real or perceived hazardous substances, pollutants, or contamination.^{vi} Knowing the location of brownfields and the extent of pollution greatly improves the likelihood that these sites will be redeveloped.

The Wisconsin Department of Natural Resources Bureau for Remediation and Redevelopment maintains a listing of brownfields and contaminated sites.^{vii} This website lists approximately 60 entries for the Town of Greenville, of which are classified in the following four categories: Leaking Underground Storage Tank, Environmental Repair, Spills, and No Action Required. The Town's entries and corresponding categories are described in further detail below:

- There were 8 Leaking Underground Storage Tanks (LUST) listed for the Town of Greenville. The WDNR defines LUST sites as having "contaminated soil and/or groundwater with petroleum."

- There were 7 Environmental Repair sites (ERP) listed for the Town of Greenville. The WDNR defines ERPs as "sites other than LUSTs that have contaminated soil and/or groundwater. Examples include industrial spills (or dumping) that need long term investigation, buried containers of hazardous substances, and closed landfills that have caused contamination."
- There were 12 Spills listed for the Town of Greenville. The WDNR defines Spills as having "a discharge of a hazardous substance that may adversely impact, or threaten to impact public health, welfare or the environment....[which are] usually cleaned up quickly."
- There were 5 No Action Required (NAR) listings for the Town of Greenville. The WDNR defines NAR as occurrences where "there was, or may have been, a discharge to the environment and, based on the known information, WDNR has determined that the responsible party does not need to undertake an investigation or cleanup in response to that discharge."^{viii}

As identified in Recommendation 9.7.1 (Chapter 10, "Plan Framework"), the Town of Greenville could complete and maintain an inventory land identified as "brownfields." This information could be used to encourage infill development and redevelopment opportunities that take advantage of existing infrastructure and services and removes blight created by vacant and dilapidated buildings and parcels. Once identified, the Town could utilize state and federal programs to further study, clean, and redevelop these brownfields. Further information on these programs can be seen in the "Programs and Policies" section of this chapter.

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KEY ECONOMIC DEVELOPMENT SUMMARY POINTS

- In 2000, 80 percent of the Town of Greenville's population over 16 years of age was in the labor force.^{ix}
- 200 Census data indicates that the Town of Greenville (29%) has a slightly higher percentage of residents age 25 or older who attended college for 1-3 years than Outagamie County (28%) or the State (28%).
- In both 1990 and 2000 the Town of Greenville's unemployment rate was significantly less than Outagamie County's and the State of Wisconsin's.
- In 2000, the Town's workforce traveled an average of 16.3 minutes to their workplace.
- While greater than a third (33.7%) of the Greenville workforce was employed in the Manufacturing Sector in 2000, 13.9 percent of the Greenville workforce was employed in the Health and Social Services Sector, and Retail Trade provided the third highest employment sector with 9.4 percent.

- The Town, like its neighbors, has experienced a decline in the total employees and share of workers that farms employ.
- There are seven industrial/business parks in the Town of Greenville. These parks collectively encompass over 640 acres, 89 of which are still available.
- The Wisconsin Department of Natural Resources Bureau for Remediation and Redevelopment maintains a listing of brownfields and contaminated sites.^x This website lists approximately 60 entries for the Town of Greenville.

GOALS, STRATEGES & RECOMMENDATIONS

The goals, strategies and recommendations for economic development are provided in chapter 2, "Plan Framework" which presents the economic development focus for the Town of Greenville.

POLICIES AND PROGRAMS

Policies and programs related to the Economic Development Element can be found in Appendix E.

Table 6-8. Industrial and Business Parks in the Town of Greenville

Name of Business/ Industrial Park	Greenville Business Park	Greenville Industrial Park	Greenville South Industrial Park	Outagamie County Air Industrial Park	Greenville Crossing	Greenville Northeast Asphalt	Aerotech Corporate Campus
Location of Park	STH 96, CTH CB	STH 96, CTH CB & CA	CTH BB	STH 96	STH 15	CTH CB & GV	CTH CB & CTH CA
Contact Person Organization/Company Phone Number	Dave Tebo. Administrator Town of Greenville (920) 757-5151	Dave Tebo. Administrator Town of Greenville (920) 757-5151	James Fletcher 4X Corp. (920) 882-4000	Marty Lenss, Director Outagamie Cnty. Reg. Arpt. (920) 832-5267	Wayne Stellmacher, President Keller Structures (920) 766-5795	Dave Tebo, Administrator Town of Greenville (920) 757-5151	Grubb & Ellis (920) 968-4700
Type of Park	Business/Industrial	Industrial	Industrial	Aviation Industrial	Business	Industrial	Commercial
Total Acreage	194	187.5	34.33	70	56.09	68.648	30
Acreage Available	2.4	3.49	2.01	0	45.36	22.181	13.94
Parcel Size Available							
Minimum Acreage	2.4	.87	2.01	0	1.81	1.618	1.16
Maximum Acreage	2.4	2.62	2.01	0	8.07	8.922	3.85
Purchase Cost (per acre)	Not Available	Not Available	Contact 4x Corp	None Available	Contact Keller Structures	Contact Jim Fletcher 428.9024	\$63,000 to \$446,500
Ownership	Private	Private	Private	Municipal	Private	Private	Private
Zoning	Industrial	Industrial	Industrial	Industrial	Business Park	Industrial	Planned Commercial
Adjacent Land Uses							
North	Mixed- RSF, RTF	Industrial	Agriculture	Industrial/Transportation	Business Park	Single Family/General Comm.	General Commercial/Industrial
South	Agriculture/Airport	Commercial	Other	Industrial/Transportation	General Commercial	Industrial	Mixed Use
East	Zoned IND	Industrial	Agriculture	Industrial	Town of Grand Chute	Industrial	General Commercial/RSF
West	Residential	Industrial/Airport	Agriculture/General Comm.	Transportation	Single Family	Two Family Residential	Airport/Agriculture
Park Features							
Acres Available for Expansion	0	0	Contact 4x Corp	0	Contact Keller Structures	Contact Jim Fletcher	24
Fire Insurance Classification	5	5	5	5	5	5	5
Protective Covenants	Yes	No	Contact 4x Corp	Yes	Contact Keller Structures	Contact Jim Fletcher	Contact Grub & Ellis
Soil Boring tests available	No	If owners conducted	Contact 4x Corp	No	Contact Keller Structures	Contact Jim Fletcher	Contact Hoffman Corporate
Floodplain	No	No	No	No	No	No	No
Topography	Flat	Available through Omnni	Available through Omnni	Flat	Contact Keller Structures	Available through Omnni	Available through Omnni
Paved Street	Yes	Yes	Yes	Yes	Yes	Eventually	Yes
Curb/Gutter	No/No	No/No	No/No	No/No	Yes/Yes	Possibly/Possibly	No/No
Utilities							
Electricity	WEPCO	WEPCO	WEPCO	WEPCO	WEPCO	WEPCO	WEPCO
Water	Greenville Sanitary District	Greenville Sanitary District	Greenville Sanitary District	Greenville Sanitary District	Greenville Sanitary District	Greenville Sanitary District	Greenville Sanitary District
Gas	WEPCO	WEPCO	WEPCO	Wisconsin Natural Gas Co.	WEPCO	WEPCO	WEPCO
Sanitary Sewer	Greenville Sanitary District	Greenville Sanitary District	Greenville Sanitary District	Greenville Sanitary District	Greenville Sanitary District	Greenville Sanitary District	Greenville Sanitary District
Storm Sewer	No	No	No	No	No	Not yet determined	No
Fiber Optics Service	Contact AT&T	Contact AT&T	Contact AT&T	Contact AT&T	Contact AT&T	Contact AT&T	Contact AT&T
Digital Switching	Contact AT&T	Contact AT&T	Contact AT&T	Contact AT&T	Contact AT&T	Contact AT&T	Contact AT&T
Transportation							
Nearest Commercial Airport	Outagamie Co. Regional Arpt.	Outagamie Co. Regional Arpt.	Outagamie Co. Regional Arpt.	Outagamie Co. Regional Arpt.	Outagamie Co. Regional Arpt.	Outagamie Co. Regional Arpt.	Outagamie Co. Regional Arpt.
Distance to Airport	1 mile	Across the Street	2 miles	Adjacent	2.5 miles	1.5 miles	Across Street
Nearest Major highway	STH 96	STH 441	CTH BB	STH 96	STH 15	STH 96	STH 441
Distance to Highway	Adjacent	1.5 Miles	Adjacent	Adjacent	Adjacent	0.5 miles	1.5 miles
Number of Lanes	2	4	2	2	4	2	4
Rail Service	Not Available	Not Available	Not Available	Not Available	Not Available	Not Available	Not Available
Rail Spur	Not Available	Not Available	Not Available	Not Available	Not Available	Not Available	Not Available
Port Service	Port of Green Bay	Port of Green Bay	Port of Green Bay	Port of Green Bay	Port of Green Bay	Port of Green Bay	Port of Green Bay
Location of Port Service	30 miles	30 miles	30 miles	30 miles	40 miles	40 miles	30 miles

Source: Fox Cities Economic Development Partnership, 2007, ECWRPC 2007

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REFERENCES:

- ⁱ U.S. Census, STF3A, 2000.
- ⁱⁱ U.S. Census, STF3A, 1990 & 2000.
- ⁱⁱⁱ U.S. Census, 2000.
- ^{iv} U.S. Census Bureau, Population Division. 2004. *Journey-to-Work and Migration Statistics Branch Special Tabulation: Worker Flow File*.
<http://www.census.gov/population/www/cen2000/commuting/mcdworkerflow.html#WI>
- ^v ZIP 54952 does not cover the entire Town of Greenville. Other ZIP codes covering a portion of the Town include 54951 (Medina); 54915 (Grand Chute/Appleton); because these ZIP codes cover such a small portion of the Town of Greenville, they were not included in the analysis.
- ^{vi} US EPA. 2007. "Brownfields Cleanup and Redevelopment-Glossary."
<http://www.epa.gov/brownfields/glossary.htm>
- ^{vii} WisDNR tracking device available at
<http://botw.dnr.state.wi.us/botw/Welcome/do>
- ^{viii} WDNR. 2007. "Activity Types" Bureau for Remediation and Redevelopment Tracking System. Available at
<http://botw.dnr.state.wi.us/botw/ActivityTypePop.do>.
- ^{ix} U.S. Census, STF3A, 2000
- ^x WisDNR tracking device available at
<http://botw.dnr.state.wi.us/botw/Welcome/do>

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CHAPTER SEVEN: HOUSING

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CHAPTER 7: HOUSING

INTRODUCTION

Planning for housing will ensure that the Town of Greenville's housing needs are met. The design, placement and density of housing impacts the overall appearance and character of a community by defining a sense of place and encouraging or discouraging social interaction between residents. It influences the cost of housing and the cost and efficiency of other plan elements, such as roadways, school transportation (e.g. busing vs. walking), economic development and the provision of public utilities.

The "Smart Growth" Legislation requires that the housing element contain objectives, policies, goals, maps and programs to meet current and future housing needs of the Town of Greenville, by developing and promoting policies that provide a range of housing choices for Town residents that meet the needs of all income levels, age groups, and persons with special needs. An assessment of age, structural, value, and occupancy characteristics of the Town's housing stock is also required. This chapter, along with Chapter 2, "Plan Framework" addresses these requirements.

HOUSING VISION STATEMENT

In 2030, the Town of Greenville is a community where single family residential is the predominant use, yet provides alternative housing opportunities that meet the changing demographics of the community's existing residents and provides a variety of options for new residents. Green building and energy efficiency are promoted through appropriate types and levels of regulation.

INVENTORY & ANALYSIS

Developing a baseline of housing characteristics for the Town of Greenville provides a foundation upon which to build the Town's goals, strategies and recommendations (see Chapter 2). The following section analyzes current housing conditions for Greenville and provides projections for future conditions.

HOUSING DEMAND

The demand for housing in a particular area can be influenced by a number of factors, including prevailing interest rates, income levels, proximity to places of work, and general population growth. To determine the historic and future demand for housing in the Town of Greenville, household trends and projections are used as one indicator of housing demand in the owner-occupied and rental sectors. Because the U.S. Census defines households to include all the persons who occupy a housing unit (house, apartment, mobile home, etc.), this analysis combines the rental and owner-occupied markets when assessing demands. Analyzing the number of residential building permits issued in the Town of Greenville provides another indicator of housing demand.

Historical Demand

Historically, the Town of Greenville has experienced strong demand for housing, as illustrated in Table 7-1. With consistent growth in the number of households from 1970 to 2000, the Town exhibited an ability to attract and retain new households. During the same time period, household size decreased from 3.25 persons per household to 2.97. ***Because there are fewer persons per household, the rate of increase for new households generally outpaces the rate of increase in population.*** The decrease in household size is best explained by a combination of national and local

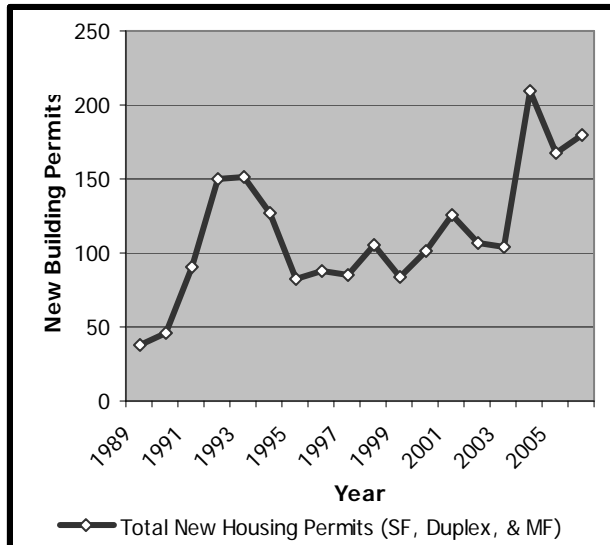
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Table 7-1. Households and Persons per Household, 1970 to 2000

	1970		1980		1990		2000	
	No. HH	Persons per HH	No. HH	Persons per HH	No. HH	Persons per HH	No. HH	Persons per HH
Town of Greenville	670	3.99	970	3.41	1,250	3.04	2,301	2.97
Outagamie County	32,807	3.57	42,755	2.96	50,527	2.73	60,530	2.61

Source: U.S. Census: 1970, 1980, 1990, and 2000

Figure 7-1. New Residential Building Permits, 1989-2006



Source: Town of Greenville Building Permits, 1989-2007

trends; national trends include the movement towards smaller families, the aging of the "baby boom" generation, and the increased prominence of single person households.

Overall, increases in yearly residential building permits issued were experienced between 1989 and 2006, as seen in Figure 7-1. Occasional spikes and declines have occurred in the earlier halves of the 1990s and 2000s.

This can be explained by metropolitan trends including the completion of STH 441 in the early 1990s, which made transportation from Greenville to the Fox Cities more accessible, and the Sewer Service Area moratorium in the Darboy area in the early 2000s, which redirected growth towards Greenville. Historically, single family homes account for 93.9 percent of permits, duplexes 5.3 percent, and multifamily structures 0.8 percent.

Forecasted Demand

Table 7-2 illustrates that, the Town can anticipate between 4,799 and 4991 households by 2030, according to ECWRPC's estimates. A steady decrease in household size is expected over the planning period, although at a much slower rate than in the recent past. ***As the Town's 2008 population estimate (9,401) has already exceeded ECWRPC's population estimate for 2010 (8,987), the Steering Committee has chosen to plan for a higher growth scenario, where an additional 2,248 households are created during the planning period.***

The mix of housing styles may vary, depending on potential changes in the

Table 7-2. Estimated Households and Persons per Household, 2005 to 2030

	Method Used	2005		2010		2015		2020		2025		2030	
		No. HH	Persons per HH	No. HH	Persons per HH	No. HH	Persons per HH	No. HH	Persons per HH	No. HH	Persons per HH	No. HH	Persons per HH
Town of Greenville	A	2,677	2.94	3,098	2.89	3,545	2.85	4,020	2.82	4,493	2.80	4,991	2.78
	B	2,663	2.96	3,050	2.94	3,461	2.92	3,897	2.91	4,340	2.90	4,799	2.89
Outagamie County	A	65,423	2.57	70,321	2.52	75,104	2.48	79,872	2.45	84,030	2.43	88,186	2.32
	B	64,898	2.59	68,865	2.58	72,760	2.56	76,663	2.55	80,173	2.55	83,578	2.54

Source: U.S. Census 2000, ECWRPC 2004

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housing market, zoning regulations, and other unforeseen factors. Nevertheless, the historic housing mix indicates that one can anticipate that over 90 percent of new building permits will be for single family structures and that less than 10 percent will be duplexes or multifamily structures. The Year 2030 Future Land Use Map (Exhibit 2-1) illustrates the locations where this future demand for housing can be accommodated.

HOUSING VALUE

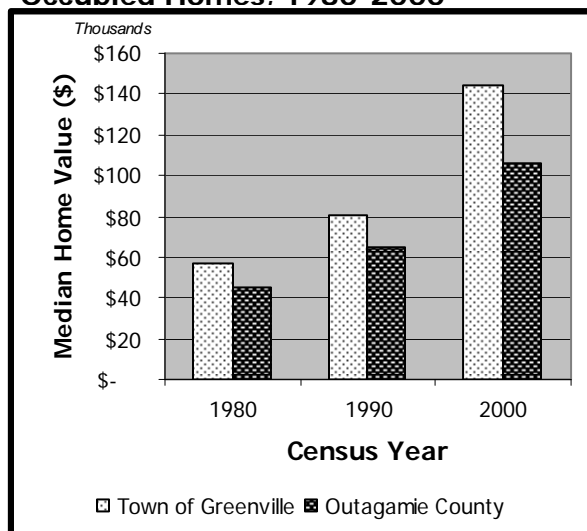
Historical Trends

The Town of Greenville has seen an increase in the median value of owner occupied housing between 1980 and 2000, as seen in Figure 7-2. When compared with Outagamie County, the Town's median value of owner occupied homes has been higher in 1980 (26.5%), 1990 (24.4%), and 2000 (35.8%). ***Infact, the 2000 Census indicated that the Town of Greenville had the second highest median owner occupied home value (\$143,900) among all jurisdictions in Outagamie County, second only to the Town of Osborn (\$150,300).***

Likewise, the median value of contract rents has increased over the same period. The 2000 Census indicates that ***the median contract rent for the Town of Greenville (\$668) is 42.4 percent higher than that of Outagamie County.*** This large separation in median rent values marks a change from previous trends. The median Town contract rent in 1980 (\$178) was 2.3 percent higher than the County, while in 1990, median Town contract rent (\$313) was 4.3 percent *below* the County, as seen in Figure 7-3. Recent increases in rent may be due to the larger share of duplex and single family rentals when compared to rentals in Outagamie County. It is important to realize that a portion of the increases in home value and contract rents is accounted for in the rate of inflation, while other portions are caused by increased market demand and other conditions.

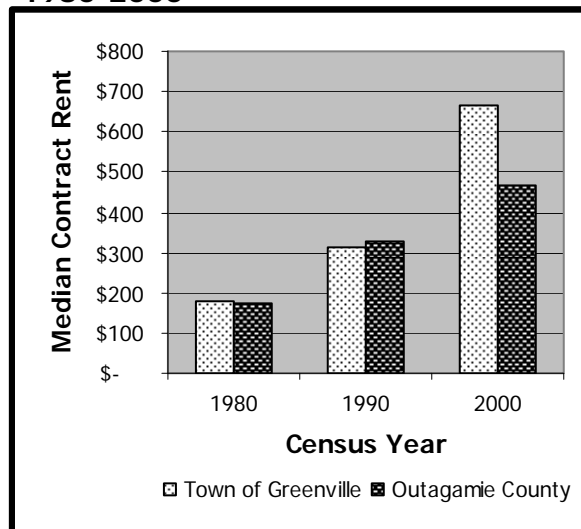
The Wisconsin Department of Revenue releases yearly equalized value reports. Equalized value is the total value of all real estate at full-market prices. Although these values are reported as a total value for the entire Town, they can be used as a way to

Figure 7-2. Median Value of Owner Occupied Homes. 1980-2000



Source: U.S. Census 1980, 1990, 2000

Figure 7-3. Median Contract Rent, 1980-2000

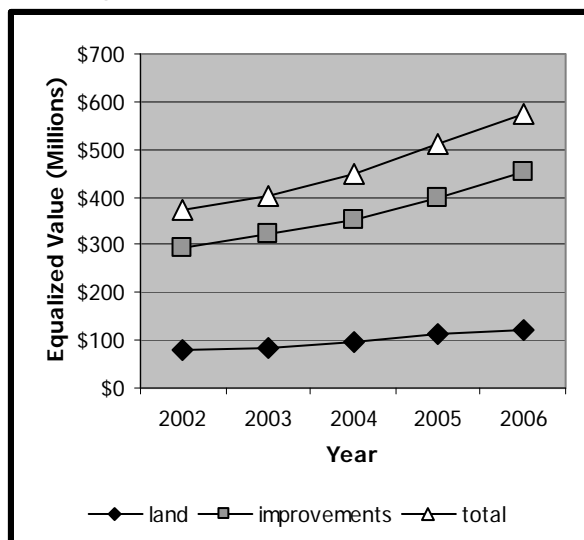


Source: U.S. Census 1980, 1990, 2000

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guage the pricing trends for different sectors of real estate, such as residential, commercial and agriculture. ***For the Town of Greenville, the value of residential property grew consistently between 2002 and 2006, where the total equalized value grew by 54 percent*** (see Figure 7-4). More specifically, the "land" portion of the value grew more rapidly (56%) than the improvements (35%). Recent trends towards smaller, more modestly priced homes may impact the rate of growth in residential equalized value.

Figure 7-4. Residential Equalized Value, 2002-2006



Source: WisDOR, Statement of Equalized Value, 2002-2006

Housing Affordability

The relationship between housing costs and household income is an indicator of housing affordability, which is gauged by the proportion of household income expended for rent or home ownership costs. Rental costs include contract rent, plus the estimated average monthly cost of utilities and fuel. Owner costs include payments for mortgages, real estate taxes, fire hazard and flood insurance on the property, utilities and fuels. Households spending more than 30 percent of their income for housing may be at risk of

losing their housing should they be confronted with unexpected bills or unemployment of one or more workers in that household.¹

Access to affordable housing is not only a quality of life consideration, it is also an integral part of a comprehensive economic development strategy. Communities need affordable housing for workers in order to retain existing companies and attract new companies to the area. Households which must spend a disproportionate amount of their income on housing, will not have the resources to properly maintain their housing, nor will they have adequate disposable income for other living expenses, such as transportation, childcare, healthcare, food, and clothing.

In 1999, the share of residents paying more than 30 percent of their income for housing in the Town of Greenville was 15.3 percent. More specifically, 15.3 percent of owners and 15.4 percent of renters paid disproportionate shares of their income. Compared to Outagamie County (15.2%), the share of owners paying a disproportionate share for their housing in the Town was similar to the situation in the County. The Town was more successful in providing affordable housing to renters compared to Outagamie County, where 25.4 percent of renters paid a disproportionate share of their income for housing. Nevertheless, a need exists for expansion of housing choices to accommodate Town residents who currently pay more than is recommended for housing, given their incomes.

OCCUPANCY CHARACTERISTICS

Occupancy Status

Occupancy status reflects the utilization of available housing stock. The total number of

HOUSING

Table 7-3. Occupancy and Vacancy Characteristics

	Town of Greenville			Outagamie County		
	1990	2000	Percent Change	1990	2000	Percent Change
Total Housing Units	1,274	2,353	84.7%	51,923	62,614	20.6%
Total Occupied Units	1,250	2,301	84.1%	50,527	60,530	19.8%
Owner Occupied	1,117	2,002	79.2%	36,507	43,830	20.1%
Vacancy Rate	0.2%	0.65%	225.0%	0.9%	0.95%	5.6%
Renter Occupied	133	299	124.8%	14,020	16,700	19.1%
Vacancy Rate	3.6%	2.01%	-44.2%	2.5%	5.15%	107.7%

Source: U.S. Census, 1990 and 2000

housing units includes renter-occupied, owner-occupied and various classes of vacant units, including those which are available for sale or rent and those which are seasonal, migrant, held for occasional use or other units not regularly occupied on a year-round basis.

In 2000, the Town of Greenville's occupied housing stock was primarily composed of owner-occupied units, which accounted for over 87 percent of occupied housing units, while rentals accounted for just under 13 percent.

The share of owner occupied housing units has decreased slightly since 1990, when 89.3 percent of occupied units were owner-occupied, and 10.6 percent were renter-occupied. This differs noticeably from the occupancy distribution in the County, where in 1990 and 2000, the share of owner-occupied housing units accounted for approximate 72 percent of occupied units and renter-occupied made of the remaining 28 percent. Table 7-3 provides more detailed information regarding the precise number of housing units.

Vacancy Status

For a healthy housing market, communities should have a vacancy rate of 1.5 percent for owner-occupied units and 5 percent for year round rentals. The number of migrant, seasonal and other vacant units will vary depending on the community's economic

base. ***In 2000, the Town of Greenville exhibited a vacancy rate of .65 percent for owner occupied units, and 2.01 percent for year round rentals, implicating that housing units were in short supply.*** Rental vacancy rates have decreased compared to 1990 (3.6%), while owner occupied vacancy rates have increased compared to 1990 (0.2%).

HOUSING STOCK CHARACTERISTICS

Age

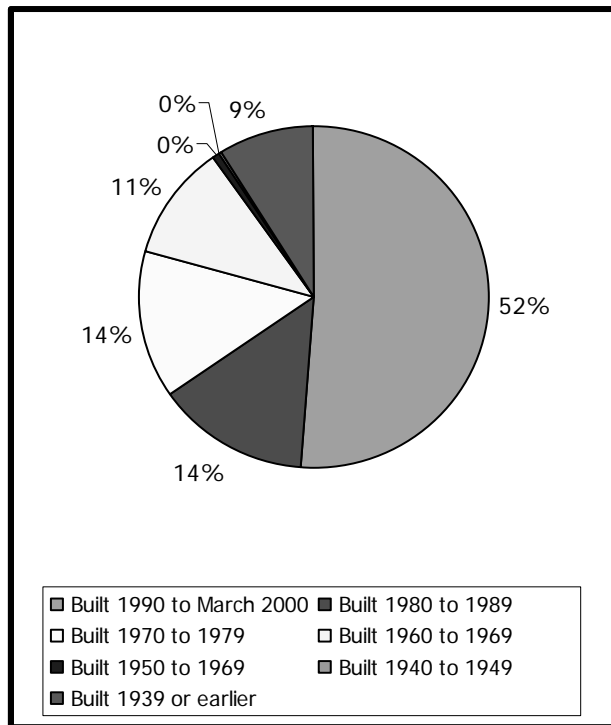
Because of substantial residential growth in the 1990s, the Town of Greenville has a very young housing stock, overall. As Figure 7-5 exhibits, ***of the 2,361 residential units in the Town, over half of the Town's residential structures were built 1990 or later (1,208 units).*** Therefore, the Town's median "housing build date" was 1990 in the last Census. Between 11 and 14 percent of residential units were constructed each decade in the 1960s (267 structures), 1970s (327 structures), and 1980s (332 structures). In comparison, the median "housing build date" for Outagamie County was 1971.

Structural Type

Single family structures are the dominant residential type in the Town of Greenville, accounting for 88.4 percent

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Figure 7-5. Age Distribution of Housing Units



Source: U.S. Census 2000, STF 3

of units in 2000. This is an increase from 1990, when 82.8 percent of units were primarily single family. The number of units for multi-unit housing (2 units or more) has increased between 1990 (83 units) and 2000 (192 units); similarly, the overall share in the Town has increased, from 6.52 percent in 1990 to 8.13 percent in 2000. See Table 7-4 for more details.

The significant decrease in the number and

share of mobile home units could be explained by several scenarios. One scenario is that 82 mobile home units did in fact leave the Town. Another and more probable explanation is that, since Census surveys are filled out by housing unit occupants, some units that were self-classified as "mobile home" in 1990 were perceived by their residents in 2000 to be "single-family" units. This is especially probable in mobile homes that are not located in a mobile home park, but rather are located dispersed amongst traditional single family dwellings.

Housing Conditions

Two Census variables often used for determining housing conditions include units which lack complete plumbing facilities and overcrowded units. Complete plumbing facilities include hot and cold piped water, at least one flush toilet, and a bathtub or shower. If any of these three facilities is missing, the housing unit is classified as lacking complete plumbing facilities. The Census defines overcrowding as more than one person per room in a dwelling unit.

In the Town of Greenville, occupied units without complete plumbing facilities are non-existent, while overcrowding is rare, occurring in only 0.91 percent of dwellings.ⁱⁱ The Town's housing conditions are better than Outagamie County, where 0.24 percent of dwellings lack complete plumbing facilities, and 1.83 percent of dwellings suffer from overcrowding.

Table 7-4. Number of Units by Structural Type, 1990 and 2000

	1990		2000	
	Number	Percent	Number	Percent
Single Family Units	1,015	79.73%	2,087	88.39%
2-4 Units	83	6.52%	103	4.36%
5 Units or more	0	0.00%	89	3.77%
Mobile Home/Trailer	164	12.88%	82	3.47%
Other Units	11	0.86%	0	0.00%
Total Units	1,273	100.00%	2,361	100.00%

Source: U.S. Census, 1990 and 2000

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Table 7-5. Subsidized and Assisted Living Units

	Town of Greenville	Outagamie County
Federally Assisted Units*		
Elderly Units	0	814
Family Units	0	459
Other Units	0	30
Total Units	0	1303
Assisted Living Options**		
Adult Family Home Capacity	4	32
Community Based Residential Facilities Capacity	46	662
Residential Care Apartment Units	0	300
Total Units	50	994

*Source: WHEDA, Wisconsin Federally Assisted Rental Housing Inventory, 2004

**Source: WDHS, Office of Quality Assurance, 2007

Subsidized & Special Needs Housing

Subsidized and special needs housing serves individuals who, because of financial difficulties, domestic violence situations, disabilities, age, alcohol and drug abuse problems, and/or insufficient life skills need housing assistance or housing designed to accommodate their needs. In some instances, extended family structures and finances may allow families or individuals to cope privately with special needs. In most instances, however, some form of assistance is needed. The housing needs of these populations vary based on their circumstances, health, economic conditions and success of educational, training, treatment or counseling programs.

Currently, the Town of Greenville does not have any federally assisted rental units, while it does provide Adult Family Home and Community Based Residential housing units. Table 7-5 illustrates the lack of subsidized and special needs housing in the Town, although Outagamie County does have many facilities that meet these needs.

HOUSEHOLD CHARACTERISTICS

Evaluating household characteristics is important for understanding the Town of Greenville and the population it serves. Household size and mobility information are two Census variables that can help with this evaluation.

When compared to Outagamie County, the Town of Greenville has had larger household sizes in 1990 and 2000. In fact, in 2000 the Town saw the percent of four person households (22.5%) surpass the percent of three person households (18.6%). Nevertheless, the most prevalent household size in the Town is two persons (33%) (see Table 7-6).

Table 7-7 illustrates the household mobility of the populations in the Town of Greenville and Outagamie County. Mobility describes the movement from one residence to another, whether from within the same area or to or from another area. Town of Greenville residents show similar mobility characteristics when compared to Outagamie County.

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Table 7-6. Persons Per Household, 1990 and 2000

	Town of Greenville				Outagamie County			
Household Size	1990		2000		1990		2000	
	no.	%	no.	%	no.	%	no.	%
1 Person	135	10.8%	278	12.0%	10,797	21.4%	14,640	24.2%
2 Persons	400	32.0%	775	33.6%	16,307	32.3%	20,392	33.7%
3 Persons	262	21.0%	430	18.6%	8,454	16.7%	9,374	15.5%
4 Persons	272	21.8%	519	22.5%	8,779	17.4%	9,819	16.2%
5 Persons	118	9.4%	217	9.4%	4,224	8.4%	4,362	7.2%
6 or More Persons	63	5.0%	90	3.9%	1,966	3.9%	1,943	3.2%
Total Households	1,250	100.0%	2,309	100.0%	50,527	100.0%	60,530	100.0%
Total Persons	3,806		6,844		140,510		161,091	
Average Persons/HH	3.04		2.97		2.78		2.61	

Source: U.S. Census, 1990 and 2000

Table 7-7. Population Residence in 1985 and 1995

	Town of Greenville				Outagamie County			
	1990		2000		1990		2000	
	no.	%	no.	%	no.	%	no.	%
Same house	2,324	65.5%	3,563	57.1%	77,082	59.7%	85,989	57.4%
Different house	1,224	34.5%	2,680	42.9%	51,943	40.3%	63,820	42.6%
Same county	730	20.6%	1,097	17.6%	29,450	22.8%	33,723	22.5%
Different county	406	11.4%	1,557	24.9%	15,128	11.7%	28,152	18.8%
Different state	75	2.1%	355	5.7%	6,694	5.2%	8,331	5.6%
Elsewhere*	13	0.4%	26	0.4%	671	0.5%	1,945	1.3%

*Includes Puerto Rico, other foreign countries, or at sea

Source: U.S. Census 1990 and 2000

KEY HOUSING SUMMARY POINTS

- Historically, the Town of Greenville has experienced strong demand for housing. With consistent growth in the number of households from 1970 to 2000, the Town exhibited an ability to attract and retain new households. Between 1970 and 2000, household size decreased from 3.25 persons per household to 2.97. Because there are fewer persons per household, the rate of increase for new households generally outpaces the rate of increase in population
- As the Town's 2008 population estimate (9,401) has already exceeded ECWRPC's population estimate for 2010 (8,987), the Steering Committee has chosen to plan for a higher growth scenario, where an additional 2,248 households are created during the planning period.
- The Town of Greenville has the second highest median owner occupied home value (\$143,900) among all jurisdictions in Outagamie County, second only to the Town of Osborn (\$150,300).

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- The median contract rent for the Town of Greenville (\$668) was 42.4 percent higher than that of Outagamie County in 2000.
- For the Town of Greenville, the value of residential property grew consistently between 2002 and 2006, where the total equalized value grew by 54 percent.
- In 2000, the Town of Greenville exhibited a vacancy rate of .65 percent for owner occupied units, and 2.01 percent for year round rentals, implicating that housing units were in short supply.
- In 1999, the share of residents paying more than 30 percent of their income for housing in the Town of Greenville was 15.3 percent. More specifically, 15.3 percent of owners and 15.4 percent of renters paid disproportionate shares of their income.
- In 2000, the Town of Greenville's occupied housing stock was primarily composed of owner-occupied units, which accounted for over 87 percent of occupied housing units, while

rentals accounted for just under 13 percent.

- Of the 2,361 residential units in the Town, over half of the Town's residential structures were built 1990 or later (1,208 units).
- Single family structures are the dominant residential type in the Town of Greenville, accounting for 88.4 percent of units in 2000.
- When compared to Outagamie County, the Town of Greenville has had larger household sizes in 1990 and 2000.

GOALS, STRATEGIES & RECOMMENDATIONS

The goals, strategies and recommendations for housing are provided in chapter 2, "Plan Framework."

POLICIES AND PROGRAMS

Policies and programs related to the Housing Element can be found in Appendix E.

REFERENCES:

ⁱ HUD, 1989

ⁱⁱ US Census, 2000 STF3

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CHAPTER EIGHT: TRANSPORTATION

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CHAPTER EIGHT: TRANSPORTATION

INTRODUCTION

A safe, effective, and efficient transportation system can provide convenient transportation for residents and act as a catalyst for economic development in the Town of Greenville. Assessing the Town's transportation system requires much more than just looking at road systems—pedestrian, bicyclist, transit, rail, and air transportation systems all play an important part in providing transportation for goods and people.

Wisconsin's Smart Growth Legislation requires that the transportation element consist of objectives, policies, goals, maps and programs that guide the development of various transportation modes. These modes include: highways, transit, transportation for those with disabilities, bicycles, pedestrian, railroads, air transportation, trucking, and water. This element serves to assess the current situation of these transportation modes, determine what the Town wants them to become in the future, and devise ways to get there. This chapter, along with Chapter 2, "Plan Framework" addresses these requirements.

INVENTORY & ANALYSIS

The inventory and analysis section provides the Town of Greenville with a baseline assessment of their existing transportation facilities. By determining what is currently lacking, over capacity, underutilized, or meeting the current and future needs, the Town is better prepared to develop meaningful goals, strategies and recommendations that address current problems and builds upon existing strengths (see Chapter 2).

STREETS AND HIGHWAYS

The hierarchy of the road network calls for each roadway to be classified according to its primary function, ranging from its ability to move vehicles (i.e. a freeway) to its ability to provide direct access to individual properties (i.e. a local street). The three general categories of functional classification used by transportation officials include arterials, collectors, and local roads. Map 5-1 illustrates the functionally classified roadways in the Town of Greenville.

The Wisconsin Department of Transportation (WisDOT) conducts traffic counts at key

TRANSPORTATION VISION STATEMENT

In 2030, the Town of Greenville is a community which has a safe multi-modal transportation system where pedestrians, bicyclists, motorized vehicles, mass transit, railroad, and airport needs are accommodated for industrial, commercial, and private use. The transportation system is one where traffic congestion is minimized, which offers extensive pedestrian routes and trails that connect all areas of the Town to a regional system, and which promotes the development and use of a variety of transportation opportunities. The Town's roadways are designed to accommodate bicycle and moped use, and to enhance the walkability of neighborhoods. Residents of Greenville easily utilize a public transit system which provides connections within the Town, including the Outagamie County Regional Airport, and to the greater Fox Valley region. Residents have the means to access this system through a series of park and ride areas.

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locations throughout the state on a regular rotating basis. The traffic counts provide a good indication of a roadway's appropriate functional classification. Displayed as Average Annual Daily Traffic (AADT), these counts are statistically adjusted to reflect daily and seasonal fluctuations that occur on each roadway. The most recent counts in the Town of Greenville date from 1997, 2000, and 2004. When a significant difference in the two counts is encountered, such as on STH 96, it can generally be explained by shifting traffic patterns to the new USH 10 route, and rerouting of STH 96, 15, and 45. Map 5-1 displays the AADT of selected roadways within the Town.

serve all urban areas with populations greater than 5,000. Rural principal arterials are further subdivided into: (1) Interstate Highways and (2) other principal arterials.

STH 15. Highway 15, connects Greenville to the Appleton area to the southwest and Hortonville to the northwest. It cuts through the northeast portion of the Town. Currently, the highway is two lanes from Hortonville until just west of STH 76; thereonafter, the highway converts to four lanes. Expansion of STH 15 to four lanes through the entire Town is planned. More information on this can be found in the "Future Plans and Studies" section.

Principal Arterials

Principal arterials serve interstate and interregional trips. These routes generally

Between 1997 and 2004, STH 15 has experienced declining traffic counts west of STH 76, and increasing counts east of STH 76 (see Table 5-1). The decrease in the western portion is best

Table 8-1. Town of Greenville Average Daily Traffic Counts*

	1997	2000	2004	1997-2000	2000-2004
STH 96					
West of STH 76	7500	11800	7300	57.3%	-38.1%
East of STH 76	8800	11900	7300	35.2%	-38.7%
West of Manley Road	10300	10600	6600	2.9%	-37.7%
STH 76					
South of Spencer Rd	7500	8900	8600	18.7%	-3.4%
South of STH 15	5300	7600	7300	43.4%	-3.9%
North of STH 15	4900	4200	6700	-14.3%	59.5%
STH 15					
West of STH 76	14400	13500	11300	-6.3%	-16.3%
East of STH 76	12400	14800	15900	19.4%	7.4%
East of GV	n/a**	7600	8800	n/a	15.8%
CTH CB					
North of STH 96	2100	7900	9800	276.2%	24.1%
South of STH 96	5900	8900	9800	50.8%	10.1%
North of CTH BB	3900	6400	9100	64.1%	42.2%
CTH GV					
South of STH 15	n/a**	5000	4500	n/a	-10.0%
CTH BB					
East of STH 76	5500	6000	6900	9.1%	15.0%

Source: Wisconsin Highway Traffic Volume Data, WisDOT, 1999, 2003, 2005

* Data reported to reflect current highway naming conventions.

** Where no data exists, road was not in place or no traffic count was performed.

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explained by the opening of the new USH 10 freeway and relocation of STH 45, which provides a new, and more convenient route to the New London area. The increase in traffic counts in the eastern portion is likely from the increase in residential development immediately surrounding the intersection of highways 15 and 76.

STH 96 (east of STH 76). Highway 96, or Wisconsin Avenue, is an east-west facility in the south central part of the Town that provides two lanes of traffic throughout the Town. Traffic counts have decreased substantially between 1997 and 2004 (See Table 5-1). With the USH 10 freeway now in operation, STH 96 is no longer the quickest or most convenient route to Waupaca and Steven's Point from the Fox Cities. Nevertheless, the route is still an important route for local traffic to access the Fox River Mall area.

Minor Arterials

In conjunction with the principal arterials, minor arterials serve other population centers and major traffic generators providing intra-regional and inter-area traffic movements.

STH 96 (west of STH 76). This portion of highway 96 is a two-lane facility that provides connection to Medina, Dale, and USH 10 in Freemont. The decrease in traffic on this portion of highway was most likely caused by the rerouting of USH 10 (see Table 5-1).

Major Collectors

Major collectors provide service to moderate sized communities and other intra-area traffic generators and link those generators to nearby larger population centers or higher function routes.

STH 76 (north of STH 15). Running north-south in the eastern portion of the Town, STH

76 provides connection to Oshkosh and USH 10. ***Between 1997 and 2004, traffic counts for the northern portion of STH 76 have increased by approximately 50 percent*** (see Table 5-1).

Minor Collectors

Minor collectors gather traffic from local roads and provide links to all remaining smaller communities, locally important traffic generators, and higher function roads. All developed areas should be within a reasonable distance of a collector road, whether major or minor. Currently, the Town of Greenville has no road classified as minor collectors.

Local Roads

Local roads provide access to adjacent land and provide for travel over relatively short distances. All roads not classified as arterials or collectors are local roads. These roads provide access to residential, recreational, commercial, and industrial uses within the area. WisDOT does not generally conduct official traffic counts for local roads; however, most of them typically carry fewer than 200 vehicles per day.

Pavement Surface Evaluation and Rating (PASER). Every two years, all jurisdictions in the state of Wisconsin are



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Table 8-2. PASER Ratings and Maintenance Needs

Rating	Condition	Needs
9 & 10	Excellent	None
8	Very Good	Little maintenance
7	Good	Routine maintenance, crack filling
6	Good	Sealcoat
5	Fair	Sealcoat or nonstructural overlay
4	Fair	Structural improvement - recycling or overlay
3	Poor	Structural improvement - patching & overlay or recycling
2	Very Poor	Reconstruction with extensive base repair
1	Failed	Total reconstruction

Source: Transportation Information Center, UW-Madison

required to rate the condition of their local roads and submit the information to WisDOT. The surface condition rating of each road way is updated in the State's computer database, the Wisconsin Information System for Local Roads (WISLR). The WISLR local road database is available to all jurisdictions via the internet and is often used to develop a capital improvement and road maintenance program. The WISLR analysis is based, in most cases, on the PASER road rating method.

PASER Pavement Management System (PMS) has been developed and improved over the years by the Transportation Information

Center (TIC) at the University of Wisconsin Madison in cooperation with WisDOT and others. In general, PASER uses visual assessments to rate paved roadway surfaces on a scale of 1 to 10, with 1 being a road that needs to be reconstructed and 10 being a brand new road. This inventory provides the basis for developing a planned maintenance and reconstruction program and helps the town to track necessary improvements. Prompt maintenance can significantly reduce long term costs for road repair and improvement. As of 2003, local governments are required to submit their PASER ratings every two years to WisDOT. Table 5-2 provides a breakdown of the PASER ratings, conditions and maintenance needs.

Table 8-3. Total Miles of Local Roads by PASER Rating

Rating	Mileage	Percent
1	1.56	1.5%
2	2.92	2.8%
3	3.87	3.7%
4	7.23	6.9%
5	16.07	15.3%
6	11.90	11.3%
7	13.93	13.2%
8	15.44	14.7%
9	10.31	9.8%
10	20.19	19.2%
no rating	1.83	1.7%
total	105.25	100.0%

Source: WisDOT-WISLR 2007

Table 5-3 provides a summary of the total miles of local roads in the Town of Greenville by PASER rating. Over 43 percent (45.94 miles) of the roads are in excellent to very good condition and require little maintenance. Over 46 percent (49.12 miles) are in good to fair condition; while they are in good condition structurally, these roads will need slightly more maintenance work. The work may involve seal coating, crack filling and possibly a non-structural overlay. The remaining local roads will require substantially more work. Six and one half percent (6.5%, 6.79 miles) will require structural improvements that could involve pavement

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recycling, overlay and patching, while the remaining 1.5 percent (1.56 miles) will need total reconstruction. Approximately 1.7 percent, or 1.83 miles of the Town's road received no rating.

Town-Based Road Classifications

Greenville maintains a listing of arterials and collectors that are used to set policy within the town. These classifications are town-based, and are not to be confused with functional classifications as dictated by the Wisconsin Department of Transportation. The town's classifications were recommended by SEH in the *WIS 15 Corridor Preservation Study* (2002). The Town's-based road classification can be seen in Appendix F.

Future Highway Plans, Studies, And Projections

The Wisconsin Department of Transportation (WisDOT) has completed two studies on the STH 15 corridor; one for the segment from USH 41 to Greenville, the other from Greenville to New London. WisDOT has engaged in these studies to determine the optimal way to improve operational efficiency and safety, and provide additional roadway capacity. The studies report that the highway corridor was designed and constructed in the 1930s and 1940s, but given changing traffic patterns due to highway relocations and rapid residential development, the "corridor is no longer envisioned to be a high-speed, controlled access freeway facility."ⁱ

According to WisDOT, "Capacity must be added to serve existing and forecasted traffic volumes. Heavy congestion is expected by the year 2025 if STH 15 is not expanded. Annual average daily traffic volumes in excess of 20,000 vehicles are predicted along portions of the highway by the year 2025."ⁱⁱ

STH 15 Corridor Preservation Study (USH 41 to Greenville). This study served to provide recommendations for the Town of

Greenville and Grand Chute to help preserve the highway corridor, maintain traffic flows, and plan for a four-lane facility. The plan provided specific recommendations for the Town of Greenville, including modifications to the Town's Zoning and Subdivision Ordinances. Specifically, modifications were recommended to improve lot access, vision triangles, street/driveway convergence angle, access management, driveway internal circulation, local road connectivity, avoid flag lots, and plan for commercial development.

STH 15/USH 45 Corridor Preservation Report (Greenville to New London). This report presents several recommendations for this portion of STH 15. These recommendations include:

- A four-lane facility with median utilizing the existing corridor for segments before and after the Village of Hortonville.
- A four-lane bypass of the Village of Hortonville. Four bypass alternatives were presented: three that bypassed the Village to the south; one that bypassed the Village to the North.

WisDOT announced in June of 2007 that the northern Hortonville bypass route was selected. This route has minimal impacts on land use in the Town of Greenville. Minor impacts may include right of way acquisition at a proposed roundabout where the current highway moves off current alignment.

CTH CB Realignment. Plans are currently underway to extend CTH CB from its current terminal point at STH 15, north to CTH JJ. This extension has been incorporated into the Town's Mayflower Road concept plan (see Appendix G).

Fox Cities Long-Range Transportation /Land Use Plan (2005). As part of the Long-Range Transportation/Land Use Plan for

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the Fox Cities (Appleton) Urbanized area, future road network deficiencies are provided for three distinct land use scenarios:

- **Current Plans (2035) Scenario.** This scenario, assuming current road network plans and the recommended land use plan holds true, a variety of deficiencies are anticipated throughout the Town. *Deficiencies are anticipated on parts of STH 15, STH 96, STH 76, CTH CB, and CTH GV. Severe deficiencies can be expected on STH 15, west of Manley Road.*
- **Full Build Scenario.** This scenario assumes a total lack of land use policy and regulation, with growth occurring totally at the whim of market forces. This scenario projects that the vast majority of the functionally classified road network within the Town of Greenville will be at least potentially deficient, and at worst severely deficient.
- **Compact Scenario.** The compact scenario assumes a higher concentration of people, and tends to produce a situation where roads become more congested; nevertheless, this scenario provides a situation where public transit is more likely. Under the compact scenario, the Town of Greenville could anticipate severe deficiencies on STH 76 south of STH 96, and STH 15 west of Manley road. Other deficient roads include Julius Drive, the east part of STH 96, and parts of STH 15. This scenario would preserve much of the capacity on the Town's roadways outside of the urbanized core. Areas in the southwest and northeast parts of the Town would not see deficiencies.

PUBLIC TRANSIT

Current Conditions

Although Valley Transit offers fixed routes service to many of the Fox Valley communities, *no transit service is currently offered to the Town of Greenville.*

Future Opportunities

Valley Transit Study. Valley Transit contracted with the East Central Wisconsin Regional Planning Commission to prepare a transit study for the Fox Cities. *The Draft Valley Transit Development Plan recommends extending a route to Greenville, to primarily serve the airport and the commercial/industrial areas in the eastern part of the Town.* Route extension would require cooperation between the Town, the airport (e.g. Outagamie county), and Valley transit regarding funding mechanisms. The Greenville transit route, as proposed in the draft plan, can be seen in Appendix L.

United Way. The Fox Cities United Way recently developed a call-a-ride program, termed "the Connector," a demand-responsive taxi zone, intended to serve the greater Fox Cities region. The program current serves portions of the Town of Greenville that are east of STH 76.

The service is designed for those without vehicles and who reside outside of Valley Transit service areas. The program provides cab rides to four transit points during Valley Transit operating hours, and provides point to point service during times when Valley Transit is not in operation. This is intended to serve individuals who may work second or third shift, when fixed bus routes are not in operation for their trip to and/or from work.

TRANSPORTATION

ADA & SENIOR TRANSPORTATION

Disabled and senior citizens (60 years and older) can utilize services provided by Outagamie County's Rural Service Area. The Rural Service Area serves areas outside of the Valley Transit II service area. Outagamie County Rural Service contracts with Kobussen Buses to provide a demand responsive, door to door service for the senior population and those with disabilities.

Users are limited to six one-way trips per week (three round trip), with exceptions made for certain medical conditions. Cost of the service is \$6 per one-way trip (\$12 per round trip). Service must be scheduled at least one day in advance, and is available Mondays, Wednesdays, and Fridays between 9 a.m. and 5 p.m. (last hour for medical trips only), and Tuesdays and Thursdays between 9 a.m. and 4 p.m.

As the population of the Town of Greenville, and rural Outagamie County in general, ages, utilization of this service will likely increase, unless fixed route services are expanded.

NON-MOTORIZED TRANSPORTATION

Pedestrian & Bicycle Network

The Town of Greenville has made great strides in developing improved pedestrian and bicycle opportunities that are safe and accessible. Although most of the Town of Greenville lacks traditional sidewalks, a series of interconnected trails have been constructed that help link the Town, improving safety and access to community facilities. ***Two primary trails connect the Town*** (see Map 5-1 and 6-2). ***One trail, running north to south, connects Community Park to YMCA west and eventually Lions Park. The other Trail***

runs diagonally across the Town, providing safe access underneath highway 76 and 15, connecting areas west of highway 76 to the Greenville Public School complex, and eventually Jennerjohn Park.

The Town maintains a proposed Town trail system map indicating anticipated future trail extensions. Future extensions are planned along the entirety of Municipal Drive/STH 76, School Road west of STH 76, and along a corridor that parallels the Canadian National Railroad to the east.

WisDOT has made several recommendations for bicycle traffic in the Town of Greenville, as outlined in the *Wisconsin State Bicycle Transportation Plan, 2020*.

- All of STH 76, STH 96, CTH CB, CTH GV and STH 15 west of CTH CB are not recommended as bicycle routes due to the high volumes of traffic. *Upcoming projects may correct some of these issues. The STH 76 resurface will add 5 feet of paved shoulder from Lions Park to the Friendship Trail. STH 76 from STH 15 to Everglade road will have sidewalks added. The STH 15 study will include examining a potential trail connecting Greenville to Hortonville.ⁱⁱⁱ*
- STH 15 east of CTH CB has been identified as having moderate conditions for bicycling.

As a statewide plan, the *Wisconsin State Bicycle Transportation Plan, 2020* does not assess local roads. Where traffic speeds and volumes are low, local streets can serve multiple uses. Utilizing the local street network for walking and bicycling is a viable use of this infrastructure, as long as safety precautions are taken and/or streets are designed to accommodate multiple uses.

TRANSPORTATION

Table 8-4. Outagamie County Regional Airport Passengers and Cargo, 2002-2006

	2002	2003	2004	2005	2006
Passengers	271,535	261,947	304,504	313,478	289,116
Cargo (Lbs)	10,109,277	8,592,396	8,588,012	9,845,894	8,265,593

Source: WisDOT, 2006 Wisconsin Aviation Activity (April 2007)

AIR TRANSPORTATION

Passenger and freight air transportation are served by the Outagamie County Regional Airport. Outagamie County Regional Airport is a regional facility presently offering scheduled passenger air service, charter air service, and air freight express services. The airport is classified as an Air Carrier/Cargo (AC/C) airport, and is projected to maintain this classification through 2020.^{iv}

According to the WisDOT 5-Year Airport Improvement program, the Outagamie County Regional Airport is poised for expansion and redevelopment. Projects for the 5-year period include: land acquisition off STH 76, designing and constructing an air cargo area, and performing studies on Control Tower Relocation and Terminal expansion.

Domestic/Non-Business Service

Passenger air service is provided by United Express, Comair (Delta), Midwest Connection Airlines, and Northwest Airlink. Service is provided to major airport hubs, such as Chicago O'Hare, Milwaukee, Atlanta, Cincinnati, Minneapolis, and Detroit. ***In general, the total passengers served by the airport has increased, with the exception of a decline between 2005 and 2006*** (see Table 5-4). This is partially explained by an increase in passengers at Austin Straubel International airport in Green Bay.

Air Freight Service

Freight air transportation is well served by the Outagamie County Regional Airport. The airport offers air freight express services, and serves as a base for FedEx services in the Fox Cities. ***Total pounds of air cargo has decreased by over 184 thousand pounds, or 18 percent since 2002*** (see Table 5-4). It is difficult to predict whether this trend will continue in the future.

RAILROADS

There is currently one railroad running through the Town of Greenville. The line connects Hortonville, Greenville, and Appleton, running diagonally from the northwest corner to the east central portion of the Town. This line is operated and maintained by the Canadian National Railroad.

Rail Passenger Service

Amtrak. Amtrak utilizes Canadian Pacific lines to provide passenger service. Although no direct service is offered anywhere in the Fox Valley, the State of Wisconsin is served by passenger stations in Milwaukee, Columbus, Portage, Wisconsin Dells, and Tomah. As the route passes through the state, it connects Chicago to the Twin Cities, and heads westward to terminate in State of Washington.

Midwest Regional Rail System. The Midwest Regional Rail System Report, prepared as a cooperative effort between

TRANSPORTATION



nine Midwestern states, outlines a high speed (up to 110 mph) passenger rails system that utilizes "3,000 miles of existing rail rights-of-way to connect rural, small urban, and major metropolitan areas." ^v The plan calls for a rail corridor connecting Green Bay to Milwaukee and Chicago. This corridor would include stops in Appleton, Neenah and Oshkosh, which are all easily accessible to Greenville residents. A feeder bus route is proposed to connect Steven's Point to Appleton, most likely along USH 10.

Rail Freight Service

Freight service is provided on the Canadian National rail line that traverses the Town. Due to projected increases in the trucking industry's share of freight shipments, WisDOT anticipates that by 2020, the line will carry less than "3 million gross tons annually...th[is] 'light density' lines could require financial assistance in order to preserve rail service and avoid abandonment of track." ^{vi}

ECWRPC, at the request of the Town, prepared the *Mayflower Road Neighborhood Development Plan* (see Appendix G). The plan proposes a mixed use neighborhood, with industrial uses proposed for areas immediately surrounding the Canadian National rail line. Should the plan be implemented, prospective businesses would be able to utilize existing rail line and rail

dependent industries may choose to locate at this Greenville site.

WATER TRANSPORTATION

There are no commercial ports in the Town of Greenville. The nearest commercial port is located in Green Bay, approximately 30 miles away. Passenger ferries are located in Manitowoc and Milwaukee. Both services offer passage across Lake Michigan to Lower Michigan.

TRUCKING AND FREIGHT

Several designated truck routes exist within the Town of Greenville. The Wisconsin DOT provides the following assignments to truck routes: Designated long truck routes; 75' Restricted Truck Routes (53' trailer); and 65' Restricted Truck Routes (48' trailer). STH 76, south of STH 15 is a "Designated Long Truck Route" and provides access to USH 10 and Oshkosh. Seventy-five foot (75') Restricted Truck Routes are found on the following highways: STH 76 north of STH 15, providing connection to Shioclin; STH 15, providing connection to New London to the west and HWY 41 and Fox Cities to the east; and STH 96, providing connection to STH 45 to the west, and HWY 41 and the Fox Cities to the east. Local truck traffic occurs on several other state and county highways through the Town, but tend to be used as the start or end point of freight transportation.

As can be seen in Map 5-1, ***trucking freight terminals are primarily concentrated in the southeast portion of the Town, surrounding the airport and several of the Town's industrial parks.***

TRANSPORTATION

KEY TRANSPORTATION SUMMARY POINTS

- Between 1997 and 2004, STH 15 has experienced declining traffic counts west of STH 76, and increase counts east of STH 76.
- Between 1997 and 2004, traffic counts for the northern portion of STH 76 have increased by approximately 50 percent.
- WisDOT announced in June of 2007 that the northern Hortonville bypass route was selected. This route has minimal impacts on land use in the Town of Greenville.
- According to the Fox Cities Long-Range Transportation/Land Use Plan, deficiencies are anticipated on parts of STH 15, STH 96, STH 76, CTH CB, and CTH GV. Severe deficiencies can be expected on STH 15, west of Manley Road.
- No transit service is currently offered to the Town of Greenville.
- The Draft Valley Transit Development Plan recommends extending a route to Greenville, to primarily serve the airport and the commercial/industrial areas in the eastern part of the Town.
- Disabled and senior citizens (60 years and older) can utilize services provided by Outagamie County's Rural Service Area.
- Two primary trails connect the Town. One trail, running north to south, connects Community Park to YMCA west and eventually Lions Park. The other Trail runs diagonally across the Town, providing safe access under-

neath highway 76 and 15, connecting areas west of highway 76 to the Greenville Public School complex, and eventually Jennerjohn Park.

- In general, total passengers served by the Outagamie County Regional Airport has increased, with the exception of a decline between 2005 and 2006.
- Total pounds of air cargo has decreased by over 184 thousand pounds, or 18 percent since 2002.
- Trucking freight terminals are primarily concentrated in the southeast portion of the Town, surrounding the airport and several of the Town's industrial parks.

GOALS, STRATEGIES & RECOMMENDATIONS

The goals, strategies and recommendations for transportation are provided in chapter 2, "Plan Framework."

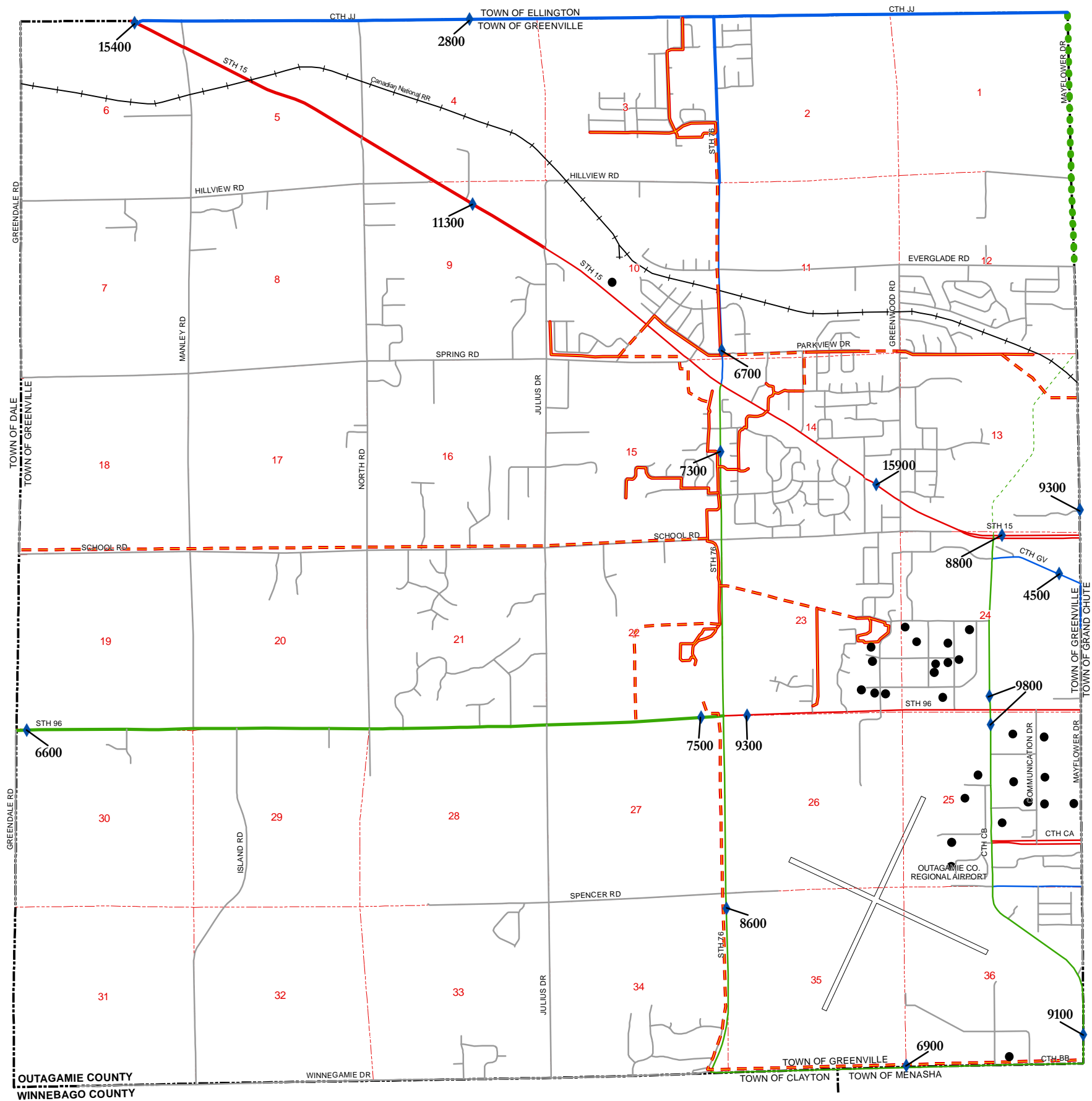
POLICIES AND PROGRAMS

Policies and programs related to the Transportation Element can be found in Appendix E.

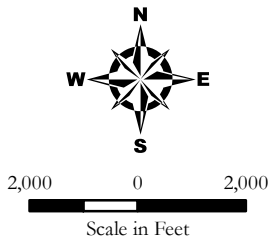
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- ⁱ WisDOT. 2001. *STH 15/USH 45 Corridor Preservation Report: Greenville to New London*. Page iii.
- ⁱⁱ WisDOT. 2007. WIS 15 Expansion Study. Available at <http://www.dot.wisconsin.gov/projects/d3/wis15/index.htm>.
- ⁱⁱⁱ Halada, Matthew. December 10, 2008. WisDOT Transportation Planner. Correspondence.
- ^{iv} Wisconsin State Airport System Plan 2020: Final Report. 1999. WisDOT, Div. of Transp. Investment Management.
- ^v Midwest Regional Rail System: Executive Report. 2004. Transportation Economics & Management Systems, Inc & HNTB.
- ^{vi} Wisconsin Rail Issues and Opportunities Report. 2004. WisDOT Division of Investment Management, Bureau of Planning.

MAP 8-1
TOWN OF GREENVILLE
TRANSPORTATION
INFRASTRUCTURE



- ◆ 1234 - 2004 Traffic Counts
- Freight Terminals
- Existing Bike/Pedestrian Trail
- - - Proposed Bike/Pedestrian Trail
- + + + Canadian National RR
- Local Roads
- Rural Major Collector
- Rural Minor Arterial
- ● ● Rural Planned Minor Arterial
- Rural Principal Arterial - Other
- Urban Collectors
- Urban Minor Arterial
- - - Urban Planned Collectors
- - - Urban Planned Minor Arterial
- Urban Principal Arterial - Other



Sources: Functional Class Data provided by Outagamie Co., 2008.
Freight Terminal Data created by ECWRPC, 2007.
Traffic Count Data provided by WisDOT, 2004.

This data was created for use by the East Central Wisconsin Regional Planning Commission Geographic Information System. Any other use/application of this information is the responsibility of the user and such use/application is at their own risk. East Central Wisconsin Regional Planning Commission disclaims all liability regarding fitness of the information for any use other than for East Central Wisconsin Regional Planning Commission business.

Prepared By
EAST CENTRAL WISCONSIN
REGIONAL PLANNING COMMISSION-JANUARY 2009

Approved
March 30, 2009.



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CHAPTER NINE: UTILITIES & COMMUNITY FACILITIES

INTRODUCTION

One responsibility of a community is to maintain a certain level of community services. To achieve it, they must continuously maintain, upgrade, and expand existing facilities in a cost effective manner based on future growth projections and the desires of the community. The involvement of Greenville residents at the January 16 Town Hall Kick-off meeting illustrates that the community feels that the need for additional/improved services is one of the most important issues facing the community.

Wisconsin Smart Growth Legislation requires the Utilities and Community Facilities Element to be a compilation of objectives, policies, goals, maps and programs to guide the future development of these facilities in the Town of Greenville. An inventory of the current situation is required; more importantly, the Legislation requires this element to provide guidance as to how the Town can meet projected needs at the appropriate time and in the appropriate manner. This chapter, along with Chapter 2, "Plan Framework" addresses these requirements.

INVENTORY & ANALYSIS

The following section provides an inventory of utilities and community facilities that serve the Town of Greenville. The analysis of facilities is based on generalizations and predictions and is no substitute for detailed engineering or architectural studies, which should be completed before municipal funds are expended on specific projects.

SANITARY SEWER

Provision of sanitary sewer plays a key role in many aspects of community development and growth. Not only does it affect where development tends to occur, but also allows higher land use densities than can be achieved using private onsite wastewater treatment systems.

The Greenville Sanitary District, a Designated Management Area, is located in the northwestern portion of the Grand Chute Menasha West Sewer Service Area (GCMWSSA). In 2005, the Greenville Sanitary District served approximately 1,678 residential connections. The sewer district's population was estimated at 4,936 persons, compared to the Town's total population estimate of 7,896. ***Therefore, in 2005 approximately 40 percent of the Town's population was not serviced by public sanitary sewer.***

UTILITIES & COMMUNITY FACILITIES VISION STATEMENT

In 2030, the Town of Greenville is a community that is known for providing community services in the most cost effective manner, while still maintaining the level of service expected by the residents and industrial and commercial property owners. The Town continually assesses the needs of the community and is open to making changes to the provision of community services, such as police and fire protection, sanitary services, community centers, parks and recreational services, and schools. The Town is a community that implements and enforces aggressive stormwater management techniques that promote recapture and reuse within the community, and has explored the feasibility of a water pre-treatment facility to reclaim reusable wastewater. The Town is known as a leader in the high quality provision of parks and pedestrian trails. The Town's numerous well-designed recreational facilities are conveniently located to serve the community and are linked by a system of safe and attractive bike and multi-purpose trails and greenways.

UTILITIES & COMMUNITY FACILITIES

A Sewer Service Area (SSA), according to NR-121 of the state code, is an "area presently served or anticipated to be served by a sewage treatment system within the sewer service area plan's 20-year planning period."ⁱ The Wisconsin Department of Natural Resources (WDNR) directs and is responsible for the implementation of sewer service area plans. East Central Wisconsin Regional Planning Commission (ECWRPC) has a contractual agreement with the WDNR to serve as the sewer service area planning agency for the Fox Cities. WDNR requires that new municipal sewer extensions fall within the designated SSA. The location of the SSA boundary in the Town of Greenville can be seen on Map 9-1.

In addition to the SSA boundary, there is a Planning Area Boundary (PAB). The PAB is based on the following, nonexclusive factors: "the 'ultimate service' area of the treatment plant based on capacity; the extent of planned service areas for individual lift stations or interceptor sewers; and/or, the proximity of nearby clusters of development currently using on-site systems which may have long-term needs for sanitary sewer."ⁱⁱ The PAB in Greenville extends west of the SSA boundary and encompasses many rural residential subdivisions (see Map 9-1).

East Central Wisconsin Regional Planning Commission (ECWRPC) recently completed the *2030 Fox Cities Sewer Service Area Plan*, which updated the SSA, the PAB, delineated environmentally sensitive areas, and discussed the impacts of development on water quality. ***The Fox Cities SSA Plan indicates that, during its planning period (2005-2030), the growth needs of Grand Chute Menasha West SSA should be met by planned improvements to the wastewater treatment plant.*** Future updates of the Fox Cities SSA Plan should be consulted to track whether projections for sewerage capacity have changed.

The Fox Cities SSA Plan states that the Greenville Sanitary District sewerage collection system was constructed in 1984 and became operational in 1985. One major interceptor was constructed between the unincorporated community of Greenville and the Grand Chute S.D. existing system. To serve portions of the district, two lift stations are required. A new interceptor system has been planned for, and portions constructed in the NE ¼ of section 15, T.21 N – R.16 E, along Meadow Park Drive, south of STH 15 and north of School Road.

An intergovernmental agreement was entered into in March, 1994 between the Town of Menasha S.D. #2 (now Town of Menasha Utility District) and the Town of Greenville Sanitary District to share construction costs and capacity in a 24-inch interceptor sewer along a portion of CTH BB (Prospect Ave.) as well as a 42-inch interceptor sewer which transports wastewater to the Grand Chute/Menasha West Wastewater Treatment Facility.

Areas to the west and southwest of Municipal Drive and STH 15 will be served through an approved 2,600 foot, 18 inch diameter interceptor and by a planned future interceptor (approximately 2,000 feet, 15 inches).

STORMWATER MANAGEMENT

Drainage Districts

Portions of Greenville lie within the Grand Chute Drainage District. Created in the 1930s, drainage districts were intended to remove excess water from agricultural land through a system of drains, consisting of ditches, tiles, dikes, and culverts. Districts are typically found where, if not for their existence, the ability to farm would be reduced, if not impossible.

UTILITIES & COMMUNITY FACILITIES

The Grand Chute Drainage District is overseen by the Outagamie County Drainage Board, which manages seven other drainage districts in the County. The Drainage Board is charged with maintaining the system and with assessing costs to property owners within the district. ***This District encompasses a small portion of Greenville (587.5 acres). It forms a narrow swatch bounded on the north by School Road, on the West by STH 76, and generally follows Mayflower Road north of STH 15 (see Map 9-1).***

Stormwater Utility

In 2002, the United States Environmental Protection Agency (EPA) identified Outagamie County for inclusion in the Stormwater Phase II Final Rule. As part of this mandate, communities within Outagamie County must continue managing stormwater quantity, and begin managing stormwater quality. The EPA sets forth minimum control measures as part of the mandate, which include:

- Public participation and outreach
- Public participation/involvement
- Illicit discharge detection and elimination
- Construction site runoff control
- Post-construction runoff control
- Pollution prevention/good housekeepingⁱⁱⁱ

In response to this ruling, the Town formed a Stormwater Utility and adopted a Stormwater Management Ordinance (Chapter 9, Town of Greenville Municipal Code) and an Erosion and Sediment Control Ordinance (Chapter 8, Town of Greenville Municipal Code) in July, 2004; both were revised in 2006. The intent of the Ordinances is to require all new developments to comply with the EPA Stormwater Phase II Final Rule. The Ordinances set forth permitting requirements for applicable developments after the date of adoption. The stormwater utility is funded by annual fees assessed to residential, commercial and industrial users via their tax bill.

WATER SUPPLY

Although water may seem to be plentiful in Wisconsin, it is not an infinite resource. Providing safe, clean, and reliable water can and has become a challenge for many communities throughout the state, including Greenville. Potable water in the Town of Greenville is provided through the Greenville Sanitary District and individual wells.

The Greenville Sanitary District is charged with providing a public water supply to Greenville residents within their service area. Formed in 1983, the district currently serves residents in the eastern portion of the Town, generally encompassing areas of denser development.

Table 9-1. Greenville Sanitary District: Water Facilities

2000							2006		2000-2006	
Metered Sales to General Customers	Average No.	Water Sold (1,000s Gallons)	Average No.	Water Sold (1,000s Gallons)	% Change Customers	% Change in Water Sold				
Residential	1,340	91,828	2,099	136,306	56.6%	48.4%				
Commercial	62	6,709	105	12,743	69.4%	89.9%				
Industrial	102	16,372	119	17,446	16.7%	6.6%				
Total	1,504	114,909	2,323	166,495	54.5%	44.9%				
Wells	Active	Inactive	Active	Inactive						
No. of Wells	2	1	2	1						
Storage (1,000's Gallons) Elevated Tanks	600,000		600,000							

Source: Greenville Sanitary District, WECS Annual Report, 2000 and 2006.

UTILITIES & COMMUNITY FACILITIES

Three wells supply the water for the District, with a combined potential yield of 1.78 million gallons per day. Per the most recent Annual Report for the Greenville Sanitary District^{iv}, the well located on CTH CB was not currently in service, while the others (CTH JJ and Neubert Road wells) were. A total of 681 fire hydrants were in service by the end of 2006.

In September of 2007, the Greenville Sanitary District announced that Well #2 (on CTH CB) would officially be re-opened, the first time since 1996. As part of a nation-wide arsenic removal pilot project of the US EPA, the re-opening was made possible. The well was initially shut down due to high levels of arsenic and iron in the water. The well has the capability to pump over 500,000 gallons per day into the Greenville Sanitary Districts system.^v

The District maintains two elevated steel tanks for water storage that provide a combined 600,000 gallons of storage. The older tower (1986) is located near CTH CB and the Outagamie County Regional Airport, whereas the newer tower (1995) is located in the Town of Ellington, north of CTH JJ.

Demand for water has increased over time as the community has grown. Table 9-1 illustrates that ***both the number of customers and the quantity of water sold between 2000 and 2006 has grown for the residential and commercial service population.*** Industrial usage has grown as well, but at a more modest rate.

According to the Water System Master Plan, ***the Town “can maintain water supply provided with auxiliary sources of power to meet a minimum of an average day water demand throughout the planning period” which was defined as year 2030 in the study. The study reports that, although the system can meeting minimum average needs, the current storage capacity of the system***

will be inadequate to meet the “projected optimum supply and storage needs through the end of the planning period.”^{vi}

Western portions of the Town are served by private wells. As many of these private wells draw from the St. Peter Sandstone Aquifer, elevated arsenic levels have been detected in several wells in the Town. More detailed information about arsenic contamination in the Town of Greenville's water supply and mitigation efforts can be found in Chapter 7: *Agricultural, Cultural and Natural Resources.*

PRIVATE WASTEWATER COLLECTION & TREATMENT

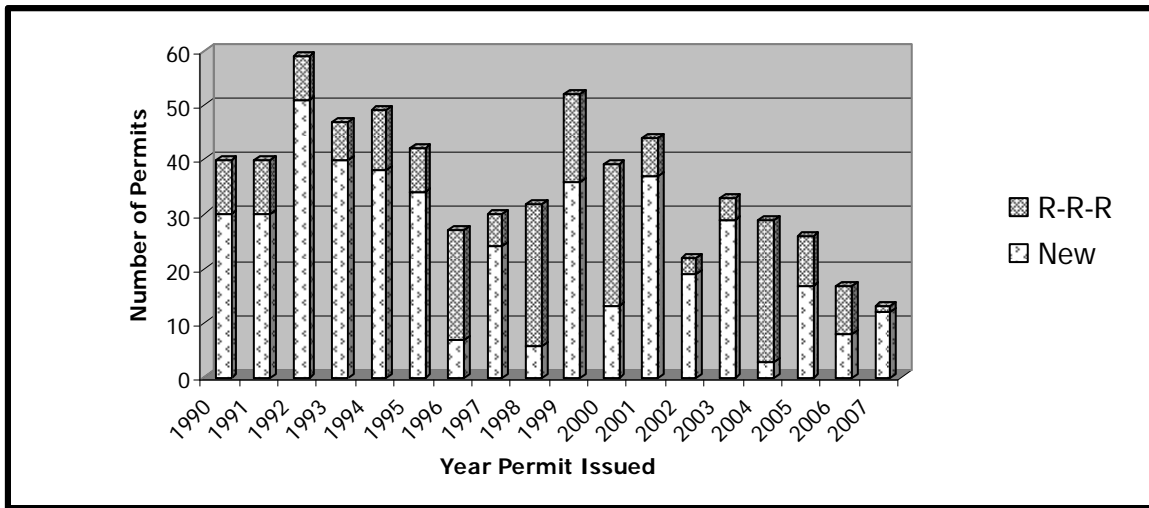
Private on-site wastewater treatment systems, or POWTs, service the rural portions of the Town of Greenville. Typically, individual systems are designed for each household based on the site's soil characteristics and capabilities. However, in some cases (such as with conservation subdivisions) a community, or 'cluster' system, may be used which services more than one household.

Outagamie County maintains records for private, on-site sanitary permits, including where they are located and when the permits were issued. Figure 9-1 illustrates trends in private waste-water systems. ***It is evident that, since 2000, the number of private on-site permits has decreased, most likely due to a greater amount of development occurring within the Greenville Sanitary District.***

On-site systems, depending on the type and maintenance frequency, can function for anywhere from 15 to 30 or more years and can cost-effectively treat wastes in rural areas not serviced by public sewers. Per Policy 1.4 of the Fox Cities Long-Range Transportation/Land Use Plan addendum, careful consideration

UTILITIES & COMMUNITY FACILITIES

Figure 9-1. Town of Greenville On-Site Sanitary Permit Trends, 1990-2007



Source: Outagamie County Zoning Department, 1990-2007.

Note: R-R-R refers to permits issued for the reconnection to, repair of, or replacement of an existing system

should be given when approving on-site wastewater systems within or in close proximity of the GCMW planning area boundary (see Map 9-1). As the Town's private systems age, those within the PAB could feasibly receive service from the Greenville Sanitary District. Those outside of the PAB most likely will need to replace their current system with a new, private on-site system.

SOLID WASTE & RECYCLING

In March of 2007, The Town of Greenville entered into a new 7-year contract with Wittenberg Disposal for the provision of garbage pickup. Beginning in fall of 2007, garbage pickup was converted from manual to automatic pickup. All active households were provided with new 65-gallon containers before the change is made. Automated garbage pickup is provided on a weekly basis, at a cost of \$4.45/month per household. Wittenberg Disposal disposes of Waste at the Outagamie County Landfill.

As required by Outagamie County, residents are mandated to participate in a recycling program. Outagamie County contracts directly with Wittenberg Disposal to provide curbside pickup for selective types of glass, cans, plastics, and paper every two weeks. Items such as tires and batteries need to be dropped off directly as the Outagamie County Landfill, and cannot be included in regular refuse collection. Hazardous materials can be disposed of through Outagamie County's "Clean Sweep" program, which provides pickup at a variety of locations throughout the year.

Since solid waste disposal and recycling is provided through the private sector, it is anticipated that the service provider will continue disposing of waste and recycling materials in regional facilities where capacity is available and the charges prove to be most cost effective.

UTILITIES & COMMUNITY FACILITIES

ENERGY SUPPLY & TRANSMISSION

Electricity

American Transmission Company (ATC) owns and maintains a number of electrical transmission lines in the area. A 345 kV electric transmission line intersects the Town from the northeast corner to the southwest corner of the Town. This line runs between a substation on the north side of the Fox Cities to another substation near Winneconne. A second transmission line (138 kV) slices across the northeast corner of the Town, it connects a substation in the Town of Ellington to another substation west of Appleton. ***According to ATC, no updates are planned for either electric transmission line within the next 10 years.***^{vii} Wisconsin Electric Power Company (WE Energies) provides electric power to the Town of Greenville.^{viii} WE Energies, a subsidiary of Wisconsin Energy Corporation, serves over 1.1 million electric, natural gas and steam customers throughout Wisconsin and Upper Michigan.^{ix}

Natural Gas

ANR Pipeline Company (ANR) owns and operates a natural gas transmission line that intersects the Town of Greenville. This 24 inch pipeline cuts across the southwest corner of the town^x. ***According to ANR, available capacity exists and there are no plans to update this gas transmission line.*** Local natural gas distribution to the Town is provided by WE Energies formerly Wisconsin Electric Gas Operations and Wisconsin Gas Company.

Telecommunications Facilities

Telephone

Primary "land-line" telephone service to the Town of Greenville is provided by AT&T Wisconsin operating under AT&T Teleholding Incorporated, although service is also from TDS Metrocom and McLeod USA.

The advancement of telecommunications technologies, such as cell phones, has greatly increased the need for towers to provide receiving and sending capabilities. The number of telecommunications towers in the United States currently exceeds 77,000; this number could double by 2010.^{xixii} The federal government recognized this need with the passage of the Telecommunications Act of 1996. Currently, cell towers are regulated by the Town of Greenville Zoning Ordinance Section 7.09 Regulation for Communication Towers, Antennas and Related Facilities. Four communication towers are located in the Town of Greenville. Two towers are located near the intersection of STH 76 (Municipal Drive) and Parkview Drive. One tower is located at the intersection of Design Drive and Craftsman Court. Two towers are located atop water towers: one is on the water tower near the intersection of CTH CA and CTH CB, within the Outagamie County Regional Airport grounds; while another is on the water tower off of CTH JJ, just north of the Town line. Communication tower locations area indicated on Map 9-1.

Internet

Due to the proliferation of internet service providers (ISP), area residents can choose from several national and local ISP's. Currently, a range of options from dial-up to DSL is provided by AT&T, McLeodUSA, and TDS Metrocom, which provide service to parts of the Town of Greenville.

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ECWRPC and Bay Lake Regional Planning Commission are working together to submit a joint proposal to study the telecommunication infrastructure in Northeast Wisconsin. The study aims to provide an assessment of the existing telecommunications infrastructure in the two regions, identify issues and opportunities to build upon, and to foster economic development in Northeast Wisconsin, consistent with ideals with the "New Economy."^{xiii} The Town of Greenville could stand to benefit greatly from regional improvements in telecommunication infrastructure.

PARKS & RECREATION FACILITIES

To maintain Greenville's status as a desirable place to live, it is important to preserve existing and develop new recreational facilities. The Town regularly participates in planning for open space and recreation, most recently in 2003 with *Comprehensive Five Year Park Plan for the Town of Greenville: 2003-2007*. Similar plans were completed by ECWRPC in 1992 and 1997. Town staff has indicated the next five-year plan (2008-2012) will be completed in the immediate future.

The current plan (2003) outlines year by year projects for the Town's community parks and provides strategies to fund and develop the newest parkland acquisitions, such as the Pebble Ridge Park and the Kimberly Court lot. The 2003 plan calls for the following to be considered in new park development:

- Natural areas that can be preserved;
- Land that is easily accessible by pedestrians, cyclists, and vehicles;
- Land which is near current or future residential development;
- Areas which have been identified as aquifer recharge areas; and
- Development of greenways along drainage areas to help protect water quality.^{xiv}

In 2006, the Town completed a park and recreational needs assessment. The assessment recognizes the National Recreation and Park Association (NRPA) recommendation that a minimum of 10 acres of parks be allocated for every 1,000 residents. ***Currently, the Town is close to meeting the NRPA standard with 80 to 85 acres of fully developed parkland, resulting in a ratio of 9.43:1,000; an additional 123.4 to 128.4 acres are currently in different stages of development.***^{xv} Once developed, the additional acreages will help meet this standard as the population continues to grow. Nevertheless, ***if the Town's population grows to 15,000 by 2030, as projected by the Steering Committee, 141.45 acres of fully developed recreational land will be needed to meet this minimum standard.*** Should the Town continue with its current plans, this need should be met.

The following provides a brief description of recreation and community meeting facilities in the Town of Greenville. There are nine Town-maintained sites, a public school complex, three private schools, and five other private sites. All park and recreational facilities discussed above can be seen in Map 9-2. In addition, the Town has made great strides in providing connections between recreational facilities, by developing a trail system that safely connects Jennerjohn Park, Greenville Community Park, Lions Park, Kimberly Court Park, and Appletree Square Park. These trails can be seen on Map 8-1 and Map 9-2.

Greenville Community Park, a 20-acre community park located on the southwest corner of the intersection of STH 15 and 76, is the Town's primary site for active and organized recreational activities. The site contains four ball diamonds, extensive bleacher facilities, a large open pavilion, kitchen facilities, two restroom buildings, a

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concessions building, play equipment, one tennis court, two half-court basketball courts, and recreational trail access. The pavilion can be rented for \$100 for both sides, or \$50 for one side.

Jennerjohn Park, a 25-acre neighborhood park located north of STH 15, a short distance east of its intersection with STH 76, is designed to accommodate family-oriented activities. Improvements include a casual play baseball diamond, play equipment, two tennis courts, a heritage fountain, recreational trail access and a seasonal sledding hill and ice rink. A small shelter facility with kitchen facilities is available for a rent of \$50.

Greenville Lions Park, a 57-acre community park located on the west side of STH 76 north of STH 96, was donated to the Town by the Greenville Lions Club in 1996. Since then, additions to the park include a pond, nature trails, two shelter buildings (with restrooms), two open shelters (no restrooms), 10,000 seat amphitheater, recreational trail access and a playground. Cross Country skiing is available on the trail in winter. The two shelters with restrooms can be rented, with a \$100 deposit, for \$500 for the pavilion, and \$250 for the kitchen. Future development plans include tennis courts, basketball courts, ball fields and additional restroom facilities.

Pebble Ridge Park, a 13-acre neighborhood park exists in the northwestern portion of the Greenville Business Park, on Pebble Ridge Court. The park contains a mature woodland, pond, and walking trails. In the later part of 2002, over 60 trees were planted under the direction of the Town of Greenville Urban Forestry Board. Future plans for the park include a picnic shelter with restrooms, playground open play areas, a prairie planting, and additional trails.^{xvi}

Glen Valley Park, an 8.5-acre neighborhood park located at the intersection of Municipal Drive and Glen Valley Drive. The park features a pond, a newly installed trail, and trees. Future expansion of the site is possible to the south may be possible with additional land acquisition.^{xvii}

Kimberly Court (yet to be officially named), was acquired when the Town constructed the STH 76 underpass for the recreational trail. The $\frac{3}{4}$ -acre mini-park features a conifer arboretum (in development) and provides access to the recreational trail.

Appletree Square, like Kimberly Court, was acquired for the construction of a tunnel underneath a highway; in this case, the recreational trail passes underneath STH 15. The 2-acre mini-park contains a Crabapple tree arboretum, access to recreation trails, and is adjacent to Jennerjohn Park.

Amber Woods Property, 7.6 acres of undeveloped open space located at the east end of Parkview Drive, just south of the railroad tracks. The site was acquired during residential development and features an entirely wooded landscape. A nature trail is planned in the future.

Field of Dreams, the former Kelly Farm, is an undeveloped 75-acre parcel located on the north side of STH 96, just west of Lions Park. The parks' masterplan calls for five ball diamonds, a heritage garden, soccer fields, tennis courts, basketball courts, picnic shelters, and a natural area with trails. According to Town staff, the park, when developed, is intended to relieve pressure from Community Park.^{xviii}

Greenville Elementary and Middle School, located on Greenridge Drive southeast of the STH 15/76 intersection, the school complex occupies a 39.5-acre parcel. The site serves as a neighborhood playground for area children. Facilities include play

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equipment, two ball diamonds, a soccer field, a paved area for basketball, and an open play area.

Immanuel Ev. Lutheran School is a private school located at the intersection of School and Julius roads. About five acres of open area are available for outdoor recreational activities. Facilities include a soccer field, softball diamond, playground area, and two basketball standards.

St. Mary's Catholic School, a private school located on STH 76 in the northern part of the Town, provides about an acre of open space. Facilities include basketball hoops, a paved play area, and a variety of play equipment.

Fox West YMCA, located at W6931 School Road, is a recent addition to the Town of Greenville. Currently, the site boasts a lifestyle center, kid's corner (where parents can drop their kids off for up to 3-hours while they remain on site), fitness rooms, a dance studio, as well as pre-"K-12" and preschool programs. The YMCA has embarked on a fundraising effort to construct a pool.

Twin City Rod and Gun Club, established in 1938, maintains over a 100-acre tract on the north side of Winnegamie Drive in the southwestern portion of the Town. This private facility includes skeet and trap ranges. Most of the site is considered lowland habitat area.

Chaska Golf Club, a privately operated 18-hole championship facility open for public play, is considered one of the premier public courses in northeastern Wisconsin. The course is on a 238-acre tract located southeast of the intersection of STH 76 and 96 in the southeastern portion of the Town.

The Greenville Grange Hall, located at the corner of STH 76 and CTH BB, is a private facility owned and operated by the Grange

members. The Hall serves the community by hosting events ranging from folk dancing, craft events, pot luck dinners, and a variety of other events.

Homestead Meadows, W7560 Spencer Rd, maintains historic farmstead buildings that can be utilized by the community for business and social events, including but not limited to: weddings, reunions, business retreats, parties, picnics, meetings, hayrides, barn dances, training programs, campfire socials, and community events of all types.^{xix}

The Special Memories Zoo, W7013 Spring Road, is a privately owned and operated zoo offering access to the public for a fee (children under 2 years of age enter for free). Located just north of Community Park, the zoo maintains a variety of amenities, including exotic animal exhibits, a petting zoo, a reptile exhibit, a train, and a picnic/playground area.

CEMETERIES

The Town of Greenville has four existing cemeteries, which are shown in Map 9-2, Community Facilities. Two of these are operated by active churches. These include the Immanuel Greenville Lutheran Cemetery, located at School Road and Julius Drive (Section 22), and the Saint Mary Catholic Cemetery, located at STH 76 in Section 3. The Saint Mary Catholic Cemetery is currently active, with 50-100 plots still available. According to church staff, the cemetery is very active. The church is planning to expand the cemetery on a portion of their large, undeveloped acreage. At this time, plots are restricted to parish members. Should expansion of the cemetery occur, the parish has considered opening the cemetery up to the public, although at twice the cost of parish members. The Immanuel Greenville Lutheran Cemetery currently has 1,000 filled burial sites, and has 100 site available to purchase, although these are limited to members of their congregation.

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The Town maintains two cemeteries. These include the Wanderer's Rest Cemetery (formerly St. Peter's Cemetery), located on the north side of School Road in Section 14, and the Pioneer Cemetery, located on Manley Road, north of School Road (Section 17). The Town's cemeteries are no longer active.

It is anticipated that future cemetery needs will be met by existing burial facilities in the Town of Greenville and throughout the Fox Cities region.

HEALTH CARE FACILITIES

The Town of Greenville currently has two healthcare clinics. These include the Aurora Health Center (N1750 Lily of the

Valley Rd.) and the Affinity Park View Drive Clinic (W6981 Park View Drive). ***Although there are no hospitals within the Town, six hospitals are located within a half hour drive.*** The six General Medical-Surgical hospitals are St. Elizabeth Hospital in Appleton, Appleton Medical Center in Appleton, Theda Clark Medical Center in Neenah, New London Family Medical Center in New London, Aurora Medical Center in Oshkosh, and Mercy Medical Center in Oshkosh. Theda Clark also operates the Children's Hospital of Wisconsin-Fox Valley on its Neenah campus. Table 9-2 gives general information about the area hospitals, while Table 9-3 indicates the distance to each hospital from the Greenville Town Hall.

Table 9-2. Area Hospitals, Level of Service

	St. Elizabeth Hospital	Appleton Medical Center	Theda Clark Medical Center	Childrens Hospital of WI -Fox Valley	New London Family Med. Cent.	Auroral Medical Center	Mercy Medical Center
Beds	191	156	163	38	25	71	156
General Med-Surg.							
Adult Med-Sur, Acute	1	1	1	5	1	1	1
Orthopedic	2	2	2	4	2	2	2
Rehab & Phy. Med.	2	3	1	4	2	5	3
Hospice	4	2	2	4	4	2	2
Acute Long-Term	4	3	3	5	5	5	3
Other Acute	5	5	5	5	5	5	5
Pediatric, Acute	2	1	4	1	2	1	1
Obstetrics	1	1	1	5	1	1	1
Psychiatric	1	3	1	5	5	5	3
Alcoholism/Chem. Dep.	2	1	3	5	5	5	1
ICU/CCU:							
Med.-Sur.	2	2	2	4	5	2	2
Cardiac	2	2	2	4	5	2	2
Pediatric	2	4	4	4	5	2	4
Burn Care	5	5	5	4	5	5	5
Mixed IC	1	1	1	5	5	1	1
Step-Down (Sp. Care)	1	2	1	2	5	2	2
Neonatal Int. Care	1	4	4	1	5	1	4
Other	5	5	5	5	5	5	5
Subacute	1	3	3	5	5	5	3
Other Inpatient	5	5	5	5	5	5	5

Note: 1=Provided-distinct unit; 2=Provided-Not Distinct Unit; 3=Available in Network; 4=Contracted; 5=Service Not Provided

Source: FY 2004 Guide to Wisconsin Hospitals, Wisconsin Department of Health & Family Services (2006)

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Table 9-3. Distance to Area Hospitals from Greenville

	St. Elizabeth Hospital	Appleton Medical Center	Theda Clark Medical Center	Childrens Hospital of WI -Fox Valley	New London Family Med. Cent.	Auroral Medical Center	Mercy Medical Center
Driving Distance From Town Hall (miles)	10	8	14	14	12	25	25

Currently, there are no nursing homes within the Town. According to the 2007 Directory of Licensed Wisconsin Nursing Homes, published by the Department of Health and Family Services, Outagamie County has 10 nursing home facilities with 1,028 licensed beds. Although the Town of Greenville does not have a nursing home, current needs are being met by County and regional facilities. As the population ages, additional capacity may need to be developed. The Town should work with private eldercare providers to identify additional locations for these services.

CHILDCARE FACILITIES

With the increased prevalence of dual-income households, the importance of reliable and affordable childcare plays a critical role in maintaining the present economy. Child Care Resource & Referral (CCRR), Inc. works with counties and the State in monitoring childcare provision. The CCRR—Appleton serves the Town of Greenville. It tracks extensive data to determine the needs of families and educate employers of these families needs. Table 9-4 indicates CCRR's record of childcare facilities in Greenville.

Table 9-4. Greenville Child Care Facilities

	Number of Facilities	Total Capacity
Licensed Group Centers	2	222
Certified Homes	4	24
Licensed Homes	1	8
Provisional Certified	1	2
Other	1	8
Total	9	264

Source: Appleton CCRR, 2007

A total of nine licensed, certified or regulated facilities are located within the Town of Greenville. These facilities have a combined capacity of 264 children. According to the 2000 Census, 1648 children 12 years old or younger lived in the planning area; 667 or about 40.5 percent were 5 years or younger. In the future, the Town should work with private childcare providers to identify additional locations for these services.

PUBLIC SAFETY & EMERGENCY SERVICES

Police Service

The Outagamie County Sheriff's Department currently provides police protection to the Town of Greenville. Until recently, the department's services to the Town tended to be reactionary, meaning that upon a complaint or emergency, an officer would be dispatched. No dedicated service is guaranteed.

In 2007, the Town entered into a contract with the County Sheriff's Department to devote additional service to the Town. The Town agreed to pay \$12,000 in additional funds for approximately 270 hours of dedicated coverage to address specified problem areas in the Town. This additional service is dispatched, at the Sheriff's discretion, when the County has more than 6 officers on duty (the minimum needed to patrol the entire County). These additional services commenced July 1, 2007.

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Table 9-5. Ratio of Law Enforcement Officers to Population and Crime Rates, 2005

	Jurisdictional Population	Full-Time Officers	Per 1,000 Population			
			Full-time Officers	Violent Crimes	Property Crimes	Total Crimes
Outagamie County	48,199	74	1.5	0.1	9.3	9.5
Town of Grand Chute	20,019	26	1.3	0.7	41.0	41.7
State of Wisconsin	5,580,757	13,081	2.3	2.4	27.3	29.8

Source: Crime and Arrests in Wisconsin, Office of Justice Assistance, Statistical Center, 2005

Table 9-5, shows law enforcement and crime statistics for the Outagamie County Sheriff's Department, the State of Wisconsin, and the Town of Grand Chute. Grand Chute was included to show statistics for a neighboring Town that provides Town-level police service. A common method used to assess the level of service provided locally is to compare the number of employees per 1,000 residents served with averages for other law enforcement agencies statewide. However, it should be noted that the number of employees per 1,000 residents served is related to a variety of factors including crime level, geographic coverage, size of agency, and budgetary issues. ***As of 2005, the Outagamie County Sheriff's Department provides 1.5 officers per 1,000 persons, which is below the state average.*** It is important to note that violent, property, and total crimes are noticeably lower than the statewide average as well. The Town should continually assess the most current information to determine whether the County Sheriff's department can continue to meet their needs, or whether some other law enforcement arrangement should be explored.

Correctional Facilities

As the Town of Greenville utilizes the police services of the Outagamie County Sheriff's Department, the Outagamie County Jail serves as the correctional facility for the County, and therefore the Town. The Outagamie County Jail, located in Appleton, is designed to handle a population of 557 inmates.

The average daily population (ADP) or average number of inmates held each day during one year is based upon a combination of admissions and the average length of stay. According to the Wisconsin Adult Jail Report, generally, when the ADP reaches 80 percent of maximum capacity, the facility is considered to be overcrowded. ***In 2003, the Outagamie County Jail was 82 percent to capacity, just over the "overcrowded" threshold.***

In the summer of 2007, the Outagamie County Sheriff's Department embarked on a study that analyzes options to address the County's increasing jail needs. Two options were analyzed: (1) housing inmates in out-of-county jails; and (2) constructing a new jail facility. The preliminary analysis indicates that it would cost less to utilize the facilities of other counties,^{xx} although there is always the possibility that they may not have additional capacity in the future.

Fire Services

Adequate fire protection is important not only for keeping communities safe, but for providing prospective residents and businesses with lower insurance rates and the peace of mind that, in the event of a fire, they will be protected.

With the exception of the Outagamie County Regional Airport, the Town of Greenville Fire Department provides fire protection to the entire Town. Currently, the department is staffed with one full-time fire chief, three part-time employees who split 20 hours per

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week, and approximately 50 volunteer firefighters. Since a portion of the volunteer staff works outside of the Town, this raises concerns about availability in the event of a day-time fire. The Fire Chief has indicated that, to date, there has been no shortage in volunteer response for day-time fires/events and response times have not been impacted. ***In 2001, the average response time was 6 minutes and 36 seconds.*^{xxi}**

Firefighting equipment is relatively new and well maintained. The department operates three engines: the 1989 "Engine #5321" the oldest piece of equipment in the department, can hold 1,000 gallons of water, is planned to be replaced in 2010; the 1998 "Engine #5362" holds 3,000 gallons and pumps 1,750 gallons per minute; and the 2003 "Engine #5361", currently the "first out" engine, can hold 2,5000 gallons of water, pump 1,250 gallons per minute and carry a jaws unit. Two rescue trucks are maintained: the 2000 "Rescue #5382" carries extrication tools; and the 2005 "Rescue #5371" hauls equipment, extrication tools, and up to 10 personnel. Other equipment includes a trench rescue trailer (1995), an ATV (1999) for off-road rescues, a 2006 Chevy Pickup (#5381), and two jaws units.

The Fire Department is housed in the Public Safety Building (see Map 9-2). Constructed in 1965, and added onto in 1969, the facility has seen recent improvements in the early 2000's. The creation of a training room and additional office space has helped alleviate some of the shortfalls the facility was experiencing. Currently, the building is meeting the needs of the department, although there is still a shortage of office space and storage. The facility also lacks accommodations for weekend and night shift staff. If the community and fire department continues to grow, the Fire Chief has indicated a second fire station may be needed.

***In 2002, a report was submitted that reviewed the Town of Greenville's fire and emergency medical services.*^{xxii} *The report predicted that the number of calls for Fire and EMS services would increase 35 to 40 percent by 2010 and 25 percent between 2010 and 2020* (see Table 9-6).**

Emergency Services

Greenville First Responders. Emergency medical services are handled by the Greenville First Responders. The group consists of approximately 16 volunteers. They are dispatched by the Outagamie County 911 center, which concurrently dispatches Gold Cross Ambulance Service. Volunteers receive training from Fox Valley Technical College and Gold Cross in First Aid, CPR, and other emergency techniques. The First responders are equipped with twelve AED machines for use in the event of a cardiac event. Over time, recruiting and training efforts are required to maintain the current level of services provided by the Greenville First Responders.

Gold Cross Ambulance Service. The First Responders coordinate with Gold Cross Ambulance Service, which operates out of Appleton and Grand Chute. Gold Cross will transport patients to St. Elizabeth Hospital, Appleton Medical Center, or Theda Clark Medical Center in Neenah. As emergency service needs change over the planning period, it is anticipated that Gold Cross, or another ambulance service provider, will continue to meet the needs of the Town.

Table 9-6. Fire and EMS Calls, 2001 and Future Projections

	2001	2010	2020
Fire	113	153	191
EMS	182	246	308
Total Calls	295	399	499

Source: Fire and Emergency Medical Services Review for the Town of Greenville, 2002

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Outagamie County Emergency Management. The Outagamie County Emergency Management Office is charged with coordinating response and recovery in the event of natural or technological disasters, county-wide. The agency works with local communities, including the Town of Greenville, to prepare their citizens and staff for disasters through training exercises, reenactments, and planning.

LIBRARIES

Town of Greenville residents are served by the OWLSnet system (Outagamie, Waupaca Library System), where they can access any of the 52 libraries in the consortium. The federated library system is designed to provide expanded library service to more people without making additional large expenditures. Libraries receive the majority of their revenue from the local municipalities and the County. As a Town, Greenville residents pay a library assessment as part of their property tax bill. This assessment currently covers only 78 percent of the service provided.

Residents in the Town of Greenville typically use either the Appleton Public Library or the Hortonville Public Library. From June 2006 to May 2007, ***Greenville residents borrowed***

(checked out and renewed) 65,520 times from OWLSnet libraries. Ninety-eight and one half (98.5) percent of these loans were to residents with a home agency (where they applied for their library card) of either Appleton or Hortonville. Seventy-four and one half (74.5) percent of these were to residents with an Appleton home agency and 25.5 percent were to residents with a Hortonville home agency. "Home Agency" refers to the library where the patron signed up for a card.^{xxiii}

Service targets for libraries are based on quantitative standards contained in the Wisconsin Public Library Standards. These standards are based on the population served and vary for a community in regard to municipal population versus total service population. Table 9-7 indicates that, overall, ***the Appleton Public library tends to perform at the Moderate to Enhanced level, while the Hortonville Public Library performs less than basic to basic.*** The low performance scores for this library may be caused by the fact that over 70 percent of the library's service population is outside of the municipal population, resulting in decreased funding per person, as Town and County residents generally contribute a fraction of the actual cost needed to provide services.

Table 9-7. Public Library Statistical Data

	Appleton Public Library	Level of Service*	Hortonville Public Library	Level of Service*
Municipal Population	72,085		2,596	
Total Service Population	108,957		9,034	
Volumes Owned	302,535	Moderate	18,251	< Basic
Periodical Titles	595	Enhanced	109	Basic
Audio Material	20,226	Enhanced	1,217	Moderate
Video Material	20,219	Enhanced	2,246	Basic
Collection Size	343,575	Moderate	21,823	< Basic
Hours Open/Week (Winter)	69	Enhanced	51	Moderate
FTE Staff	52	Basic	2.6	< Basic
Materials Expenditures	\$470,656	Enhanced	\$12,394	< Basic

Source: Wisconsin Public Library Service Data, 2005; Wisconsin Public Library Standards by Service Population, 2005

* Level of Service determined using Wis. Public Library Standards, 2005 Quantitative Standards by "Service Population"

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It is anticipated that future library services will still be provided through the OWLSnet system. Unless a library branch is added in the Town, residents will continue to utilize existing libraries, mostly in Hortonville and Appleton. In 2004, the Town considered working with the Appleton Public Library system to establish a joint Appleton/Greenville Library branch to be located at the YMCA West. The motion was approved by the Town board, but was later brought to referendum, where it failed.

SCHOOLS

The quality of schools in Greenville plays a critical role in its ability to attract and retain families, and help build a stronger economy through an educated workforce. With an increasing population of child bearing age, the need for future expansion of school facilities is likely. Both public and private schools have either built additional facilities or are considering expansion in the near future.

Hortonville Area School District

The vast majority of the Town of Greenville is served by the Hortonville School District. A very small portion of the Town, located southwest of the STH 96 and Greendale Road intersection is within the New London School District (see Map 9-2).

In general, the Hortonville Area Public School District has experienced rapid growth in enrollment, primarily due to the rapid growth in school age population in the Town of Greenville.

Table 9-8 shows enrollment figures for schools that serve the Greenville population. With this growth, the school district has had to grapple with expansion pressures, which were absorbed by the construction of the Greenville Elementary School in 1990, and the Greenville Middle School in 2003. These schools were built on a parcel that was purchased by the school district in 1990. Since then, the Town has continued to grow, which the District has recognized. As a result, the District has attempted to plan for future enrollment growth. A series of referendums (8 total), the first in 1996, have been put before the voters to purchase land for additional school expansion. The most recent referendum, put before voters in April of 2006, aimed to purchase the Ebben Farm, a 77 acre parcel located at W6607 School Road (Section 23). This referendum failed.

As one of the fastest growing school districts in the state, the Hortonville Area School District needs to deal with growth. Should referendums continue to be voted down, other alternatives may need to be explored. These options could include:

- Transfer a group of students from Greenville Elementary to Hortonville Elementary;

Table 9-8. Greenville Area School Enrollment, 2001-2007

	2001	2002	2003	2004	2005	2006	2007
Hortonville Area School District							
Greenville Elementary	714	742	632	620	643	681	721
Greenville Middle School	n/a	n/a	376	460	498	516	517
Hortonville Middle School	560	624	538	502	492	480	475
Hortonville High School	843	879	945	996	1,055	1,088	1,152
Private Schools							
Immanuel Ev. Lutheran School	205	216	234	229	233	228	221
Saint Mary Grade School	175	170	218	211	165	166	191
Grace Christian School (closed)	75	73	77	50	53	37	41

Source: Wisconsin Department of Instruction, 2001-2007; Enrollments reported September of each school year.

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- Revise elementary attendance areas;
- Increase class sizes;
- Eliminate transfers within the district; and
- A combination of one or more of these options.^{xxiv}

Currently, three schools within the Hortonville Area Public School District serve students residing in the Town of Greenville. These schools are described below:

Greenville Elementary School—W6822 Greenridge Dr, Greenville. Greenville Elementary is a K-4 building built in 1990; an addition added in 1994 to meet increased enrollment. Currently, the school is designed to accommodate 720 pupils. As Table 9-8 shows, the most recent enrollment of 721 set the school at just over capacity.

Greenville Middle School—N1450 Fawn Ridge Drive, Greenville. Greenville Middle School was opened September 2002. The school serves grades 5-8. The most recent enrollment of 517 is considered below capacity, which is 600 pupils. Before 2002, Greenville students attended Hortonville Middle School. As Table 9-8 shows, since opening the Greenville Middle School, enrollment at Hortonville Middle School has declined steadily.

Hortonville High School—211 Towne Dr., Hortonville. Students from Greenville attend the Hortonville High School. This is the sole high school in the district. With the current enrollment of grades 9-12 at 1152, and a capacity of 1250, the school district has recognized that this facility is currently meeting the needs of the district. Most recent renovations of the 1950's structure occurred in 1999, and the district anticipates the building will be able to serve students for many years to come. Nevertheless, the District has stated that, at some point, additional high school space will be needed.^{viii}

Private Schools

Private schools play an important role in the Town of Greenville. With almost 400 students in the two separate schools, a sizeable portion of students in the Town are educated through private school systems. Neither of the schools offer high school, resulting in a portion of these students that then choose to attend either the public schools or another private school system. In fact, the Hortonville Area Public School District typically anticipates a 21 percent increase in class sizes at ninth grade due to transfers from parochial schools.^{xxv}

Saint Mary's Catholic School—N2387 Municipal Drive. Saint Mary's provides K-8 education to just fewer than 200 students. Between 2000 and 2007, enrollment increased 9.1 percent, although numbers did fluctuate during this time period (see Table 9-8). The school maintains 10 classrooms, a gym, and a playground. Graduating students tend to enroll in one of the catholic high schools in the Fox Valley (Xavier, Appleton; St. Mary Central Catholic, Menasha), or utilize the public school system (Hortonville High School or the district where student resides).

Immanuel Ev. Lutheran School—W7265 School Road. Immanuel Evangelical Lutheran School first opened its doors to students in 1977. Enrollment has increased steadily over time, increasing from around 70 students in the late 1970s, to nearly 150 students in the late 1980s, to almost 170 students in the late 1990's, to today's enrollment of around 230. Seventy percent of the students who graduate from the facility attend the Fox Valley Lutheran High School, and the remainder attends public high school, most often Hortonville High School.

With 13 classrooms currently, the school is looking to add 9-10 additional classrooms by 2010, in conjunction with construction of a

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new church. The project calls for sewer and water hookup. Expansion of athletic facilities is also a possibility. The school administration is in negotiations with Glen Kelly for property immediately south of the church complex.

Grace Christian School (closed)-N1615 Meadowview Drive. Grace Christian School currently offers 4-year-K through 6th grade education, and typically enrolls between 40 and 70 students. Opened in 1969 with preschool and kindergarten offerings, the school expanded to offer instruction through 6th grade by 1978. The school relocated to Greenville in spring of 2005, where it is housed by Shepherd of the Hills Lutheran Church. Given the school's current capacity of 100, there are plans to watch enrollment and see if adding 7th and 8th grade is feasible. The school closed operations in the later half of 2008.

Post Secondary Education

Fox Valley Technical College, serves a multi-county district, including the Town of Greenville, and is financed primarily by local property taxes. Students may choose from a variety of technical or vocational programs, which typically can be completed in two years or less.

UW-System. The University of Wisconsin system operates three campuses within a 30 minutes drive of the Town of Greenville. These campuses include: UW-Oshkosh, UW-Fox Valley, and UW-Green Bay. UW-Oshkosh and UW-Green Bay offer academic and professionally oriented bachelors and masters degrees in a wide range of fields. UW-Fox Valley primarily offers two-year associates degrees, and is designed to act as a transition between high school and one of the UW four year campuses.

Private Colleges. Lawrence University in Appleton and Ripon College in Ripon offer bachelor's degrees in a variety of disciplines.

OTHER TOWN FACILITIES

Town Hall. Located at W6860 Parkview Drive, the Greenville Town Hall and Community Center was constructed in 1993. The building serves as the administrative headquarters for the Town, housing the chairman, clerk/treasurer, administrator, building inspector, and several other staff members. The facility provides a large community meeting room, with a capacity of 250 persons, as well as a smaller conference room. Findings from the forthcoming Town of *Greenville Community Management Capacity Study* (Appendix H) and the Town's *Capital Improvements Plan* indicate that, although the building meets current needs, additional office space may be needed in the near future, should additional staff be needed to keep up with the Town's growing population and their demand for services.

Town Garage. Located on Parkview Drive, east of the Public Safety building, the Town garage provides storage for road and park maintenance equipment and houses the Public Works department, Parks & Urban Forestry, and Geographic Information System (GIS) staff. The Town of Greenville Management Study (see appendix H) contains recommendations for improvements to the Town Garage.

Public Safety Building. The public safety building houses the Greenville Fire Department. A discussion of the facility is provided in the "Fire Service" section of this chapter.

U.S. Postal Office. The Greenville Post Office, located at N1886 Municipal Dr, serves as a vital role in providing mail service to most of the Town. Since the facility is relatively new, it is anticipated that the current facility will meet the Town's needs over the planning period.

UTILITIES & COMMUNITY FACILITIES

KEY UTILITIES & COMMUNITY FACILITIES SUMMARY POINTS

- In 2005 approximately 40 percent of the Town's population was not serviced by public sanitary sewer.
- The Fox Cities SSA Plan indicates that, during its planning period (2005-2030), the growth needs of Grand Chute Menasha West SSA should be met by planned improvements to the wastewater treatment plant.
- This District encompasses a small portion of Greenville (587.5 acres). It forms a narrow swatch bounded on the north by School Road, on the West by STH 76, and generally follows Mayflower Road north of STH 15.
- Both the number of customers and the quantity of water sold between 2000 and 2006 has grown for the residential and commercial service population.
- The Town "can maintain water supply provided with auxiliary sources of power to meet a minimum of an average day water demand throughout the planning period" which was defined as year 2030 in the study. The study reports that, although the system can meeting minimum average needs, the current storage capacity of the system will be inadequate to meet the "projected optimum supply and storage needs through the end of the planning period."^{xxvi}
- It is evident that, since 2000, the number of private on-site permits has decreased, most likely due to a greater amount of development occurring within the Greenville Sanitary District.
- According to the American Transmission Corporation (ATC), no updates are planned for either electric transmission line within the next 10 years.
- According to ANR Pipeline Company, available capacity exists and there are no plans to update their gas transmission line in the Town of Greenville.
- Currently, the Town is close to meeting the National Recreation and Park Association (NRPA) standard of 10:1,000 with 80 to 85 acres of fully developed parkland, resulting in a ratio of 9.43:1,000; an additional 123.4 to 128.4 acres are currently in different stages of development.
- If the Town's population grows to 15,000 by 2030, as projected by the Steering Committee, 141.45 acres of fully developed recreational land will be needed to meet this minimum standard.
- The Town of Greenville currently has two healthcare clinics.
- Although there are no hospitals within the Town, six hospitals are located within a half hour drive.
- Currently, there are no nursing homes within the Town. According to the 2007 Directory of Licensed Wisconsin Nursing Homes, published by the Department of Health and Family Services, Outagamie County has 10 nursing home facilities with 1,028 licensed beds.
- A total of nine licensed, certified or regulated facilities are located within the Town of Greenville. These

UTILITIES & COMMUNITY FACILITIES

facilities have a combined capacity of 264 children.

- In 2007, the Town entered into a new contract with the County Sheriff's Office to devote additional service to the Town.
- The Outagamie County Sheriff's Department provides 1.5 officers per 1,000 persons, which is below the state average.
- In 2001, the fire department's average response time was 6 minutes and 36 seconds.
- In 2002, a report was submitted that reviewed the Town of Greenville's fire and emergency medical services. The report predicted that the number of calls for Fire and EMS services would increase 35 to 40 percent by 2010 and 25 percent between 2010 and 2020.
- In 2003, the Outagamie County Jail was at 82 percent of capacity, just over the "overcrowded" threshold.
- Town of Greenville residents are served by the OWLSnet system (Outagamie, Waupaca Library System), where they can access any of the 52 libraries in the consortium.
- Greenville residents borrowed (checked out and renewed) 65,520 times from OWLSnet libraries. Ninety-eight and one half (98.5) percent of these loans were to residents with a home agency of either Appleton or Hortonville.
- The Appleton Public library tends to perform at the Moderate to Enhanced level, while the Hortonville Public Library performs less than basic to basic.

▪ The vast majority of the Town of Greenville is served by the Hortonville School District.

▪ In general, the Hortonville Area Public School District has experienced rapid growth in enrollment, primarily due to the rapid growth in school aged population in the Town of Greenville.

GOALS, STRATEGIES & RECOMMENDATIONS

The goals, strategies and recommendations for utilities and community facilities are provided in chapter 2, "Plan Framework."

POLICIES AND PROGRAMS

Policies and programs related to the Utilities and Community Facilities Element can be found in Appendix E.

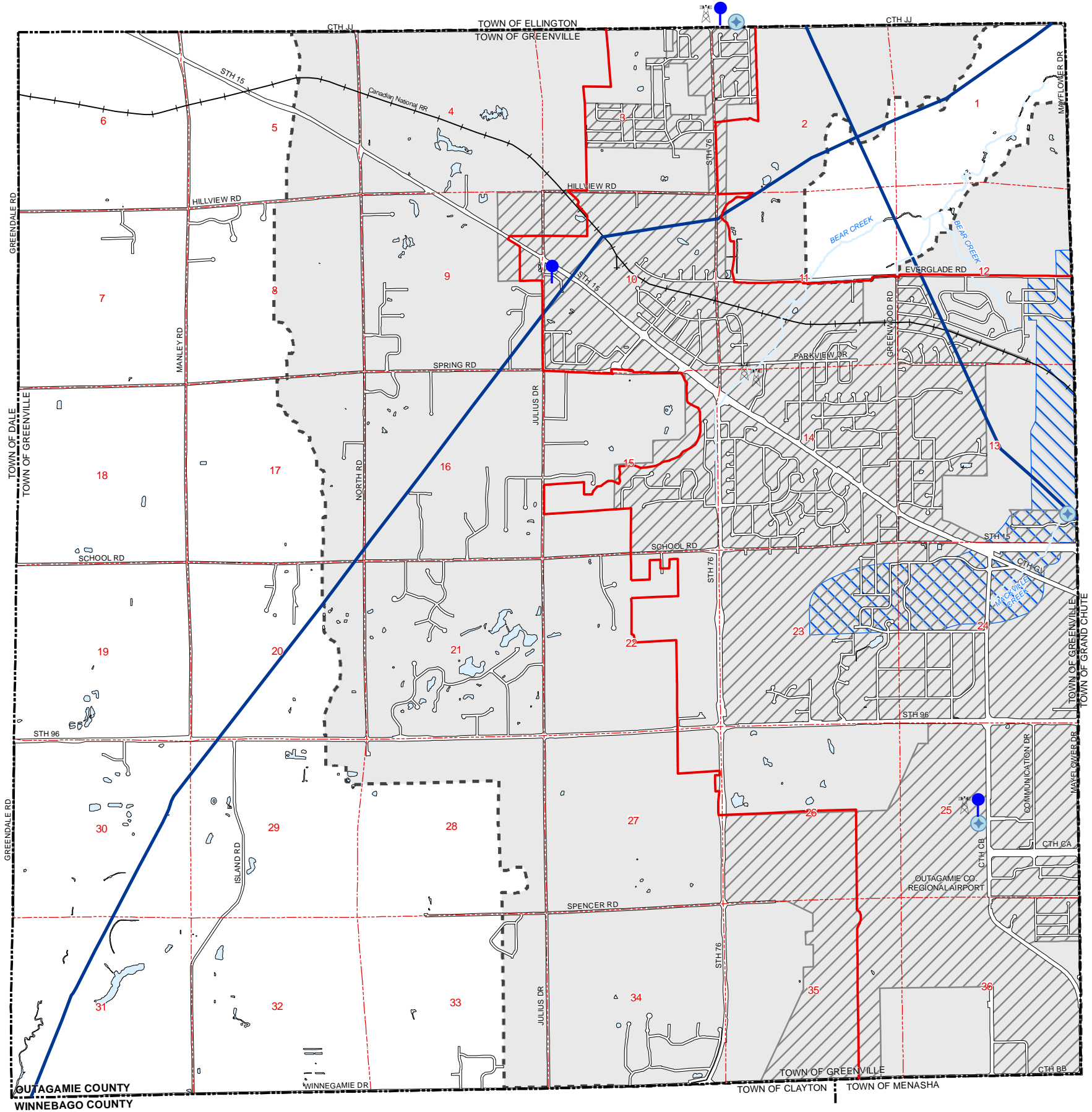
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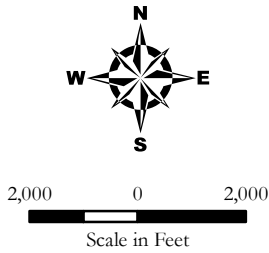
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- xvi Tony Nowak. Town of Greenville Director of Parks and Forestry.
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MAP 9-1 TOWN OF GREENVILLE UTILITIES



- Communication Towers*
- Water Towers
- Wells
- Transmission Lines
- Sewer Service Area Boundary 2030
- Greenville Sanitary District No.1
- Grand Chute Drainage District Boundary
- Grand Chute Menasha West Planning Area Boundary 2050
- Water



Sources: Digital base data provided by Outagamie Co.,
Sewer Service Data created by ECWRPC, 2006.
Point Data created by ECWRPC, 2007.
Transmission Lines provided by WI Public Service Commission., 2005.

* Communication towers (2) are on top of water towers.

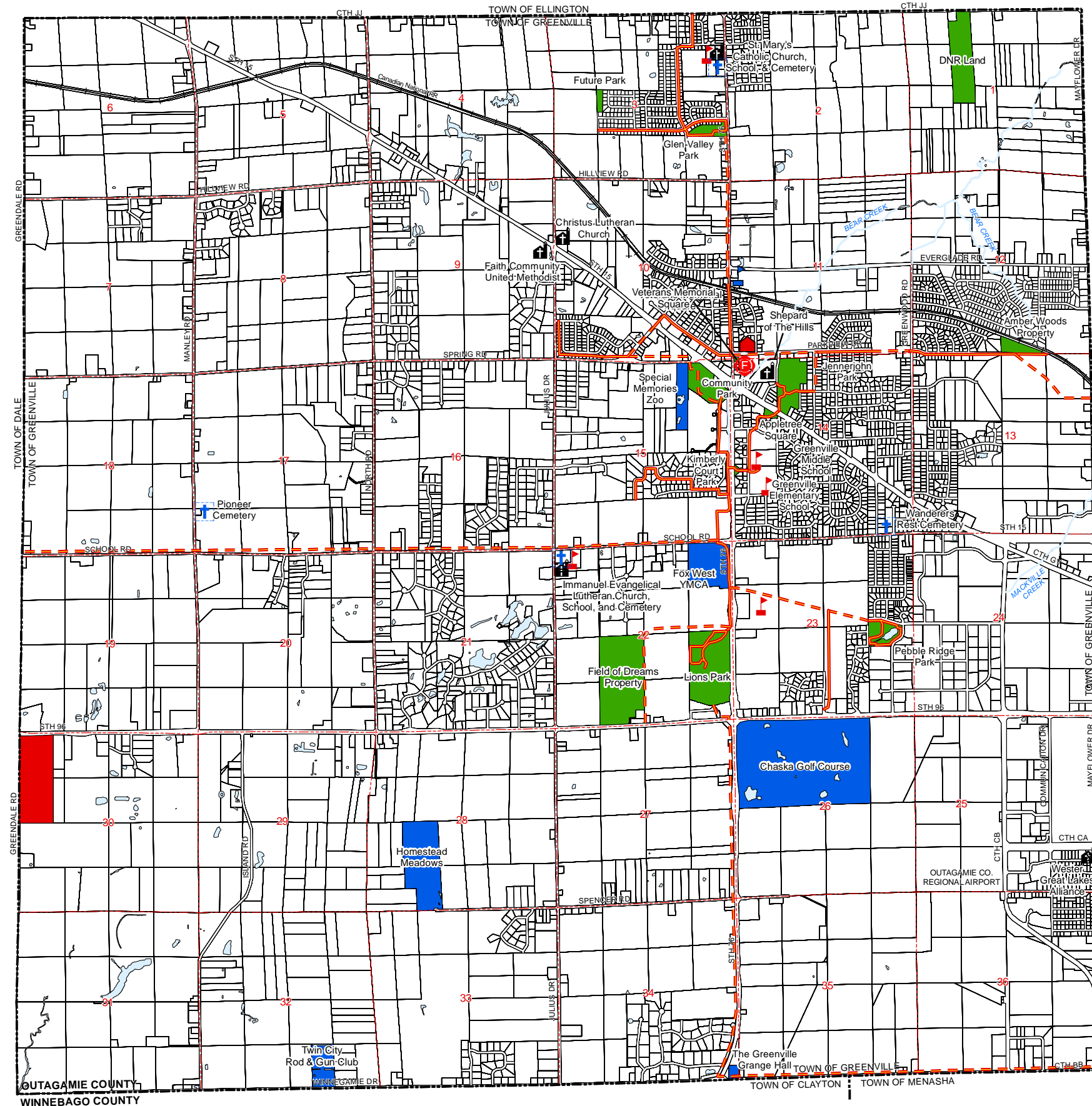
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REGIONAL PLANNING COMMISSION-OCTOBER 2007

Approved
March 30, 2009.

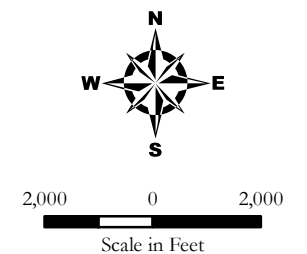


MAP 9-2 TOWN OF GREENVILLE COMMUNITY FACILITIES



- Town Hall
- Cemeteries
- Public Safety Building
- Schools
- Churches
- Post Office
- Existing Bike/Pedestrian Trail
- Proposed Bike/Pedestrian Trail
- Publicly-Owned Rec. Facilities
- Private-Owned Rec. Facilities
- New London School District*
- Parcels
- Water

*The rest of the Town of Greenville is in the Hortonville School District.

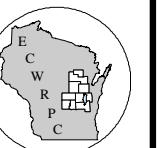


Sources: Digital base data provided by Outagamie Co., 2007.
Point Data created by ECWRPC, 2007.

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REGIONAL PLANNING COMMISSION-APRIL 2008

Approved
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CHAPTER TEN: AGRICULTURAL, NATURAL, & CULTURAL RESOURCES

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CHAPTER TEN: AGRICULTURAL, CULTURAL, & NATURAL RESOURCES

INTRODUCTION

Agricultural, natural, and cultural resources give definition to a community and strongly affect quality of life. The Town of Greenville offers a combination of these resources that is unique to communities in the region. The Town's natural features, such as its rolling hills, wetlands, soils, and other environmental characteristics, have a significant bearing on historic and contemporary land use and development patterns. Many of the Town's environmental characteristics have limiting conditions that make them less than ideal for supporting certain types of activity or development. Understanding the relationship between these environmental characteristics and their physical suitability to accommodate specific types of activity or development is a key ingredient in planning in the Town's future land use.

The Town has already made great strides in planning for its cultural and natural resources. Formally accepted by the Town in 2004 as an advisory document, *A Greenprint Plan for the Town of Greenville: A Vision for the Natural & Cultural Resources of the Community* outlines a range of environmental and cultural features that a representative group of citizens felt was worth preserving. Although the plan is advisory in nature, it still provides the Town's decision makers with guidance on what features exist, where they are located, how significant they are, and why they are worth preserving. The findings of the *Greenprint Plan* will be drawn upon and integrated into portions of this element, as well as other elements where appropriate.

Community input gathered at the Town's first Community-wide Meeting indicates that agricultural, cultural, and natural resources are important to Greenville residents. Specifically, farmland/agriculture, and open natural areas/greenspaces were the top two most valued characteristics of the Town,

while the Town's historical significance was identified as one of the top characteristics that are unique to Greenville. In addition, community members indicated maintaining the Town's rural atmosphere and the need to protect surface and ground water were issues/concerns facing the community.

Wisconsin's "Smart Growth" Legislation requires the agriculture, natural, and cultural resources element to consist of objectives, policies, goals, maps, and programs that promote effective management of the Town's natural, cultural, and agricultural resources. The following sections of this chapter will address these requirements. This chapter, along with Chapter 2, "Plan Framework" addresses these requirements.

AGRICULTURAL, NATURAL, & CULTURAL RESOURCES VISION STATEMENT

In 2030, the Town of Greenville is a community which retains areas with rural character by preserving farmland and natural areas. The Town promotes sustainability principles and practices to help protect and improve the community's natural, cultural, agricultural, and recreational resources, including those identified in the GreenPrint Plan. Greenville has become a leader in protecting water resources by monitoring development to protect groundwater and private wells and effectively managing stormwater drainage. The Town has taken steps to reduce surface and ground water, air, light, and sound pollution.

AGRICULTURAL, CULTURAL, & NATURAL RESOURCES

INVENTORY & ANALYSIS

Creating an inventory of existing agricultural, natural, and cultural resources is critical in providing the Town of Greenville with information to base future decisions on. The goals, strategies and recommendation for this element (see chapter 2) were shaped with these resources, and the constraints and opportunities they provide, in mind. The following sections provide an inventory of these resources.

AGRICULTURAL RESOURCES INVENTORY

Agricultural resources play an important part in the Town's economy, culture, and landscape. Over time, farming has changed greatly with increased mechanization, improved seeds and fertilizing techniques, and a trend towards larger farms. Farms existing on the urban fringe, such as in Greenville, tend to have higher property values, but pay property taxes based on an assessment of "use value" which measures ability to produce agricultural income. In some cases, farmers can potentially sell their land for more than it may be worth (monetarily) for development purposes as compared to its value for agricultural production. With Greenville an increasingly popular place to live for those who work throughout the Fox Cities, additional pressure is placed on farmland to accommodate residential growth. This section assesses agriculture in the Town of Greenville by analyzing trends and viability of farming in the Town.

Agricultural Land Cover

As of the most recent land use inventory, just less than 40 percent of the Town's land was classified as agricultural (See Table 10-1). With the proliferation of residential and industrial development, it is likely that since 2006 this percent has continued to decrease. Agricultural acreage has declined significantly when compared to the past. For instance, in 1981, agricultural land cover accounted for 67.4 percent of the Town's acreage; in 1970, agricultural land cover accounted for 73.8 percent. ***This represents a loss of 46.2 percent or 7,813 total acres of farmland between 1971 and 2006.***

Farm and Farmland Loss

Farm and farmland losses are the result of economic pressures within agriculture as well as competition for agricultural lands from residential, commercial, industrial, and other development.

In 1997, an estimated 88 farms (defined as producing at least \$1,000 worth of agricultural products in that year) existed within the Town of Greenville, according to a study produced by the University of Wisconsin Program on Agricultural Technology (PATs). Surprisingly, this represents a net gain of two farms from 1990 (See Table 10-2). It is anticipated that, were 2002 farm counts available for general farms, the number of total farms would have decreased. It is important to understand that, even if the number of farms has increased slightly, the total acreage of farmland has been decreasing (see Tables 10-1 and 10-3), as some farms may incrementally sell off

Table 10-1. Percent of Land Cover, 1971-2006, Town of Greenville

	1971		1980		2006	
	Acres	Percent	Acres	Percent	Acres	Percent
Total Farmland	16,927	73.8%	14,919	67.4%	9,114	39.8%
Total Town Acres	22,925	100.0%	22,130	100.0%	22,882	100.0%

Source: ECWRPC Land Use Inventories, 1971, 1980, and 2006

AGRICULTURAL, CULTURAL, & NATURAL RESOURCES

Table 10-2. Trends in Farm Numbers, 1990, 1997, 2002, Town of Greenville

	1990	1997	2002	% Change 1990-1997
Estimated Farms	86	88	n/a	2.3%
Farms per Sq. Mi.	2.402	2.458	n/a	
	1989	1997	2002	% Change 1989-2002
Estimated Dairy Farms	29	21	14	-51.7%
Dairy Farms per Sq. Mi.	0.81	0.587	0.391	

Source: UW-Extension, PATS, 1999 & 2002 Update; Town-Level Farming and Land Use Trends

Table 10-3. Loss of Farm Acres

	Farmland (Acres)		Percent Change	% of Town Taxed as Farmland, 1997
	1990	1997		
Town of Greenville	13,027	11,521	-11.6%	50.3%
All Towns in Outagamie Co.	257,058	241,401	-6.1%	69.6%

Source: UW-Extension, PATS, 1999 & Update; Town-Level Farming and Land Use Trends

portions of their farms, without shutting down operations all-together.

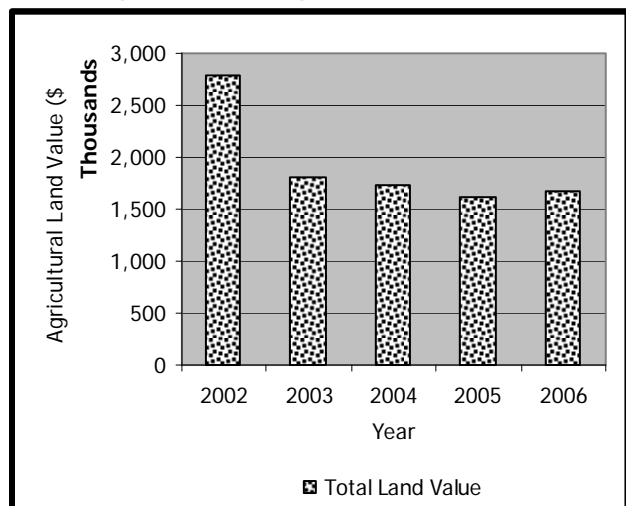
Unfortunately, the number of dairy farms has not fared as well as farms in general. In 1989, a total of 29 dairy farms existed within the Town. By 2002, this had decreased to 14. Therefore, ***between 1990 and 2002, the Town experienced a net loss of 15 dairy farms, or a decrease of 51.7 percent*** (see Table 10-2).

The PATS study reported that the total farm acreage decreased in the Town of Greenville between 1990 and 1997. As evident in Table 10-3, 11.6 percent of farmland was lost in the seven-year period. Although ECWRPC uses different techniques to estimate agricultural landcover than PATS, ECWRPC's 2003 estimate for agricultural acreage of 9,734 acres gives a sense of the downward trend in agricultural acreage in the Town of Greenville, when compared to PATS 1997 acreage of 11,521.

When agricultural land is sold in the State of Wisconsin, information is collected by the Wisconsin Department of Revenue (DOR) regarding whether or not the land is going to remain in agricultural uses. It should be noted that this information is only collected

on larger parcels. In 1990 this includes parcels that were over 20 acres, while in 1997, it included parcels over 35 acres. From 1990 to 1997, 37 parcels of agricultural land representing 1,703 acres were sold in the Town of Greenville (see Table 10-4). Approximately 59 percent of this land remained in agriculture, while 41 percent was converted to other uses. ***The Town's rate of conversion to other uses is higher than that of all towns in Outagamie County***, where only 24 percent of sales were

Figure 10-1. Agricultural Equalized Values, 2002-2006, Town of Greenville



Source: WisDOR 2002-2006. Statements of Equalized Values

AGRICULTURAL, CULTURAL, & NATURAL RESOURCES



for conversion, and 76 percent remained in agriculture.

As part of the Statement of Equalized Values, the Wisconsin DOR reports the total valuation for agricultural lands. Between 2002 and 2006, the valuation of agricultural land in the Town of Greenville has decreased by almost 40 percent. Figure 10-1 illustrates this downward trend. The decrease in agricultural land values is, in part, related to the loss of agricultural land to other uses. As land is converted to other uses, the total value of agricultural land can decrease, even if the total value/acre may be increasing. A slight increase was experienced in 2006, which could be explained by an overall increase in land values.

To summarize, it is apparent that the Town has and is experiencing significant loss in the total amount of farmland. Although the Town's agricultural needs can and have been outsourced to other parts of the state, country, and world, food security and safety issues has become more prevalent, and is

anticipated to continue. Nevertheless, in recent years, a trend towards community based agriculture has been offered as a way to ensure food security. Supporting existing and encouraging new community based agricultural efforts is something the Town may want to consider as a means to guarantee a safe, local food supply.

Farmland Soils

Prime farmland (Class I, II, and III soils)ⁱ as defined by the U.S. Department of Agriculture, "is the land that is best suited for food, feed, forage, fiber and oilseed crops" when managed according to the acceptable farming methods. These lands may be cultivated, pasture, woodland or other land; however they cannot be urban, built-up or water areas. Prime farmland produces the highest yields with minimal inputs of energy and economic resources, and farming it results in the least damage to the environment. Criteria used to determine prime farmland include: adequate and dependable supply of moisture from precipitation or irrigation, few or no rocks, permeable to water and air, not excessively erodible or saturated with water for long periods, is not frequently flooded during the growing season, and has slopes that range from 0 to 6 percent. Soils that have a seasonal high water table may qualify as prime farmland if this limitation is overcome by drainage measures.

Protecting these prime agricultural lands is crucial if farming is to remain an economically viable and sustainable practice in the Town of Greenville. Map 10-1 displays the location of

Table 10-4. Farmland Sales, 1990-1997

	No. of Parcels Sold	AGRICULTURAL ACRES SOLD			% of Sold Land Converted
		Continuing in Ag. Acres	Converted Out of Ag. Acres	Total Acres Sold	
Town of Greenville	37	996	707	1,703	41.5%
All Towns in Outagamie Co.	603	27,577	8,518	36,095	23.6%

Source: UW-Extension, PATS, 1999; Town-Level Farming and Land Use Trends

Table 10-5. Acreage Counts for Important Farmland Classes, Town of Greenville

Farmland Classifications	Acres	Percent
Class 1	18	0.1%
Class 2	16,290	71.2%
Class 3	3,013	13.2%
Class 4-8	2,930	12.8%
No Rating	586	2.6%
Water	43	0.2%
Total Town Acres	22,880	100.0%

Source: Outagamie County, 2003.

prime (Class I, II, and III) soils, and careful consideration should be taken when these areas are considered for other uses. ***Overall, almost 85 percent of land within the Town has soil that is considered prime, with the majority classified as "Class II"*** (See Table 10-5). These prime soils are located throughout the Town, and are located in most non-wetland/swampy areas. It is important to understand that much of this prime soil has already been developed and converted to other uses, therefore decreasing the actual acreage of prime agricultural land available for farming.

NATURAL RESOURCES INVENTORY

Natural resources act as the foundation upon which communities are formed. Identifying key natural resources in the Town of Greenville, and learning how to utilize, conserve, and/or preserve them may determine the future environmental health of the Town. This section addresses land, water, wildlife, mineral, and recreational resources in the Town of Greenville, and aims to provide a baseline upon which the Town can use to make future decisions that may impact these resources.

LAND RESOURCES

Soils

Soils support the physical base for development and agriculture within the Town. Knowledge of their limitations and potential difficulties is helpful in evaluating crop production capabilities and other land use alternatives such as residential development, utility installation and other various projects.

Four soil associations, or groupings of individual soil types based on geographic proximity and other characteristics, are present within the Town of Greenville. These include:

- The **Hortonville-Symco Soil Association** is the most prevalent soil association in the Town of Greenville, located in most areas that are not wetlands. Hortonville-Symco consists of nearly level to steep soils on glacial till plains. The Hortonville soils are well drained and gently sloping to steep with the surface layer being comprised of silt loam or fine sandy loam. The Symco soils are somewhat poorly drained and nearly level and located in drainage ways and depression on till plains. The surface layer of the Symco soils is silt loam with a subsoil of clay loam. These soils are very suitable for grain crops, although water erosion and drainage can present problems without proper mitigation.
- The **Winneconne-Manawa Soil Association** is located in areas of the Town the immediately bound wetlands, swamps, and other low-lying areas. This soil association consists of nearly level to sloping soils on glacial till plains and in lacustrine basins. The Winneconne soils are well drained and moderately well drained and are nearly level to sloping. The surface layer is silty clay loam with a silty clay and clay subsoils. Manawa soils are somewhat poorly drained and nearly level and gently

sloping. They are located in drainage ways and depressions on till plains with a surface layer and subsoils of silty clay loam. These soils are suitable for crop production. Management concerns include controlling erosion, maintaining tilth, and improving drainage. The major soils in this association have severe limitations for rural home development.

- The **Carbondale-Keowns-Cathro Soil Association** is the primary soil found in wetlands, swamps, and low-lying areas. This association is poorly to very poorly drained, nearly level, and has moderately slowly to moderately rapid permeability. Most areas of this association remain in swamp woodland and are used for wildlife habitat or are idle. The major soils in this association have severe limitations for most nonfarm uses.
- The **Menominee-Grays-Rousseau Soil Association** is found in small pockets primarily in the center of the Town. This association consists of nearly level soils found in glacial lake basins or outwash plains, and gently sloping to steep soils found on outwash ridges or glacial till plains. The main management concerns are controlling erosion and soil blowing, removing excess water, and conserving soil moisture. The well drained soils that remain in woodland are commonly used for rural home development and have only slight or moderate limitations.

Soil Suitability for On-Site Waste Disposal. Map 10-2 displays the relative suitability for development of specific locations within the Town based on their underlying soils. The "Soil Limitations Map" identifies suitability for on-site waste disposal options based on an evaluation of soil characteristics, as defined by the Natural Resource Conservation Service (NRCS). This map is not intended to serve as a substitute for on-site soil investigations, but rather as an

indicator of reasonable expectations for soils underlying a site.

Table 10-6. Soil Limitations for On-Site Waste Disposal, Town of Greenville

Suitability	Acres	Percent
High	402	1.8%
Moderate	15,506	67.8%
Limited	6,717	29.4%
No Rating	212	0.9%
Water	43	0.2%
Total Town Acres	22,880	100.0%

Source: Outagamie County, 2004

Evaluation of the soil data indicates that the majority of the soils in the Town of Greenville are moderately suitable for conventional on-site individual septic systems (See Table 10-6). Generally, soils near streams, rivers, and wetlands are the least suitable for on-site waste disposal. Areas with high groundwater or characterized by poorly drained soils (Carbondale-Keowns-Cathro Soil Association) are also more likely to be unsuitable for on-site systems. Soils with limited suitability or no rating are primarily found near the wetlands in the northeast and southeast corners of the town, other wetlands, and by areas of high groundwater.

Currently, public sanitary sewer service is available from the Greenville Sanitary District, which serves the eastern portion of the Town (see Map 9-1). Therefore, soil suitability for on-site waste disposal is not an issue in areas served by the district, since it is the intent of the district to extend sewer service to new development within its boundaries.

Steep Slopes. Map 10-3 indicates areas that have slopes greater than 12 percent. Approximately 0.6 percent (148.5 acres) of the Town's total acreage falls in this category (see Table 10-7). Most of these areas are found in the northwest portion of the Town, where the landscape consists of rolling hills.

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Table 10-7. Steep Slopes

	Acres	Percent
Greater than 12% (Steep Slopes)	149	0.6%
Less than 12%, No Rating & Water	22,731	99.4%
Total Town Acres	22,880	100.0%

Source: Outagamie County, 2007

Geology, Topography, & Scenic Resources

The structure of the Town's bedrock and historic glacial events is largely responsible for the Town's landscape. The rolling hills found in the Town are the result of materials deposited from the glaciers which created these gently rolling drumlins. Elevations in the Town range from about 770 feet above sea level in a wetland area in the southwestern portion of the Town to over 960 on a hilltop in the west central part.

The bedrock geology of the Town is made up of three distinct formations that divide the Town. These bedrock formations are:

- The **Prairie du Chien Group** is comprised of dolomite with some sandstone and shale. This group is found in the northwest part of the Town.
- The **St. Peter Formation** is comprised of sandstone with some limestone shale and conglomerate, and is found in a narrow

band that horizontally crosses the Town from the southwest to the northeast. This formation is generally associated with the formation of arsenic in groundwater supplies, which is discussed in the "Water Resources" section of this chapter.

- The **Sinnipee Group** is comprised of dolomite with some limestone and shale. This group is found in the southeastern part of the Town.

The combination of geological and glacial resources help form the scenic landscape the Town is known for. The *Greenprint Plan for the Town of Greenville* made great strides in identifying the Town's valuable scenic resources. In fact, the plan provides detailed maps, on a section-by-section basis, which outlines important/significant viewsheds that the citizen committee identified. Many of these viewsheds involve an aesthetic combination of rolling hills, pastoral landscape, hedgerows, and other natural and cultural features.

Metallic and Non-Metallic Mining Resources

The geologic and glacial history of the Town of Greenville is directly associated with the types of materials local mines are able to extract. ***Currently, six active non-metallic mining sites are located in the Town of Greenville, with a combined 166 acres currently being quarried, and an additional 169 acres in reserve.*** The

Table 10-8. Non-metallic Mining Operations in the Town of Greenville

Pit Name	Operator	Pit Type	ACRES		Reclamation Plan
			Active	Reserve	
Jentz Pit	Jentz Sand & Gravel, Inc.	Sand & Gravel	3	2	Yes
Obermeier	Barry Oberveier	Sand & Gravel	15	35	Yes
Steinacker Pit	Trico Excavating, Inc.	Sand & Gravel	3	11	Yes
Jamison Pit	Van Handel Properties	Sand & Gravel	29	19	Yes
Kelley Pit	Cahin & Goss, Inc.	Clay & Fill	27	50	Yes
Medina Wash Plant	MCC, Inc.	Sand & Gravel	89	52	Yes

Source: ECWRPC, 2007

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Town's quarries are concentrated primarily in the west central part of the Town. Table 10-8 provides more detailed information regarding the Town's quarries.

In 2000, NR 135 became part of Wisconsin Administrative Code. This legislation allowed communities and/or regional planning commissions to develop ordinances establishing requirements for reclamation of non-metallic mines, such as quarries and gravel pits. ECWRPC acts as the regulatory authority in administering the regulations set forth in NR-135 for the Non-Metallic Mining Reclamation Ordinance for Outagamie County, which was adopted in 2001. As part of this agreement with the County, ECWRPC is charged with issuing permits and performing review and approvals of reclamation plans. Outagamie County is still responsible for enforcement of their ordinance and zoning related to individual sites.

Woodlands

Woodlands covered much of Outagamie County before settlement. At one time, the Town of Greenville was primarily covered with deciduous hardwood forest. The Fox Valley's reliance on the paper industry attests to the regions forested history. In fact, a recent ECWRPC timber utilization project (2006) identified four companies within the Town of Greenville as "Secondary Wood Products Industries."ⁱⁱ



Table 10-9. Woodlands

	Acres	Percent
General Woodlands	3,417	14.9%
Planted Woodlots & Silviculture	251	1.1%
Total Woodlands	3,668	16.0%
Total Town Acreage	22,880	100.0%

Source: ECWRPC, 2003

Today, portions of the Town are still forested, primarily in the southwest and northwest where swamps are prevalent, as well as along stream corridors. Woodlands cover a total of 16 percent of the Town's total area (3,668.3 acres). Table 10-9 provides acreage for different classifications. These classifications are: 1) general woodlands (naturally occurring forests or woods and hedgerows); and 2) planted woodlots (tree plantations or trees planted in rows, orchards and timber tracts, not including nurseries) and silviculture (Christmas tree production).

Evidence of new development's impact on forested wetlands has already been experienced in the Bear Creek wetland area, located in the northeast part of the Town. As development brought rapid changes to the hydrological flow of runoff, the forested wetland surrounding Bear Creek has suffered. As many of the Town's woodlands are connected with wetlands (such as in the southwest part of the Town), effective management of stormwater runoff is crucial in maintaining and improving these forested areas.

Water Resources

Lakes and Ponds

The Wisconsin DNR maintains the Wisconsin Lakes Directory. The directory provides a list of named and unnamed lakes, springs, and ponds. ***Two unnamed lakes are located in the Town of Greenville, both in the***

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southwest part of the Town (see Map 10-3). A one-acre lake is located in section 29, immediately east of Island Road. The lake is surrounded by wooded wetlands. A six-acre lake is located in the center of section 31. It is also surrounded by wetlands. No public access is available at these privately held lakes.

Rivers and Streams

Three named waterways are located in the Town of Greenville, along with a series of unnamed streams, ditches, and drainageways that support them (see Map 10-3). These streams, as listed by the Wisconsin DNR include:

- The **Rat River** originates in the Town of Greenville, with its headwaters located in the northwest part of the Town, and drains to the most southwesterly point of the Town. The Rat River is part of the Arrowhead River and Daggets Creek Watershed. The Town's portion of the river is classified as a Warm

Water Forage Fish Community (WWFF), which is a community "capable of supporting only a limited community of forage fish and aquatic life."ⁱⁱⁱ

- **Bear Creek** originates in the central part of the Town, near the intersection of highways 15 and 76. The Creek flows towards the northeastern most point of the Town, and is part of the greater Wolf River/New London and Bear Creek Watershed. The first one-half mile of the creek is classified as Limited Forage Fishery (LFF), defined as "a community capable of supporting only a limited community of forage fish and aquatic life," while the remainder of the creek within the Town is classified as a Limited Aquatic Life (LAL) community, which is "capable of supporting only a limited community of forage fish and aquatic life."^{iv}
- **Mud Creek** originates in the southeastern part of the Town, near Chaska Golf Course. Since it is part of the Fox River/Appleton Watershed, the creek flows east, eventually draining into the Fox River just north of Little Lake Butte Des Morts.

Watersheds and Drainage

The Town of Greenville is located within three watersheds: the Fox River/Appleton Watershed, the Wolf River/New London and Bear Creek Watershed, and the Arrowhead River and Daggets Creek Watershed. These three watersheds flow into two drainage basins (the Fox River and Wolf River Basins), which both contribute to the greater Lake Michigan Drainage Basin.

The **Fox River/Appleton Watershed** (25,200 acres) drains the southeast part of the Town, mainly surrounding the Outagamie County Regional Airport. This watershed is part of the greater Lower Fox Drainage Basin, which drains areas immediately surrounding the Fox River north of Lake Winnebago, and flows to Green Bay.

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The Lower Fox Basin Integrated Management Plan^v indicates that the Fox River/Appleton Watershed has an overall nonpoint source pollution score of 83.2; any score higher than 30 is considered to indicate a high groundwater contamination potential. In this watershed, nonpoint source pollution typically originates from a combination of urban and rural sources. Urban sources include runoff from roads and other paved surfaces; rural sources typically originate from fertilizers, pesticides, and organic matter that run off of farmland and barnyards during rainfall or with the spring thaw.

The **Wolf River/New London and Bear Creek Watershed** (91,200 acres), is located in the northeast part of the Town, in areas where water flows toward Bear Creek, and a small, northwest part of the Town immediately surrounding Greendale Road. This watershed is part of the greater Wolf River Drainage Basin. The Wolf Basin drains into Lake Poygan, where it joins the Lower Fox Drainage Basin and eventually the Upper Fox Drainage Basin.

The **Arrowhead River and Daggets Creek Watershed** (91,500 acres) drains most of the western parts of the Town, where water flows toward the Rat River and her tributaries. This watershed, like the Wolf River/New London and Bear Creek Watershed, is part of the greater Wolf River Drainage Basin.

The *State of The Wolf Basin Report*^{vi} indicates that ***both the Arrowhead/ Daggets Creek (83.06) and the Wolf/New London and Bear Creek (69.5) Watersheds score high in terms of the likelihood of nonpoint source pollution contaminating the groundwater supply*** (high is anything over 30 points). In particular, the report notes that, for the Arrowhead/Daggets Creek watershed, "of the 151 wells sampled...pesticides were detected in 93 wells" (page 48, *Wolf Basin Report*).

Floodplains

Areas susceptible to flooding are considered unsuitable for development due to potential health risks and property damage. The Outagamie County Flood Insurance Rate Maps (FIRM) was created by the Federal Emergency Management Agency (FEMA) on October 18, 1984, and revised September 30, 1993, for all unincorporated areas in the County, including the Town of Greenville.

Table 10-10 shows the acres and percent of floodplains in the Town. ***Overall, almost 5 percent of the Town's acres are in floodplains.*** As can be seen in Map 10-3, the Town's two floodplains are directly associated with the Town's two primary wetlands/wooded swamps located in the northeast and southwest corners of the Town. Outagamie County has adopted a shoreland-floodplain-wetland zoning ordinance. This ordinance requires certain land use controls in designated flood hazard areas, thus making residents eligible to participate in the Federal Flood Insurance Administration's Flood Insurance Program. This program requires all structures located in the designated flood hazard area be insured by a flood insurance policy if they are mortgaged by a federally insured bank.

Table 10-10. Floodplains

	Acres	Percent
Floodplains	1,106	4.8%
Total	22,880	100.0%

Source: WisDNR, 2006

Wetlands

Wetlands act as a natural filtering system for nutrients such as phosphorus and nitrates and serve as a natural buffer protecting shorelines and stream banks. Wetlands are also essential in providing wildlife habitat,

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Table 10-11. Wetlands

	Acres	Percent
Wetlands 5 Acres and Greater	3,359	14.7%
Wetlands Less than 5 Acres	131	0.6%
Total Town Acres	22,880	100.0%

Source: WisDNR, 2006

flood control, and groundwater recharge. Consequently, local, state, and federal regulations have been enacted that place limitations on the development and use of wetlands and shorelands. The Shoreland/Floodplain/Wetland ordinance, adopted by Outagamie County in 1985, regulates wetlands within the shoreland area of a navigable stream. The Army Corps of Engineers has authority over the placement of fill materials in virtually all wetlands two acres or larger adjacent to navigable waterways. The U.S. Department of Agriculture incorporates wetland preservation criteria into its crop price support programs. Prior to placing fill or altering wetland resources, the appropriate agencies must be contacted for authorization.

The wetlands shown on Map 10-3 are based on the Wisconsin DNR Wetlands Inventory Map. They were identified using aerial photographs to interpret vegetation, visible hydrology, and geography based on the U.S. Fish and Wildlife Service's "Classification of Wetland and Deepwater Habitats of the United States." **Overall, over 15 percent of the Town's total acreage is classified as wetlands** (see Table 10-11). The majority of this acreage lies in low-lying areas in the southwest and northeast portion of the Town, where the wetlands have historically been forested. Recently, vegetation in the wetland surrounding Bear Creek has suffered substantial damage, due partly to improperly controlled stormwater runoff. The Town needs to consider the benefits of a "working" wetland and utilize and or create new tools to protect this natural resource.

Groundwater

Safe, clean, and reliable groundwater plays a crucial role in maintaining the current quality of life and economic growth of the Town of Greenville. Precipitation in the form of rain and snow is the source of nearly all the Town's groundwater. Recharge is generally greatest in the spring, when water from melting snow and heavy rains saturate the ground and percolate downward to the water table. If discharge (the drawing out and use of groundwater) is greater than recharge, then the elevation where the groundwater is found will fall, causing a depression to occur. Lower water levels cause the pumping lifts to increase and may reduce the yields of some of the wells. According to the Greenville Sanitary District's annual report, a total of almost 219 million gallons were pumped from groundwater sources in 2007 alone. In addition, an incalculable amount of groundwater is pulled from the private wells that serve businesses and residences outside of the sanitary district. Additional water usage from public and private water supplies, can be anticipated should the Town continue to grow as projected and water usage rates remain constant.

According to a report prepared by the Wisconsin Geological and Natural History Survey^{vii}, "areas within Greenville with greatest potential for groundwater recharge to the drinking water aquifer...[are those] areas where the depth to bedrock is less than 20 feet and areas where surficial deposits are

Table 10-12. Depth to Groundwater

	Acres	Percent
High Ground Water (Less than 2 feet)	6,639	29.0%
Total Town Acres	22,880	100.0%

Source: WisDNR, 2006

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more permeable." These conditions tend to occur in the Town's wetlands and streambeds. The full report can be seen in Appendix I.

It is important to recognize that, in addition to any efforts made within the Town to protect groundwater supply, this issue is more regional in scope. A groundwater divide, located in the central part of Wisconsin, determines the flow of groundwater. East of the divide, groundwater moves southeasterly toward the Wolf and Fox Rivers. Thus, efforts to preserve groundwater resources should be coordinated on a regional basis may be a way to ensure that the Town's groundwater supply is protected.

The depth to groundwater varies throughout the study area (Table 10-12, Map 10-2). ***In approximately 29 percent of the Town, the depth to groundwater is less than two feet.*** There is a strong parallel between areas of high groundwater and those areas designated as wetlands.

Arsenic Contamination. Arsenic contamination of the groundwater supply has been an issue in northeastern Wisconsin since the 1980's. The main area of arsenic contamination runs diagonally (southwest to northeast) across Outagamie County, and is closely associated with the St. Peter Sandstone bedrock. The Town of Greenville is directly within the band of highest concern.

In 2001, the US EPA lowered the arsenic drinking water standard from 50 to 10 parts per billion (PPB), due to convincing data that found a relationship between consumption and deterioration in health. ***According to Town-based well sampling, administered from 2000-2003 as a cooperative effort between Wisconsin DNR, Department of Health and Family Services, and Department of Commerce, almost 12 percent of private wells in the Town of Greenville tested for arsenic levels higher than EPA's 10 ppb standard.*** Other Town's fared even worse, prompting a change in well regulation (see Table 10-13).

Table 10-13. Town-Based Arsenic Sampling, 2000-2003

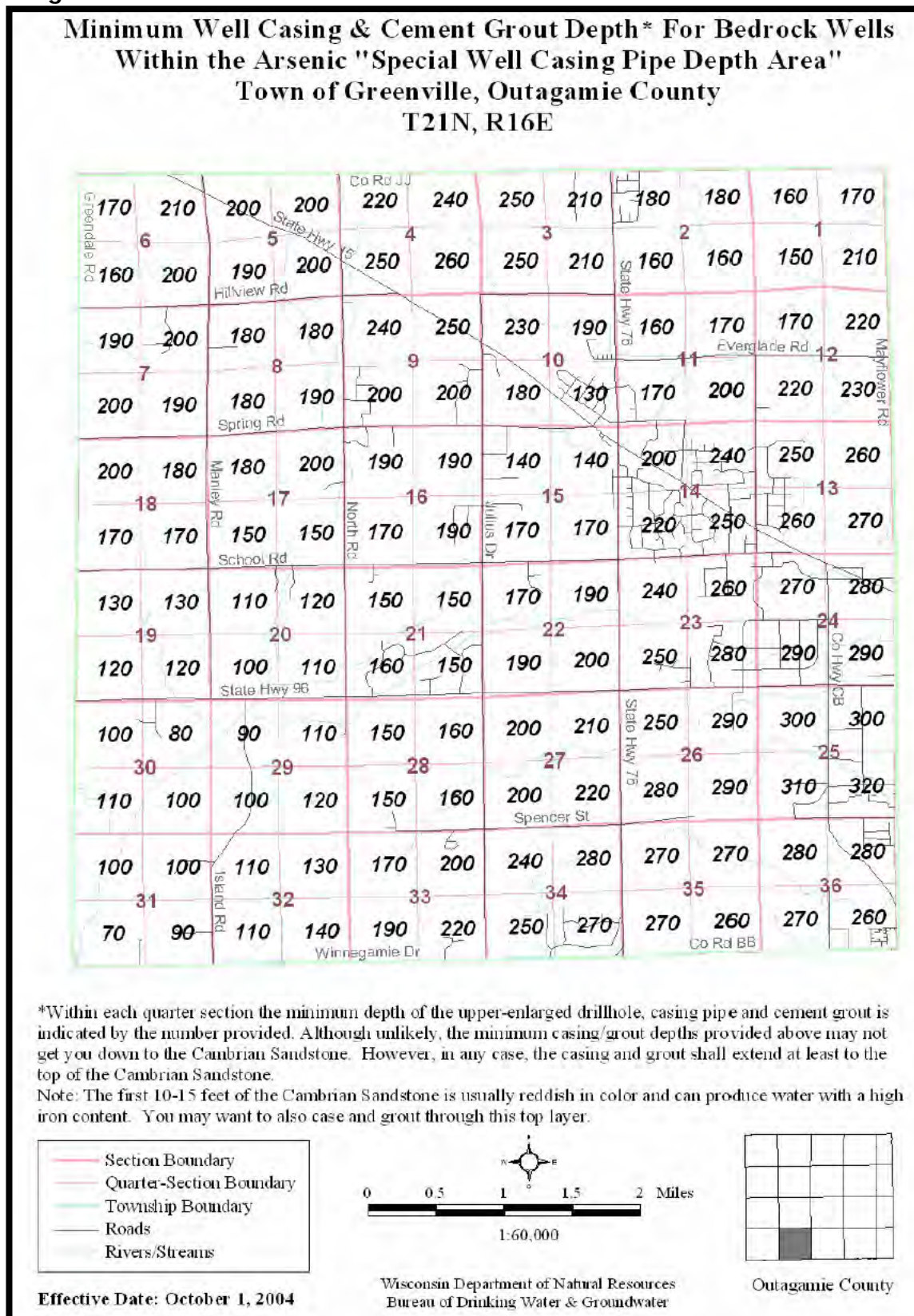
ppb	Town of Greenville		All Sampled Towns*	
	Number	Percent	Number	Percent
>100	0	0.0%	39	1.0%
>50	2	0.9%	130	3.5%
>20	9	4.1%	378	10.2%
>10	15	6.8%	779	20.9%
>5	49	22.4%	1,305	35.1%
>3	79	36.1%	1,644	44.2%
<3	140	63.9%	2,079	55.8%
Total	219	100.0%	3,723	100.0%

Source: Wisconsin Departments of Natural Resources, Health and Family Services, and Commerce, 2003

*Sampled Towns include: Algoma, Clayton, Rushford, Winchester, Winneconne, Vinland, Omro, Bovina, Freedom, Grand Chute, Greenville, Seymour, Ellington, Osborn, Black Creek, Center, Cicero, and Maple Creek

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Figure 10-2. Town of Greenville SWCDA Guidelines



Source: WDNR-Bureau of Drinking Water & Groundwater, 2004

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In 2004, the DNR replaced its Arsenic Advisory Area Map with a more stringent set of regulations that apply to the Special Well Casing Depth Area (SWCDA). The regulations require new wells in Outagamie and Winnebago County to meet construction, grouting, and disinfection standards that have proven to lower arsenic levels to safe levels for human consumption. Required well construction specifications are determined by town quarter section. Figure 10-2 provides the SWCDA map for the Town of Greenville.

WILDLIFE RESOURCES

Wildlife Habitat

Numerous habitat types within the Town have the potential to support varied and abundant wildlife and fish communities. These habitats consist of streams, small ponds, rivers, woods, swamps, open wet meadows, and farmland. The largest areas of undeveloped land are found in the swampy areas immediately surrounding Bear Creek and the Rat River.

Much of the remaining wildlife is threatened by the negative effects of development, such as non-mitigated stormwater runoff. This has affected the health of the forested swamp in the northeast part of the Town, and could threaten the forested swamp in the southwest part, if development is not regulated properly.

Rare, Threatened, & Endangered Species

The Wisconsin Department of Natural Resources maintains a database of rare, threatened and endangered species and natural communities in Outagamie County. In order to protect these species and communities, the exact location is not

available to the public; however, Outagamie County does have a copy of this database. Whenever a request comes into the County for development, this database is consulted prior to granting approval.

The Wisconsin DNR Natural Heritage Inventory (NHI) maintains an online database which provides statewide inventory of known locations and conditions of rare and endangered species, by Town. ***Currently, the Town of Greenville does not contain any species monitored by the NHI.*** However, this database is incomplete since not all areas within the state have been inventoried. Thus, the absence of a species within this database does not mean that a particular species or community are not present. Nor does the presence of one element imply that other elements were surveyed for but not found. Despite these limitations, the NHI is the state's most comprehensive database on biodiversity and is widely used.

Exotic and Invasive Species

Non-native aquatic and terrestrial plants and animals, commonly referred to as exotic species, have been recognized in recent years as a major threat to the integrity of native habitats and the species that utilize those habitats. Some of these exotic species include purple loosestrife, buckhorn, garlic mustard, multi-colored Asian lady beetles, Eurasian water milfoil, and gypsy moths. They displace native species, disrupt ecosystems, and affect citizens' livelihoods and quality of life. The WDNR requires that any person seeking to bring any non-native fish or wild animal into the state must first obtain a permit as required under the Wisconsin Statutes 29.736 and 29.745.

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PARKS, OPEN SPACE, & RECREATIONAL RESOURCES

WDNR and Public Lands

The Wisconsin Department of Natural Resources (WDNR) owns a total of 79.6 acres in the Town of Greenville, all found in one parcel located south of CTH JJ and north of Bear Creek. The property, a "Scattered Forest Area," was acquired by the WDNR in 1998. The parcel is used as a wildlife area by the DNR, which allows hunting, fishing, trapping, hiking, nature study, and berry picking.

The Rat River Wildlife Area borders the Town to the southwest. This wildlife area contains 4,554 acres and was acquired in 1971. Despite not being in the Town, this WDNR property is still significant, as it directly abuts one of the Town's large forested wetland areas. This allows some privately held land in the Town to still be a part of a larger wildlife corridor.

Environmental Corridors

Environmental corridors are continuous systems of open space created by the natural linkage of environmentally sensitive lands such as woodlands, wetlands, and habitat areas. They provide important routes of travel for a variety of wildlife and bird species. Protecting these corridors from development protects habitat and keeps nonpoint source pollution to a minimum, thus ensuring that high quality groundwater and surface water is maintained and habitat is not impaired.

WASTE & POLLUTION

Solid and Hazardous Waste Sites

According to the Wisconsin Department of Natural Resources Registry of Waste Disposal

Sites in Wisconsin, the following confirmed site is listed as being in the Town of Greenville:

- NE ¼ of SW ¼ of Section 29^{viii}

This waste disposal site is indicated on Map 10-3. This registry is from a statewide list of WDNR's known solid and hazardous waste disposal sites. The list includes active, inactive, and abandoned sites where solid or hazardous wastes were known, or likely to have been disposed. Inclusion of a site on the registry does not mean that environmental contamination has occurred, is occurring, or will occur in the future. However, new development should avoid these areas and future reuse of these areas should be considered in the proposed land use plan.

Air Quality

Air quality, especially good air quality, is often taken for granted. Sound local and regional planning can minimize negative impacts to the air. Development patterns can impact automobile use, which in turn impacts air quality. Emissions from certain industries can also impact air quality. As more rural residential development occurs, there are increased conflicts between non-farm residents and certain agricultural operations that emit dust and odors. Noise can also be a factor impacting environmental quality. Since the Outagamie County Regional Airport is located within the Town of Greenville, both noise and air pollution resulting from the site are unique challenges to the Town.

Vehicle travel including the number and length of trips has increased significantly in recent decades. This can be attributed to changing development patterns. Development patterns are becoming more spread out, with the location of jobs and housing becoming more segregated and distant from one another. This is apparent in

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the Fox Cities, and especially the Town of Greenville, which has experienced most of its growth due to this phenomenon. Since alternative modes of transportation are, at present day, less viable or unavailable in some instances, people rely more on the automobile to get around. Changing lifestyles are also a major factor. Two income families are causing people to find housing that splits the difference between the two employment locations. Since vehicle travel generates air pollutant emissions, greenhouse gas emissions, and noise, local decisions about what types, where and how new development occurs can have an impact on air quality.

CULTURAL RESOURCES INVENTORY

State and National Register of Historic Places

The Wisconsin Historical Society's Division of Historical Preservation (DHP) is a clearing house for information related to the state's cultural resources including buildings and archaeological sites. A primary responsibility of the DHP is to administer the State and National Register of Historic Places programs. The National Register is the official national list of historic properties in the United States that are worthy of preservation. The program is maintained by the National Park Service in the U.S. Department of the Interior. The State Register is Wisconsin's official listing of state properties determined to be significant to Wisconsin's heritage. The inventory is maintained by the DHP. Both listings include sites, buildings, structures, objects, and districts that are significant in national, state, or local history. Sites are based on the architectural, archaeological, cultural, or engineering significance. (For ease of discussion, "National Register" is used to refer to both programs. In Wisconsin, if a property is listed on one then it is typically listed on the other.

At the present, two properties within the Town of Greenville are listed on the National Register. Properties listed in the National Register include:

- **Greenville State Bank**, 252 Municipal Drive; and
- **Kronser, Joseph, Hotel and Saloon**, 246 Municipal Drive.

The National Register is not a static inventory. Properties are constantly being added, and, less frequently, removed. It is, therefore, important to access the most updated version of the National Register properties. This can be found by accessing the DHP website (<http://www.wisconsinhistory.org/hp/register/welcome.asp>) or by contacting the DHP at (608) 264-6500.

Architecture & History Inventory

In order to determine those sites that are eligible for inclusion on the National Register, the DHP frequently funds historical, architectural, and archaeological surveys of municipalities and counties within the state. Surveys are also conducted in conjunction with other activities such as highway construction projects.

A search of the DHP's online Architecture and History Inventory



The South Greenville Grange

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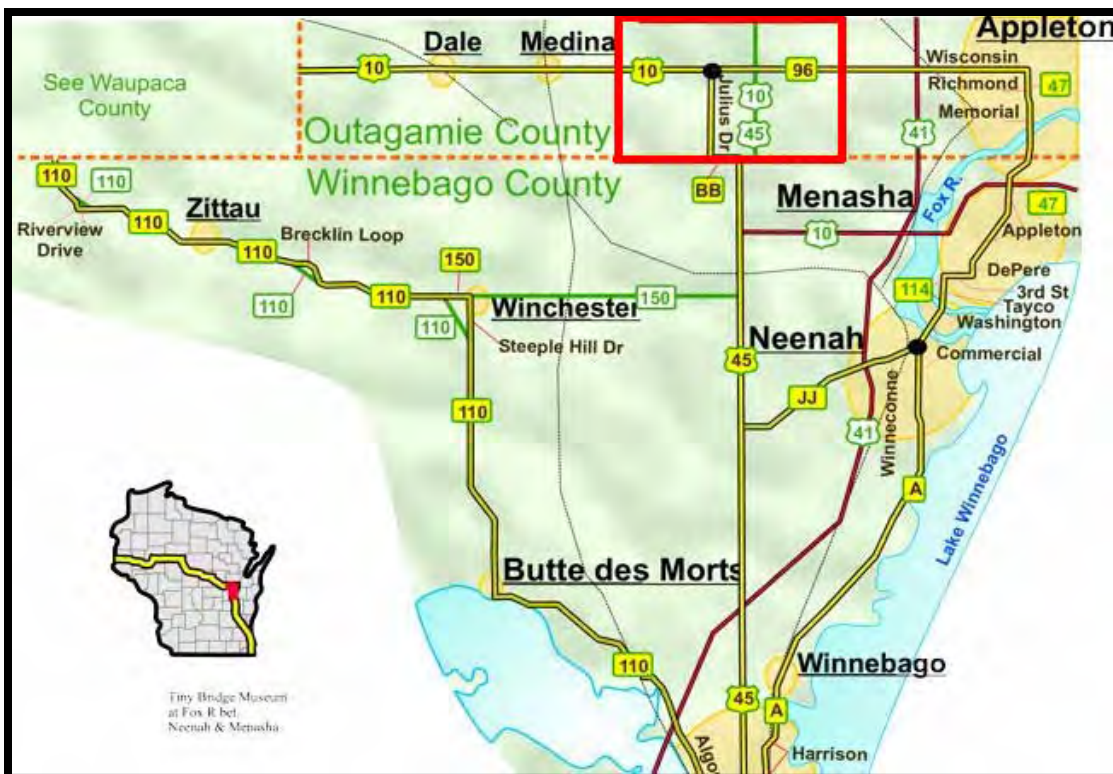
(AHI) reveals a total of 44 sites listed for the Town of Greenville. These sites can be seen in Table 10-14. Inclusion in this inventory conveys no special status, rights, restrictions, or benefits to owners of these properties. It simply means that some type of information on these properties exists in the DHP's collections. AHI is primarily used as a research and planning tool. Like the National Register, this is not a static inventory. Properties are constantly being updated. Information can be found on the DHP web site (<http://www.wisconsinhistory.org/ahi/welcome.asp>).

Yellowstone Trail

The Yellowstone trail was "the first transcontinental route through the upper tier of states. The trail joined local roads into a connected chain from 'Plymouth Rock to Puget Sound.'"^{ix} ***The Town of Greenville is fortunate to have two different routings of the trail pass through its bounds as can be seen in Figure 10-3 and Map 2-1.***

In September of 2003, a group of Greenville residents embarked on a six-year project to add signage and beautify the stretch of the trail within the Town. Funding for the project was made possible through the Wisconsin Department of Tourism, which, in 2000, began funding projects tied to the Yellowstone Trail to promote tourism in smaller communities.^x

Figure 10-3. Yellowstone Trail Routes through the Town of Greenville*



Source: The Yellowstone Trail Association, <http://www.yellowstonetrail.org/id60.htm>.

* Highway names do not reflect recent changes.

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Table 10-14. Wisconsin Architecture & History Inventory Sites in Greenville

Historic Name	Address	Resource Type	Status *
August and Marth Lee House	W6877 Daniel Court	House	
Crash Zone Bar & Grill	N895 Municipal Drive	Tavern/Bar	Demolished
Culbertson Farmstead	STH 96, N Side, 1/4 Mile west of Manley Rd	House	
Ed Werner House	N1178 Municipal Drive	House	Burned Down
Edwin and Edna Schroeder	N1611 Municipal Drive	Milk House	Demolished
Ferdinand and Freida Meyer House	N1577 Cozy Creek Court	House	
Greenville State Bank	252 Municipal Drive	Bank/Financial Institution	
Harold Leppla Barn	W6881 Wisconsin Ave.	Bank Barn	
Harold Leppla Shed	W6881 Wisconsin Ave.	Shed	
Harold Leppla Sheds	W6881 Wisconsin Ave.	Storage Building	
Herman Zschaechner Barn	N962 Municipal Drive	Barn	
Herman Zschaechner House	N1429 Municipal Drive	House	Demolished
Herman Zschaechner Milk House	N1429 Municipal Drive	Milk House	Demolished
Immanuel Evangelical Parsonage	Corner of Julius Rd and School Rd	Rectory/Parsonage	
Immanuel Evangelical School	Corner of Julius and School Roads	Elem/Middle School	
Immanuel Lutheran Church	Corner of Julius and School Roads	Church	
John & Olga Jungwirth Gas Station	N1598 Municipal Drive	Gas/Service Station	Demolished
Kronser, Joseph Hotel and Saloon	246 Municipal Drive	Hotel/Motel	
L. Meyer House	N1594 Municipal Drive	House	
Land O' Lakes Greenville Co-op Elevator	West Sid of STH 15, S Side of RR Crossing	Grain Elevator	
Mike Rohne Barn	N1333 Municipal Drive	Barn	
Nick Weiland House	N1361 Fawn Ridge Drive	House	
Otto Zschaechner Barn	N962 Municipal Drive	Bank Barn	
Seth Perry Farm	N627 Municipal Dr	House	
South Greenville Grange #255	NW Corner of USH 76 and CTH BB	Meeting Hall	
Unnamed Cheese Factory	STH 96, N Side, 100' W of Julius Drive	Cheese Factory	
Unnamed House	Julius Rd, W Side, 250' n of CTH BB	House	
Unnamed House	Julius Rd, W Side, 1/4 Mile S of Spencer Rd	House	
Unnamed House	Spencer Rd, S Side, 1/3 Mile E from 2 Mile Rd	House	
Unnamed House	361 Spencer Rd	House	
Unnamed House	556 Julius Rd	House	
Unnamed House	Island Rd, E Side, 1/4 Mile N of CTH BB	House	
Unnamed House	STH 96, S Side, 300' East of CTH CA	House	
Unnamed House	NW Corner of STH 96 and Manley Rd	House	
Unnamed House	Greendale Rd, E Side, 1/2 Mile S of STH 96	House	
Unnamed House	N2178 Municipal Dr	House	
Unnamed House	N2293 Municipal Dr	House	
Unnamed House	N1751 Municipal Dr	House	
Unnamed House	Municipal Drive (21N16E-11)	House	
Unnamed Mill	Municipal Drive	Mill	
Walter Steinback Barn	N1178 Municipal Drive	Bank Barn	
Walter Steinback Shed	N1178 Municipal Drive	Storage Building	
Zion Church	302 North Road	Church	

Source: Wisconsin Architecture and History Inventory, 2004

* Status Verified by John Julius, Greenville Greenprint Committee Member and Comprehensive Plan Alternate Member

Archaeological Sites Inventory

An inventory similar to the AHI exists for known archaeological sites across the state: the Archaeological Sites Inventory (ASI). Due to the sensitive nature of archaeological sites, information as to their whereabouts is not currently made available online. This information is distributed only on a need-to-know basis. Archaeological sites are added to ASI as they are discovered; discovery is a continual process. For technical assistance and up-to-date information on sites within the Town of Greenville, contact DHP at (608) 264-6500.

Community Character and Design

The Town of Greenville has implemented several programs that have added to its character and design. *Since 2001, the Town has been recognized as a "Tree City USA" by the National Arbor Day Foundation, in part because of the continuing efforts of the Urban Forestry Board.* The Board, formed in 1999, has developed educational programs and planting projects since its inception, and has planted over 1,000 trees throughout the Town.

The Town installed way-finding signs in August of 2007, as part a regional signage initiative put forth by the Fox Cities Convention & Visitors Bureau. As one of the first Town's in the region to install these signs, a grant was provided by the Bureau to cover a portion of the cost. These signs add to the visual aesthetic of the Town and provide a cohesive design that will help visitors and residents alike find their way around the area.

During the first Community-wide Meeting, several issues relating to community character and design came to the surface. *Community members valued the rural character of Greenville, the natural*

areas, the Town's parks and trails, the urban forestry/street trees and the historically significant features of the Town. These characteristics should be considered when new development is being proposed. Preserving these features is critical to ensure that the valued characteristics of Greenville are left intact.

Key Agricultural, Cultural, & Natural Resources Summary Points

- The Town experienced a loss of 46.2 percent or 7,813 total acres of farmland between 1971 and 2006.
- Between 1990 and 2002, the Town experienced a net loss of 15 dairy farms, a decrease of 51.7 percent.
- The Town's rate of conversion of farmland to other uses is higher than the other towns in Outagamie County.
- Overall, almost 85 percent of land within the Town has soil that is considered prime, with the majority classified as "Class II".
- Four soil associations, or groupings of individual soil types based on geographic proximity and other characteristics, are present within the Town of Greenville.
- Evaluation of the soil data indicates that the majority of the soils in the Town of Greenville are moderately suitable for conventional on-site individual septic systems.
- The bedrock geology of the Town is made up of three distinct formations: Prairie du Chien Group, St. Peter Formation, and Sinnipee Group.

AGRICULTURAL, CULTURAL, & NATURAL RESOURCES

- Currently, six active non-metallic mining sites are located in the Town of Greenville. A combined total of 166 acres is currently being quarried, and an additional 169 acres are in reserve.
- Today, portions of the Town are still forested, primarily in the southwest and northwest where wetlands are prevalent. Forested areas are also found along stream corridors. Woodlands cover a total of 16 percent of the Town's total area (3,668 acres).
- Two privately held unnamed lakes are located in the Town of Greenville, both in the southwest part of the Town.
- The Town of Greenville is located within three watersheds: the Fox River/Appleton Watershed, the Wolf River/New London and Bear Creek Watershed, and the Arrowhead River and Daggets Creek Watershed.
- Both the Arrow/Daggets Creek (83.06) and the Wolf/New London and Bear Creek (69.5) watersheds score high in terms of the likelihood of nonpoint source pollution contaminating the groundwater supply
- Almost 5 percent of the Town's acres are in floodplains.
- Over 15 percent of the Town's total acreage is classified as wetlands.
- In approximately 29 percent of the Town, the depth to groundwater is less than two feet.
- According to Town-based well sampling, administered from 2000-2003 as a cooperative effort between Wisconsin DNR, Department of Health and Family Services, and Department of Commerce, almost 12 percent of private wells in the Town of Greenville tested for arsenic levels higher than EPA's 10 ppb standard.
- Currently, the Town of Greenville does not have any species monitored by the NHI.
- Presently, two properties within the Town of Greenville are listed on the National Register.
- A search of the DHP's online Architecture and History Inventory (AHI) reveals a total of 44 sites listed for the Town of Greenville.
- The Town of Greenville is fortunate to have two different routings of the trail pass through its bounds.
- Community members value the rural character of Greenville, the natural areas, the Town's parks and trails, and the historically significant features.
- Since 2001, the Town has been recognized as a "Tree City USA" by the National Arbor Day Foundation, in part because of the continuing efforts of the Urban Forestry Board.

GOALS, STRATEGIES & RECOMMENDATIONS

The goals, strategies and recommendations for agriculture, cultural and natural resources are provided in chapter 2, "Plan Framework."

POLICIES AND PROGRAMS

Policies and programs related to the Agricultural, Cultural and Natural Resources Element can be found in Appendix E.


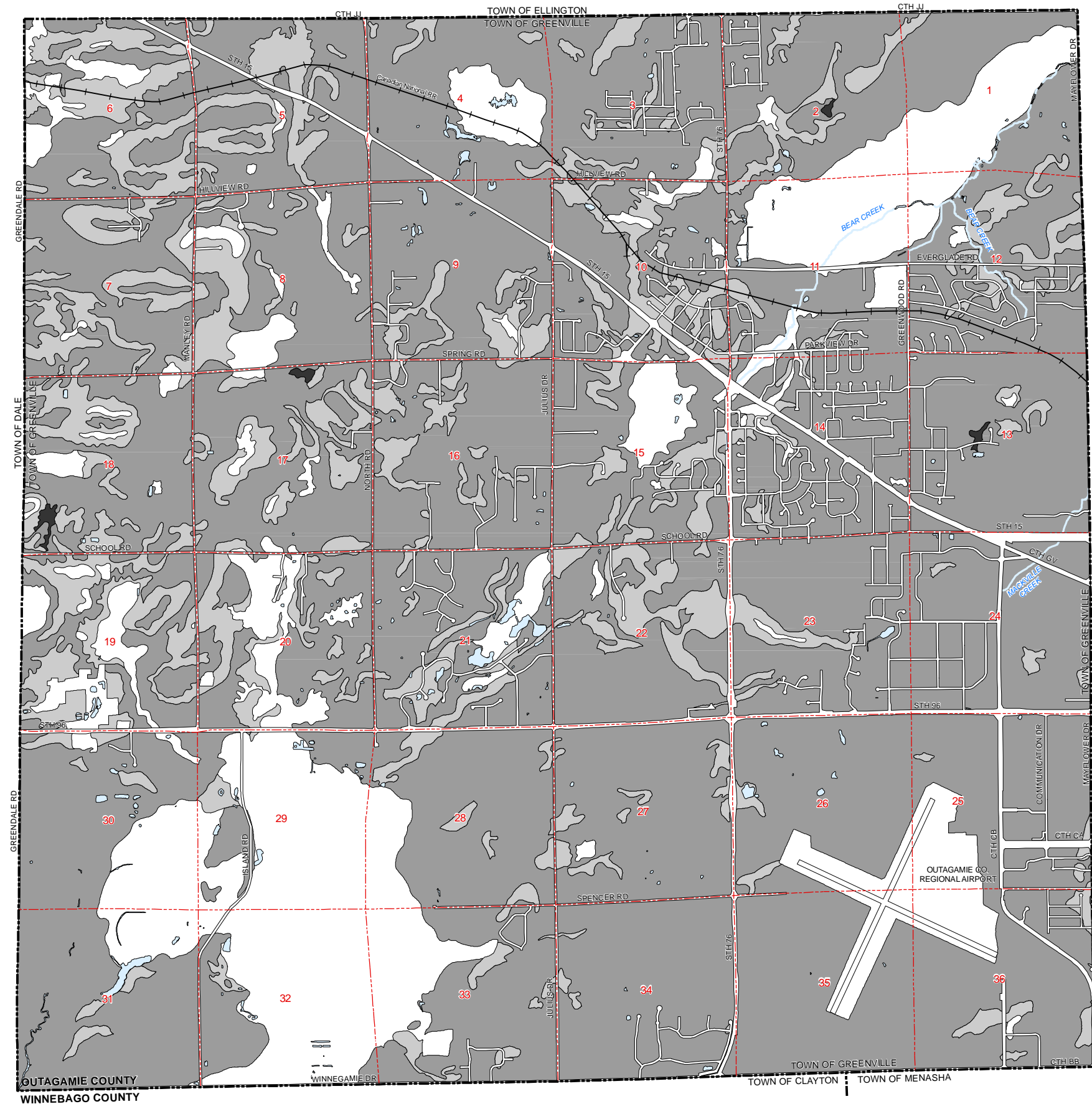
AGRICULTURAL, CULTURAL, & NATURAL RESOURCES





REFERENCES:

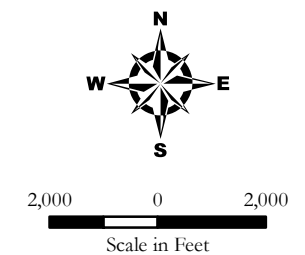
- i Classes I-III are defined as “Prime” in the Outagamie County Farmland Preservation Plan, 1982.
- ii These companies are: Contract Converting, LLC; Print Pro, Inc; Prime Media Group, LLC; and Dynamic Converting Industries.
- iii WDNR. 2007. *How to Use the Stream Tables*. Available at:
<http://dnr.wi.gov/org/gmu/superior/BasinPlan/streamtables.html>
- iv WDNR. 2007. *How to Use the Stream Tables*. Available at:
<http://dnr.wi.gov/org/gmu/superior/BasinPlan/streamtables.html>
- v WDNR. 2001. Lower Fox River Basin Integrated Management Plan. PUBL WT-666-2001
- vi WDNR. 2001. The State of the Wolf Basin. PUBL WT 664 2001
- vii Gotkowitz, Madeline. December 14, 2005. Wisconsin Geological and Natural History Survey—UW-Extension. Correspondence with Dave Tebo, Town of Greenville Administrator.
- viii The registry listed an additional site at the NW ¼ of Section 10, which the DNR has since determined to no longer be a waste disposal site. The DNR has noted this site will be archived, and not be listed on their new waste disposal site registry. Source: Conversation with Diane Hammel, Waste Management Program, Northeast Region, Wisconsin DNR.
- ix *The Arrow*. Offication publication of the Yellowstone Trail Association. Publication Number 14, Page 1.
- x McGinty, Kate. 2007. *Greenville finds historic ties to early U.S. travel route*. Fox Cities Post Crescent, September 13.

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MAP 10-1 TOWN OF GREENVILLE FARMLAND CLASSIFICATION



 Class One Soils
 Class Two Soils
 Class Three Soils
 Water

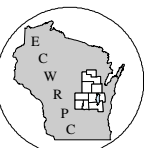


Sources: Soils Data provided by Outagamie Co., 2003.
Digital Base Data provided by Outagamie Co., 2007.

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Prepared By
EAST CENTRAL WISCONSIN
REGIONAL PLANNING COMMISSION-JUNE 2007

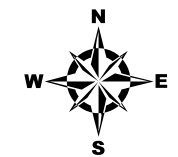
Approved
March 30, 2009.



MAP 10-2 TOWN OF GREENVILLE SOIL LIMITATIONS FOR ON-SITE WASTE DISPOSAL

Suitability for Conventional Systems

- High Suitability
- Moderate Suitability
- Limited Suitability
- No Rating
- Water



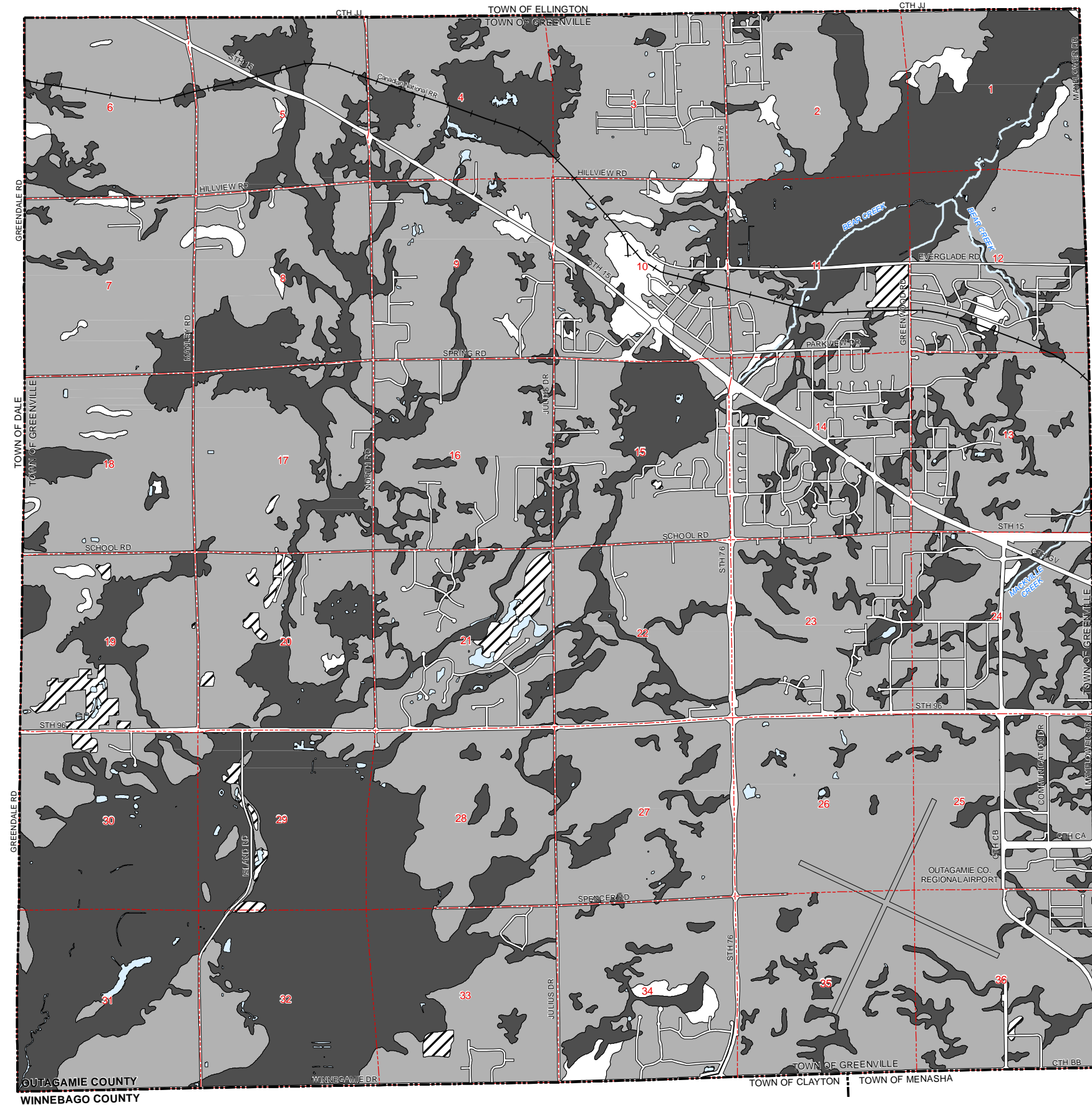
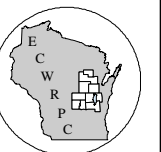
2,000 0 2,000
Scale in Feet

Sources: Soil Data provided by Outagamie Co., 2004.
Digital Base Data provided by Outagamie Co., 2007.

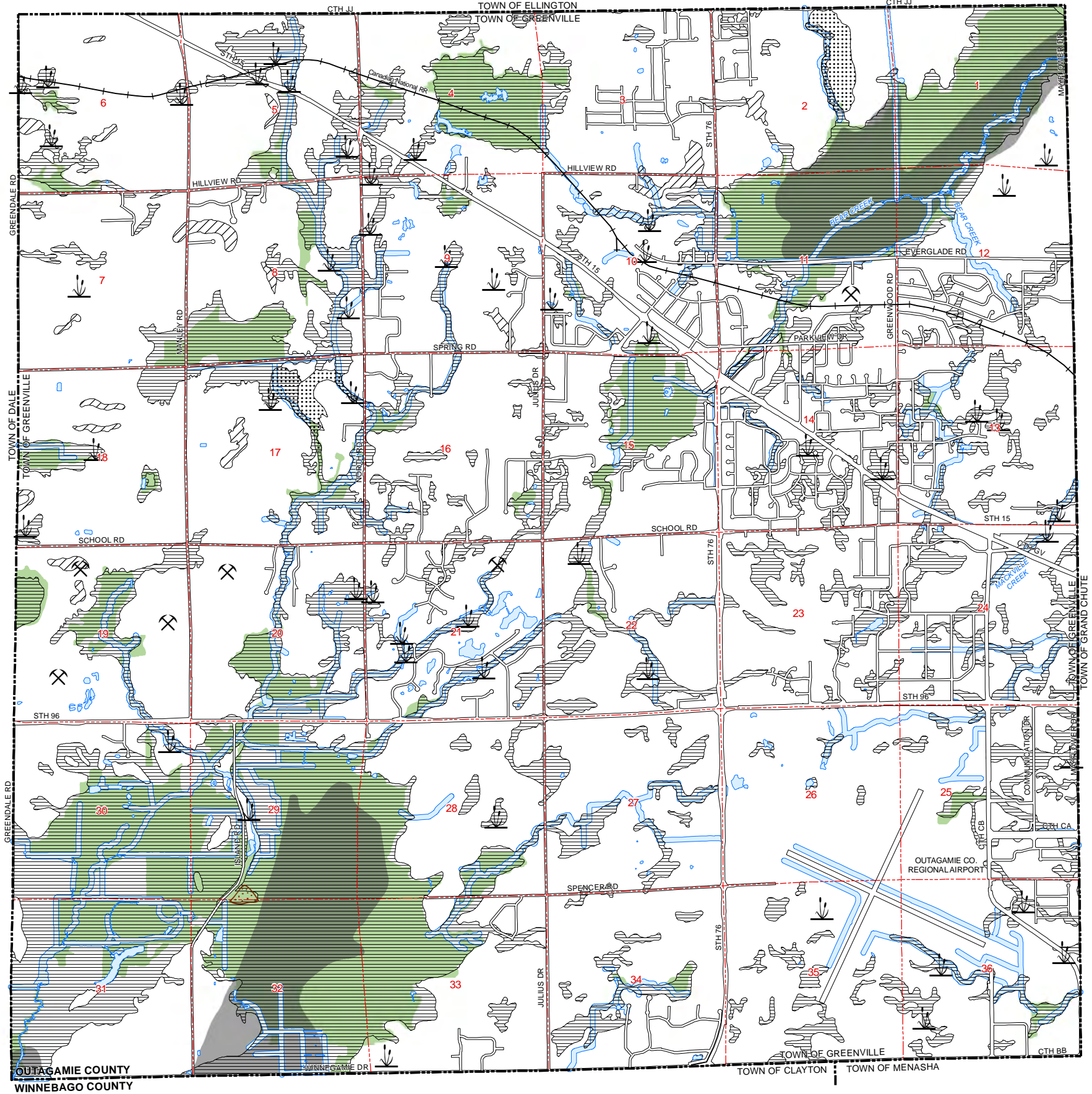
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EAST CENTRAL WISCONSIN
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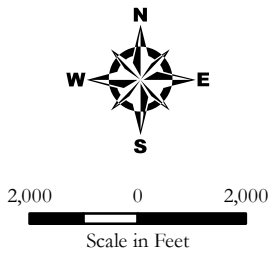
Approved
March 30, 2009.



MAP 10-3
TOWN OF GREENVILLE
NATURAL RESOURCES



- ⌵ Non-Metallic Mine Sites
- ⚠ Known Waste Disposal Site
- ⬇ Wetlands Less Than 5 Acres
- ▤ High Bedrock - Less Than 5 feet
- ▨ Steep Slope - Greater Than 12%
- ▧ High Groundwater - Less Than 2 Feet
- 75' Stream Buffer and Surface Water
- 100-Year Floodplains
- Wetlands 5 Acres and Greater

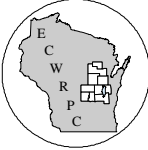


Source: Digital Base Data provided by Outagamie Co., 2007.
Wetland Data provided by Wisconsin DNR, 2006.
Mine Sites created by ECWRPC, 2006.
Waste Disposal Sites from WDNR Registry of Waste Disposal Sites, 1999.

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Prepared By
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REGIONAL PLANNING COMMISSION-SEPTEMBER 2007

Approved
March 30, 2009.



CHAPTER ELEVEN: INTERGOVERNMENTAL COOPERATION

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CHAPTER ELEVEN: INTERGOVERNMENTAL COOPERATION

INTRODUCTION

The relationship a municipality has with school districts, neighboring communities, the county, the Regional Planning Commission, the state, and the federal government can impact residents in terms of taxation, planning, service provision, and siting of public facilities. An examination of these relationships and the identification of existing or potential conflicts can help a municipality address these situations in a productive manner.

INTERGOVERNMENTAL COOPERATION VISION STATEMENT

In 2030, the Town of Greenville is a community which has built strong working relationships with neighboring municipalities, districts, and government bodies, including the sanitary district, school district, airport, and Outagamie County. The Town embraces and builds upon these cooperative relationships to ensure that the most cost effective and highest quality municipal services are delivered, that related efforts can be combined, and that intergovernmental issues are addressed before problems arise. The Town has explored joint police services, joint bidding for roadways and equipment, joint marketing and servicing, joint purchase and sharing of equipment and machinery, shared employees, joint park and recreational facilities, and joint efforts with nonprofit and nongovernmental agencies, in an effort to create a win-win situation for all involved.

INVENTORY AND ANALYSIS

GOVERNMENTAL UNITS & RELATIONSHIPS TO THE TOWN OF GREENVILLE

Adjacent Communities

The Town of Greenville shares its borders with the Village of Hortonville and the towns of Hortonville, Dale, Grand Chute, Center, and Ellington in Outagamie County; and the towns of Clayton and Menasha in Winnebago County. Since towns cannot annex land from one another, the borders between the Town of Greenville and its neighboring towns are fixed and boundary disputes are non-existent. Only the Village of Hortonville has the power to annex land.

School Districts

The area is served by two different public school districts: the Hortonville Area School District (HASD) covers the vast majority of the Town, while the New London School District (NLSD) covers a very small portion of the Town in the southwest corner (see Map 6-2). The HASD currently maintains two school facilities within the town; NLSD has none. The Town of Greenville and the two school districts should establish methods of communication and explore ways in which they can work together. This will be particularly important if and when the HASD needs to site a new school facility. Joint cooperation between school districts will allow the goals of the comprehensive plan to be met while providing safe, efficient transportation, community services, and related amenities.

The Town is served by the Fox Valley Technical College (FVTC). The FVTC main campus is located in the Town of Grand

INTERGOVERNMENTAL COOPERATION

Chute, which is adjacent to the Town of Greenville.

activity/development may affect their drainage system.

Special Districts & Systems

Greenville Sanitary District #1. The Greenville Sanitary District provides water and sewer service to the eastern portions of the Town. Cooperation and communication with the District regarding desired land uses, densities, and development patterns will help ensure the appropriate infrastructure will be in place to meet the needs of Greenville residents.

Greenville Stormwater Utility (Sanitary District #2). The Greenville Sanitary District is governed by a Sanitary District Board, which maintains the same membership as the Town Board. The utility is charged with administering the Stormwater Management and Erosion Control ordinances, as well as planning for future stormwater projects and preparing the stormwater budget. The Town Board, through their membership on the Sanitary District Board, should ensure that recommendations within this comprehensive plan, as they relate to stormwater and erosion control, are considered by the utility.

Grand Chute/Menasha West Sewerage Commission. This regional entity governs the use and maintenance of the regional sewerage collection and treatment facility. The Greenville Sanitary District discharges waste to this system and does have a representative on the GCMWSC Board. Communication on land use and future growth issues is a must with this entity as it can affect aspects related to plant operation, capacity, and financing

Grand Chute Drainage District. Although only a small portion of the Town of Greenville is located within the Grand Chute Drainage District, the Town should coordinate with the Drainage District whenever any Town

OWLSnet Library System. As the Town does not maintain its own library, residents can utilize any library within the OWLSnet system; typically, residents use the New London or Appleton Public Libraries. Continued communication with these libraries, and OWLSnet, regarding desired service levels will help ensure adequate library service for the Town.

County

The Town of Greenville is located in Outagamie County. The Town presently has its own zoning ordinance under which decisions are subject to the review and approval of Outagamie County. In addition, the Town and County must interact and cooperate regarding land divisions, on-site sanitary systems, airport expansion, and special zoning (e.g. including shoreland-wetland, floodplain areas, and airport overlay). The Town works with the various county departments to coordinate road construction and maintenance; solid waste and recycling efforts; police service; fire service (airport), and senior citizen and other social services. The Town and the County continue to maintain open communications with one another that work to foster good working relationships and mutual respect.

Regional

East Central Wisconsin Regional Planning Commission. Outagamie County, and thus the Town of Greenville, is a member of the East Central Wisconsin Regional Planning Commission (ECWRPC). ECWRPC provides planning and technical assistance to counties, communities, businesses, interest groups and individuals within its region. These services include environmental management, housing, demographics,

INTERGOVERNMENTAL COOPERATION

economic development, transportation, community facilities (including SSA planning responsibilities), land use, contract planning, and others. ECWRPC has worked with the Town of Greenville on several projects over the years including the preparation of local open space plans, sewer service area planning, the Greenville GreenPrint Plan, and the current comprehensive plan.

State

Wisconsin Department of Natural Resources (WDNR). The WDNR is responsible for the regulation, protection, and sustained management of natural resources within the state. The WDNR operates various programs in water and air quality management, habitat preservation, recreational trail development, and other programs. The WDNR helps local landowners successfully manage their woodlots for wildlife habitat and timber production throughout Outagamie County. The WDNR also maintains environmental corridors which enhance surface water quality and stream habitat throughout the planning area.

Department of Agriculture, Trade, and Consumer Protection (DATCP). The overall mission of DATCP is multi-fold. The agency oversees programs which ensure the safety and quality of food, fair business practices for buyers and sellers, consumer protection, efficient use of agricultural resources in a quality environment, healthy animal and plant populations, and the vitality of Wisconsin agriculture and commerce. Since agriculture will continue to be an important economic industry within the Town, many of the programs DATCP offers will benefit and help local citizens.

Wisconsin Department of Transportation (WisDOT). WisDOT deals with issues related to all transportation uses in the planning area. WisDOT evaluates existing transportation infra-structure for

bicycle and pedestrian trails as well as assists in planning efforts for future trails. The Town of Greenville should continue to collaborate with WisDOT to address current and future transportation issues with the STH 15, STH 76, and STH 96 corridors, and to discuss strategic locations for "Park & Ride" lots.

INTERGOVERNMENTAL COOPERATION PLANNING EFFORTS

The Town of Greenville worked closely with the East Central Wisconsin Regional Planning Commission and Outagamie County (Planning Department and UW-Extension) throughout the planning process. This helped ensure consistency and concurrence between the Town's Comprehensive Plan, and pertinent county and regional plans and studies.

At the beginning of the process, all neighboring jurisdictions and overlapping entities were invited to attend the Comprehensive Plan Visioning Session, which was held on January 16, 2007. Later in the process, as the Comprehensive Plan Steering Committee was nearing completion of the Plan Framework (e.g. the Future Land Use Map and the Goals, Strategies and Recommendations), the Town of Greenville hosted an Intergovernmental Cooperation meeting, which was held on September 19, 2008. In all, approximately 30 attended this meeting, 15 of which represented governments other than the Town of Greenville. The purpose of this meeting was to recognize and address potential conflicts with other governmental bodies, and to identify opportunities for collaboration, communication, and coordination resulting from the implementation of this Comprehensive Plan. Participants were also given the opportunity to view and comment on the *draft* Year 2030 Land Use Framework Map. A summary of comments received at this meeting can be found in Appendix C (see Meeting #10).

INTERGOVERNMENTAL COOPERATION

LAWS, ORDINANCES & REGULATIONS

Cooperative Boundary Plans and Agreements

Cooperative boundary plans and agreements are joint planning efforts in which two or more municipalities establish a mutually agreeable plan to establish boundary lines, provide public services and facilities, share revenues, and establish land use criteria.ⁱ The majority of municipal boundary agreements are conducted between a town and an incorporated village or city. Cooperative boundary plans, which are subject to a minimum of a ten-year period, must be approved by the Wisconsin Department of Administration. Currently, the Town of Greenville has no cooperative boundary agreements. The Village of Hortonville is the Town's only neighbor that has the authority to annex portions of the Town.

Extraterritorial Subdivision Regulation

Incorporated villages and cities can exercise plat review authority in unincorporated areas adjacent to their communities.ⁱⁱ This allows incorporated areas the same authority to approve or reject a specific plat or CSM as if it were within its own jurisdiction. This authority extends to a distance of 1.5 miles from the incorporated boundary for villages and small cities and 3.0 miles for cities with population of greater than 10,000. The incorporated area must have a subdivision ordinance in place in order to exercise this authority.

The Village of Hortonville has not established extraterritorial subdivision review for the Town of Greenville. Presently, no other cities or villages are within close enough proximity to the Town to exert this authority.

Extraterritorial Zoning

Incorporated villages and cities have been given authority to practice extraterritorial zoning authority if they have developed a zoning ordinance for the incorporated areas.ⁱⁱⁱ This authority extends to a distance of 1.5 miles from the incorporated boundary for villages and cities with populations less than 10,000 and 3.0 miles for cities if the population exceeds 10,000. Extraterritorial zoning allows for smooth transitions between suburban and rural areas, reduces conflicting land uses, and promotes intergovernmental cooperation in planning for future community needs.

The Village of Hortonville has not established extraterritorial zoning into the Town of Greenville. Presently, no other cities or villages are within close enough proximity to the Town to exert this authority.

POLICIES

State, Regional & County Policies

State:

The Wisconsin Department of Natural Resources (WDNR) and the Wisconsin Department of Transportation (WisDOT) routinely engage in master planning for natural resource management and transportation purposes.

Wisconsin Department of Natural Resources (WDNR). The Town of Greenville is located within the Northeast Region of the WDNR. The Northeast Region has a regional office in Green Bay and a service center in Oshkosh. A master plan is developed for each property that WDNR owns. This plan establishes goals and objectives for how the property will be managed and developed.^{iv} In addition, the

INTERGOVERNMENTAL COOPERATION

master plan delineates adjacent lands or related parcels that should be acquired in the future to expand the property. The master plan discusses not only the proposed future of the property, but also the benefits it will provide to local communities. In order for the WDNR master planning process to be effective, local participation from the affected communities is needed. All citizens affected by the WDNR owned land should consider becoming involved in the planning process or attending meetings related to the projects.

Wisconsin Department of Transportation. The Town of Greenville is located within the Northeast Region of the Wisconsin Department of Transportation (WisDOT). The Northeast Region has its' office on Green Bay. WisDOT has prepared several master plans specifically for various modes of transportation as well as a highway improvement plan.^v Although the plans are adequate to 2020, these plans are being updated as part of the Connections 2030 planning process. Connections 2030 seeks to integrate all transportation modes into one cohesive, state-wide plan. The Town of Greenville should take a proactive role in all transportation planning processes in the future to ensure that, as existing transportation facilities are expanded, these facilities meet the existing and future needs of the Town of Greenville.

Regional:

East Central Wisconsin Regional Planning Commission. East Central Wisconsin Regional Planning Commission adopted its regional comprehensive plan in May of 2008. This plan outlines broad regional goals, strategies, and recommendations to address key regional issues. As this plan is advisory in nature, full implementation will require cooperation with local governments from throughout the region, including the Town of Greenville.

The Commission prepared the Fox Cities 2030 Sewer Service Area Plan Updated, which received DNR approval in February of 2006. As this plan specifies current and future sewer service areas for communities within the Fox Cities, including the Town of Greenville, this plan has taken the approach to consider these service boundaries as part of the Town's Future Land Use Plan.

County:

Outagamie County Comprehensive Plan. Outagamie County adopted its "smart growth" Comprehensive Plan in March of 2008. The Outagamie County Planning Department has indicated that they will take the approach of incorporating the Comprehensive Plans of individual units of government into the County-wide plan that are consistent with sound planning principles. The Town can reasonably assume, given continued communication with the Outagamie County Planning Department, that the Town's plan will be integrated into the County plan as a whole.

REFERENCES:

- i *Wisconsin State Statutes* s.66.0307.
- ii *Wisconsin State Statutes* s.236.10.
- iii *Wisconsin State Statutes* s.62.23.
- iv Wisconsin DNR. 2005. *Property Master Planning*. http://dnr.wi.gov/master_planning/.
- v Wisconsin DOT. 2005. *Plans and Projects*. <http://www.dot.state.wi.us/projects/mode.htm>.

APPENDICES



TOWN OF GREENVILLE PUBLIC PARTICIPATION PLAN

INTRODUCTION

The Town of Greenville recognizing, its consistent rate of growth and the need to plan in accordance with the Wisconsin “Comprehensive Planning” legislation, enlisted the aid of the East Central Wisconsin Regional Planning Commission (ECWRPC) in the creation of a Comprehensive Plan consistent with Section 66.1001 of Wisconsin Statutes.

In order to facilitate public knowledge and involvement in the Comprehensive Planning process the Town of Greenville has prepared the following public participation plan. The plan was prepared in conformance with Section 66.1001(4)(a) of Wisconsin Statutes which states “The governing body of a local government unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for wide distribution of proposed, alternative or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments.”

GOALS OF PUBLIC PARTICIPATION PLAN

The major goals of the public participation plan are as follows:

- Provide a range of opportunities and venues for the Citizens of Greenville to participate in the Comprehensive Planning Process.
- Meet the standards set forth in Section 66.1001(4)(a), Wisconsin Statutes.
- Use the existing public participation framework established in the Town of Greenville Citizen Participation Ordinance revised on December 13, 2003.
- Work with the Comprehensive Plan Steering Committee and the Planning Commission to create a thorough plan that can easily implement the goals and vision of the community.

PUBLIC PARTICIPATION STRATEGY AND METHODS

Timeline

The comprehensive planning process is divided into the following seven phases or components.

Phase	Timeframe (approximate)	Description/Key Events
Organization	October 2006 – January 2007	<ul style="list-style-type: none"> ▪ Establishment of a Comprehensive Plan Steering Committee ▪ Creation and Adoption of a Public Participation Plan ▪ Review of Background Data
Visioning	October 2006 – January 2007	<ul style="list-style-type: none"> ▪ ECWRPC gathers public opinion and develops a consensus on what constitutes important community land use issues and future scenarios ▪ First Town wide workshop to create the comprehensive plan vision and conduct SWOT Analysis
Inventory and Analysis	January 2007 – April 2007	<ul style="list-style-type: none"> ▪ Inventory of the physical, social, and economic resources of the Town ▪ Identification of patterns, trends, and community needs and problems
Plan Alternative	April 2007 – December 2007	<ul style="list-style-type: none"> ▪ Development of three land use alternatives and implementation strategies ▪ Second Town Workshop to select preferred alternative and review of comprehensive plan status
Plan Implementation	January 2008 – April 2008	<ul style="list-style-type: none"> ▪ Recommendation of specific techniques, programs, and activities to implement the preferred alternative
Intergovernmental Cooperation	May 2008 – June 2008	<ul style="list-style-type: none"> ▪ Creation of specific techniques, programs, and activities to meet community needs will be developed as they relate to broader jurisdictional planning issues ▪ Suggested development strategies, policies, guidelines, alterations to existing ordinances, and future planning activities to meet established comprehensive plan goals and objectives
Adoption	July 2008 – December 2008	<ul style="list-style-type: none"> ▪ Comprehensive Plan Steering Committee review and recommendation of comprehensive plan ▪ Planning Commission review and recommendation of comprehensive plan ▪ Town Board adoption of a the comprehensive plan, subsequent to a public hearing

Creation of a Citizen Comprehensive Planning Steering Committee

A committee consisting of approximately 12 citizens from a variety of backgrounds will serve as the Comprehensive Planning Steering Committee. Members of the Planning Commission and the Town Board may be members of the Comprehensive Plan Steering Committee. University of Wisconsin-Extension and East Central Wisconsin Regional Planning Commission (ECWRPC) will be available to provide educational information on topics of concern to the committee. A Representative from ECWRPC will facilitate six Comprehensive Plan Steering Committee meetings. The Steering Committee duties will include:

- Review and comment on background information and analysis;
- Review and incorporate the results of neighborhood level visioning exercises into the plan;
- Formulate goal, objective, and policy statements;
- Review, develop, and select plan alternatives;
- Review plan implementation recommendations;
- Make recommendation to the Town's Planning Commission regarding adoption of the plan.

Notification Methods

All meetings on the comprehensive plan shall be open to the public and the Town of Greenville shall post notice of all meeting in accordance with Chapter 985.02(2) of the Wisconsin Statutes. Notice will also be provided on the Town of Greenville website (www.townofgreenville.com) and the ECWRPC website (www.eastcentralrpc.org) and a meeting agenda shall be posted at Town Hall, Greenville Post Office, and at the local library serving the residents of Greenville. A news release shall be provided to all local media outlets to inform them of upcoming meetings.

Participation at Plan Development Meetings and Informational Meetings

The Town of Greenville Citizen Participation Ordinance revised on December 13, 2003 establishes methods to solicit public participation during development application process. The Citizen Participation Ordinance requires that the proponent of a land use application contact adjoining property owners and hold several information meetings regarding the project. The proponent is also required to address any concerns raised by citizens regarding the proposal. Although the scope of the comprehensive planning process is much greater than that of a development application, the Plan Development and Informational meetings will provide a similar venue for residents to review and direct the design of the Town of Greenville Comprehensive Plan.

Two town-wide workshops will be held during the planning process to assist in the identification of issues, visioning, and review of plan alternatives/recommendations. A town wide workshop will be held at the beginning of the comprehensive planning process. A strengths, weaknesses, opportunities and threats (SWOT) analysis will occur during the first town wide workshop. The purpose of the first workshop will be to identify key issues and

opportunities as well as to create a vision for the Comprehensive Plan. A second town wide workshop will be held later in the planning process to review plan alternatives and to provide an opportunity for the community to comment on the draft plan before the Comprehensive Plan Steering Committee.

Meetings with the Comprehensive Plan Steering Committee

An ECWRPC representative will meet with the Comprehensive Plan Steering Committee six times during the 27-month planning period. The Comprehensive Plan Steering Committee meetings will include the evaluation of background information and the creation of goals, objectives, and policies for each of the nine comprehensive plan elements. Local residents and interested parties are encouraged to attend the Comprehensive Plan Steering Committee meetings throughout the comprehensive planning process. The Committee members may choose to invite key citizens and guest speakers to address specific issues. Non-committee members can participate as equals during the Comprehensive Plan Steering Committee meetings, although discussion should be limited to items on the agenda to enable the Committee to adequately address all elements of the comprehensive plan.

Written Comments

Written comments will be collected both electronically and on paper throughout the comprehensive planning process. A webpage will be created that facilitates the electronic submission of comments. Comments will be received by both the Town of Greenville and the ECWRPC. Copies of the comments will be routed to the consulting ECWRPC planner, Comprehensive Plan Steering Committee Chair, and the Town Clerk. ECWRPC will respond to the written comments by acknowledging receipt of the document and that the comments have been shared with the Comprehensive Plan Steering Committee and the Town Board.

Website and Technology

A website will be created and linked to the existing Town of Greenville website and the ECWRPC website. The Town of Greenville Comprehensive Plan website will contain all documents and maps produced as part of the Comprehensive Planning process. The website will also contain progress reports of the comprehensive planning status and a calendar of comprehensive plan events. A email list-serve database of email addresses will be maintained to keep interested member of the public updated though out the planning process.

PLAN ADOPTION PROCEDURES

A draft plan shall be available at the public library serving the Town of Greenville residents, the Greenville Town Hall, University of Wisconsin Outagamie County Extension Office, and the ECWRPC office. The Town shall also provide a copy of the draft plan to adjacent and overlapping governments and non-metallic mining interests as required by statute, and to members of the participating public as requested. The Town may charge the public for paper copies of the comprehensive plan in an amount equal to the costs of time and material

to produce such copies. The draft comprehensive plan will also be available on the Town of Greenville's Comprehensive Plan website.

The Comprehensive Plan Steering Committee will propose that the Town of Greenville Plan Commission adopt a resolution to recommend the comprehensive plan. After the Plan Commission has recommended the draft Comprehensive Plan, a public hearing will be held in accordance with Wisconsin Statutes 66.1001(4)(d) prior to Town Board approval of the comprehensive plan. The Town will publish a class one notice at least 30 days prior to the public hearing. The notice shall include the date, time, and place of the public hearing, a summary of the comprehensive plan, as well as where the draft comprehensive plan can be viewed. Staff from ECWRPC will attend the public hearing and present a summary of the draft plan prior to testimony submittal. Subsequent to the Public Hearing, the Town Board shall enact an ordinance adopting the Town of Greenville Comprehensive Plan. The Town of Greenville shall send a copy of the ordinance and a copy of the adopted plan to all governmental units located in whole or partially within the boundaries of the Town of Greenville, all adjacent governmental units, and to the Wisconsin Department of Administration.



AGENDA

Town of Greenville Comprehensive Plan Kick-Off Meeting

**Town Hall
W6860 Parkview Drive
January 16, 2007
6:00 – 8:00 P.M.**

- I. Welcome provided by Town Chairman Randy Leiker
- II. Planning Staff Introduction
- III. Introduction to the Comprehensive Planning Process
- IV. Group Discussion Regarding Community Values and Trends
- V. Future Comprehensive Plan Meetings and Activities

Key Points from the January 16, 2007 Town of Greenville Inaugural Meeting/Visioning Session

The top three responses from each worksheet question are summarized below. The results are categorized by individual and group responses. The number after the topic reflects how many times the subject occurred in the compiled meeting results.

1. What do you value most about the Town of Greenville?

Group Results

- Farmland/Agriculture – 5
- Location – 5
- Open Natural Areas/Green Spaces – 3
- Parkland – 3
- The Community – 2
- Airport – 2

Individual Responses

- Rural Character – 15
- Open Natural Areas/Green Spaces – 13
- Farmland – 11
- Location – 9

2. What features or characteristics define Greenville and make it a unique community?

Group Results

- Recreational Trails – 4
- Airport – 4
- Historic Significance – 3
- Location – 2
- Parks – 2
- Large Residential Lots – 2
- Urban/Rural Combination – 2
- Location – 2

Individual Responses

- Parks – 10
- Farmland/Agriculture – 8
- Open Natural Areas/Green Spaces – 7
- Rural Character - 7

3. What are the most important issues facing the community?

Why?

Group Results

- Properly Planned Subdivisions (access, potable water supply, sewage disposal, open space) – 6

- Rate of Growth too High – 5
- Plan Growth – 2
- Protect Surface and Ground Water – 2
- Need for Additional Services (police and fire) – 2

Individual Responses

- Control Growth – 26
- Schools – 6
- Loss of Open Space/Farmland – 2
- Transportation Network – 2
- Land Value/Property Rights – 2

4. As you look forward over the next 10 years what are your hopes and concerns for the Town of Greenville?

Group Results

- Control Growth – 6
- Maintain Rural Atmosphere – 4
- Build Community - 2
- Maintain and Expand Recreational Trails – 2
- Police/Emergency Services – 2

Individual Responses

- No Growth/Limit Growth – 20
- Maintain Rural Atmosphere – 7
- Maintain Open Space – 5
- Keep Community Character – 5

5. What aspects/features of recent growth in Greenville do you feel have enhanced living here and which have detracted from the community?

Group Results

- Detracted – Large Lot Residential Subdivisions – 3
- Enhanced – Highway 15 Reconstruction – 2
- Enhanced – Urban Forestry/Street Trees – 2

Individual Responses

- Detracted – Uncontrolled Growth – 9
- Enhanced – Park Development – 8
- Enhanced – YMCA – 6
- Enhanced – Control of Growth – 5
- Enhanced – Highway 15 Reconstruction – 5
- Enhanced – Recreational Trails – 5

Attendees at the Town of Greenville Inaugural Meeting were divided into eight groups and asked to discuss the following five questions and come to a consensus regarding each question. All responses from the eight groups are summarized

1. What do you value most about the Town of Greenville? If possible, please map any areas that the group finds valuable.
 - Farmland
 - Low density housing
 - School districts (public and parochial)
 - Rural atmosphere (farms, small town atmosphere)
 - Compact healthy industrial development
 - Rural Character: woods, wetlands, farmland, open natural areas, peaceful
 - Transportation: close to highways and airport
 - Proximity to Appleton and shopping
 - Green space, parks, farmland, natural areas
 - Controlled growth
 - Green spaces
 - Park land
 - Proximity to Appleton/larger city
 - Country look and city atmosphere
 - Location
 - Airport
 - Golf Course
 - YMCA
 - Open space
 - Sense of community
 - Small enough an individual can make a difference
 - Park land
 - General location
2. What features or characteristics define Greenville and make it a unique community? If possible, please indicate these features on the map.
 - Historic significance
 - Yellowstone Trail
 - Airport
 - Parks
 - Large farming community
 - Airport
 - Compact serviced and facilities
 - Ease of access
 - Trail system
 - Larger residential lots
 - Historical buildings
 - Feeling of community
 - Yellowstone Trail
 - Heritage

- Small businesses
 - An Oasis
 - Combined urban and rural character
 - People of Greenville – volunteerism
 - Larger lots
 - YMCA
 - Airport
 - Small Town close to Valley
 - Location
 - Variety of housing divided by sewer and water/rural
 - Natural areas
 - Park space
 - Unique airport
 - Industrial Park
 - Recreational trails
 - Wetlands
3. What are the most important issues facing the community? Why? If possible, please illustrate these areas on the map.
- Unmeasured growth can result in additional services (police, etc.)
 - Need for retail designated area for downtown
 - Subdivisions done correctly
 - Stormwater management
 - Planned growth
 - Need for more police service
 - Protecting aquifer recharge areas
 - Maintain green space in subdivisions (especially outside of sanitary district but some inside)
 - Water sediment shed
 - Access to parks – along Highway 76 by bicycle or walk
 - Lack of a grocery store
 - Urban encroachment and development
 - Growth should be from center of town out
 - Growth too fast
 - Inner city blight
 - Small housing lots
 - Need to develop school complex
 - Retention pond run off problem for farmers (percolates to adjoining farmland)
 - Too much diversity
 - Not enough exits/entrances in subdivision housing areas
 - New subdivisions – who takes care of common areas (wells/septic systems)
 - How will new subdivisions be handled? Wells? Septic Systems?
 - Growth
 - Loss of farmland
 - Create subdivisions that represent the best community planning

- Improved quality of life for people and animals together at an affordable cost
4. As you look forward over the next 10 years what are your hopes and concerns for the Town of Greenville?
- Control Growth – keep green space
 - Maintain low tax rate. Yet how to provide for services requested?
 - Keep rural developments looking rural
 - Build community identity
 - Larger lot sizes
 - A stewardship ethic
 - More recreation trails
 - Smart Growth – looking at quality not quantity of growth
 - Maintain green space and natural areas
 - No big stores or big box development
 - Development of retail businesses in commercial parks or retail parks
 - Expansion of recreation trails or connection to recreation trails to those in other communities
 - Maintain rural atmosphere
 - Coordination among parties with regards to residential growth
 - Police force – who handles?
 - Emergency service
 - Contain growth outside of the sewer/water district
 - We should become a model community
5. What aspects/features of recent growth in Greenville do you feel have enhanced living here and which have detracted from the community?
- Traffic on Highway 15
 - Enhanced – Redevelopment of Highway 15, diverse development, good quality housing
 - Detracted – Not providing housing for older or younger residents
 - Fast subdivision growth on small lots when the land and resources cannot sustain it (water and sediment runoff ruined swamp)
 - Enhanced – curb/gutter development, recent planning has future expansion capacity, street tree plantings, recreation trail, Lion's Park expansion
 - Detracted – large lot island subdivisions and development of wooded areas
 - Enhanced – residential growth
 - Enhanced – keeping the sanitary district, Lion's Park, Urban Forestry projects
 - Detracted – loss of farm buildings, large sterile lawns, traffic, airport noise, light pollution

Participants at the Town of Greenville Comprehensive Plan Inaugural Meeting were asked to answer the following five questions. All individual responses are summarized below. The responses provide a guide to what residents of the Town of Greenville value about their community as well as an indication of what issues the Town may be facing.

1. What do you value most about the Town of Greenville? If possible, please map any areas that you find valuable.
 - It is a safe place to live. Free from crime and very clean.
 - The chance to develop my property. The property owner should have a say in the use of their land.
 - The people in the Town and their sense of volunteerism
 - Farmland - what's left!
 - Yellowstone Trail
 - Family/Town history
 - More rural than Grand Chute
 - Expect growth to be located along main highways.
 - I value the open space and the rural environment.
 - Low density
 - I do not wish to see it lose it's character
 - It used to be a nice quiet community to live in. Slow paced.
 - Small Town, friendly people, rural atmosphere.
 - Healthy industrial base and growing business base
 - Schools
 - The elementary and middle school
 - Easy access to Highway system
 - Country living close to City amenities
 - Parks
 - Rural Atmosphere
 - This is my home. I value this highly. I value that independence and individuality is mixed with a feeling of community. I may not be friends with my fellow town members but we are always friendly with a wave and a smile. I love the wild areas and open farmland. I love the small town feel. I love that we can hunt and snowmobile.
 - I like being close to highways.
 - I like being separate but close to Appleton.
 - I enjoy the rural feeling of Greenville while still having the luxury of a lot of retail close by.
 - Parks
 - Wooded areas
 - Wetlands
 - Farms
 - Easy access (good roads) to Fox Cities
 - I value the rural character and peaceful surroundings coupled with proximity to commercial businesses and the regional airport.
 - Close to services
 - Outside of Appleton/developed area

- Good transportation
 - Small Town feel
 - Mix of working farms with pockets of residential areas
 - Large lots
 - Clean – not many run down homes
 - The home Town with the mom and pop businesses
 - A Town where neighbors help neighbors
 - Green space and parks
 - Natural areas
 - Green space
 - Open areas
 - Agricultural land
 - Controlled growth
 - Don't allow random development
 - The ability to still have the country look and still have the ability have some town atmosphere.
 - People
 - Small size
 - Open areas
 - Green spaces
 - Farmland
 - Small size (population)
 - Close to Appleton
 - Location
 - Farmland
 - Agricultural setting
 - Rural area – close proximity to services but away from commerce
 - Open space
 - Sense of community
 - It's rural character, farmland, park land, and open space
 - Location – close to work yet a country feel
 - Size – big enough school system to offer opportunity but not so big that problems related to size become unmanageable
 - Hilly and with quite a bit of woods and open space
 - Small enough to participate and contribute
 - Growth potential is an exciting chance to be creative
 - Natural areas
 - My own corners of it
 - Progressive and committed government
 - Green space
2. What features or characteristics define Greenville and make it a unique community? If possible, please indicate these features on the attached map.
- Parks and industry
 - Population mix, industry and jobs
 - Greenville has excellent schools and is close to Appleton for jobs and shopping.
 - Yellowstone Trail

- Amount of hip-roof barns on Julius Drive area (southern end)
- Measured growth of residential housing
- Farmland, open space
- We are conveniently located to a “metro” area yet it doesn’t feel like it.
- It used to be a close knit community where you knew your neighbors.
- Urban/rural location
- Small and not spread out
- Larger lots surrounding areas in Grand Chute/Appleton.
- Highway 15 cut right through the heart of the Town
- Airport
- I like the farming community, airport, and industrial park.
- Farms, fields, and livestock
- Wild land, woods and wetlands with wild plants and wild life
- Rural qualities
- Small town feeling
- Parks and trees
- Small town atmosphere
- Slow pace
- Wetland and farm mixes with residential areas
- Easy road access
- Small businesses
- Agricultural character
- Parks and green spaces
- The intersection of Highway 15 and Highway 76
- Lion’s Park
- Community involvement – GYs Club, donated time for events
- It doesn’t have all the big malls and big box stores that seem to be popping up all over the place.
- You can still see an operating family farms minutes from your home.
- Combination of urban and rural areas
- Rural atmosphere
- Large lots and rural farm mix
- The Town has parks, YMCA, airport and many businesses
- Small town close to the Valley and all the benefits it has
- Large lots
- Mixed group of people
- Interactive community
- Parks
- Walking trails
- Small size with all the conveniences
- Location
- Small Town Americana
- Large tracts of farm fields, wood lands, open areas separating current developments.
- Large lots in current developments
- Parks
- Natural areas woods/wetlands
- Trail System

- Variety of housing (sanitary – rural)
- Parks
- Wetlands
- Hills
- Airport
- Industrial Park
- School/YMCA corridor/parks/trails
- Natural Areas, especially wetlands and woodlands
- Lots of park space
- Open space (less homes in subdivisions outside of sewer and water)

3. What are the most important issues facing the community? Why? If possible, please illustrate these areas on the attached map.

- The growth is going to continue and will result in more children and schools. We have a large problem with people not understanding roads are not sidewalks.
- Must use common sense on roads
- Controlled growth and people involvement
- Too much growth
- Why do we need to grow?
- Business growth to improve tax base
- To plan for the future. Avoid haphazard growth. In fact minimizing growth as much as possible.
- Our most important issue right now is putting a new road near our property that will devalue the property. The road will benefit a few people that will line their pockets and leave. Leave us to sit and live with the buildings up to our property.
- Urban Growth, growth can be good if properly planning. If not properly planning it can create many conflicts.
- Need for law enforcement
- Continued growth protecting aquifer
- Retail development
- Having its own High School
- Future housing development
- Loss of green space
- No defined downtown area
- Industrial growth
- Golf course in the township (business and green space)
- Subdivision expansion (to do them correctly, stormwater management)
- Law enforcement
- Growth of town size through subdivisions
- Outgrowing resources
- Need to dredge the swamp
- Need for high quality growth
- Keeping up with the demands of a fast growing community
- Making the Town friendly and desirable to all ages
- Need for more schools K-12!
- Separating from the Hortonville School District

- Growth outpacing infrastructure
- Pending rapid growth – planning the process to preserve the local/rural fabric while providing value growth for existing residents
- Urban encroachment
- Growing quickly without thought to future consequences
- Lack of a grocery store
- Town is divided by too many highways for safety
- Farmers need to get fair value for their land (Why would my 40 be worth less than someone 3 miles away?)
- Easy access to shopping, the airport
- To keep growing and not loose the hometown feel
- Development/urban sprawl
- Development with lots too large – spreads out development faster
- Over development – subdivision in rural areas
- Getting rid of run off water from retention ponds
- Land use – allowing farmers to sell
- Rapid growth
- Small housing lots
- Developing a school complex (needed)
- Growth too fast and too large
- Safety
- Low crime levels
- Good schools
- Slowing development so that it is done correctly. Once a subdivision, road, shopping center is completed, it will be very difficult to correct adverse effects.
- Growth – loss of farmland
- How to manage/contain growth
- How to maintain/improve quality of life
- How to make quality of life affordable
- How to balance/enhance human and environmental habitat
- Lots too large
- Many large sterile lawns
- Lack of intimate neighborhoods in outlying areas
- Lack of innovative, clustered subdivisions with common open space
- Growing too fast for the resources that we have

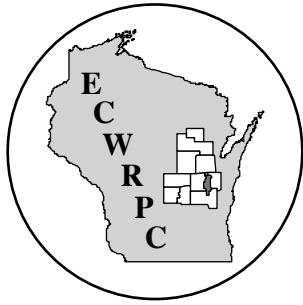
4. As you look forward over the next 10 years what are your hopes and concerns for the Town of Greenville?

- Need a grocery store and more industry
- Things keep growing and respect land owner's rights
- The people are going to want more services but still want lower taxes.
- No growth – please keep our farmland
- Build up instead of out
- Grocery store
- Measured residential home growth on larger lots
- Business growth (business park) to reduce tax base

- Predict that more people are moving out of Appleton will increase housing demand
- In a nutshell – that we don't end up looking like Darboy
- Stop urban growth, keep Greenville “green”
- Hopes – For the Town to keep it's rural atmosphere
- Concerns – with growth can the Town retain it's low taxes when more citizens will require more services?
- That future growth remains orderly. That lot sizes stay larger. We make attempts to keep the rural areas looking rural.
- That the future of Greenville encompasses green areas into all aspects of growth development.
- Looking to give the town a true defining identity not a commuter community only.
- Hope for correct subdivision expansion
- Concern for stormwater management
- Maintain tax burden
- I want my parents and myself to grow old in the community and my children to grow up in this community. I want this to stay a warm and friendly community.
- Need to fix the swamp – re-dredge before all of the trees are dead
- High School
- Grocery store
- More parks/recreation land/recreational trails (need access from all areas to parks via some kind of trail/sidewalk)
- YMCA Swimming Pool
- Hopes – retain small town feeling, more markets/stores (small in size), preserve wooded areas and wetlands
- Concerns – control residential and industrial growth
- I hope we add residential areas and control growth of commercial areas that contribute to crowds and congestion.
- Farmland preservation
- Confining development to urban areas/high density
- That it will not become a suburb of Appleton and remain its own entity.
- The farmers who want to continue farming will be encouraged and aided in doing so.
- I want the Town to grow in a planned way. Don't want a strip mall placed next to homes but I also do not want businesses lining Highway 15 from Appleton to New London.
- To develop a community that attracts businesses and good paying steady jobs and keep the friendly neighborhood feel
- Keeping plenty of open space and green space as development expands
- Expanding park system with population
- Preserving natural features
- Hope to preserve farmland and woods – concerned that it will be wall to wall houses
- Future grocery store
- Higher traffic and more crime
- That it remains a rural community

- Enforce speeding laws
 - Traffic control
 - Police enforcement
 - A school complex
 - Population stays low
 - Family oriented
 - Community connectedness
 - Growth from the sanitary district. Any growth outside of the sanitary district starts from it and grows out.
 - Place higher value on land outside the sanitary district
 - Contain growth towards airport
 - How we can grow while improving the environment and natural resources.
 - Concerned that the growth pressures and economic interests will override the above
 - We should become a model “green” community
 - We should have the best in innovative clustered neighborhoods
 - We should encourage condominiums with dedicated common spaces
 - We should encourage small zero energy footprint homes
 - I would like to see the town keep growing in a way that we don't change the good things that many have moved out here for “open space”
5. What aspects/features of recent growth in Greenville do you feel have enhanced living here and which have detracted from the community?
- We have people moving here on small lots but want to be able to control the people who have large tracts of land.
 - Parks and land bought for parks
 - No grocery store
 - The fact that we have spread out development.
 - Enhanced – Highway 15 has helped with traffic
 - Detracted – too much development (caused by money hungry developers). Developers are running our township.
 - Need improved planning of major highways (Highway 15 should be relocated north)
 - I appreciate the attempt, so far, to contain growth. Growth does not pay for itself. People bring infrastructure demands which raise taxes (roads, schools, administration overhead). The Town has made attempts, including conservation subdivision ordinances, to limit density. However, outside economic interests (realtors/builders/developers) are constantly applying pressure against this control.
 - Greenville should restrict it's growth to the sanitary district, this would help control urban sprawl unless conservation subdivisions are required. Uncontrolled growth would detract from everyone's quality of life.
 - Higher end housing development
 - The redevelopment of Highway 15
 - Retail along Highway 15
 - The Lion's Park

- Fast and excessive growth in subdivisions. I feel it is too fast and has outgrown some of our resources.
- We are losing the small town feel.
- Growth has ruined our wetlands we need to fix them.
- Enhanced - green space/recreation areas, nice homes/large lots, YMCA
- The wonderful Lion's Park.
- The realization that we need to preserve farmland and nature areas.
- I do not find the subdivisions with the high end homes and strict covenants to be appealing.
- Enhanced – long range plans are made to connect present developed subdivisions to the adjoining land
- Detracted – attempt at conservation subdivisions is not working – a weedy mess
- Enhanced – curb and gutter in subdivisions, Highway 15 reconstruction, street tree program, recreational trails
- Detracted – large lot subdivisions, development of wooded areas
- The subdivisions west of North Road have detracted from the community
- Subdivisions, lot sizes, walking trails, YMCA, parks, restaurants, doctors
- Enhanced – YMCA, Parks
- Detracted – cutting down trees, too small lots
- Enhanced – YMCA
- Detracted – removal of trees along roadways, small lot sizes
- Trails
- Enhanced – Lion's Park, fountain and trail system, YMCA, development in sanitary district
- Detracted – Too many subdivisions – too quickly, should slow down the timeline for plat approval process, traffic
- Enhanced – some continued development
- Detracted – Hodge podge development
- Enhanced – planning since 2000, conservation subdivision, improvements in sanitary district, trail
- Detracted – school voted down, lighting (too much), traffic, airport noise
- Enhanced – new parks, recreation trails, YMCA, Highway 15 rebuild, Urban Forestry – street trees
- Detracted – subdivisions with large lots, loss of farm buildings
- Service that the Town provides



EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION

132 Main Street Menasha Wisconsin 54952-3100 (920) 751-4770 Fax (920) 751-4771
Website: www.eastcentralrpc.org Email: staff@eastcentralrpc.org

*An Economic Development District and Metropolitan Planning Organization
Serving the East Central Wisconsin Region for over 35 years
- A Recipient of the 2007 Foth Good Government Award -*



MEETING NOTICE

(To be posted by Town Clerk)

Town of Greenville COMPREHENSIVE PLAN COMMUNITY-WIDE INPUT SESSION

DATE: **Wednesday, February 20, 2008**
TIME: **8:00 p.m.**
PLACE: **Greenville Town Hall**

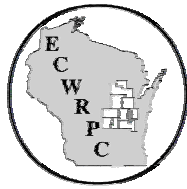
Agenda

1. Welcomes and Introductions
2. Formal Presentation on Planning Process, Background Information, Preliminary Future Land Use Alternatives, and Concept Maps
3. Public Review & Comment Period
4. Adjourn

**** This additional Community-Wide Input Session is being held due to the inclement weather during the meeting held on January 29th, 2008. An online survey has been developed to encourage feedback from those unable to attend this or the prior meeting. The survey can be found at: <http://www.eastcentralrpc.org/plangreenville/communityinputsurvey.htm> ****

MEETING DESCRIPTION: The public is invited to attend this meeting to review materials related to the Town's Smart Growth Comprehensive Planning effort. These materials are conceptual in nature and will be used to generate discussion about the public's general feelings regarding the amounts, types, and locations of growth, as well as regarding issues/improvements related to areas of existing development.

Please come with an open mind and be prepared to give your input! The meeting will be held in an 'open house' format with materials displayed in a manner which will allow for sufficient review time as well as interaction with East Central staff, Town officials, and the Comprehensive Plan Steering Committee members.



NOTICE & AGENDA

MEETING NOTICE

(To be posted by Town Clerk)

Town of Greenville COMPREHENSIVE PLAN COMMUNITY-WIDE INPUT SESSION

DATE: **Wednesday, February 20, 2008**
TIME: **8:00 PM – 9:30 PM**
PLACE: **Greenville Town Hall (W6860 Parkview Drive)**

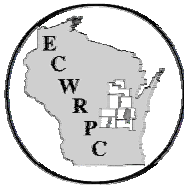
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COMMUNITY INPUT

Town of Greenville Comprehensive Plan Community Input Sessions January 29th 9 PM; and February 20th 8 PM Synopsis of Input

Input Opportunities: Two Sessions were held due to inclement weather during the first. In addition, an online survey was developed to supplement the survey available at these meetings.

Intent: To provide the community with a "progress report" of the Comprehensive Plan development process, and to solicit input to help guide the direction the Steering Committee should take in future steps.

Setup & Discussion: The room was set up with stations to illustrate the steps that were taken, thus far, in the planning process. These stations included maps, documents, and other graphic illustrations. A Questionnaire was developed to be completed by participants as they moved from station to station.

At each meeting, East Central staff provided a general synopsis of the following planning "steps": 1) background studies, such as the *GreenPrint Plan*, the *Fox Cities Sewer Service Area Plan*, and the *Mayflower Road Neighborhood Development Plan*; 2) results from the Community Visioning Session; 3) the steering committee land use exercise & analysis; 4) development of background chapters & element-based concept maps; 5) development of Land Use Scenarios based on the committee exercise; 6) the development distribution and neighborhood centers concept maps, based upon committee input; and 7) the preliminary element-based vision statements. Generalized discussion at the meetings included, but was not limited to:

- Need to provide "life-cycle" housing;
- Need for agricultural preservation in the south-central part of the town, in addition to the areas outside of the Sewer Service Planning area boundary;
- Discussion of what a "neighborhood center" means, and what it could entail;
- Need for preservation of wetlands/swamps in Greenville;
- Discussion of development within the Sewer Service Area/SSA Planning Area Boundary, and development outside;

The meeting was designed to allow community members to interact with planning staff and steering committee members on a one-to-one basis; Thus more topics and discussion were covered than those outlined above. Overall, it appeared as if there were no major objections the majority of information presented, and there was agreement that the progress the committee has made thus far was, in general, moving in the right direction.

Analysis: Questionnaires were made available at each input session, as well as on the project website, to encourage as much input as possible. The community was encouraged to complete these questionnaires through the public input sessions as well as in the March edition of the Town newsletter. As of March 18, two questionnaires have been returned, and are attached to this document.



NOTICE & AGENDA

MEETING NOTICE

(To be posted by Town Clerk)

Town of Greenville COMPREHENSIVE PLAN REVIEW & INPUT SESSION

DATE: **Tuesday, February 24, 2009**
TIME: **5:30 PM – 7 PM**
PLACE: **Greenville Town Hall (W6860 Parkview Drive)**

Agenda

- 5:30 PM Welcome provided by Randy Leiker, Town Chair
- 5:35 PM Introduction of Planning Staff and Steering Committee
- 5:40 PM Public Review & Comment
- 6:00 PM Formal Presentation on Planning Process & Content of the Comprehensive Plan
- 6:15 PM Public Review & Comment
- 7:00 PM Adjourn

MEETING DESCRIPTION: *The public is invited to attend this meeting to review the final draft of the Town of Greenville Comprehensive Plan, 2030. Please come to the meeting prepared to give your input! The meeting will be held in an 'open house' format with materials displayed in a manner which will allow for sufficient review time as well as interaction with East Central staff, Town officials, and the Comprehensive Plan Steering Committee members. If you would like to review the plan in advance, please visit http://www.eastcentralrpc.org/PlanGreenville/doc_maps.htm; paper copies are available for review at the Town Hall.*

ATTENDANCE: Paul Mendes, Zach Juadis, Jeff Rankin, Leanne Meidam Wincentsen, Dan Garby, Kathy Comzqxwsi, Kevin Sturn, Jim Ecker, Tim Brygger, Dave Jannusch, Susie Behm, Dave Johnson, Sharron Tornes, Katie Heling, Angela Cottrell, Joel Heikendorf, Mike Woods, Andy Peters.

COMMENTS

Let us know your thoughts in the space below!

*This is the most visionary, well-thought through
comprehensive & complete document that I have
ever seen. Very Impressive.*

Lachy Compforsi

*Please return comments to envelope prior to leaving, or mail to Kara Homan, Associate Planner,
400 Ahnaip St, Suite 100, Menasha, WI 54952
Alternatively, comments can be emailed to khoman@eastcentralrpc.org*



AGENDA

Town of Greenville Comprehensive Plan Steering Committee Kick-off Meeting

**Town Hall
W6860 Parkview Drive
June 19, 2007
5:30 – 7:30 P.M.**

- I. Welcome and Introductions
- II. Introduction to the Comprehensive Planning Process
- III. Review Steering Committee's Role
- IV. Results of Visioning Exercise
- V. Presentation of Background Information
- VI. Discuss Next Steps
- VII. Misc.



MEETING SUMMARY

Town of Greenville Comprehensive Plan Steering Committee Meeting #1 5:30 PM—June 19, 2007 Meeting Summary (For Review)

Members Present: Randy Leiker, Andy Peters, Dave Tebo, Heather Warfield, Zack Juadis, Barb Schroeder, Leanne Meidam Wincentsen, Jim Ecker, Steve Nagy, Steven Kolar.

Alternate Members Present: Steve Warfield, Kevin Sturn, Theresa Ritchie-Holtz, John Lemon, Sharon Tornes, Mike Yerxa, John Julius.

Others/Staff Present: Kara Homan & Eric Fowle (East Central RPC)

The meeting began at 5:30 p.m. at the Greenville Town Hall. Eric Fowle and Kara Homan of East Central began the meeting with introductions of themselves and asked committee members and alternates to do the same.

Kara Homan presented the committee with a general introduction to the planning process, including the purpose of planning, a general schedule for Greenville's plan, and the requirements for the plan per Smart Growth legislation. This information was provided to help the committee understand their purpose as a group and to give them direction in the future.

Results from the January Town-Wide workshop were presented to the committee, which included what participants felt were unique characteristics, community values, key issues and hopes and concerns for the Town of Greenville. Committee members were provided with a summary sheet of this meeting's results, which are posted to the plan's website.

The discussion moved to focus on the background information of the Issues/Opportunities, Economic Development, and Housing DRAFT elements for the plan. Kara presented population and household projections. Several committee members questioned whether the Town's population would really increase by 5,168 persons to a population of 12,918 by 2030. Eric Fowle suggested that all committee members indicate their feelings on the projections and their reasoning behind it. After committee input, it appeared the consensus was that the projections were reasonable, although some members *wished* these projections were not true.

The meeting shifted towards discussion of future land-use densities, where Eric Fowle presented the committee with information regarding a potential land use exercise concerning land use densities.

The meeting wrapped up with the distribution of draft maps for committee review. Committee members were asked to review these maps, along with the three DRAFT elements and return comments, suggestions, and concerns to Kara Homan, project planner. The meeting ended at 7:30 p.m. Follow-up letters were sent to committee members regarding how comments could be returned. The option of emailing comments, returning them to the Greenville Town Hall, or mailing them to East Central were provided.



AGENDA

Town of Greenville Comprehensive Plan Steering Committee Meeting

**Town Hall
W6860 Parkview Drive
August 21, 2007
5:30 – 7:30 P.M.**

- I. Welcomes
- II. Land Use Exercise Distribution and Explanation
- III. Review and Revise Vision Statements
- IV. Discussion and Comments on Preliminary
Background Chapters 5-7
- V. Discuss Next Steps
- VI. Schedule Next Meeting
- VII. Misc.



MEETING SUMMARY

Town of Greenville Comprehensive Plan Steering Committee Meeting #2 5:30 PM—August 21, 2007 Meeting Summary (For Review)

Members Present: Randy Leiker, Andy Peters, Heather Warfield, Zack Juadis, Leanne Meidam Wincentsen, Jim Ecker, Steven Kolar, John Lemon.

Alternate Members Present: Steve Warfield, Kevin Sturn, Theresa Ritchie-Holtz, John Julius.

Others/Staff Present: Kara Homan & Eric Fowle (East Central RPC), Tom Becher & Mike Woods (Town of Greenville Supervisors).

The meeting began at 5:35 p.m. at the Greenville Town Hall. Eric Fowle and Kara Homan of East Central began the meeting with introductions of themselves and asked committee members to sign in and fill out nametags.

Eric Fowle distributed the *Development Density & Growth Allocation Exercise*. Eric informed the committee that the results of the exercise would be used to create a series of maps that compiled their responses, and would aid East Central staff in creating future land-use scenarios. These results of the exercise and resulting land use scenarios will be presented at the third steering committee meeting, and eventually will be used at the second community-wide meeting. Several members of the steering committee expressed they thought the exercise would be very helpful in helping them understand land use density, intensity, and land use throughout Greenville. It was recognized by staff that an earlier version of the mapping portion of the exercise was accidentally included in the exercise packets, and that the correct versions would be mailed to them the next day.

Kara Homan then asked the committee to complete an exercise regarding the editing of preliminary vision statements. The committee was broken into four groups of 3-4 persons, and each group was provided one element's vision statement to work on first as individuals, and then as a group. After a consensus was reached among group members, they were asked to complete another element's vision. When all vision statements were completed, Kara Homan indicated that she would type up the corrections, noting what was changed, and send it to the entire committee for review. Additional comments could be received by email, and further revisions are possible if committee comments were substantial enough.

The meeting shifted to a discussion of background information regarding transportation, agricultural/natural/cultural resources, and community facilities. Kara asked the committee if they felt there were anything missing or incorrect in the chapters, and asked them to review the Draft maps and identify changes that needed to be made. The committee made a variety of additions to the maps, including the addition of bike trails to the community facilities map (in addition to already being on the transportation map), as well as cell phone towers and water. Some items were not clarified at the meeting, such as the location of a potential solid waste site, but the issues were followed up on after the meeting by East Central staff and committee members.

The meeting wrapped up with discussion of miscellaneous items. A preliminary meeting summary for the June 19 meeting was distributed for review. John Julius mentioned two public input meetings regarding the Outagamie County Comprehensive Plan. Kara Homan distributed a pamphlet regarding a TDR/PDR field trip offered by UW-extension and encouraged committee members to attend. A discussion regarding the use of email for communication in between meetings occurred, and the committee agreed that they were all comfortable with email and that discussion via email should be implemented.

The next meeting was scheduled for Tuesday, October 30th, 2007. The meeting ended at 7:45 p.m. East Central Staff follow-up by mailing the correct land use exercise maps to committee members, and mailed the entire exercise to those members and Town Supervisors that were not present.

*****Note: The meeting is rescheduled for Tuesday, November 6, 2007 due to conflict with another Town meeting.**



AGENDA

Town of Greenville Comprehensive Plan Steering Committee Meeting

**Town Hall
W6860 Parkview Drive
November 6, 2007
5:30 – 7:30 P.M.**

- I. Welcomes
- II. Approval of Meeting #1 and #2 Summaries
- III. Review amended Vision Statements
- IV. Findings from Land Use exercise
- V. Preliminary Land Use scenarios
- VI. Discussion and comments on Land Use Chapter
- VII. Discuss 2nd Town-wide meeting
- VIII. Schedule Next Meeting
- IX. Misc.



MEETING SUMMARY

Town of Greenville Comprehensive Plan Steering Committee Meeting #3 5:30 PM—November 6, 2007 Meeting Summary

Members Present: Randy Leiker, Andy Peters, Dave Tebo, Barb Schroeder, Leann Meidam Wincentsen, Jim Ecker, Steve Nagy, Steven Kolar, and John Lemon.

Alternate Members Present: Dave Jannusch and John Julius.

Others/Staff Present: Kara Homan & Eric Fowle (East Central RPC), Tom Becher (Town of Greenville Supervisor), Jim Resick (Outagamie County UW-Extension).

The meeting began at 5:38 p.m. at the Greenville Town Hall. Eric Fowle and Kara Homan of East Central began the meeting with introductions of themselves and asked attendees to do the same. The committee approved the meeting summaries for Meeting #1 (June 19, 2007) and Meeting #2 (August 21, 2007).

The meeting then moved to review the updated vision statements, as revised at the August Steering Committee meeting. Committee members made changes based on grammar/readability, and to reflect the committee's interest regarding sustainability principles. The committee agreed that, in addition to the visions for each comprehensive plan element, a broader overall vision would be needed to capture the purpose of the entire plan. Kara Homan stated that this could be done, and would fit well in the "Introduction" chapter. Ms. Homan agreed that continued discussion of the vision(s) would take place at the next steering committee meeting.

Kara Homan presented the preliminary findings from the land use exercise by illustrating the key concepts that were drawn from the four maps (mean, median, low-score, and high-score). She reiterated what was stated in the memorandum that analyzed the land use exercise results (included in Steering Committee meeting packets and posted to the project website) but went a step further by highlighting the areas on each map that are discussed in the memo. The intent of the exercise was to identify recurring land use themes that could then be used in the development of three land use alternatives.

Eric Fowle started the discussion of the preliminary land use scenarios by presenting four concept maps: community facilities/utilities, transportation, economic development, and natural resources. Mr. Fowle demonstrated how these maps drew upon the inventory and analysis presented in the background chapters for each element. He explained how these concept maps were utilized in developing the three preliminary land use scenarios.

During the discussion of the concept maps, the committee began discussing sustainable practices and energy efficiency (e.g. windmills, solar panels). As the committee wanted to continue moving towards a plan that focuses on sustainability, Jim Resick, Outagamie County UW-Extension agent, agreed that he would possibly be available to help the committee in the development goals,

objectives, and strategies that encourage sustainability. This part of the process would probably take place in early 2008.

Eric Fowle then presented three land use scenarios: Compact Development, Neighborhood Development, and Current Trends. Mr. Fowle distributed information regarding each scenario's land use projections, goals, and characteristics. Within each of the scenarios, the map designated low-growth and high-growth areas. Mr. Fowle indicated that these were East Central staff's best stab at the three scenarios, and the committee would have more opportunity to modify and revise the land use scenarios as they see fit. Further discussion of the future land use scenarios was deferred to a future Steering Committee meeting.

Item VI of the agenda, "Discussion and comments on Land Use Chapter" was also deferred to a future next Steering Committee meeting.

The committee decided that they would need at least one additional steering committee meeting before the Town-wide planning session. As a result, the original time frame for the meeting (December), was pushed back a month to the end of January to allow for one, and possible two more steering committee meetings. The steering committee felt this was necessary to reach a unified consensus that could then be presented to the community at large.

The next meeting was scheduled for Tuesday, December 18, 2007; the second Town-wide planning session is scheduled for January 29, 2008 6-8 PM with a presentation at 7 PM. The meeting ended at 7:45 p.m.

*****Note: the presentation component for the Second Town-Wide Planning Session has been rescheduled to 6:30 PM to allow the Town of Greenville Park and Recreation Board Members to attend.**



AGENDA

Town of Greenville Comprehensive Plan Steering Committee Meeting

**Greenville Town Hall
W6860 Parkview Drive
December 18, 2007
5:30 – 7:30 PM**

- I. Welcomes
- II. Approval of Meeting #3 Summary
- III. Review & Amend Vision Statements
- IV. Assess & Revise Land Use Scenarios
- V. Comments on Land Use Chapter
- VI. Discuss 2nd Town-wide meeting
- VII. Possible Sustainability Session
- VIII. Schedule Next Meeting
- IX. Misc.



MEETING SUMMARY

Town of Greenville Comprehensive Plan Steering Committee Meeting #4 5:30 PM—December 18, 2007 Meeting Summary

Members Present: Randy Leiker, Dave Tebo, Zach Juadis, Barb Schroeder, Leann Meidam Wincentsen, Jim Ecker, and Steve Nagy.

Alternate Members Present: Kevin Sturn, Sharon Tornes, Dave Jannusch, Mike Yerxa, and John Julius.

Others/Staff Present: Kara Homan & Eric Fowle (East Central RPC), and Jim Resick (Outagamie County UW-Extension).

The meeting began at 5:40 p.m. at the Greenville Town Hall. Eric Fowle and Kara Homan of East Central began the meeting with introductions of themselves and asked attendees to do the same. Kara then asked the committee if it was ok to address agenda item VII. "Possible Sustainability Session" at this point on the agenda. The committee agreed.

Jim Resick, Outagamie County UW-Extension Agent, then discussed the possibility of a joint educational session on sustainability with the Town of Menasha, City of Menasha, City of Neenah, Village of Kimberly, Village of Combined Locks, and the Town of Greenville. The committee agreed that a joint session was a good idea, but preferred if there were breakout sessions where they could address sustainability issues specific to Greenville. Mr. Resick gave the committee the first choice of dates that worked for them, and then agree to shop around these dates to the other communities. Potential meeting dates are: two sessions on February 12 & 13, 2008, in the evening; or February 19 & 20, 2008, in the evening. As the Town of Greenville is in a central location compared for the other communities involved, The Town offered to host the event in the Town Hall, should it be available. John Julius also offered the Greenville Grange as a potential location.

Moving on the agenda Item II, the committee approved the meeting summaries for Meeting #3 (November 9, 2007).

Next, discussion of agenda Item III, "Review & Amend Vision statements" began with Ms. Homan asking the committee if they had thought about any ideas for a broad, overreaching *Introduction* vision statement, or whether they felt that the *Issues and Opportunities* vision statement could be modified to fill that need. Steve Nagy added that he felt a separate vision would be needed. He stated that the new vision should use action verbs that were tied into the Town's guiding principles. After some discussion, the committee concurred that a vision utilizing Mr. Nagy's suggestions would be needed, and Ms. Homan agreed to create a preliminary draft and send it out by email for review. Other visions statements were amended to address grammatical issues.

The meeting then moved to revisit the three land use scenarios (Item IV "Assess & Revise Land Use Scenarios). Eric Fowle described the three land use scenarios: Compact Development,

Neighborhood Development, and Current Trends. Information regarding the basis for land use projections was distributed. A discussion occurred regarding the assumptions for each scenario, and some questioned whether the densities for the compact growth scenario were dense enough. Eric Fowle responded that the density assumptions were staff's best guess as to what would be considered acceptable in the Town, but mentioned that the projections were set up in a way that densities could be easily tweaked and recalculated.

After comments regarding specific features of the maps, such as the location of future commercial development and environmental issues related to the Town's southwest swamp, Mr. Fowle worked with the group to determine broad principles they all agreed on. First, he asked them what level of "green" they preferred (referring the three levels of "Greenprint" significant features on the map). The committee agreed that they would like to see the most amount of green represented on the maps (low, moderate, and high features of importance). Second, he asked them what level of population growth they were willing to recognize and plan for. The committee agreed that planning for at least 15,000 total residents (or an increase of 6,250 persons) by 2030 was a reasonable assumption. Third, he asked them to allocate what level of growth they envisioned occurring within the sewer service area (SSA), between the SSA and the sewer service Planning Area Boundary (PAB), and areas outside the PAB. The committee agreed that 80 percent should be within the SSA, 16 percent between the SSA and the PAB, and 4 percent outside of the PAB. This distribution led to the population and household distribution seen in Table 1.

Table 1: Growth Allocation Assumptions

Area Description	Growth Allocation	Population	Housing Units
Inside SSA*	80%	5,000	1,799
Between PAB** & SSA	16%	1,000	360
Outside PAB	4%	250	90

* SSA: Sewer Service Area

** PAB: Sewer Service Planning Area Boundary

Assumptions: 6,250 Estimated Pop. Growth

2.78 Projected PPH

In addition, the committee agreed that areas outside of the SSA should be limited to conservation subdivisions, or CSM's that are only allowed for agricultural purposes (or uses directly related, such as a farmhouse). After these key principles were decided, the committee then began identifying locations for future neighborhoods or areas for redevelopment on the map. These neighborhoods were identified under the assumption that they would contain a mix of uses. How and where the mix of land uses is determined was left for discussion at a future meeting.

Item V of the agenda, "Discussion and comments on Land Use Chapter" was not discussed due to the length of the meeting. Issues regarding this chapter will be addressed on an "as needed" basis at future Steering Committee meetings.

It was decided that the progress made at this meeting was great enough that preliminary findings of the Steering Committee could be brought to the Town-wide meeting without any prior Steering Committee Meetings (Item VI). Zach Juadis felt it was important the maps presented to the public should be easy to understand, and make one point. The committee and East Central staff agree that only the high growth scenario would be shown on the maps (the low growth was deemed unrealistic), that parcels would be removed, and that narratives would accompany each map to describe the intent of the map. East Central staff agreed to have all new or revised maps to the

committee members for review in early January. Should there be any issues, this would allow staff time to address concerns before the January 29th Town-wide meeting.

Scheduling of the next meeting (Item VIII) was postponed until the Sustainability & Smart Growth Planning educational session was finalized; the second Town-wide planning session is scheduled for January 29, 2008 6-8 PM with a presentation at 7 PM. The meeting ended at approximately 8:30.



NOTICE & AGENDA

MEETING NOTICE

(To be posted by Town Clerk)

Town of Greenville COMPREHENSIVE PLAN STEERING COMMITTEE

DATE: **Wednesday, February 20, 2008**
TIME: **5:30 PM – 7:30 PM**
PLACE: **Greenville Town Hall (W6860 Parkview Drive)**

Agenda

1. Welcomes and Introductions
2. Sustainability and Comprehensive Planning Workshop
3. Public Comment
4. Adjourn

MEETING DESCRIPTION: This meeting will explore how the concept of "sustainability" can be tied into local "Smart Growth" Comprehensive Plans. The Town of Greenville's Comprehensive Plan Steering Committee and other attendees will be able to explore how sustainability can be incorporated into the Town's "Smart Growth" Comprehensive Plan as it is being developed. The meeting will be facilitated by Jim Resick, the Community Development Educator for Outagamie County UW-Extension. The community is encouraged to attend.



MEETING SUMMARY

Town of Greenville Comprehensive Plan Steering Committee Meeting #5 5:30 PM—February 20, 2008 Meeting Summary

Members Present:, Jim Ecker, Steve Kolar, Randy Leiker, Leanne Meidam Wincentsen, John Lemon, Andy Peters, Dave Tebo

Alternate Members Present: John Julius, Dave Jannusch

Others/Staff Present: Don Pineen, James A. Cottor, Sr., Mike Woods (Town Board), Kara Homan (East Central RPC), Leslie Taylor (Cap Services, Inc) and Jim Resick (Outagamie County UW-Extension), David Johnson (Outagamie County Planning Department)

The meeting began at approximately 5:40 p.m. at the Greenville Town Hall. Jim Resick began the meeting with introductions. Mr. Resick then began giving a presentation entitled *Sustainability, Eco-Municipalities, and The Natural Step – a Model for Change*. The presentation began with a summary of the growing awareness of “going green” in American society. He then provided definitions and models for understanding the eco-municipality and sustainability concepts. Mr. Resick then described how “The Natural Step” provides a framework for understanding how sustainability is tied directly to community activities. He explained how the framework is designed around four system conditions: (1) Reducing dependence on fossil fuels, extracted metals and minerals; (2) Reducing dependence on chemicals and other manufactured substances that can accumulate in nature; (3) reducing dependence on activities that harm eco-systems; and (4) meeting the hierarchy of present and future needs fairly and efficiently. Mr. Resick that showed attendees how these conditions can be put into practice, and illustrated communities in Wisconsin and throughout the world that have began applying sustainability principles within their community. A short break was taken after the presentation.

After the break, three groups were formed to analyze the “Smart Growth” plan’s vision statements, and come up with strategies that meet the vision statements and at least one of the four system conditions. The following elements were analyzed by the three groups (1) Agriculture, Natural Resources & Cultural Resources; (2) Transportation; and (3) Economic Development. Participants first analyzed each element individually; then in a “round robin” fashion, they discussed with the entire group actions that could be taken to meet the system conditions. The Housing and Utilities & Community Facilities elements were intended to be addressed but were left out due to time constraints. Ms. Homan collected the worksheets from each group and indicated that she would attempt to compile results for distribution at the next meeting, and with the intent that suggestions may be used when developing strategies for the plan.

Mr. Resick indicated that he would make the PowerPoint available to committee members; Ms. Homan said that she would email the PowerPoint to the Steering Committee and provide paper copies at the next meeting. Mr. Resick also asked those in attendance if they would be interested in learning more about The Natural Step, and offered to lead a study group of the to book (*The Natural Step for Communities*, by Sarah James & Torbjorn Lahti). In terms of scheduling the next

steering committee meeting, Ms. Homan indicated that she would send out an email to committee members & alternates to determine when would be the best date to hold the next steering committee meeting. Committee members made known that they would like to have the next meeting as soon as possible. The meeting ended at approximately 7:50.



NOTICE & AGENDA

MEETING NOTICE

(To be posted by Town Clerk)

Town of Greenville COMPREHENSIVE PLAN STEERING COMMITTEE

DATE: **Tuesday, March 18, 2008**
TIME: **5:30 PM – 7:30 PM**
PLACE: **Greenville Town Hall (W6860 Parkview Drive)**

Agenda

- I. Welcomes and Introductions
- II. Approval of Steering Committee Meeting #4 & #5 Summaries
- III. Community Input Session Results & Discussion
- IV. Sustainability Session Results & Discussion
- V. Land Use Scenario & Concept Map Discussion
- VI. Next Steps in the Planning Process—*Moving from Concepts to Actions*
- VII. Schedule Next Steering Committee Meeting
- VIII. Miscellaneous/Public Comment
- IX. Adjourn



MEETING SUMMARY

Town of Greenville Comprehensive Plan Steering Committee Meeting #6 5:30 PM—March 18, 2008 Meeting Summary

Members Present:, Steve Kolar, Randy Leiker, Leanne Meidam Wincentsen, John Lemon, Andy Peters, Dave Tebo, Steve Nagy, Zach Juadis, Barb Shroeder

Alternate Members Present: John Julius, Dave Jannusch, Kevin Sturn, Sharon Tornes

Others/Staff Present: Eric Fowle & Kara Homan (East Central RPC), Dave Johnson (Outagamie County Planning Department)

The meeting began at approximately 5:30 p.m. at the Greenville Town Hall. Eric Fowle and Kara Homan of East Central began the meeting by introducing themselves, and asked those present to do so as well (Item I). Ms. Homan then asked the committee if they saw any changes that needed to be made to the Meeting #4 and Meeting #5 summaries (Item II). No changes were made and the summaries were approved.

Mr. Leiker handed the committee a sheet of pros and cons he saw for the Outagamie County's comprehensive plan. Mr. Johnson explained how the County approaches incorporating plans developed at the town level—if the county determines that the town's plan is sufficient in their eyes, the county then incorporates those plans into their future land use map. Overall, Mr. Johnson stressed that the county was comfortable with the progress made for Greenville's plan thus far.

Ms. Homan distributed a sheet containing a summary of verbal and written input collected from the two community input sessions and the online survey form (Item III). Ms. Homan stated that only a few surveys were completed and hoped that by including an article in the Town newsletter, more input could be garnered. Ms. Homan asked the committee what kinds of input they had received. Mr. Juadis indicated that some in attendance had expressed that they did not like change. Ms. Meidam Wincentsen stated that she felt that others did not like certain land use proposals and how they affected their property.

Ms. Homan then distributed summary sheets containing the group results from the sustainability session (Item IV). The group discussed the applicability of these results to the overall plan. Ms. Homan explained that many of ideas present in these summary sheets could be incorporated into the goals, strategies and recommendations within the plan, as well as being highlighted in the sustainability "tidbits" for each element. Ms. Homan also distributed a copy of the PowerPoint presentation, given by Jim Resick, Outagamie County UW-Extension at a previous meeting.

Discussion of the development distribution and neighborhood concept maps followed (Item V). Mr. Fowle asked the committee to consider the following: if the Town grows, how much should it grow, and how should it grow? He hoped that by the end of this meeting there would be a general consensus on these questions. Mr. Leiker asked where the good farm soils existed. Mr.

Fowle explained that it is possible to map out certain kinds of farm soils and that farmland suitability maps were to be included in the final plan. The committee concurred with Mr. Fowle when he asked if everyone was on the same page in regard to the three-tiered development distribution system, as a general concept.

The committee discussed the idea that there is a trade-off between agricultural preservation and sewer capacity. Mr. Sturn mentioned the airport overlay zoning restrictions, and how there is a lack of density needed to support a sewer extension to CTH BB. Upon further discussion regarding the development distribution map, the committee agreed that they would like to see the south-central part of the Town (south of STH 76) and the area in the north-central part of the town (north of STH 15) incorporated into the outer tier of development, to encourage more infill development in already urbanized areas. With the modification for the tier boundaries made, the committee agreed that they would still like to see the same amount of households distributed in each tier as before. Mr. Fowle explained how, especially in the middle tier, infill development would more likely occur in between existing development. The committee then discussed the neighborhood concept map, created phases for development, and indicated that at least 35 percent of residential development must be higher density.

Mr. Fowle explained that the next steps in the planning process (Item VI) include utilizing the concept maps, as modified at today's meeting, to create a framework of goals and strategies and recommendations to guide the entire plan. These would be presented at the next meeting, along with a preliminary future land use map.

The committee then discussed what the best way would be to approach creating a PDR/TDR (Item VIII). Suggestions included: educating the public; and doing a detailed study first.

The next meeting (Item VII) was scheduled for May 6, 5:30 p.m. at the Greenville Town Hall. The meeting adjourned at approximately 7:15 p.m.



NOTICE & AGENDA

MEETING NOTICE

(To be posted by Town Clerk)

Town of Greenville COMPREHENSIVE PLAN STEERING COMMITTEE

DATE: **Tuesday, May 6, 2008**
TIME: **5:30 PM – 7:30 PM**
PLACE: **Greenville Town Hall (W6860 Parkview Drive)**

Agenda

- I. Welcomes and Introductions
- II. Approval of Steering Committee Meeting #6 Summary
- III. Review and Discuss Plan Framework*
 - a. Goals, Strategies, and Recommendations
 - b. Preliminary Future Land Use Map – *Includes elements from the "Neighborhood Centers" and "Development Distribution" concept maps*
- IV. Future Steps & Timeline for Plan Completion
- V. Miscellaneous/Public Comment
- VI. Schedule Next Steering Committee Meeting
- VII. Adjourn



MEETING SUMMARY

Town of Greenville Comprehensive Plan Steering Committee Meeting #7 5:30 PM—May 6, 2008 Meeting Summary

Members Present: Barb Schroeder, Leanne Meidam Wincentsen, Steve Nagy, Dave Tebo, Jim Ecker

Alternate Members Present: none

Others/Staff Present: Eric Fowle & Kara Homan (East Central RPC), Dave Johnson (Outagamie County Planning Department), Tom Becher (Town Board), Dave Mendells, Russ Abendroth, Norman Julius

The meeting began at 5:40 p.m. at the Greenville Town Hall. Mr. Fowle and Ms. Homan of East Central began the meeting by introducing themselves, and asked those present to do so as well (Item I). Ms. Homan then asked the committee if they saw any changes that needed to be made to the Meeting #6 summary (Item II). Mr. Ecker stated that he was not in attendance at the last meeting, and asked for his name to be struck from the meeting summary. With this change, the committee approved the meeting summary.

East Central Staff proceeded by distributing the "Framework Plan Concepts" document, which provided draft goals, strategies and recommendations (Item IIIa). Mr. Fowle explained that this document was developed to be the basis for the plan, and that at future meetings, additional goals, strategies, and recommendations could be added. Mr. Ecker and Ms. Schroeder felt that it would be helpful if an appendix were included in the document to define terms.

The committee and East Central staff went over the document, item by item. The committee provided a variety of comments on how to improve the document, including, but not limited to the following:

- Providing a sample resolution for gaining "eco-municipality" status (as part of *Recommendation 1.1.1*);
- Including a recommendation to update the GreenPrint Plan (under *Strategy 2.1*);
- Changing/deleting the percent of development required in *Recommendation 3.1.1*;
- Ensuring that *Strategy 3.3* language promotes higher density redevelopment, and reduces fringe development pressure over time;
- Deleting dwelling unit targets, and only leaving percent targets for Tier development in *Recommendations 4.2.1-3*;
- Qualifying *Recommendation 4.3.2* by stating that "these areas were targeted because of existing residential patterns";
- Adding a recommendation under *Strategy 4.3* that guides CSMs by limiting the size of agricultural land parcels, and determining how close the parcels should be to the road.
- Deleting *Recommendation 4.4.2*, and putting a time frame of *Recommendation 4.4.1* (0-10 years) and *Recommendation 4.4.3* (10-20 years);

- Include language stating that the Town strongly encourages only 2 out of 5 Tier I neighborhoods to develop initially;
- Adding the following language to the beginning of *Strategy 4.6*: "Acknowledge that there are...";
- Adding *Recommendation 4.6.2*: "The Town should work with the County on modifications to the airport overlay district; and
- Adding the following bullet points under *Recommendation 5.1.3*:
 - Trails/Pedestrian Facilities;
 - Limiting conflict with existing development and transition areas;
 - Park and Rides; and
 - Landscaping/buffering.

When discussing the future land use map (Item IIIb), the committee agreed that the word "priority" should be taken off of the neighborhood designations, and that letters should be used to identify neighborhoods. The committee felt that the plan should not determine which neighborhoods should develop first.

East Central staff agreed to incorporate the committee's suggestions before the next meeting.

Ms. Homan explained that the hope is to have the plan adopted by the end of 2008 (Item IV). She explained that an intergovernmental meeting is required before an official draft can be completed. Additionally, Ms. Homan stated that the hope is to have the official draft completed by late summer/early fall for review by the committee/Town Board.

Public Comment (Item V) was received earlier in the meeting from Mr. Julius. He stated that he thought there was too much government.

The next two meetings (Item VI) were scheduled for July 15 and August 19, both being held at 5:30 p.m. at the Greenville Town Hall. It was agreed that the August meeting would address intergovernmental cooperation. The meeting adjourned at approximately 8:30 p.m. (Item VII).



NOTICE & AGENDA

MEETING NOTICE

(To be posted by Town Clerk)

Town of Greenville COMPREHENSIVE PLAN STEERING COMMITTEE

DATE: **Tuesday, July 15, 2008**
TIME: **5:30 PM – 7:30 PM**
PLACE: **Greenville Town Hall (W6860 Parkview Drive)**

Agenda

- I. Welcomes and Introductions
- II. Approval of Steering Committee Meeting #7 Summary
- III. Review and Discuss Updated Future Land Use Map*
- IV. Review and Discuss Updated Goals, Strategies, and Recommendations*
- V. Next Meeting (August 19) – Agenda: "Intergovernmental Cooperation"*
- VI. Miscellaneous/Public Comment
- VII. Adjourn



MEETING SUMMARY

Town of Greenville Comprehensive Plan Steering Committee Meeting #8 5:30 PM—July 15, 2008 Meeting Summary

Members Present: Andy Peters, Steve Nagy, Leanne Meidam Wincentsen, John Lemon, Dave Jannusch, Zach Juadis, Randy Leiker, Steve Kolar, Dave Tebo

Alternate Members Present: John Julius

Others/Staff Present: Eric Fowle & Kara Homan (East Central RPC), Dave Johnson (Outagamie County Planning Department), Dave Cyr.

The meeting began at 5:37 p.m. at the Greenville Town Hall. Mr. Fowle and Ms. Homan of East Central began the meeting by introducing themselves, and asked those present to do so as well (Item I). Ms. Homan then asked the committee if they saw any changes that needed to be made to the Meeting #7 summary (Item II). The meeting summary was approved with no changes.

East Central Staff proceeded by distributing the updated goals, strategies and recommendations (Item III), along with the Future Land Use Map (Item IV). Updates were made based on comments from the previous Steering Committee meeting, and additions added by ECWRPC staff to ensure "smart growth" compliance.

A general discussion regarding property rights ensued. Mr. Fowle stated that, in land use planning and decision making, you have to acknowledge property rights while still protecting your neighbor. Mr. Julius commented that PDR and other incentives can be used to overcome property rights issues.

Then, the committee and East Central staff went over the document, item by item. Items on the Future Land Use Map were discussed when applicable. The committee provided a variety of comments on how the document and map could be improved further, including, but not limited to the following:

- Providing more information on how a Tree Increment Financing program would work (*Recommendation 1.3.1*);
- Ensuring that native trees and plants be used; perhaps coordinating with the Wild Ones (under *Strategy 1.3*);
- The statement regarding fullness of existing subdivisions before approving any new residential developments was written too restrictively (delete *Recommendation 3.1.1*).
- Adding a strategy that accounts for the quality of farmland when considering preservation or development (under *Goal 3*);
- Rewording *Recommendation 4.4.3* to soften the statement;
- Add a reference to the Gateway and Heritage overlay districts under *Recommendation 4.4.4*;
- Add language that ensures the GreenPrint plan is consulted for all rural development activities including agricultural uses (under *Recommendation 5.1.1*);

- Add approximately 35% of undeveloped land language in *Recommendation 6.1.2*;
- Specify what the standards in *Recommendation 6.1.4* apply to;
- Generalized *Recommendation 7.1.2*;
- Rewording *Recommendation 7.2.1* to favor alternative stormwater control measures;
- Rewording *Recommendation 7.2.2* to state that the Town should reduce the use of stormwater ponds;
- Adding a box to describe the Yellowstone Trail;
- Correcting the Yellowstone Trail route on the map;
- Adding the BB trail to the map;
- Moving the Hwy 15 Trail to the south;
- Adding language referring to the existing official map of trails (under *Strategy 8.4*);
- Adding a recommendation promoting privately owned recreation trails (under *Strategy 8.4*);
- Moving the trail connecting Lion's Park and Field of Dreams to the north;
- Adding the potential for non-profits, such as churches, to collaborate with the Town in providing park-and-ride services (as part of *Recommendation 8.6.1*)
- Generalizing the statement regarding potential bus routes, to state that service could be provided to the Airport and private businesses, without specifying a route (*Recommendation 8.6.2*); and
- Moving the location of the Tech Park, as it was incorrectly placed on the Miller Electric Property;

Public Comment (Item VI) was received from Mr. Cyr. He asked whether the land use map's depiction of the CB extension was correct. East Central staff indicated that the depiction was hand drawn, and that the "jog" in the road should occur further south on the map.

Ms. Homan then distributed a preliminary list of invitees to the August intergovernmental meeting (Item V). Ms. Homan stated that should any additional parties be added, let her know so they can be mailed a meeting notice and relevant materials. Mr. Tebo asked what the intergovernmental meeting would entail. Mr. Fowle explained that they would be provided with the goals, strategies, recommendation and the future land use map. ECWRPC staff would use these as a talking point between themselves, invitees, and steering committee members.

The next meeting(s) (Item VI) were scheduled for August 19, with a steering committee only meeting at 5:30 p.m., and the Intergovernmental Cooperation Meeting at 6:00 PM. Both will be held at the Town Hall. The meeting adjourned at approximately 8:25 p.m. (Item VII).



NOTICE & AGENDA

MEETING NOTICE

(To be posted by Town Clerk)

Town of Greenville COMPREHENSIVE PLAN STEERING COMMITTEE

DATE: **Tuesday, August 19, 2008**
TIME: **5:30 PM – 5:55 PM**
PLACE: **Greenville Town Hall (W6860 Parkview Drive, Greenville)**

Agenda

- I. Welcomes and Introductions
- II. Approval of Steering Committee Meeting #8 Summary
- III. Discuss Items Pertaining to Intergovernmental Cooperation Meeting
 - a. Confirmed Attendees
 - b. Process
 - c. Intended Outcomes
- IV. Miscellaneous/Public Comment
- V. Adjourn



MEETING SUMMARY

Town of Greenville Comprehensive Plan Steering Committee Meeting #9 5:30 PM—August 19, 2008 Meeting Summary

Members Present: Andy Peters, Steve Nagy, Leanne Meidam Wincentsen, John Lemon, Dave Jannusch, Zach Juadis, Randy Leiker, Steve Kolar, Dave Tebo, Jim Ecker, Barb Schroeder

Alternate Members Present: John Julius

Others/Staff Present: Kara Homan (East Central RPC), Tom Becher (Town Board), John Jaeckle, John Baum, Barb Knaack, Doug Wunderlich

The meeting began at 5:35 p.m. at the Greenville Town Hall. Ms. Homan of East Central welcomed the committee (Item I). Ms. Homan then asked the committee if they saw any changes that needed to be made to the Meeting #8 summary (Item II). The meeting summary was approved with no changes.

Ms. Homan explained that she hoped there would be more in attendance than the list indicated (Item IIIa). Mr. Julius stated that he would like to see involvement from Datcap, the Northeast Wisconsin Land Trust, and the American Farmland Trust. In regards to the process of the Intergovernmental Meeting (Item IIIb) Ms. Homan explained that she would like to see the Intergovernmental meeting be a free discussion between attendees and the Steering Committee. She explained how the attendees would be asked to indicate what they liked, what they thought was missing, and how they thought they could work with the Town of Greenville to achieve some of the recommendations. The intended outcome (Item IIIc) would be for the Committee to gain a sense of how neighboring communities felt about the plan, and understand any issues that may arise in the future.

Ms. Homan distributed an article regarding growth in the Fox Cities (Item IV). Mr. Leiker stated that there were errors in the data the Post Crescent had used. Ms. Homan stated that she had not noticed and apologized for not catching this error. Ms. Homan also noted that there was an article in the Sunday Post Crescent advertising that Greenville would be holding an Intergovernmental Meeting. She hoped that this would encourage additional participation in tonight's meeting.

The meeting adjourned at 5:50 p.m. (Item V).



NOTICE & AGENDA

MEETING NOTICE

(To be posted by Town Clerk)

Town of Greenville
COMPREHENSIVE PLAN STEERING COMMITTEE –
INTERGOVERNMENTAL COOPERATION MEETING

DATE: **Tuesday, August 19, 2008**
TIME: **6:00 PM**
PLACE: **Greenville Town Hall (W6860 Parkview Drive, Greenville)**

Agenda

- I. Welcomes and Introductions
- II. Overview of Planning Process and Progress
- III. Review and Discuss Goals, Strategies, Recommendations and Future Land Use Map
 - a. Factual Content
 - b. Additional Information Needed/Omissions
 - c. Opportunities for Collaboration, Communication & Coordination
- IV. Next Steps in the Process
- V. Miscellaneous/Public Comment
- VI. Adjourn

Your active participation in Greenville's Comprehensive Plan development process is important! If you are able to attend the meeting, please RSVP to Kara Homan at khoman@eastcentralrpc.org or 920.751.4770. If attendance is not possible, but you would still like to participate, contact Kara Homan to determine alternative means for input. For more information on the plan, visit the project website at: www.eastcentralrpc.org/PlanGreenville



MEETING SUMMARY

Town of Greenville Comprehensive Plan Steering Committee Meeting #10 INTERGOVERNMENTAL COOPERATION MEETING 6:00 PM—August 19, 2008 Meeting Summary

Members Present: Andy Peters, Steve Nagy, Leanne Meidam Vincentsen, John Lemon, Dave Jannusch, Zach Juadis, Randy Leiker, Steve Kolar, Dave Tebo, Jim Ecker, Barb Schroeder

Alternate Members Present: John Julius

Others/Staff Present: Kara Homan (East Central RPC), Tom Becher (Town Board), Mike Woods (Town Board), John Jaeckle (Town of Hortonville), John Baum (Town of Center), Barb Knaack (Town of Menasha), Doug Wunderlich (Town of Dale), Norman Julius (Town of Greenville Citizen), Jeremy Freund (Outagamie County Land Conservation), Marty Lenss (Outagamie County Regional Airport), Mike Hendrick (Outagamie County Planning), Dave Johnson (Outagamie County Planning), J Everett Mitchell (Village of Hortonville), Orville Nelson (Town of Ellington), Ken Washburn (Geneva Consulting), Nick Hofacker (Town of Center), Jim Resick (Outagamie County UW-Extension), Melvin Schultz (Town of Menasha Resident)

The meeting began at 6:06 p.m. at the Greenville Town Hall. Mr. Leiker welcomed all in attendance, and asked them to introduce themselves and their affiliations (Item I).

Ms. Homan began by briefly explaining the planning process (Item II), including the purpose of the Steering Committee, the time frame, and public participation opportunities. She indicated that the Steering Committee is nearing the end of the process, and wanted to put forth the plans goals, strategies and recommendations (the Plan Framework) for review by neighboring communities and overlapping jurisdictions. She then went on to explain the future land use map, including how three tiers were designed to delineate between development intensity. These tiers were based mostly on sewer service boundaries.

Ms. Homan stated that the meeting was designed to allow attendees to provide the Steering Committee with their comments on the Plan Framework in regards to: factual content additional information needed/omissions; and opportunities for collaboration, communication and coordination (Item III). Ms. Homan stated that the forum is structured loosely, comments would be made in no particular order, and that Committee members could ask questions of attendees. Ms. Homan asked a volunteer from the Steering Committee to write specific comments down on display pad. Mr. Ecker agreed.¹

Mr. Hofacker, from the Town of Center, asked how this plan will respond to an economic downturn. Ms. Homan explained that the plan promotes the development of neighborhoods in a

¹ Specific Comments from Intergovernmental Attendees are highlighted in Table 1 on Page 4 of this Meeting Summary; they are also addressed in more detail in general text of the summary.

timely manner. If the market slows down, development should be contained to pre-existing subdivisions.

Mr. Wunderlich, from the Town of Dale, asked how the plan will control growth, especially in regards to controlling subdivision expansion if other subdivisions are not built out. Ms. Homan explained that the three development tiers allocate the vast majority of growth to the eastern portion of the Town, where sewer service is available. In addition, the plan outlines how many neighborhoods should be developed at any given time, thus encouraging the concentration of development in certain areas. She also pointed out that limited development is allowed in the western portions of the Town, and would be limited to Conservation Subdivisions. Mr. Wunderlich asked where conservation subdivisions have worked. Mr. Leiker explained that Port Washington has demonstrated their effectiveness.

Mr. Lenss, from the Outagamie County Regional Airport, asked how the Airport Master Plan has been incorporated into the plan. Ms. Homan stated that the plan incorporates the airport overlay zone, and that planned future expansions had been gathered from DOT. She noted that she had contacted the airport in the past to request a plan, but had never received one. Mr. Lenss stated that he would be able to provide one. Mr. Lenss also asked whether the plan recognized the airport for its economic development and transportation benefits. Ms. Homan stated that, to her knowledge, the plan did not explicitly make the connection, but it was definitely something for the committee to consider.

Mr. J. Julius stated that in the old comprehensive plan, some said the airport was not a benefit. He recognized that it is a benefit to many, but not necessarily those who live around the airport. Mr. Leiker stated that we need to give as much weight to the airport as to agriculture. It was asked whether there would be a trolley from the airport to the mall and/or downtown. Mr. Lenss stated that there has to be a direct subsidy to get transit to the airport.

Another question was asked regarding wind turbines and their relation to the airport. Mr. Lenss stated that within 10,000 feet of runway pavement, wind turbines would become a challenging issue for the airport to deal with. Mr. J. Julius stated that wind turbines can provide alternative incomes for landowners, especially those with farmland. Mr. Leiker explained that the wind turbine concept is one where the Town would own the turbine(s) as a co-op, which would benefit the community and provide potential income. Mr. Lemon asked what laws apply in this situation. Mr. Lenss explained that a decision by FAA would have to be made regarding whether to allow turbines into this airspace. Mr. Jaeckle, from the Town of Hortonia, stated that it would be a good to investigate wind resources.

Mr. Woods asked what the airport director thought about the proposed school location. Mr. Lenss indicated that this may be a challenge given the proximity to the airport. Ms. Homan stated that this location was placed on the map by considering past school board referendums and proximity to existing residential development.

Mr. Resick suggested adding a recommendation to 1.1.3: "The Town should apply sustainability tools to governmental functions." He mentioned that the book *Sustainability Tools for Local Government* is a good resource. Mr. Resick noted that sustainability is not only about the environmental, it's also about fiscal responsibility, and that communities can save money for taxpayers. Mr. Leiker stated that the Town of Greenville could ask the school district to do the

same sustainability efforts as the Town. Mr. Resick also noted that under Recommendation 2.2.2, community septs should be added to community wells.

Mr. Nelson, from the Town of Ellington, asked what new urbanism was. Ms. Homan explained that it is the attempt to redesign cities to be more pedestrian oriented, by looking back on the days before automobiles were the primary mode of transportation.

Mr. Hendrick, from Outagamie County Planning, stated that under Recommendation 4.4.4, he would like to add multiple uses. In addition, under Recommendation 8.4.1, he suggested adding links between neighborhoods.

Mr. Ecker asked those in attendance where their communities were at with Comprehensive Planning. Mr. Wunderlich stated that when Hwy 10 moved south, development slowed in the Town of Dale. Mr. Mitchell stated that the Village of Hortonville completed their plan in 2003, and that it has held pretty solid, with only a few amendments. He noted that they are reaching the time where the plan may need to be updated. Mr. Leiker asked whether the amendments needed to be made. Mr. Mitchell indicated that the changes arose from internal and external suggestions. Mr. Tebo informed the committee that Comprehensive Plans are conceptual—they will grow over time with their respective communities.

Mr. Nelson asked whether we planned for a significant sewer use increase, and asked why the Town of Ellington can't be served. Ms. Homan explained that the plan incorporated the Fox Cities Sewer Service Plan, but indicated that sewer planning is a separate process. Mr. Nelson also suggested that the food production of the Town be stressed.

Mr. Lemon asked those in attendance what they would change about their plans. Mr. Hendrick, from Outagamie County Planning, stated that getting as much citizen participation in the process is important. Mr. Wunderlich, from the Town of Dale, stated that their plan received buy in right away. Mr. Mitchell, from the Village of Hortonville, stated that he would bring more people into the process. He would have addressed transportation issues more, such as railroad and airport, and the fact that rising gas prices affect the cost effectiveness of the automobile.

Mr. Jaeckle brought up that millions of dollars have gone to the University of Rhode Island for research on switch grass as an alternative fuel source. Mr. Resick stated that UW-Madison has received significant funding as a great lakes research facility.

To conclude the lively discussion, Ms. Homan and Mr. Leiker thanked everyone for their attendance and comments. The meeting adjourned at 7:40 p.m. (Item VI).

Table 1. Notes from Display Pad*

Name and Organization	Notes
Jim Resick, Out. Co. UW Extension	Rec. 1.1.3: Add Town should apply sustainability tools to gov't functions; Rec. 2.2.2: Add community septic to community wells.
Mike Hendrick, Out. Co. Planning	Rec. 4.4.4: Add multiple uses; Rec. 8.4.1: Add links between neighborhoods.
Orville Nelson, Town of Ellington	Did we plan for significant sewer use increase?; Make sure to stress food production potential of town.
Nick Hofacker, Town of Center	If the economy tanks, how does this change the plan?
Doug Wunderlich, Town of Dale	How will we control subdivision expansion if other subdivisions are not built out?; Will conservation subdivisions work?
Marty Lenss, Out. Co. Reg. Airport	We should get a copy and know about the Airport Master Plan; Recognize the airport as an asset and find ways to take advantage of that.
& Mike Woods, Town of Greenville	Proposed school location may be a challenge
John Jaeckle, Town of Hortonia	Wind Resources – Thinks it would be a good avenue to investigate

**Comments listed in this table to date encompass all comments presented at the meeting; these are the comments as displayed during the meeting. Please see the entire meeting summary for more detailed comments.*



NOTICE & AGENDA

MEETING NOTICE

(To be posted by Town Clerk)

Town of Greenville COMPREHENSIVE PLAN STEERING COMMITTEE

DATE: **Tuesday, October 21, 2008**
TIME: **5:30 PM**
PLACE: **Greenville Town Hall (W6860 Parkview Drive, Greenville)**

Agenda

- I. Welcomes and Introductions
- II. Review and Approval of Meeting Summaries for Meeting #9 and #10 (to be mailed under separate cover)
- III. Review and Discuss Intergovernmental Cooperation
 - a. Results from Intergovernmental Meeting
 - b. Intergovernmental Chapter (to be mailed under separate cover)
- IV. Review and Discuss Plan Implementation
 - a. Implementation Chapter (to be mailed under separate cover)
 - b. Discuss Time Frames and Responsible Parties for Implementing Plan Recommendations
- V. Next Steps in the Process
- VI. Schedule Next Steering Committee Meeting
- VII. Miscellaneous
- VIII. Public Comment
- IX. Adjourn



MEETING SUMMARY

Town of Greenville Comprehensive Plan Steering Committee Meeting #11 5:30 PM—October 21, 2008 Meeting Summary

Members Present: Andy Peters, Leanne Meidam Wincentsen, John Lemon, Dave Jannusch, Zach Juadis, Randy Leiker, Dave Tebo, Jim Ecker

Members Excused: Steve Nagy

Alternate Members Present: none

Others/Staff Present: Kara Homan (East Central RPC), Eric Fowle (East Central RPC), Tom Becher (Town Board), Greg Kippenhan, Patricia Kottke

The meeting began at 5:35 p.m. at the Greenville Town Hall. Ms. Homan of East Central welcomed the committee (Item I) and asked them to introduce themselves, as there were some new faces in the crowd. Ms. Homan then asked the committee if they saw any changes that needed to be made to the Meeting #9 and #10 summaries (Item II). She noted that the time on Meeting #10 should state 6:00 p.m. The meeting summaries were approved with this change.

Ms. Homan then asked the committee to discuss intergovernmental cooperation (Item III). Mr. Leiker stated that he gave positive remarks regarding the intergovernmental meeting. Mr. Lemon stated that he wanted to see neighboring communities get together more often, and that he would like to see a recommendation to have an annual meeting of neighbors. Mr. Tebo discussed how he is involved with the Fox Cities Economic Development Partnership (FCEDP), which is working to bring communities together to coordinate regional economic development efforts.

In regards to the intergovernmental chapter, it was suggested that a section be added about the Town's relationship to the Grand Chute Menasha West. It was also noted that the Outagamie County Regional Airport should be added to the intergovernmental vision statement.

The discussion then moved onto Item IV, regarding plan implementation. Mr. Ecker stated that he was concerned with implementation and whether the plan will be one that just sits on the shelf. Mr. Tebo stated that the recommendations within the plan will be used for guidance. Mr. Ecker urged the committee and ECWRPC that some sort of mechanism is needed to keep the plan in front of the Town's face. Mr. Fowle suggested that an item be added to each plan commission agenda to discuss the comprehensive plan. It was also suggested that in the resolution to adopt the comprehensive plan, a "therefore" be added that the Town shall review the plan on an ordinary/regular basis. Mr. Fowle followed up that the Town should develop internally created tools to assist in implementation. Mr. Fowle said that additional language would be added to the implementation chapter to address these issues.

When reviewing the implementation tables, several items were brought up that should be added. First, adding a recommendation that a sustainability committee should be created to report to plan commissions and the town board. Mr. Tebo stated that there should be a recommendation to

implement the findings of the Town's new storm water management plan. Mr. Fowle stated that staff would add the Grand Chute Menasha West Sewerage District and ECOS Fox Valley to the list of abbreviations.

Ms. Homan stated that the next steps in the process were to plan a public information session, and then bring the final draft to the plan commission and town board for approval. Mr. Tebo stated that a public hearing, the plan commission, and the town board could address the resolution to approve the plan on the same night. Concerns were expressed regarding this schedule, as some in attendance confused the public hearing with a separate public information session. It was agreed that the public information session would be held at an earlier date, and that there would be enough time to make any changes based on input. The committee also discussed how important it was to get the word out.

No miscellaneous items (Item VII) were discussed. Public comment (VI) was received from Patricia Kottke. She stated that she would like to see more information put out about the planning process, as she had heard about the meeting through the newspaper. Ms. Homan explained that articles were created for the quarterly town newsletters, but that for some reason the last one had not made it in. Mr. Tebo explained that the town had been having issues with their printer and that the article had originally been planned for the last newsletter printing.

The next meeting was scheduled for 5:30 pm on Tuesday, December 9, 2008 (Item VI). The meeting adjourned at 8:00 p.m. (Item IX).



NOTICE & AGENDA

MEETING NOTICE

(To be posted by Town Clerk)

Town of Greenville **COMPREHENSIVE PLAN STEERING COMMITTEE**

Note rescheduled date & time

DATE: **Wednesday, December 17**
TIME: **6:30 PM**
PLACE: **Greenville Town Hall (W6860 Parkview Drive, Greenville)**

Agenda

- I. Welcomes and Introductions
- II. Review and Approval of Meeting Summary for Meeting #11 (October 21, 2008)
- III. Review and Approval of *Preliminary Draft* Town of Greenville 2030 Comprehensive Plan^{*}
 - a. Additional Information Needed/Omissions
 - b. Factual Content
 - c. Recommendation to Plan Commission & Town Board
- IV. Discussion on Public Review Session
 - a. Schedule Date/Time
 - b. Notification Methods
 - c. Desired Outcomes
- V. Future Steps
 - a. Public Hearing
 - b. Approval by Plan Commission & Town Board
 - c. Printing and Distribution of Final Plan
- VI. Public Comment
- VII. Adjourn



MEETING SUMMARY

Town of Greenville Comprehensive Plan Steering Committee Meeting #11 6:30 PM—December 17, 2008 Meeting Summary

Members Present: Andy Peters, Leanne Meidam Wincentsen, John Lemon, Dave Jannusch, Zach Juadis, Randy Leiker, Dave Tebo, Jim Ecker, Steve Nagy

Alternate Members Present: Chad Lorenz

Others/Staff Present: Kara Homan (East Central RPC), Eric Fowle (East Central RPC), Tom Becher (Town Board), Dave Johnson (Outagamie County Planning), Mike Reetz, W. Hattenburg, Russ Abendroth

The meeting began at 6:32 p.m. at the Greenville Town Hall. Ms. Homan of ECWRPC welcomed the committee (Item I) and asked them to introduce themselves. Ms. Homan then asked the committee if they saw any changes that needed to be made to the Meeting #11 summary (Item II). The meeting summary was approved as submitted.

Ms. Homan then asked the committee to consider the items presented in agenda Item III. She explained that they all should have received a copy of the preliminary draft, which was designed to be a “last cut” before a final draft is printed for review and approval by the Planning Commission and Town Board. Mr. Nagy had several comments, including the following: the need for an executive summary and the need to winnow the plan down and make it more specific to Greenville. Mr. Johnson stated that the County’s plan contained a summary document. Ms. Homan agreed that an executive summary could be prepared for the Greenville plan. Mr. Nagy also noted that the plan needed to be edited carefully for grammatical mistakes.

Mr. Leiker asked whether any action items could be added. Mr. Fowle explained that the implementation tables within the plan were designed to be utilized as “action items.” Mr. Fowle stated that the Commission could provide the town with a copy of the implementation tables in digital format, so that the planning commission or town board could prioritize items.

The idea of incorporating text into the future land use map was brought up; the text would explain to the reader what the map would be used for. Mr. Fowle agreed that this would be included with the final draft of the plan.

Mr. Tebo stated that he would like to plan to reflect recent trends (post 2000) in housing and land use within the town—namely that smaller houses on smaller lots have become more prevalent.

Lastly, a recommendation was made to move the Framework and Implementation chapters to the front of the plan; Mr. Fowle and Ms. Homan agreed that this could be done.

Given these changes, a motion to approve the draft plan for consideration by the planning commission and town board was made by Ms. Meidam Wincentzen and seconded by Mr. Lemon, passing unanimously.

Ms. Homan then stated that a public review session (Item IV) would be scheduled to allow the community to provide comments on the plan prior to the public hearing. The committee agreed that the last two weeks in February would be the best time to host this event, with final date and time dependent on the availability of ECWRPC staff and the town hall. Mr. Leiker stated that he would like additional copies of the plan held at the Town hall for residents to be able to review at their leisure, in addition to the version made available online.

The committee then moved on to discuss future steps for approving the plan (Item V). Mr. Leiker stated that he would like to have the 30-day review period prior to the planting season. Mr. Tebo stated that there could be a joint Planning Commission/Town Board meeting at the end of March. Commission staff agreed that this time frame would provide an ample amount of time for citizen review and comment prior to approval. Mr. Fowle asked the committee how they would prefer to have the plans bound (combs v. binders). Arguments for both kinds were provided; this item was left unresolved, to be decided after the plan was approved.

No public comment was received (Item VI). The meeting adjourned at approximately 7 p.m. (Item VII).

PLANNING COMMISSION RESOLUTION NO. 1-2009
TOWN OF GREENVILLE, WISCONSIN

RECOMMENDING THE ADOPTION OF THE TOWN OF GREENVILLE 2030 COMPREHENSIVE PLAN BY THE TOWN BOARD OF THE TOWN OF GREENVILLE.

WHEREAS, pursuant to section 62.23 (2) and (3) of the Wisconsin Statutes, the Town of Greenville 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.

WHEREAS, the Greenville Planning Commission held a public meeting on the Comprehensive Plan at its meeting on March 30, 2009.

NOW, THEREFORE, BE IT RESOLVED that the Plan Commission recommends to the Town Board of the Town of Greenville that the "Town of Greenville 2030 Comprehensive Plan", including all maps and supporting materials and all elements of the document be adopted.

BE IT FURTHER RESOLVED, one copy of the adopted comprehensive plan shall be sent to all of the following: every governmental body that is located in whole or in part within the boundaries of the Town; the clerk of every local governmental unit that is adjacent to the Town; the Wisconsin Land Council; the Wisconsin Department of Administration; and the Appleton and Hortonville Public Libraries.

Passed and adopted on this 30th day of March, 2009.

**AN ORDINANCE TO ADOPT THE COMPREHENSIVE PLAN OF THE
TOWN OF GREENVILLE, WISCONSIN**

The Town Board of the Town of Greenville, Wisconsin, do ordain as follows:

SECTION 1. Pursuant to sections 62.23(2) and (3) of the Wisconsin Statutes, the Town of Greenville is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.10001(2) of the Wisconsin Statutes.

SECTION 2. The Town Board of the Town of Greenville, Wisconsin, has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of the Wisconsin Statutes.

SECTION 3. The Planning Commission of the Town of Greenville by a majority vote of the entire Commission recorded in its official minutes, has adopted a resolution recommending to the Town Board the adoption of the document entitled "Town of Greenville 2030 Comprehensive Plan", containing all of the elements of section 66.1001(2) of the Wisconsin Statutes.

SECTION 4. The Town 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 5. The Town Board of the Town of Greenville, Wisconsin, does, by the enactment of this ordinance, formally adopt the document entitled, "Town of Greenville 2030 Comprehensive Plan", pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

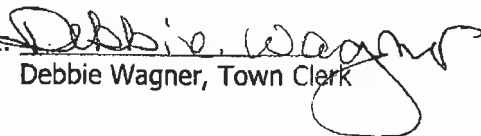
SECTION 6. This ordinance shall take effect upon passage by majority vote of the membership of the Town Board and the publication/posting as required by law.

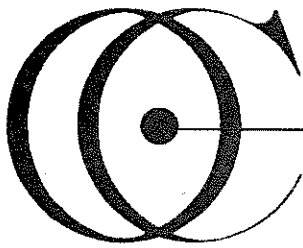
ADOPTED this 30th day of March, 2009.


Randy Leiker, Chairman

(Published/Posted: 2/25/09
(Date))

(Approved 5, Veto 0)

Attest: 
Debbie Wagner, Town Clerk



OUTAGAMIE COUNTY

410 S. WALNUT ST. APPLETON, WISCONSIN 54911

PLANNING AND ZONING ADMINISTRATION

ADMINISTRATION BUILDING LEVEL 3
TELEPHONE (920) 832-5255 FAX (920) 832-4770

TO: Greenville Planning Commission
Greenville Town Hall
P.O. Box 60 W6860 Parkview Dr.
Greenville, WI 54942

FROM: David Johnson, Assistant Planning Director

DATE: March 16, 2009

RE: Town of Greenville Comprehensive Plan

I recently had chance to review the draft of the Towns comprehensive plan for 2030. First, I would like to congratulate the Town and Plan Committee for taking the time to put together a quality document that takes a serious look at the future vision of Greenville. The following are a few plan elements that have positive prospects to them:

Housing - Glad to see the tier type development and encouraging to areas infill first along with areas outside the service area to be conservation type developments. Also like the sustainability flavor the plan has with mixed neighborhood development to help create walkable communities in the town while at the same time allowing for open and green spaces.

Transportation – Nice to see this part of the plan addressing alternative modes of transportation, including park and ride lots, public transit, even possible future passenger rail.

Economic Development – Like to see in this portion of the plan that local grown foods are being addressed as a local economic tool, along with intergrading local retail and office hubs mixed with residential developments. Also addressing the future expansion of the local quarries where marketable resources exist.

Agriculture – Refreshing to see agricultural lands being looked at as a resource that needs to be preserved and protected. Like the possibilities being discussed for proposed purchase of development rights and transfer of development rights for farm land preservation in the town.

Our goal is to incorporate most of the Greenville Plan into the County Plan in the near future. However, I have a few minor items that deal with the future land use map of the plan. There are existing commercial developments at the intersection of HWY 76 & 96 and also where the railroad tracks cross Municipal Drive that you do not show on the map. Also, the Town has done a number of rezonings along the north side of HWY 15 where the future CTH CB is to extend to the north to a commercial/business zone. The plan shows this area as agriculture with a potential transit center along the rail line. Should this area reflect the Town's idea to have this area develop as commercial/business park or has that idea changed? The plan also shows a potential roundabout at the location of CTH CB & HWY 15, should that be changed to planned roundabout? You also state in the plan that Grace Christian School closed in 2008 but still show a school at that location on the future land use map.

Thank you for the opportunity to review and comment on the Greenville Plan. Congratulations again on a well thought-out plan that will help guide the Town of Greenville and Outagamie County. Should you have any questions, feel free to contact me.

Cc: Eric Fowle East Central Wisconsin Regional Planning Commission
Kara Homan East Central Wisconsin Regional Planning Commission

APPENDIX E: POLICIES AND PROGRAMS

Appendix E provides policies and programs, sorted by comprehensive planning element, that can be utilized by the Town of Greenville to implement the goals, strategies, and recommendations set forth in this plan. The following section numbers correspond with each elements chapter number, as follows:

- 4. Issues & Opportunities
- 5. Land Use
- 6. Economic Development
- 7. Housing
- 8. Transportation
- 9. Utilities & Community Facilities
- 10. Agricultural, Cultural, and Natural Resources

4. ISSUES AND OPPORTUNITIES

Regional, County, and Local Policies

Regional Policies:

East Central Wisconsin Regional Planning Commission. East Central adopted Milestone #3, *Goals, Strategies, and a Plan for Action*, of its regional comprehensive plan in April 2008. The plan serves as an advisory document for counties and communities within the region. As part of this planning process, several key issues were identified:

- How do we plan for continued population growth, which will result in an increase in demand for services and land consumption in the region?
- How do we promote the recognition of the relationship between the density of settlement and amount and location of land consumed for housing, commercial, and industrial uses and the costs of services?
- How do we ensure the economic vitality of the agricultural and forestry sectors in the context of a decrease in the amount of open space?
- How do we address the conflicts that will arise given that the majority of future growth is expected to occur in the urban counties, which is where most of the region's more productive farmland is located? More specifically, how will we address the impact on the farm economy?
- How do we ensure that an increase in urbanization has a positive impact on rural communities?
- Urban counties in the region currently have greater social and economic capital, more government support due to a larger tax base, and greater access to nonprofit services than rural counties. Current trends show the educational and income gap between urban counties and rural counties widening. How do we plan to decrease this gap and promote a healthy, vibrant economy and quality of life for all residents throughout the region?

With these issues in mind, an overall vision for the East Central Region was established:

In 2030, east central Wisconsin is a thriving, inclusive community. The region supports strong economic development while providing an excellent quality of life for all. The norms are consistent, balanced, and cost effective land use decisions, which promote the economic, social and environmental well-being of the region and all of its citizens. Communities are smart about addressing growth issues in both urban and rural areas, and are successful in achieving a reasonable balance between individual property rights and community interests and goals.

County Policies:

Outagamie County adopted its Comprehensive Plan in March, 2008. In Chapter 1, Issues & Opportunities, the plan sets forth an overall vision for the county, as follows:

Outagamie County and the Fox Cities are a prosperous, dynamic, diverse community, having a growing, knowledge-based economy with leading edge businesses and a strong agricultural base, that are recognized nationally. There exists a cooperative spirit among all governments. We have protected and enhanced the various natural, recreational and cultural resources. Outagamie County is the standard for which other counties strive.

Federal, State & Regional Programs

This section includes information on federal, state and regional programs which were used to develop this chapter. Other programs which influence growth and may impact future socio-economic conditions will be described in pertinent chapters within this plan.

Federal Programs:

United States Department of Commerce—Economics and Statistics Administration (ESA). The Economics and Statistics Administration collects, disseminates and analyses broad and targeted socio-economic data. It also develops domestic and international economic policy. One of the primary bureaus within the ESA is the U.S. Census Bureau. The majority of information analyzed in this chapter was collected and disseminated by the Census Bureau, which is the foremost data source for economic statistics and demographic information on the population of the United States. The Census Bureau conducts periodic surveys and Decennial Censuses that are used by federal, state, and local officials and by private stakeholders to make important policy decisions. The Bureau produces a variety of publications and special reports regarding the current and changing socio-economic conditions within the United States. It develops national, state and county level projections and also provides official measures of electronic commerce (e-commerce) and evaluates how this technology will affect future economic activity.

State Programs:

Wisconsin Department of Administration (DOA)

- **Demographic Services Center.** The Wisconsin Department of Administration (DOA) Demographic Services Center is responsible for developing annual population estimates for all counties and all minor civil divisions (MCD) in the state. They develop annual estimates

of the voting age population by MCD and population estimates by zip code. The Demographic Services Center also produces annual county level housing unit and household estimates. The Demographic Services Center also develops population projections by age and sex for all Wisconsin counties, and produces population projections of total population for all municipalities.

- **Wisconsin State Data Center (WSDC).** The Wisconsin State Data Center is a cooperative venture between the U.S. Bureau of the Census, DOA, the Applied Population Laboratory at the University of Wisconsin-Madison and 39 data center affiliates throughout the state. The U.S. Bureau of the Census provides Census publications, tapes, maps and other materials to the WSDC. In exchange, organizations within WSDC function as information and training resources. DOA is the lead data center and the Applied Population Laboratory functions as the coordinating agency throughout the state. Local data center affiliates, such as East Central, work more closely with communities and individuals within their region.

University of Wisconsin-Madison—Applied Population Laboratory (APL). The Applied Population Laboratory is located with the Department of Rural Sociology at the University of Wisconsin-Madison. They conduct socio-economic research, give presentations and publish reports and chartbooks. They will contract to do specific studies or school district projections. APL also functions as the coordinating agency for the WSDC and the lead agency for the Wisconsin Business/Industry Data Center (BIDC).

Regional Programs:

East Central Wisconsin Regional Planning Commission. As the state data center affiliate for the region, East Central receives Census materials and Demographic Service Center publications from DOA, plus additional information and reports from other state agencies. This information is maintained within its library, used for planning purposes and published within East Central reports. Information and technical assistance regarding this data is also provided to local governments, agencies, businesses and the public upon request.

While DOA provides base level population projections for the state, local conditions, such as zoning regulations, land-locked communities, and local decisions regarding land use development can influence the accuracy of these base line projections. As a result, East Central has the authority to produce official population projections for the region. East Central also estimates future household growth.

5. LAND USE

Regional, County, and Local Policies

Regional Policies:

East Central Wisconsin Regional Comprehensive Plan. East Central adopted Milestone #3, *Goals, Strategies, and a Plan for Action*, of its regional comprehensive plan in April 2008. The plan serves as an advisory document for counties and communities within the region. As part of this planning effort, East Central developed a vision for land use, which states:

In 2030 in the East Central Wisconsin region, efficient regional land use patterns foster healthy communities, individual community identity, and respect the natural environment."

The Milestone #3 report contains four land use "plan guidelines", which contain goals, strategies, and recommendations for achieving this vision. The plan can be view at the following link: <http://www.eastcentralrpc.org/planning/compplan/milestone3/MS3Final/ms3final.htm>.

County Policies:

Outagamie County Comprehensive Plan. The Outagamie County Comprehensive Plan was adopted in March, 2008. The plan's land use element provides the following goals:

- Promote the conservation and protection of the limited land resources within the County.
- Encourage a compact urban development pattern that promotes walkable communities.
- Provide an adequate amount of land for future commercial and industrial development to support the economic development of the County.
- Provide an adequate amount of land for a variety of housing choices throughout the County.
- Promote innovative ways for managing stormwater runoff, such as Green Tier Development, which makes use of rain gardens, pervious pavement, bio-filters, and infiltration beds, to name a few.
- Encourage a development pattern that is efficient and utilizes public facilities where feasible.
- Promote the infill of vacant properties and the redevelopment of underutilized lands, including brownfield sites.
- Promote the protection of environmentally sensitive lands from development.

County Code of Ordinances. The Outagamie County Code of Ordinances regulates private on-site wastewater treatment systems, land divisions and land uses. Several chapters that relate to land use are summarized below.

Outagamie County's Subdivision Ordinance is contained in Chapter 18 of the Outagamie County Code of Ordinances. The ordinance facilitates division of larger parcels of land into smaller parcels of land through two methods: Certified Survey Maps (CSMs) and Plats. Certified Survey Maps create up to four new lots, parcels or tracts from the parent parcel. Plats are required for land subdivisions that create five or more lots created from the parent parcel. The ordinance also contains design standards for streets, blocks, setbacks, utility easements, stormwater management techniques, and erosion control.

The **Floodplain Zoning Ordinance** is contained within Chapter 27 of the Outagamie County Code of Ordinances. The purpose of the floodplain ordinance is to protect life, health, by minimizing, discouraging, and preventing negative consequences that occur with unregulated floodplain development. The ordinance regulates residential uses, storage of hazardous materials, sewage disposal, wells for drinking water, and uses mentioned in NR 110.

The **Shoreland-Wetland Ordinance** is contained within Chapter 16 of the Outagamie County Code of Ordinances. Shorelands are defined as lands which are: 1,000 feet from the ordinary high water elevation mark of navigable lakes, ponds, or flowages; or 300 feet from the ordinary high water elevation mark of navigable rivers or streams. If the landward side of the floodplain exceeds either of these two measurements, this is used as the zoning standard. Wetlands are defined as areas where water is present long enough that vegetation indicative of wet conditions can be supported. This ordinance controls the lot size, building setbacks, landfills,

agricultural uses, alteration of surface vegetation, sewage disposal, filling, grading, lagooning, and other uses which may be detrimental to this area.

The **Outagamie County Regional Airport Zoning Ordinance** contained within Chapter 21 of the Outagamie County Code of Ordinances. The purpose of the "Airport Zoning" subchapter is to promote the public safety, welfare and convenience, while implementing the recommendations of the County airport masterplan. The ordinance provides the County the authority to regulate land uses outside of the airport boundaries to ensure that contiguous development is compatible with current and future airport operations.

Farmland Preservation Plan. Outagamie County adopted the county Farmland Preservation Plan in January 1982. The goals of the plan are: (1) to protect and preserve agricultural lands for future food and fiber production; and (2) to maintain a viable agricultural economy in the county. The plan defines agriculturally productive areas as existing farms consisting of a minimum of 35 contiguous acres of productive farmland. This plan allows farmers in preservation areas to sign agreements on a voluntary basis under the state's Farmland Preservation Act for tax credits.

Land and Water Resource Management (LWRM) Plan. The Outagamie County LWRM plan was adopted in 2005, in response to legislative call to redesign Wisconsin's programs to reduce pollution from unknown sources. The plan identifies long term goals and implementation strategies to reduce non-point source pollution into rivers, streams, and lakes in Outagamie County. The four goals that were identified include: 1.) Reduce soil erosion and continue to protect natural resources; 2.) protect and enhance in-stream, riparian, wetland and upland habitat; 3.) protect surface waters from construction site erosion control & non-metallic mining; and 4.) implement the animal waste prohibition.

Outdoor Recreation and Open Space Plan. The Outagamie County Outdoor Recreation and Open Space plan was adopted in 2002. The plan identifies a series of goals and objectives to "provide the framework for meeting the existing and future open space and recreation needs of Outagamie County/ⁱ" The three goals identified include: (1) to establish a county-wide system of parks and open space that will provide suitable facilities to all residents of Outagamie County; (2) to conserve and protect the County's natural resources; and (3) to encourage the involvement and cooperation of all the county's communities in park and recreational planning and development.

Local Policies:

Town of Greenville Zoning Code. Chapter 7 of the Town of Greenville Code of Ordinances contains the Zoning Code. The zoning code includes regulations for signs, parking, fences, along with the following land use classifications: Exclusive Agriculture; General Agriculture; Single Family; Residential Two Family; Multi-Family; General Commercial; Planned Commercial; Business Park; Industrial; Airport; Gateway Overlay; Heritage Overlay; Mobile/Manufactured Home Park; and Planned Unit Developments. The Zoning Code also includes permitting information & fees, site plan requirements, and guidelines for the Board of Appeals.

Town of Greenville Official Map. Chapter 34 of the Town of Greenville Code of Ordinances authorizes and contains guidelines for the Town's Official Map. The official map designates the

Town's functionally classified road system, existing and designated arterial and collector roads, and existing and proposed recreational trails.

Existing Smart Growth Comprehensive Plans. This is the second comprehensive planning effort for the Town of Greenville. The first, non-"smart growth" comprehensive plan was completed in 1999. Several adjacent communities in Outagamie and have already adopted smart growth comprehensive plans (those in compliance with 66.100), including the Town of Ellington (adopted 6/10/2004) and the Village of Hortonville (adopted 9/18/2003). The Town of Dale drafted a plan in 2001, but has not yet adopted the plan. Outagamie County was in the process of finalizing its smart growth plan in 2007. The Towns of Menasha and Clayton, which are adjacent to the south in Winnebago County have adopted comprehensive plans, (8/25/2003 and 7/6/2004 respectively), and Winnebago County adopted its plan on March 21, 2006. All of these plans should be taken into consideration when decisions along an adjoining border are being made.

Federal, State, & Regional Programs

State Programs:

Land and Water Resource Management Planning Program (LWRM). The land and water resource management planning program (LWRM) was established in 1997 by Wisconsin Act 27 and further developed by Wisconsin Act 9 in 1999.ⁱⁱ Although both Acts are designed to reduce non-point pollution, Wisconsin Act 27 regulates rural and agricultural sources while Wisconsin Act 9 regulates urban sources.ⁱⁱⁱ Counties are required to develop and periodically revise LWRM plans. Citizens and professionals in each county identify local needs and priorities in regards to conservation needs through watershed based planning. All LWRM plans must be approved by the Wisconsin Department of Agriculture, Trade, and Consumer Protection.

Wisconsin Act 204. Recent blackouts and other incidents throughout the United States have raised concerns regarding both the supply of energy and the adequacy of the transmission grid. Wisconsin Act 204 mandates that a portion of electricity generation facilities be from renewable resources. To ensure that the renewable energy goals set forth in Wisconsin Act 204 are not unduly hindered, the State passed additional legislation restricting the ability of local governments to prohibit or curtail the development of wind and solar energy system.^{iv} Municipalities can only impose restrictions on the construction and operation of wind turbines to protect public health and safety. Furthermore, communities cannot impose regulations which increase construction/operation costs, decrease the efficiency of wind generation systems, or specifically prohibit installation of alternate energy systems.

Although traditional approaches such as coal and natural gas are still utilized, other options are being explored that include renewable resources. Under this mandate, other sources of energy such as wind are currently being proposed at several locations throughout Wisconsin. While there is an extensive review process for the placement of large electrical generation facilities, smaller facilities, such as wind turbines, often fall below the size limitation and bypass this review process. Thus, many communities find themselves unprepared to handle future wind turbine proposals.^v

6. ECONOMIC DEVELOPMENT

Regional and County Policies

Regional Policies:

East Central Wisconsin Regional Planning Commission. East Central adopted Milestone #3, *Goals, Strategies, and a Plan for Action*, of its regional comprehensive plan in April 2008. The plan serves as an advisory document for counties and communities within the region. As part of this planning effort, East Central developed a vision for economic development, which states:

The East Central Region has diversified employment opportunities including well paid knowledge based jobs. The regional economy benefits from advances in research and technology and supports entrepreneurialism and local business ownership. The region conducts collaborative economic development efforts across jurisdictional boundaries of governments, educational institutions, and other economic development entities. The preservation of natural resource amenities supports tourism opportunities, assists in attracting an educated workforce and enhances the quality of place for residents in the region.

The Milestone #3 report contains five economic development “plan guidelines”, which contain goals, strategies, and recommendations for achieving this vision. The plan can be view at the following link: <http://www.eastcentralrpc.org/planning/compplan/milestone3/MS3Final/ms3final.htm>.

NorthEast Wisconsin (NEW) Economic Opportunity Study. Outagamie County participated in the NEW Economic Opportunity Study.^{vi} The NEW Study is a multi-jurisdictional partnership intending to further connect workforce development issues with economic development goals. Even before the economic downturn, the northeast region of Wisconsin experienced declines in its strong manufacturing sector employment levels and these negative changes in many cases have continued. The Fox Valley Workforce Development Board initiated a study to address these negative trends and to present recommendations to change the direction of the northeast Wisconsin economy. In addition to Outagamie, the study area is composed of the following 16 counties: Brown, Calumet, Door, Fond du Lac, Green Lake, Kewaunee, Manitowoc, Marinette, Marquette, Menominee, Oconto, Shawano, Sheboygan, Waupaca, Waushara and Winnebago Counties. The findings of this report help to spur on the formation of New North, Inc. a regionally based non-profit economic development organization.

The five strategies developed for the NEW Economic Opportunities project are:

Strategy I – Move to a New Economy Construct. The New Economy building blocks are brain power, risk capital, technological innovation, and entrepreneurship. These New Economy building blocks must be incorporated within the mindset of abundance theory. Business, labor, government, education, and the communities across NEW must all work actively together under a common vision to harness the resources available within the region (and some outside the region) to drive future economic growth.

Strategy II – Move to a Collaborative Economic Development Construct. NEW must abandon the economic strategy of a cost race to the bottom and embrace the concept of abundance theory – that by collaborating, the pie will increase with everyone getting a larger piece. This is best and most efficiently accomplished through proactive collaboration across all sectors in the region – business, labor, government, education, and the general populace.

Strategy III – Change Social and Cultural Mindset to Risk and Collaboration. Proactive collaboration will require an opening up of the region's mindset both socially and culturally. Cultural diversity is a key to the melding of fresh ideas, best practices, and collaboration. It is what has worked in the country and the region in the past and it will be what works in the future.

Strategy IV – Change Regional Image. NEW and much of the greater Midwest has an image of being a wholesome but dull place. It is perpetuated by the national press and exists in the mindsets of Hollywood and Wall Street. That image is somewhat internalized, but also generally accepted by businesses and worker talent outside the region, making it difficult to retain and attract talent to the region. NEW must also develop both an internal and external image that promotes the resource and lifestyle benefits in the region. Inventorying and promoting the richness of the region's assets will help to retain and attract businesses and workers to NEW.

Strategy V – Promote Industry Cluster Development. This strategy addresses clusters, or a concentration of industries, that have potential for the area based on current industries and their expansion. Waushara County is a part of the Fox Valley Rural Sub-Region and for this sub-region the study recommended the possibility of building a biomass refinery that would use wood and other agricultural products to supply power to local foundries and other users be considered. The study suggests collaboration on food production and processing, safety, and packaging cluster. Specialty and organic crops and livestock should be expanded for farmers in this area.

County Policies:

Outagamie County Comprehensive Plan. The Outagamie County Comprehensive Plan was adopted in March, 2008. The plan's economic development element provides the following goals:

- To promote the stabilization and expansion of the current economic base and employment opportunities.
- Promote a positive, growth oriented, entrepreneurially supportive image to attract new businesses and create additional employment.
- Promote regional collaboration to ensure maximum benefit to the regional economy.
- Support efforts to create strong relationships between government, the business community and the educational sectors to ensure that all are working together to support economic advances for the region.

- Promote the preservation of agriculture as a vital segment of the County's economy and develop additional opportunities for sustainable farming.
- Protect those natural features that enhance the area's quality of life, which is an important aspect to attracting new business and a quality workforce.

Federal, State, Regional & Private Programs

Federal Programs:

United States Department of Agriculture. Portions of the Town of Greenville may meet the requirements of the US Department of Agriculture-Rural Development and may be eligible for Rural Development Economic Assistance Programs. However, there is typically strict income limits associated with some of the programs so the Wisconsin Division of USDA-Rural Development should be contacted regarding eligibility for certain programs. A complete listing of USDA-Rural Development Programs can be found at <http://www.rurdev.usda.gov/wi/programs/index.htm>. Grants are also available through the US Department of Labor and can be found at <http://www.doleta.gov/sga>. A partial list is given below.

- **Rural Business Opportunity Grants.** The Rural Business Opportunity grant program promotes sustainable economic development in rural communities with exceptional need. Grants typically fund projects that will become sustainable over the long term without continued need for external support. These projects should have the ability to serve as a local catalyst to improve the quantity and quality of economic development within a rural region. Grant funds can be used for technical assistance to complete business feasibility studies, conduct training for rural managers and entrepreneurs, establishing business support centers, conduct economic development planning, and provide leadership training. Information regarding the Rural Business Opportunity Grant Program can be found at <http://www.rurdev.usda.gov/wi/programs/rbs/opportun.htm>.
- **Rural Economic Development Loans and Grants.** Rural Economic Development Loans and Grants help develop projects that will result in a sustainable increase in economic productivity, job creation, and incomes in rural areas. Projects may include business start-ups and expansion, community development, incubator projects, medical and training projects, and feasibility studies. Information regarding Rural Economic Development Loans and Grants can be found at <http://www.rurdev.usda.gov/wi/programs/rbs/economic.htm>.

Occupation Safety and Health Administration (OSHA).

- **Susan Harwood Training Grants Program.** These training grants are awarded to nonprofit organizations for training and education. They can also be used to develop training materials for employers and workers on the recognition, avoidance, and prevention of safety and health hazards in their workplaces. Grants fall into two categories; Target Topic Training and Training Materials Development. The Target Topic Training grants are directed towards specific topics chosen by OSHA. Follow-up is required to determine the extent to which changes were made to eliminate hazards associated with the chosen topic. The Training Materials Development grants are specifically aimed at creating classroom

quality training aids. Aids which are developed under the grant program must be ready for immediate self-study use in the workplace. Information regarding the Susan Harwood Training Grant Program can be found at <http://www.osha.gov/dcsp/ote/sharwood.html>.

United States Department of Labor.

- **Community-Based Job Training Grants.** Community-Based Job Training grants (CBJTG) seek to strengthen the role of community colleges in promoting the US workforce potential. The grants are employer-focused and build on the President's High Growth Job Training Initiative. The primary purpose of the CBJTG grants is to build the capacity of community colleges to train workers to develop the skills required to succeed in high growth/high demand industries. Information regarding the Community Based Job Training Grants can be found at <http://www.doleta.gov/business/Community-BasedJobTrainingGrants.cfm>.
- **H-1B Technical Skills Training Grant Program.** The H-1B Technical Skills Training Grant program provides funds to train current H-1B visa applicants for high skill or specialty occupations. Eligible grant applicants include local Private Industry Councils and Workforce Investment Boards that were established under the Workforce Investment Act. Eighty percent of the grants must be awarded to projects that train workers in high technology, information technology, and biotechnology skills. Specialty occupations usually require a bachelor's degree, and an attainment of this degree is strongly encouraged. The program is designed to assist both employed and unemployed American workers acquire the needed technical skills for high skill occupations that have shortages. Information regarding the H-1B Technical Skills Training Grant program can be found at <http://www.doleta.gov/h-1b/html/overv1.htm>.

United States Environmental Protection Agency (EPA).

- **One Cleanup Program.** The One Cleanup Program is EPA's vision for how different cleanup programs at all levels of government can work together to meet that goal — and ensure that resources, activities, and results are effectively coordinated and communicated to the public. The EPA has entered into a memorandum of understanding with the Wisconsin DNR to provide a single, consolidated approach to environmental cleanup. More information regarding the program can be found at: <http://www.epa.gov/oswer/onecleanupprogram/> (source for program description) or <http://www.dnr.state.wi.us/org/aw/rr/cleanup/ocp.htm>

State Programs:

There are many state programs that communities can consider utilizing to meet their stated goals and objectives. While not an all inclusive list, there are several programs that the Town of Greenville should strongly consider and are addressed below.

Wisconsin Department of Commerce. Wisconsin Department of Commerce area development managers assist business expansions, promote business retention, and help local development organizations in their respective territories. Area development managers (ADM) use their knowledge of federal, state, and regional resources to provide a variety of information

to expanding or relocating firms. They also mobilize resources to help struggling businesses. Local economic development practitioners can turn to area development managers for assistance with long-term marketing and planning strategies. The Town of Greenville is in Region 3. The ADM is Dennis Russel and he can be reached at 920/498-6302 or via email at Dennis.Russel@wisconsin.gov.

- **Community Based Economic Development (CBED) Program.** The Community-Based Economic Development (CBED) Program provides financing assistance to local governments and community-based organizations that undertake planning or development projects, or that provide technical assistance services that are in support of business (including technology-based businesses) and community development. The program provides grants for planning, development, and assistance projects; Business Incubator/Technology-Based Incubator; a Venture Capital Fair; and Regional Economic Development Grants. Additional information regarding the CBED program can be found at <http://www.commerce.state.wi.us/CD/CD-bcf-cbed.html>.
- **Community Development Block Grant for Economic Development (CDBG-ED).** The CDBG-ED program is designed to assist businesses that will invest private funds and create jobs as they expand or relocate to Wisconsin. The Wisconsin Department of Commerce would award the funds to the community, which then loans the funds to a business. When the business repays the loan, the community may retain the funds to capitalize a local revolving loan fund. This fund can then be utilized to finance additional economic development projects within the community. Additional information regarding the CDBG-ED program can be found at the following website: <http://www.commerce.state.wi.us/MT/Mt-FAX-0806.html>.
- **Early Planning Grant Program (EPG).** This EPG program is designed to encourage and stimulate the start-up, modernization, and expansion of small businesses. Grants may be used only to cover the costs of having an independent third party provide professional services. These services include the preparation of a comprehensive business plan that is necessary to secure initial business financing. Businesses with fewer than 50 employees are eligible for funding. Specific grants can be obtained for businesses specializing in automation, agricultural/food products, biotechnology, manufacturing, medical devices, paper/forest products, printing, tourism, and child care. Grants provide a 75% match of up to \$3,000. Additional information regarding the EPG program can be found at the following website: <http://www.commerce.wi.gov/BD/Mt-FAX-0809.html>.
- **Milk Volume Production (MVP) Program.** The Milk Volume Production (MVP) program is designed to assist dairy producers that are undertaking capital improvement projects that will result in a significant increase in Wisconsin's milk production. This program was created to aggressively support Wisconsin's \$20 billion dairy industry. The goal of the MVP program is to provide qualifying dairy producers with the type of financing necessary to fill the "equity gap" and to partner with local communities to increase dairy production in Wisconsin. It is important to note that the MVP application process is competitive, and not all applications will be funded. Only those projects that have a comprehensive business plan and can demonstrate that they will have a long-term sustainable impact upon Wisconsin's milk production will be successful. Information regarding the Milk Volume

Production (MVP) Program can be found at <http://www.commerce.wi.gov/MT/Mt-FAX-0810.html>.

- **Dairy 2020 Early Planning Grant Program.** The Dairy 2020 Early Planning Grant Program is specifically designed for small Wisconsin dairy farms. Professional assistance can help keep smaller operations profitable and competitive in the agricultural industry. Information regarding the Dairy 2020 Early Planning Grant Program can be found at <http://www.commerce.wi.gov/BD/Mt-FAX-0820.html>.
- **Customized Labor Training Program (CLT).** The CLT program provides a matching grant to assist companies which are utilizing new technologies or manufacturing processes to train employees on new technologies. Grant recipients must either expand and existing or build a new facility within the state. The grants help Wisconsin's manufacturers remain on the cutting edge of technological innovation. Eligible expenditures must focus on the continuing technological education of employees. Grants can cover employee wages, training materials, and trainer costs. Grants provide up to \$2,500 per trainee. Information regarding the CLT Program can be found at <http://www.commerce.wi.gov/BD/Mt-FAX-0802.html>.
- **Entrepreneurial Training Grant Program (ETG).** The ETG program provides potential new small business owners with partial tuition for attending the Small Business Center's (SBDC) Entrepreneurial Training Course. This course helps entrepreneurs prepare a comprehensive business plan that evaluates the feasibility of the proposed start up or expansion; identifies possible financing sources; and provides other information in regard to initial business start-up costs. Grants provide up to 75% of total tuition costs. Information regarding the ETG Program can be found at <http://www.commerce.wi.gov/BD/Mt-FAX-0808.html>.
- **Business Employees' Skills Training Program (BEST).** The BEST program helps small business in industries that are facing severe labor shortages upgrade the skills of their workforce. This program provides applicants with a tuition re-imbursement grant to cover training costs. To be eligible, businesses must have 25 or fewer employees and sales of less than \$2.5 million. In addition, businesses must specialize in automation, agricultural/food products, biotechnology, manufacturing, medical devices, paper/forest products, printing, tourism, or child care. All training must be provided by an independent third party. Information regarding the BEST Program can be found at <http://www.commerce.wi.gov/BD/Mt-FAX-0819.html>.
- **Industrial Revenue Bond.** The Industrial Revenue Bond program allows all Wisconsin municipalities to support industrial development through the sale of tax-exempt bonds. The proceeds from the bond sale are loaned to businesses to finance capital investment projects. Even though the bonds are issued by the municipality, the interest and principal are paid by the company. Information regarding the Industrial Revenue Program can be found at <http://www.commerce.wi.gov/CD/CD-BED-irb.html>.
- **Brownfields Initiative.** The Brownfields Initiative provides grants to persons, businesses, local development organizations, and municipalities for environmental remediation activities

for Brownfield sites where the owner is unknown, cannot be located or cannot meet the cleanup costs. Contact Jason Scott, 608/261-7714.

- **CDBG-Blight Elimination and Brownfield Redevelopment Program.** This program can help small communities obtain money for environmental assessments and remediate Brownfield's. Contact Joe Leo, 608/267-0751.
- **CDBG-Emergency Grant Program.** This program can help small communities repair or replace infrastructure that has suffered damages as a result of catastrophic events. Call 608/266-8934.
- **Community Development Zone Program.** This program is a tax-benefit initiative designed to encourage private investment and job creation in economically-distressed areas. The program offers tax credits for creating new, full-time jobs, hiring disadvantaged workers and undertaking environmental remediation. Tax credits can be taken only on income generated by business activity in the zone. Call 608/267-3895.
- **Wisconsin Fund.** The Wisconsin Fund provides grants to help small commercial businesses rehabilitate or replace their privately-owned sewage systems. Contact Jean Joyce, 608/267-7113.
- **Minority Business Development Fund – Revolving Loan Fund (RLF) Program.** This program is designed to help capitalize RLFs administered by American Indian tribal governing bodies or local development corporations that target their loans to minority-owned businesses. The corporation must be at least 51-percent controlled and actively managed by minority-group members, and demonstrate the expertise and commitment to promote minority business development in a specific geographic area. Contact Mary Perich, 414/220-5367 or Bureau of Minority Business Development, 608/267-9550.

Wisconsin Department of Transportation.

- **Transportation Economic Assistance (TEA) Program.** The state-funded Transportation Economic Assistance (TEA) program provides fast tract financing to construct rail spurs and port improvements for new or expanding industries. The program is available through the Wisconsin Department of Transportation. Additional information regarding the TEA program can be found at the following website: <http://www.dot.wisconsin.gov/localgov/aid/tea.htm>
- **State Infrastructure Bank Program.** This program is a revolving loan program that helps communities provides transportation infrastructure improvements to preserve, promote, and encourage economic development and/or to promote transportation efficiency, safety, and mobility. Loans obtained through SIB funding can be used in conjunction with other programs. Contact Dennis Leong, Department of Transportation, 608/266-9910.
- **Wisconsin Transportation Facilities Economic Assistance and Development Program.** This program funds transportation facilities improvements (road, rail, harbor,

airport) that are part of an economic development project. Contact Dennis W. Leong, Department of Transportation, 608/266-9910.

- **Freight Railroad Infrastructure Improvement Program.** This program awards loans to businesses or communities wishing to rehabilitate rail lines, advance economic development, connect an industry to the national railroad system, or to make improvements to enhance transportation efficiency, safety, and intermodal freight movement. Contact Ron Adams, Department of Transportation, 608/267-9284.
- **Freight Railroad Preservation Program.** The Freight Railroad Preservation Program provides grants to communities to purchase abandoned rail lines in the effort to continue freight rail service, preserve the opportunity for future rail service, and to rehabilitate facilities, such as tracks and bridges, on publicly-owned rail lines. Contact Ron Adams, Department of Transportation, 608/267-9284.

Wisconsin Department of Natural Resources.

- **Recycling Demonstration Grant Program.** This program helps businesses and local governing units fund waste reduction, reuse, and recycling pilot projects. Contact JoAnn Farnsworth, 608/267-7154, DNR.
- **Remediation and Redevelopment Program (RR).** The WDNR Remediation and Redevelopment program oversees the investigation and cleanup of environmentally contaminated sites (e.g. "brownfields." The program is comprehensive, streamlined, and aims to consolidate state and federal cleanups into one program. More information can be found at <http://www.dnr.state.wi.us/org/aw/rr/index.htm> (source for program description).

Regional Programs:

East Central Wisconsin Regional Planning Commission. The East Central Wisconsin Regional Planning Commission annually creates a Comprehensive Economic Development Strategy (CEDS) report, which evaluates local and regional population and economic activity. Economic development trends, opportunities, and needs are identified within the CEDS report. All communities, which are served by the Commission, are invited to identify future projects for economic development that the community would like to undertake. Those projects are included within the CEDS and may become eligible for federal funding through the Economic Development Administration (EDA) Public Works grant program. Additional information can be found at <http://www.eastcentralrpc.org/planning/economic.htm> and <http://www.eda.gov/AboutEDA/Programs.xml>.

Northeast Wisconsin Regional Economic Partnership. The combined Bay-Lake and East Central Wisconsin Regional Planning Commission areas were named as Technology Zone by the Wisconsin Department of Commerce in 2002. The Northeast Wisconsin Regional Economic Partnership (NEWREP) Technology Zone has provided over \$5 million in tax credits to businesses certified by Commerce, based on a company's ability to create jobs and investment and to attract related businesses. The Technology Zone Program focuses primarily on businesses engaged in research, development, or manufacture of advanced products or those that are part of an economic cluster and knowledge-based businesses that utilize advanced

technology production processes in more traditional manufacturing operations. Additional information can be found at <http://www.eastcentralrpc.org/planning/economic.htm>.

As NEWREP has allocated most of its tax credits, the group has taken on new initiatives, such as hosting a northeast Wisconsin business plan competition, as well as developing a trade mission program (in planning stages as of December, 2008).

New North, Inc. New North's mission is "to harness and promote the region's resources, talents and creativity for the purposes of sustaining and growing our regional economy." New North maintains a number of regionally based economic development committees charged with addressing the following initiatives:

- Fostering regional collaboration
- Focusing on targeted growth opportunities
- Supporting an entrepreneurial climate
- Encouraging educational attainment
- Encouraging and embracing diverse talents
- Promoting the regional brand

For more information on the New North, visit: <http://www.thenewnorth.com/thenewnorth/home/default.asp>.

Fox Cities Economic Development Partnership. The Fox Cities Economic Development Partnership (FCEDP), of which the Town of Greenville is a member, is charged with "fostering the Fox Cities' economic development by creating and implementing marketing programs that promote the area as an attractive location for business and industry." Currently, the FCEDP maintains a website containing industrial park mapping and information, and is conducting executive roundtables for key industry clusters, among many other things. More information regarding the FCEDP can be found at: <http://www.foxcities-marketing.org/foxcitieseco/home/default.asp>.

CAP Services, Inc. CAP Services Inc. (CAP) is a private non-profit corporation offering programs in Waushara, Marquette, Outagamie, Portage, Waupaca and parts of Marathon and Wood counties. The primary mission of CAP is to help low-income households attain economic and emotional self-sufficiency. Programs include Skills Training to help low-income individuals acquire skills to compete for higher paying jobs by assisting them with tuition, books, transportation and child care costs related to training; Business Development to provide entrepreneurs with the technical assistance, coaching advice and loan packaging they need to successfully start and grow their businesses; and Home Buyers Assistance to provide matching dollars to eligible low-and moderate-income, first-time homebuyers for down payment and closing costs. Funds are also available for repair and rehabilitation on newly purchased units; Weatherization measures including caulking, insulation, window repair and other conservation measures; Special Needs Housing; Asset Development to provide financial wellness training and incentives to low-income households; Preschool Services including head start for ages 3-5 and their families; and Crisis Intervention. Additional information can be found at www.capserv.org.

Private Programs:

Wisconsin Public Service Corporation (WPS). The Wisconsin Public Service Corporation also contributes a number of economic development services that communities should be aware

of for their businesses. WPS maintains an online database of available industrial buildings with information provided by the communities. The WPS economic development page can be a useful resource for communities, and can be accessed at <http://www.wisconsinpublicservice.com/business/bcd.asp>

7. HOUSING

Regional, County, and Local Policies

Regional Policies:

East Central Wisconsin Regional Planning Commission. East Central adopted Milestone #3, *Goals, Strategies, and a Plan for Action*, of its regional comprehensive plan in April 2008. The plan serves as an advisory document for counties and communities within the region. As part of this planning effort, East Central developed a vision for housing, which states:

In 2030 in the East Central Wisconsin region, a dynamic housing market fosters community and neighborhood cohesion. Varied types of quality housing are integrated with community facilities and various transportation alternatives. This housing market meets the needs of urban and rural households of all types, ages, income, cultures and mobility status.

The Milestone #3 report contains four housing plan guidelines, which contain goals, strategies, and recommendations for achieving this vision. The plan can be view at the following link: <http://www.eastcentralrpc.org/planning/compplan/milestone3/MS3Final/ms3final.htm>.

In January 2004, East Central adopted the report, *Overcoming Barriers to Affordable Housing in the East Central Region*. This report is a compilation of input from urban and rural residents, who identified barriers to affordable housing in their communities and suggested potential solutions that local citizens, county and local governments, developers and other housing providers can use to address these issues. Some of the identified issues and potential solutions which are pertinent to the Town of Greenville include senior housing issues, income and economic development barriers and access to funding, to name a few. This report is available online at: www.eastcentralrpc.org and through the ECWRPC office. Communities and agencies are encouraged to review the options presented and choose the best option or combination of options which best serve the needs of their residents and clients. Communities and individuals from the private and nonprofit sectors are encouraged to develop additional solutions and share those solutions with others to help improve the quality of life for all residents in our communities.

CAP Services. CAP Services is a regional community action program which aids low income persons in attaining economic and emotional self-sufficiency. They use a number of strategies to reach this goal, including advocacy, administering programs and grants, developing resources and partnering with public, private and other nonprofit or community groups. CAP Services provides a number of programs in Outagamie County. Programs related to housing include the Home Buyers Assistance program, which provides funds to assist low- to moderate-income first-time homebuyers in coming up with a down payment and closing costs. CAP also provides a Home Rehabilitation program that provides low, simple interest loans to low-income homeowners for necessary repairs.

County Policies:

Outagamie County Comprehensive Plan. The Outagamie County Comprehensive Plan was adopted in March, 2008. The plan's housing element provides the following goals:

- Promotion of the redevelopment of land with existing infrastructure and public services and the maintenance and rehabilitation of existing residential structures.
 - Promote preservation and rehabilitation of older neighborhoods.
 - Promote the infill of housing on existing vacant parcels.
 - Support the redevelopment of vacant or underutilized commercial and industrial sites for residential use.
- Encouragement of residential land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
- Providing an adequate supply of affordable housing for individuals of all income levels throughout the County.
- Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential uses.
- Provide for alternative housing types.

Federal, State, & Regional Programs

Funding and technical assistance for housing programs are available from several federal, state and regional agencies. A listing of these programs follows.

Federal Programs:

United States Department of Agriculture.

- **Rural Development Housing Programs.** USDA Rural Development offers a variety of housing products including single family, multi-family and farm labor housing products. Assistance can be in the form of a loan, grant or technical assistance. Information about individual products can be obtained from the USDA Rural Development website at: <http://www.rurdev.usda.gov/rhs>. Website information is provided in English and Spanish. Information can also be obtained from the state USDA Rural Development office, which is located in Stevens Point. Their phone number is: (715) 345-7615.

United States Department of Housing and Urban Development.

- **Brownfield Economic Development Initiative Grant.** This grant can be used for brownfield sites (converting old industrial to residential). BEDI and Section 108 funds must be used in conjunction with the same economic development project, and a request for new Section 108 loan guarantee authority must accompany each BEDI application. Funds can be used to benefit low-moderate income persons, prevent/eliminate slum and blight, and address imminent threats and urgent needs (usually follow the same guidelines as CDBG). More specifically, funds can be used for land writedowns, site remediation costs, funding

reserves, over-collateralizing the Section 108 loan, direct enhancement of the security of the Section 108 loan, and provisions of financing to for-profit businesses at below market interest rates. The maximum grant amount is \$1 million, and the minimum BEDI to Section 108 ratio is 1:1. For more information, contact David Kaminsky in HUD's Office of Economic Development at (202) 708-0614 ext. 4612 or visit the web site at: <http://www.hud.gov/offices/cpd/economicdevelopment/programs/bedi/bedifacts.cfm>

- **Community Development Block Grant (small cities).** Small cities, towns, and villages with populations of less than 50,000 are eligible to apply for this grant. Funds are used for housing and neighborhood improvement activities for low to moderate income households, including rehabilitation, acquisition, relocation, demolition of dilapidated structures, and handicap accessibility improvements. The Small Cities Community Development Block Grant is administered by states. For more information, visit the Wisconsin Department of Commerce Bureau Housing website at: <http://commerce.wi.gov/housing/cd-boh-Community-Development-Block-Grant-CDBG.html>, or contact Caryn Stone at (608) 267-3682.
- **Fair Housing Assistance Program (FHAP).** The federal fair housing law makes it illegal to discriminate in housing based on race, color, national origin, religion, sex, disability or familial status (i.e., the presence of children) in the sale, rental, or financing of housing. The State of Wisconsin also makes it illegal to discriminate based on age, marital status, lawful source of income and sexual orientation. FHAP provides funds to states to conduct intake of fair housing complaints, investigate complaints, counsel those who believe they have been denied equal access to housing and do systemic investigations. The program also provides outreach and education to consumers, advocates and the general public and technical assistance and training for real estate agents, property owners and managers and other members of the housing industry. General information about the FHAP can be obtained from the HUD website: <http://www.hud.gov/offices/fheo/partners/FHAP/index.cfm>. For local information and assistance, Outagamie County residents and officials should initially contact the Wisconsin Department of Workforce Development Equal Rights Division Civil Right Bureau. Visit their website at: <http://www.dwd.state.wi.us/er/> or contact LeAnna Ware at: (608)266-1997.
- **Multi-family Housing Programs.** HUD offers a number of multi-family programs through the state. These programs fund facility purchases, construction, rehabilitation, lead based paint abatement, energy conservation and accessibility improvements. For more information, visit the Wisconsin Department of Commerce Bureau Housing website at: <http://commerce.wi.gov/housing/#HomePrograms> or contact CAP Services ((920) 787-3949), as CAP Services administers many of these programs in Outagamie County.
- **Public Housing Programs.** HUD offers a number of public housing programs for the development/redevelopment or management of public housing authorities, rental assistance through the Section 8 program and some limited homeownership opportunities. General information can be found at: <http://www.hud.gov/progdesc/pihindx.cfm>. Information regarding the Outagamie County public housing authority can be found at <http://www.outagamiehousing.us/>.

- **Single Family Housing Programs.** HUD offers a number of single family home programs, including homebuyer education and counseling, downpayment assistance, rehabilitation, weatherization, mortgage insurance and reverse mortgages. For general information, visit HUD's website at: <http://www.hud.gov/offices/hsg/sfh/ins/singlefamily.cfm>. Some of these products, such as FHA loans, are available through approved lending institutions. Access to HUD single family home programs can also be obtained through WHEDA or the Wisconsin Department of Commerce Bureau Housing. Information about products WHEDA provides can be found on WHEDA's website at: http://www.wheda.com/cat_sfl/home.asp, or you may contact: Arlene Scalzo at: 1-800-334-6873 Ext. 623 for information. For information about products provided through the state Bureau of Housing, visit the Wisconsin Department of Commerce Bureau Housing website at: <http://commerce.wi.gov/housing/#HomePrograms> or contact: Betty Kalscheur at (608) 267-6904. CAP Services also administers some single family home programs in Outagamie County. The local phone number for CAP Services is (920) 787-3949. Their website address is: http://www.capserv.org/pages/About_Us.html.
- **Special Needs Programs.** HUD also funds programs for special need populations through the state. Information regarding emergency shelter/transitional housing programs or housing opportunities for people with AIDS can be found at the Wisconsin Department of Commerce Bureau Housing website at: <http://commerce.wi.gov/housing/#HomePrograms> or by contacting Judy Wilcox at: (608) 266-9388. The state strongly encourages joint emergency shelter/transitional housing (ESG/THS) grant applications. CAP Services has willingly served as the grant writer for ESG and THS grant applications for Outagamie County agencies.

Federal Financial Institutions Examination Council.

- **Community Reinvestment Act.** Through the Community Reinvestment Act (CRA), banks/financial institutions help meet the credit/investment needs of their markets with the primary purpose of community development. This is in part accomplished through direct grants/investments or loans to nonprofits or agencies to develop affordable housing. Direct loans are also given to individual households of which a certain percentage must go to low to moderate income households. More information can be obtained from their website: <http://www.ffiec.gov/cra/default.htm> or from your local financial institution.

United States Department of Veterans Affairs.

- **Home Loan Guaranty Service.** The Veterans Administration provides a variety of benefits for eligible veterans and their dependents. Housing products include low cost loans for purchase, construction or repair of owner-occupied housing. General information can be obtained from the Veteran's Affairs website at: <http://www.homeloans.va.gov/index.htm>. The Outagamie County Veterans Service Office provides information for veterans and their dependents at the following website: <http://www.co.outagamie.wi.us/vets/home.htm>. The Outagamie County Veterans Service Office can also be contacted at 920\832.5697 for information about specific programs.

National Non-Governmental Programs:

National Association of Home Builders (NAHB). The National Association of Home Builders is a trade organization that represents the building industry. They provide information and education about construction codes and standards, national economic and housing statistics, a variety of housing issues, jobs within the housing industry and information about local builders who are members of their organization. Visit their website at: <http://www.nahb.org/> for more information.

National Low Income Housing Coalition (NLIHC). NLIHC is a national advocacy group which conducts research on low income housing issues, provides information and data on a variety of housing or housing related issues affecting low income families and publishes reports and data regarding low income housing issues and legislation. Their mission is to end the affordable housing crisis for low income families. Information about NLIHC and its activities can be found at: <http://www.nlihc.org/>. NLIHC also has a number of state partners. Wisconsin has two State Coalition Partners, the Wisconsin Partnership for Housing Development, Inc. and Housing For All. For information about the Wisconsin Partnership for Housing Development, visit their website at: <http://www.wphd.org/> or call their Madison office at: (608) 258-5560. For information about Housing For All, contact Brian Peters of Independence First at: (414) 291-7520.

United Migrant Opportunity Services (UMOS). UMOS works with federal, state and local agencies, employers, for profit and nonprofit agencies to meet the housing needs of migrant workers. Call: 920\734.1451 for information about services and programs in Outagamie County. Information about UMOS's housing programs can also be found on their website at: http://www.umos.org/social_services/housing.aspx?sm=36.

State Programs:

University of Wisconsin – Extension.

- **Family Living Program.** The family living program provides assistance to families throughout Outagamie County. Some of these programs include financial education and parent education. For information regarding these and other programs, contact: Karen Dickrell at 920/832-5121.
- **Homeowner Resources.** UW-Extension provides a number of publications and materials to aid homeowners. Topics include home care, home maintenance and repair, life skills, financial information, gardening, landscaping, pest control, etc. These publications may be obtained through the Outagamie County UW-Extension office, or accessed online at: <http://www.uwex.edu/topics/publications/> or through <http://infosource.uwex.edu/>.
- **Housing – Ownership and Renting.** UW-Extension provides a website which includes information on home maintenance and repair, a seasonal newsletter, and Rent Smart, which is a tenant education program. This website is located at: <http://www.uwex.edu/ces/house/renting.html>. Publications are also included in Spanish.

- **Housing Specialist.** Dr. Marc Smith is the state UW-Extension Housing Specialist. He is located in the UW-Madison School of Human Ecology. His position priorities include assistance with the following topics, local housing policies, homeownership training, housing needs assessment, post-purchase support and housing program evaluation. He can be reached at: (608) 262-2831.

Wisconsin Department of Agriculture, Trade & Consumer Protection (DATCAP).

- **Consumer Protection.** DATCAP publishes a number of resources for renters, landlords and homeowners. Some of these are short fact sheets, other such as "The Wisconsin Way: A Guide for Landlords and Tenants" are longer publications. These publications can be found on DATCAP's website at: <http://www.datcp.state.wi.us/cp/consumerinfo/cp/factsheets/index.jsp>.

Wisconsin Department of Commerce-Bureau of Housing. This department helps to expand local affordable housing options and housing services by managing a number of federal and state housing programs and providing financial and technical assistance. Visit their website at: <http://commerce.wi.gov/housing/> for additional information. The Bureau of Housing also administers WIFrontDoor, which is a collaborative program with WHEDA and the WI Department of Health and Family Services. This website, located at: <http://www.wifrontdoorhousing.org/>, is a searchable statewide data base designed to help connect those looking for affordable housing with those providing housing and housing services. The website is searchable by location, unit size, availability, accessibility and cost of rent. Landlords and property managers can list their properties; they are also responsible for updating information about their properties. Renters can search for housing and services to fit their needs.

Wisconsin Department of Workforce Development—Migrant, Refugee and Labor Services. This department coordinates services for migrants, foreign-born residents and their families and employers who hire foreign and Limited English Proficient workers. Information regarding these services and contact information can be found at: <http://www.dwd.state.wi.us/dws/programs/refugees>.

Wisconsin's Focus on Energy. This public private partnership offers a variety of services and energy information to energy utility customers throughout Wisconsin. To learn about the programs and services they offer, visit their website at: <http://www.focusonenergy.com/portal.jsp?pageId=3>.

Wisconsin Historical Society

- **Historic Preservation.** The Wisconsin Historical Society offers technical assistance and two tax credit programs for repair and rehabilitation of historic homes in Wisconsin. One tax credit program provides state tax credits; the other program provides federal tax credits. The Wisconsin Historic Society also provides grants to local governments and nonprofit organizations for conducting surveys and developing historic preservation programs. For additional information, visit: <http://www.wisconsinhistory.org/hp/>

Wisconsin Housing and Economic Development Authority (WHEDA)

- **WHEDA Foundation.** The WHEDA Foundation awards grants to local municipalities and nonprofit organizations through the Persons-in-Crisis Program Fund to support the development or improvement of housing facilities in Wisconsin for low-income persons with special needs. Special needs is defined as homeless, runaways, alcohol or drug dependent, persons in need of protective services, domestic abuse victims, developmentally disabled, low-income or frail elderly, chronically mentally ill, physically impaired or disabled, persons living with HIV, and individuals or families who do not have access to traditional or permanent housing. For more information, visit WHEDA's web site at <http://www.wheda.com/programs/grants/about.asp>, or contact: Arlene Scalzo at: 1-800-334-6873 Ext. 623.
- **WHEDA Multi-family Products.** WHEDA offers a number of multi-family home products, including tax credits, tax exempt bond funding, construction, rehabilitation and accessibility loans, asset management and tax credit monitoring services. For information about this programs, visit WHEDA's web site at <http://www.wheda.com/programs/grants/about.asp>, or contact: Diane M. Schobert at: 1-608-266-0191.
- **WHEDA Single Family Products.** WHEDA offers a number of single family home products, including home improvement or rehabilitation loans, homebuyer assistance and homebuyer education. For information about this programs, visit WHEDA's web site at <http://www.wheda.com/programs/grants/about.asp>, or contact: Arlene Scalzo at: 1-800-334-6873 Ext. 623.
- **Wisconsin Affordable Assisted Living.** WHEDA and the Wisconsin Department of Health and Family Services have partnered to create affordable assisted living for low-income seniors. Through this partnership, housing costs are reduced and assistance is provided to help access the Medicaid program to pay for services. Information regarding elderly statistics, available services, and consumer links to directories of adult day care programs, adult family homes, community based residential facilities (CBRFs) and residential care apartment complexes (RCACs) can be found at: <http://www.wiaffordableassistedliving.org>.

Regional Programs:

CAP Services, Inc. CAP Services is one of 16 community action programs in the state of Wisconsin. CAP Services offers a number of community based programs in Outagamie County, including family services, housing, housing assistance, business development and preschool. CAP Services is a state-designated CHDO (Community Housing Development Organization), which means they have access to certain restricted funds set aside to meet housing needs within communities. The phone number for CAP Services is: 715\343.7500. Information about CAP Services can also be found on their website: <http://www.capserv.org/pages/byCounty.html>

Fair Housing Center of Northeast Wisconsin. The Fair Housing Center of Northeast Wisconsin, a branch of the Metropolitan Milwaukee Fair Housing Council, seeks to "promote fair housing throughout [northeast Wisconsin] by guaranteeing all people equal access to housing opportunities and by creating and maintaining racially and economically integrated housing

patterns.” The Fair Housing Center maintains three broad programmatic areas: Enforcement, Education & Outreach, and Community & Economic Development. For more information on the Fair Housing Center, visit: <http://www.fairhousingwisconsin.com/serv05.htm>.

Fox Cities Housing Coalition. The Fox Cities Housing Coalition (FCHC) is a consortium of housing providers in the Fox Cities that maintain a Continuum of Care model to ensure that the housing needs of all persons in the Fox Valley are met. In addition, the housing coalition conducts a semi-annual point in time survey of homeless persons in the Fox Valley, and collaborates to submit joint applications for funding. More information on the FCHC can be found at: <http://www.fchc.net/index.htm>.

County Programs:

Outagamie County Housing Authority. The Housing Authority “provides safe and sanitary housing for low and moderate income people in Outagamie County. [The Authority] owns and manages 290 apartments in Appleton, Kimberly, Seymour and Hortonville - 200 of which are reserved for the elderly and disabled in our community.” The Housing Authority also operates the weatherization and housing rehabilitation program for Outagamie County. For more information, visit: www.outagamiehousing.us.

8. TRANSPORTATION

State, Regional, & Local Policies

State Policies:

Wisconsin Department of Transportation (WisDOT)

- **Wisconsin State Highway Plan 2020.** Wisconsin's State Trunk Highway system, consisting of approximately 11,800 miles of roads, is aging and deteriorating while traffic congestion is increasing. In response to this critical issue, WisDOT, in partnership with its stakeholders, has developed the *Wisconsin State Highway Plan 2020*, a 21-year strategic plan that considers the highway system's current condition, analyzes future uses, assesses financial constraints and outlines strategies to address Wisconsin's preservation, traffic movement and safety needs. The plan is updated every six years to reflect changing transportation technologies, travel demand and economic conditions in Wisconsin.

According to the Wisconsin State Highway Plan, 2020, STH 15 is expected to be extremely congested west of STH 76 and moderately congested east of STH 76. The STH 15 corridor has been identified as a potential major project. Potential projects are subject to environmental analysis and legislative approval; they will be re-evaluated in future state highway plans. STH 76 and STH 96 are also identified in the plan but are not expected to be congested by 2020.

This plan also stressed the need to develop a safe inter-modal transportation system which accommodates alternate forms of transportation by designating specific state and county highways that could safely accommodate bicycle transportation. Specific accommodations recommended by the plan include the use of designated bicycle lanes in urban areas,

widening traffic lanes to allow for bicycle travel, and paving shoulders to allow for increased bicycle use. The plan estimated that approximately \$6 million would be necessary to provide adequate bicycle accommodations throughout the state.

- **Wisconsin State Bicycle Transportation Plan 2020.** The *Wisconsin State Bicycle Transportation Plan (WSBTP) 2020* specifically addresses the future needs of bicycle transportation. The plan establishes two primary goals: to double the number of bicycle trips made by 2010 and to reduce the number of motor vehicle-bicycle crashes by 10 percent by 2010. To achieve these goals, objectives for engineering, education, enforcement and encouragement were identified. These goals included not only the need for the construction of an expanded network of transportation facilities that allows for safe bicycle travel, but also for the promotion of education to advance vehicle driver awareness of bicyclists (drivers licensing and bicycle safety courses). Finally, tips to promote the utility and ease of bicycle transportation were identified as well as a mandate to increase the enforcement of reckless driving behavior by both motorists and bicyclists.

The *WSBTP* provides suggestions for both intercity (rural) and urban/suburban bicycle facilities. The suitability of rural roads for bicycle traffic is primarily determined by the paved width of the road and the volume of traffic. To be bicycle accessible, high volume roads (greater than 1,000 vehicle trips per day) should have a paved shoulder. Most State Trunk Highways located on the Priority Corridor System meet these criteria. No improvements were recommended for low volume roads (less than 1,000 vehicles per day). Finally, separated multi-use paths (trails) were also promoted as a viable option to increase bicycle transportation opportunities within rural areas. Urban improvements should include designated bicycle lanes within the street area, widened lanes, and paved shoulders. Larger urban parks often have both paved and unimproved multi-purpose trail systems, which commonly parallel rivers or other scenic corridors.

For the purposes of the *WSBTP*, urban areas were defined as villages or cities with populations of 5,000 persons or greater. Although, despite not being a village or town, the population within the Town of Greenville does exceed this number; therefore the urban strategies could be applied to the more densely population portion of the Town surrounding the STH 15 and 76 intersection to promote safe bicycle transportation for families and visiting bicyclists.

- **Wisconsin State Airport System Plan 2020.** The *Wisconsin State Airport System Plan 2020* provides a framework for the preservation and enhancement of the public-use airport system which will meet future aviation demands for the state. It provides an inventory of existing public-use airport facilities; and categorizes them according to their current services, projected use, and future scheduled maintenance and construction projects. Based on existing conditions and projected improvements that are listed within airport master or layout plans, forecasts are made for future airport classifications. No projected changes have been made in the status of The Outagamie County Regional Airport's classification of AC/C.

Regional Policies.

Fox Cities Metropolitan Planning Organization (MPO). Portions of the Town of Greenville are within the Fox Cities MPO. MPO's designate two planning areas: the Adjusted Urbanized area, which is the area consisting of at least 50,000 people with a population density of 1,000 persons per square mile based on census blocks, and the Metropolitan Planning Area, which is used in the financial analysis required by TEA-21. Portions of the Town of Greenville located in the urbanized area are concentrated southwest of the intersection of STH 76 and Spring Road, as well as Section 10 north of STH 15. Portions outside of the MPO are located southwest of the STH 96/Julius Drive intersection and northwest of the STH 96/North Road intersection. All other areas are located in the Metropolitan Planning Area.

- **Fox Cities Long Range Transportation/Land Use Plan.** The purpose of the Long Range Transportation/Land Use Plan is to insure coordination between land use and transportation planning with the Fox Cities Metropolitan Planning Area, and is prepared to meet the requirements of the Transportation Equity Act for the 21st Century (TEA-21). The plan provides goals, objectives, and policies for a series of issues related to the Fox Cities land use and transportation systems. A series of recommended projects are presented based upon future predictions of land use and road deficiencies. Recommended projects that are within the jurisdiction of the Town of Greenville are: reconstruction of CTH JJ between STH 76 and CTH A (2006); reconstruction of STH 76 between STH 15 and CTH JJ (2007); resurfacing of STH 76 between USH 10 and STH 15 (2010); reconstruction of STH 96 from USH 41 to STH 76 (2007-2008); and study STH 15 to consider capacity expansion to 4 lanes from Greenville to New London.

East Central Wisconsin Regional Planning Commission. East Central adopted Milestone #3, *Goals, Strategies, and a Plan for Action*, of its regional comprehensive plan in April 2008. The plan serves as an advisory document for counties and communities within the region. As part of this planning effort, East Central developed a vision for transportation, which states:

In 2030, the East Central region will have an efficient regional transportation network which provides options for the mobility needs of all people, goods, and services.

The Milestone #3 report contains five transportation "plan guidelines", which contain goals, strategies, and recommendations for achieving this vision. The plan can be view at the following link: <http://www.eastcentralrpc.org/planning/compplan/milestone3/MS3Final/ms3final.htm>.

County Policies.

Outagamie County Comprehensive Plan. The Outagamie County Comprehensive Plan was adopted in March, 2008. The plan's transportation element provides the following goals:

Relating to Sprawl Development:

- Provide an 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.
- Encourage new development in areas served by existing and adequate transportation facilities.

- Encourage development of alternative modes of transportation and ensure that they can co-exist with each other efficiently.
- Discourage the sprawl effects of highway expansion.

Relating to Transportation Funding:

- Provide a safe street and highway system that, together with other transportation facilities, will meet short and long-range needs, interests, and objectives of the regions citizens in a cost-effective manner.
- Protect future transportation corridors by purchasing right-of-way.
- Encourage consolidation and coordination of transportation projects and programs through intergovernmental cooperation to improve the efficient use of tax dollars.
- Develop alternative funding sources to the gas tax and related transportation fees.
- Encourage the review of current street and highway design standards.

Relating to Regional Connectivity:

- Encourage the exploration into the potential benefits of promoting increased use of rail facilities for transporting freight.
- Expand bus route services to provide connections to various urban areas throughout the region.
- Identify and preserve transportation corridors and facilities.

Relating to the Environment:

- Encourage land uses that minimize vehicle miles traveled.
- Encourage development of a transportation system that minimizes environmental disruption and strives to maintain a quality environment.
- Promote the conservation of energy and recognize energy supply uncertainties in the future.
- Promote full and efficient utilization of existing regulations and incentives to protect environmental resources.
- Encourage impact mitigation in transportation project development.
- Provide more education about production and use of more efficient vehicles, modes and energies, as well as on the incentives available.
- Attract industries to the region that do research and development of alternative fuels.

Airport Zoning. The Outagamie County Regional Airport Zoning Ordinance is contained within Chapter 21 of the Outagamie County Code of Ordinances. The purpose of the "Airport Zoning" subchapter is to promote the public safety, welfare and convenience, while implementing the recommendations of the County airport master plan. The ordinance provides the County the authority to regulate land uses outside of the airport boundaries to ensure that contiguous development is compatible with current and future airport operations. Complementary land uses to airports include noisy commercial or industrial businesses; service based commercial industries (restaurants, hotels, etc.), agriculture, and open and green space conservancies. Commercial and industrial uses must be constructed so the building height does not obstruct access to airport runways. Due to increased noise levels, residential areas, community facilities (schools, hospitals, etc.), and governmental offices are generally not adjacent to the airport area. Wetlands, retention ponds, and landfills are also incompatible land uses because they have the potential to attract birds which may interfere with aircraft navigation.

Highway Access Standards. Chapter 8.09 of the *Outagamie County Subdivision Ordinance* sets access regulations and utility permits pertaining to county trunk highways. The purpose of the ordinance is to ensure safety, visual quality, and functional capacity of the county road system.

Local Policies:

- **Subdivision Ordinance.** The Town of Greenville Subdivision Ordinance (5.10) regulates street design within the municipality. The ordinance requires that all lots be provided with access to public streets (with exception of condominium units), and that “streets shall be laid out to provide for possible continuation wherever topographic and other physical conditions permit.”
- **Airport District.** The Town of Greenville Zoning Code designates the Towns Airport District in Chapter 7.20. The airport district includes all land owned by the county for airport purposes. The town defers height regulations (section 7.20 3(a)) to the County Airport Ordinance, and the placement of structures (7.20 3(b)) to the Federal Aviation Administration (FAA) design guidelines.

Federal, State, & Regional Programs

Federal Programs:

Department of Transportation (DOT).

- **Surface Transportation Program – Rural (STP-R).** This program allocates federal TEA-21 funds to complete a variety of improvements to rural county highways. To be eligible, two conditions must be met; the road must be located outside of an urban area and must be classified as at least a rural minor collector. Project proposal applications are accepted only in odd numbered years. More information can be found at <http://www.dot.wisconsin.gov/localgov/highways/stp-rural.htm>.

State Programs:

Wisconsin Department of Transportation (DOT).

- **Local Bridge Improvement Assistance Program.** This program helps counties, cities, villages, and towns rehabilitate or replace existing bridges on Wisconsin's local highway system based on the sufficiency rating. The program operates on a cost-shared basis with federal and state funds accounting for 80% of the total eligible project costs. More information can be found at <http://www.dot.wisconsin.gov/localgov/highways/bridgeprogram.htm>.
- **General Transportation Aid.** Road maintenance is partially funded by disbursement of the state transportation fund. The largest portion of the fund is from General Transportation Aids. The state provides an annual payment to each county and municipality that funds a portion of the local governments' costs for activities such as road construction, filling potholes, snow removal, and other related transportation maintenance. Disbursements from the account are determined by the total mileage of local roads within

the municipality or by a formula based on historic spending. This information must be reported annually. More information can be found at <http://www.dot.wisconsin.gov/localgov/highways/gta.htm>.

- **Local Roads Improvement Program (LRIP).** This program provides funding to improve or replace seriously deteriorating county highways, town roads, and city or village streets. New roads are not eligible. LRIP funds pay up to 50% of total eligible costs while the remaining amounts must be matched by the local government. The program has three basic programs: County Highway Improvement (CHIP); Town Road Improvement (TRIP); and Municipal Street Improvement (MSIP). Additional discretionary funds are available for high cost projects. More information can be found at <http://www.dot.wisconsin.gov/localgov/highways/lrip.htm>.
- **Connecting Highway Aids (CHA).** The CHA program assists municipalities with costs associated with increased traffic and maintenance on roads that connect segments of the State Trunk Highway System. Over 120 municipalities receive quarterly payments on a per lane mile basis. More information can be found at <http://www.dot.wisconsin.gov/localgov/highways/connecting.htm>.
- **Traffic Signing and Marking Enhancement Grants Program (TSMEGP).** This program provides funds to local units of government to install traffic signing and roadway marking enhancements. The ultimate goal of the TSMEGP is to improve traffic safety and visibility for both elderly drivers and pedestrians. All Wisconsin counties, cities, villages, and towns are eligible to submit project proposals. The program will provide up to 75% of eligible funds for project completion while the local government must fund the remaining 25%. More information can be found at <http://www.dot.wisconsin.gov/localgov/highways/signing.htm>.
- **Flood Damage Aids.** This program provides funds to assist local units of government to improve or replace roads or roadways structures that have sustained major damage from flooding. The program helps defray costs for damaged streets, highways, alleys, or bridges which are not associated with the State Trunk Highway System. More information can be found at <http://www.dot.wisconsin.gov/localgov/highways/signing.htm>.
- **Rural and Small Urban Area Public Transportation Assistance Program.** This program allocates federal funds to local units of government to provide both capital and operating costs for public transit services which operated within rural areas. All municipalities with populations less than 50,000 are eligible. More information can be found at <http://www.dot.wisconsin.gov/localgov/transit/ruralsmall.htm>.
- **Wisconsin Employment Transportation Assistance Program (WETAP).** This program is designed to provide transportation for low-income workers to jobs, training centers, and childcare facilities through enhanced local transportation services. Funding is provided by a combination of federal, state, and local funds. This program provides a crucial link to allow low-income workers to remain in the workforce. More information can be found at <http://www.dot.wisconsin.gov/localgov/transit/wetap.htm>.

- **Local Transportation Enhancement Program (TE).** This program provides funds that increase multi-modal transportation within a region while enhancing the community and the environment. Eligible projects include multi-use recreational trails, landscaping, or the preservation of historic transportation structure. Funds cover up to 80% of the total eligible

project costs. More information can be found at <http://www.dot.wisconsin.gov/business/econdev/te.htm>.

- **Transportation Economic Assistance Grant Program (TEA Grant).** This program provides a 50% state grant to local governments, private businesses, and consortiums for road, rail, harbor, and airport projects that are necessary to help attract employers to Wisconsin. These grants have a performance based incentive and successful funding requires that businesses and industries created by the grant program retain and expand local economies in Wisconsin. More information can be found at <http://www.dot.wisconsin.gov/business/econdev/tea.htm>.

- **County Elderly and Disabled Transportation Assistance Program.** County governments are eligible for funds to establish a transit program for elderly and disabled citizens. The program allows for flexibility in various transportation options to their clients. County governments must provide a 20% match in funds. More information can be found at <http://www.dot.wisconsin.gov/localgov/transit/countyelderly.htm>.

Regional Programs:

Fox Cities Metropolitan Planning Organization.

Fox Cities Transportation Improvement Program (TIP). The Transportation Improvement Program for the Fox Cities Urbanized Area is a staged multi-year program of both capital and operating projects designed to implement the long-range element of the transportation plan and shorter-range transportation system management (TSM) element. The staged program covers a period of five years and includes projects recommended for implementation this period. As part of the Town of Greenville is located within the Fox Cities MPO, several projects within the Town have been identified and included in the TIP. These projects are identified in Table 1..

Table 1. Fox Cities Urbanized Area TIP Projects in the Town of Greenville

Project Title	Project Year	Project Description
Boardwalk Trail/CTH CB-Spencer	2007	New bike/pedestrian trail
STH 15/McCarthy Intersection	2007	Maintenance
STH 15/Mayflower Intersection	2007	Signals Added
STH 76/STH 15 - Everglade	2007	Reconstruction
STH 96/STH 76 - USH 41	2008	Reconstruction
CTH JJ/STH 76 -CTH A	2009	Reconstruction
STH 76/Everglade - CTH JJ	2010	Reconstruction

Source: Fox Cities (Appleton) TIP, 2007

9. UTILITIES & COMMUNITY FACILITIES

Regional, County, & Local Policies

Regional:

East Central Wisconsin Regional Planning Commission. East Central adopted Milestone #3, *Goals, Strategies, and a Plan for Action*, of its regional comprehensive plan in April 2008. The plan serves as an advisory document for counties and communities within the region. As part of this planning effort, East Central developed a vision for utilities and community facilities, which states:

Efficient, cost effective community facilities are provided, which enhance the quality of life and ensure prosperity and economic stability for all. The emphasis in service provision is on cooperative planning, fostering collaboration, enhancing partnerships, sharing resources and transcending boundaries, as appropriate. In 2030, there are regional opportunities for the sustainable and safe management of solid waste and recycling, collection, processing and disposal activities. A well managed and planned public and private water supply provides for the region's citizens and industry. The region is served by a variety of well-functioning public and private wastewater treatment systems, which are capable of accommodating future growth, while limiting the inherent conflicts caused by both urban and rural development patterns. Adequate, cost effective, environmentally conscientious utility infrastructure exists to support industry and the general population. There are cost effective, efficient, quality emergency and non-emergency services to ensure public safety. A variety of meaningful educational options and opportunities exist for all students. Children and adults in the region are provided with accessible educational, informational and recreational library services and materials in an economically efficient and timely manner. There is a collaborative regional forum to create and implement a strategic framework for the continuum of care for the health and well being of the residents of the region. Through cooperative efforts, park, open space, and recreational facilities and programs are protected and preserved and there are plans for new facilities. There are community facilities which meet the needs of various groups, including youth, elderly, and minorities, in a balanced and financially responsible manner."

The Milestone #3 report contains nine utilities and community facilities "plan guidelines", which contain goals, strategies, and recommendations for achieving this vision. The plan can be view at the following link:
<http://www.eastcentralrpc.org/planning/compplan/milestone3/MS3Final/ms3final.htm>.

County:

Outagamie County Comprehensive Plan. The Outagamie County Comprehensive Plan was adopted in March, 2008. The plan's utilities and community facilities element provides the following goals:

- Promote the redevelopment of land with existing infrastructure and public services.
- Encourage land uses, densities and regulations that promote efficient development patterns and relatively low governmental and utility costs.

- Encourage the coordination and cooperation of the provision of public services among nearby units of governments.
- Provide adequate infrastructure and public services to meet existing and future market demand for residential, commercial and industrial uses.

Local:

Conservation Subdivision Ordinance. As part of Chapter 5.6, "Conservation Subdivisions" of the Town of Greenville code of ordinances, the Town has the ability to require that "the subdivider provide for common water and sewer system for all lots or clusters of lots."

Park, Tree, Water & Sewer Fees. Per the Town's schedule of permit fees, fees for parks, trees, water and sewer are dictated by individual developer agreements, and are part of the cost of a building permit for a new home.

Federal, State, & Regional Policies

Federal Agencies:

United States Environmental Protection Agency (USEPA).

- **Water Pollution Control Act.** The Federal Water Pollution Control Act (1977), more commonly known as the Clean Water Act, established the basic structure for regulating discharges of pollutants into surface waters. Effluent standards for wastewater treatment plants and other industrial facilities were established by this landmark legislation. The legislation also provided grants to communities to assist with planning and construction of upgraded facilities. Today, increasing levels of growth and changing treatment standards have caused more recent expansions and improvements of these systems.
- **National Pollutant Discharge Elimination System (NPDES) Storm Water Program.** The Clean Water Act also established the National Pollutant Discharge Elimination System (NPDES) Storm Water Program. The comprehensive two-phased program addresses the non-agricultural sources of stormwater discharges which adversely affect surface water quality. A NPDES permitting mechanism requires the implementation of controls designed to reduce the volume of stormwater runoff and the level of harmful pollutants in stormwater runoff.
- **Safe Drinking Water Act (SDWA).** Drinking water standards are set by the USEPA. The Safe Drinking Water Act (SDWA) requires the USEPA to set primary standards, while individual public water systems must ensure that they are met. Drinking water standards apply to public water systems which supply at least 15 connections or 25 persons at least 60 days of a calendar year. Standards have been set for 90 chemical, microbiological, radiological, and physical contaminants. Non-enforceable guidelines are also set for secondary standards for contaminants that may cause cosmetic effects such as poor taste or odors.

United States Department of Agriculture.

- **Rural Emergency Responders Initiative.** The Rural Emergency Responders Initiative can be utilized to strengthen the ability of rural communities to respond to local emergencies. Public bodies and non-profit organizations are eligible to receive funds. Eligible projects include the purchase of equipment, vehicles or buildings for the following types of projects: fire protection, rescue/ambulance, civil defense/early warning systems, communication systems, train facilities, and several other projects.
- **Water and Waste Grant and Loan Program.** The Water and Waste Grant and Loan Program offer grants and loans to communities with populations of up to 10,000. The funds are utilized to develop water and wastewater systems, including water supply, storage, waste disposal and storm drainage in rural areas. Eligible projects involve the original construction, modification or extension of existing projects.
- **Community Facilities Grant Program.** The Community Facilities Grant Program provides assistance to rural communities in the development of essential community facilities. Eligible applicants include public entities with populations less than 20,000. Grant funds may be used to purchase equipment or construct, enlarge, or improve facilities associated with health care, public safety, or community and public services.

Federal Emergency Management Administration (FEMA). FEMA offers several annual grant awards to fire departments. Eligible project costs include equipment, supplies, training, emergency work (evacuations, shelters, etc.), and mobilization/ demobilization activities. All municipal jurisdictions with a population of less than 50,000 are eligible to receive funding. Recipients must provide a 10 percent match for all project costs.

Other Federal Agencies. Federal regulation of telecommunications, radio, and television towers is currently under the auspices of the **Federal Communications Commission (FCC)**, the **Federal Aviation Administration (FAA)**, and the **Occupational Safety and Health Administration (OSHA)**. The FCC issues licenses for new telecommunication facilities by determining the overall need, coordinates frequencies, and regulates tower placement. Communication towers must be located at the most central point at the highest elevation available. The FAA regulates tower height, coloring, and lighting to ensure aircraft safety. OSHA regulates the occupational exposure to non-ionizing electromagnetic radiation emitted from radio, microwave, television, and radar facilities.

State Agencies and Associations:

Public Service Commission (PSC). Public utilities in Wisconsin are regulated by the PSC, an independent regulatory agency. The PSC sets utility rates and determines levels for adequate and safe service. More than 1,400 utilities are under the agency's jurisdiction. PSC approval must be obtained before instituting new rates, issuing stock or bonds, or undertaking major construction projects such as power plants, water wells, and transmission lines.

Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP). Rural areas are governed by several non-point pollution prevention programs. Small-scale drains are prevalent throughout Outagamie County. Administrative rules relating to agricultural

runoff include NR-151, ATP-50, NR-88, and ATP-48. The first two regulations govern the total suspended solids (TSS) loadings; a 20 percent reduction is required by 2008 and 40 percent reduction by 2013. The latter two regulations pertain to the daily operations and functions of agricultural drainage districts. Primary responsibility for planning for, administering, and enforcing drainage district regulations resides with the county drainage board.

Wisconsin Department of Commerce. COMM 83 is a health and safety code that sets standards for private on-site wastewater treatment system (POWTS). Recently revised in the early 1990s, COMM 83 provides a technical and administrative framework for enforcing POWTS related issues. This legislation regulates traditional septic and mound systems as well as delineates alternative options in which soil conditions and other factors limit the use of these traditional methods of private domestic wastewater treatment. The updated code prescribes specific effluent standards for POWTS.

- **Community Development Block Grant – Public Facilities (CDBG – PF).** The Community Development Block Grant – Public Facilities (CDBG – PF) is a versatile tool that allows local units of government to finance public works projects. Projects must enhance the economic vitality of a community by undertaking public investment that contributes to overall community and economic development. Funds can be allocated to a wide array of infrastructure and public building projects, excluding buildings for the conduct of government. Typically, funded projects include improvements or construction of municipal sewer systems, wastewater treatment plants, municipal water systems, and other related projects.
- **Community Development Block Grant Public Facilities for Economic Development (CDBG – PFED).** The Community Development Block Grant Public Facilities for Economic Development (CDBG – PFED) helps underwrite municipal infrastructure development that retains or promotes business development by creating employment opportunities. Eligible projects include water and sewer systems and roads that are owned by a special purpose unit of government. All local governmental units with populations of less than 50,000 are eligible for funding.
- **Wisconsin Fund.** The Wisconsin Fund provides grants to homeowners and small commercial business to repair, rehabilitate, or replace an existing private on-site wastewater treatment system (POWTS). The Outagamie County Zoning Department administers the program locally and provides assistance to county residents in preparing grant applications.
- **Well Compensation Program.** The Well Compensation Program provides grants to owners of contaminated private water supplies that serve a residence or are used for livestock. Contamination can not be bacterial in nature. Eligibility is determined based on annual family income.

Wisconsin Department of Natural Resources. Federal legislation such as the Clean Water Act has served as the impetus for state legislation. Area wide Water Quality Management under Section 208 and the Facility Planning Grant Program under Section 201 mandated the preparation of sewer service area plans for urban areas. These principles have been embodied into Chapters NR-121 and NR-110 of the Wisconsin State Statutes respectively. NR-121

specifies the standards and processes for initiating and continuous area wide wastewater treatment management planning. As provided by NR-121, the WDNR's role is to review and approve every sewer service area plan and its amendments, taking into account water quality impacts and cost-effectiveness. NR-110 regulates site-specific facility planning and sanitary sewer extensions. Decisions regarding the extension or expansion of wastewater collection facilities are made primarily at the local level.

- **Wisconsin Solid Waste Management Program.** Begun in the 1970s, the Wisconsin Solid Waste Management Program regulates existing landfills and provides assistance to local governments. The program delineates all environmental regulations and standards that landfills must adhere to including construction specifications, water monitoring requirements, and sanitary procedures. The program inventories and licenses all operating and proposed solid waste facilities. Periodic updates are performed to ensure that environmental protection standards are the most current based on data collection.
- **Wisconsin Act 335.** In 1989, Wisconsin Act 335 was passed. This law governs the recycling programs within the state. Recycling programs for all commercial and residential entities were mandated under this legislation. The intent of the legislation is to divert recyclable material and various household hazardous wastes from landfills. Municipal governments are responsible for arranging residential programs, and the WDNR oversees and supports these efforts.
- **NR-809.** Drinking water standards are also maintained at a state level. NR-809 regulates the design, construction, and proper operation of public water systems. The WDNR also assures that regulated contaminants are adequately monitored.
- **Knowles-Nelson State Stewardship.** The Knowles-Nelson State Stewardship Fund is a land acquisition program for the State of Wisconsin. Created by the state legislature in 1989, \$60 million dollars per year is utilized to purchase lands for parks and other recreational purposes. An important component of the program is the cooperation between the DNR and local governments and non-profit organizations. The program offers a 50 percent grant match to create parks, hiking trails, hunting grounds, and other facilities. The funds can also be utilized for facilities improvements such as road construction and capital acquisition projects (picnic equipment, playgrounds, etc.).
- **Clean Water Fund Program (CWFP).** The Clean Water Fund Program (CWFP) offers loans and hardship grants to any town, village, city, county utility district, public inland lake protection & rehabilitation district, metropolitan sewerage district or federally recognized American Indian tribe or band to construct or modify municipal wastewater systems or construct urban storm water best management practices.
- **Safe Drinking Water Loan Program (SDWLP).** The Safe Drinking Water Loan Program (SDWLP) offers loans to any city, village, town, county, sanitary district, public inland lake protection & rehabilitation district, or municipal water district to construct or modify public water systems to comply with public health protection objectives of the Safe Drinking Water Act.

- **Wisconsin Pollutant Discharge Elimination System (WPEDS) Storm Water Program.** The NPDES program is administered by the WDNR through NR-216. The Wisconsin Pollutant Discharge Elimination System (WPEDS) Storm Water Program regulates stormwater discharge from construction sites, industrial facilities, and selected municipalities. Recent Phase II requirements will require six minimum control measures to be addressed by communities and other local entities: public education, public participation, illicit discharges, construction site pollutant control (≥ 1 acre in size), post construction site stormwater management, and pollution prevention.

Department of Public Instruction (DPI). The Wisconsin Constitution as it was adopted in 1848 provided for the establishment of district schools that would be free to all children age 4 to 20. Subsequent laws allowed a property tax to be collected to fund school programs. Today, the Department of Public Education (DPI) oversees the operations of school systems and sets state standards for educational curricula, teacher certification standards, and other educational programs.

Wisconsin Community Action Program Association (WISCAP).

- **Rural Community Assistance Program (RCAP).** Rural Community Assistance Program (RCAP) offers training and technical assistance to small (under 10,000), rural, low income communities, sanitary districts, and isolated rural areas for problems related to water and wastewater system development.

Board of Commissioners of Public Lands (BCPL).

- **State Trust Fund Loan Program.** The State Trust Fund Loan Program offers loans to municipalities, lake districts, metropolitan sewerage districts and town sanitary districts for a wide variety of municipal purposes.

Wisconsin Rural Water Association. The Wisconsin Rural Water Association offers rural communities with populations of less than 10,000 grants, loans, and technical assistance for approved Rural Utility Service, Clean Water, Safe Drinking Water and Brownfield projects.

State Agencies and Associations:

East Central Wisconsin Regional Planning Commission (ECWRPC). ECWRPC acts in an advisory and regulatory role for Sewer Service Area (SSA) Plans. ECWRPC has prepared detailed long range plans for 26 wastewater treatment plants to address growth and ensure water quality within the region. These plans were developed and administered by East Central through an agreement with the Wisconsin DNR. ECWRPC also acts in an advisory capacity to WDNR and provides recommendations on various plan updates, amendments, facilities plans, and sewer extensions.

10. AGRICULTURAL, CULTURAL, AND NATURAL RESOURCES

State, Regional, County & Local Policies

State of Wisconsin:

Wisconsin Administrative Code. Comm 83, revised during the 1990s to add provision for new wastewater treatment system technologies and land suitability criteria, came into effect on July 1, 2000. Unlike the code it replaced, the new rules prescribe end results – the purity of wastewater discharged from the system – instead of specific characteristics of the installation. This rule provides land owners with more on-site wastewater treatment options, while at the same time protecting natural resources and groundwater.

NR-103, Water Quality Standards for Wetlands, establishes water quality standards for wetlands.

NR-115, Wisconsin's Shoreland Management Program, requires counties to adopt zoning and subdivision regulations for the protection of all shorelands in unincorporated areas.

NR-116, Wisconsin's Floodplain Management Program, requires municipalities to adopt reasonable and effective floodplain zoning ordinances.

NR-135 was established to ensure that non-metallic mining sites are properly abandoned. This law promotes the removal or reuse of non-metallic mining refuse, removal of roads no longer in use, grading of the non-metallic mining site, replacement of topsoil, stabilization of soil conditions, establishment of vegetative groundcover, control of surface water flow and groundwater withdrawal, prevention of environmental pollution, development and reclamation of existing non-metallic mining sites, and development and restoration of plant, fish and wildlife habitat if needed to comply with an approved reclamation plan.

Wisconsin State Statutes. The Town of Greenville has adopted village powers under Wis. Stats. Ch 60, Sec 60.62. This allows towns to adopt their own zoning regulations, provided they are at least as restrictive as that of Outagamie County.

Regional:

East Central Wisconsin Regional Planning Commission. East Central adopted Milestone #3, *Goals, Strategies, and a Plan for Action*, of its regional comprehensive plan in April 2008. The plan serves as an advisory document for counties and communities within the region. As part of this planning effort, East Central developed three separate chapters for agriculture, natural and cultural resources:

Agricultural Resources Vision: *In 2030, agriculture is an important feature of the economy and lifestyle of the East Central region. Development pressures have been diverted away from prime farmland and ample, un-fragmented agricultural districts exist. Farming is practiced on the most productive soils. A variety of farm types and sizes are operating successfully. The region's farming community supplies both local and global markets. Citizens, local officials, and farmers are aware of and continuously address interrelated economic and land use issues. The viable and stable farm economy, in terms of farm income and prosperity, reflects concerted efforts by the private and public sectors to balance free market forces and government programs for land conservation.*

Natural Resources Vision: *In 2030, the importance of natural resources, including their link to the regional economy, quality of life, and cost effective service provision is recognized. Natural resource planning is sustainable, consistent and coordinated in order to protect and build a strong sense of ecological place. The Winnebago Pool Lakes and the Fox/Wolf River systems are recognized as the backbone of the region's ecological resources. Geologic resources that are significant from an aesthetic, scientific, cultural, historic, educational, or commercial extraction purpose, have been identified, inventoried, preserved and protected to meet the development and societal needs of the region. The region has proactively addressed public access, recreation, open space, and trail facilities in order to meet the needs of its citizens; enhance the quality of life and environment; realize tax savings and other economic benefits; and to maintain and improve the region's tourism economy. The region is comprised of well-defined urban and rural spaces which improve the individual's perception of 'sense of place', while communities within the region have maintained their individual character and identity. Within the region, surface water resources are planned for in a watershed-based manner that embraces and encourages the use of 'green infrastructure' concepts. The proactive protection of natural features not only contributes to water quality, but also to the long term sustainability and economic benefit of the region.*

Cultural Resources Vision: *In the year 2030, the region is recognized as a leader in the state for preservation of its cultural resources. It provides public access to resource protection tools and the political advocacy necessary to ensure protection for, and appreciation of, our diverse ethnic heritage, both historic and prehistoric.*

The Milestone #3 report contains four agricultural, five natural, and five cultural resources "plan guidelines", which contain goals, strategies, and recommendations for achieving each vision. The plan can be view at the following link: <http://www.eastcentralrpc.org/planning/compplan/milestone3/MS3Final/ms3final.htm>.

County:

Outagamie County Comprehensive Plan. The Outagamie County Comprehensive Plan was adopted in March, 2008. The plan's agricultural, cultural, and natural resources element provides the following goals:

Agricultural:

- To preserve the productive agricultural lands of Outagamie County.
- To encourage future urban development to locate near necessary public facilities.

Natural Resources:

- To protect and sustainably manage the County's natural resources.
- To ensure that development that does occur is sensitive to the environment.

Cultural:

- Preserve and maintain unique natural, cultural and ecological resources.

Outagamie County Floodplain-Shoreland-Wetland Ordinance. This ordinance is contained within Chapter 16 of the Outagamie County Code of Ordinances. Shorelands are defined as lands which are: 1,000 feet from the ordinary high water elevation mark of navigable lakes, ponds, or flowages; or 300 feet from the ordinary high water elevation mark of navigable rivers or streams. If the landward side of the floodplain exceeds either of these two measurements, this is used as the zoning standard. Wetlands are defined as areas where water is present long enough that vegetation indicative of wet conditions can be supported. This ordinance controls the lot size, building setbacks, landfills, agricultural uses, alteration of

surface vegetation, sewage disposal, filling, grading, lagooning, and other uses which may be detrimental to this area.

Outagamie County Farmland Preservation Plan. Outagamie County adopted the county Farmland Preservation Plan in January 1982. The goals of the plan are: (1) to protect and preserve agricultural lands for future food and fiber production; and (2) to maintain a viable agricultural economy in the county. The plan defines agriculturally productive areas as existing farms consisting of a minimum of 35 contiguous acres of productive farmland. This plan allows farmers in preservation areas to sign agreements on a voluntary basis under the state's Farmland Preservation Act for tax credits.

Outagamie County Non-Metallic Mining Reclamation Ordinance. Chapter 17.47 of the Outagamie County Code of Ordinances provides guidance for the location, required setbacks, allowed uses, plan of operation, and reclamation requirements for non-metallic mining operations located in Outagamie County.

Outagamie County Floodplain Ordinance. The Ordinance is contained within Chapter 27 of the Outagamie County Code of Ordinances. The purpose of the floodplain ordinance is to protect life, health, by minimizing, discouraging, and preventing negative consequences that occur with unregulated floodplain development. The ordinance regulates residential uses, storage of hazardous materials, sewage disposal, wells for drinking water, and uses mentioned in NR 110.

Local:

Fertilizer Ordinance. Chapter 45 of the Town of Greenville Code of Ordinances, entitled "Ordinance to Ban Fertilizer Containing Phosphorus" bans the use of fertilizers containing phosphorus, with some exceptions. The purpose of the ordinance is to protect the town's water quality and natural assets, thus enhancing the general health and welfare of the public.

Federal and State Programs

Federal:

United States Department of Agriculture (USDA).

- **Conservation Reserve Program (CRP) and Conservation Reserve Enhancement Program (CREP).** These programs protect sensitive land by reducing erosion, increasing wildlife habitat, improving water quality, and increasing forestland. CREP, a partnership between federal and state agencies and county land conservation departments, allows a landowner to enroll agricultural lands into various land conservation management practices. To be eligible under this program, farmland needs to be highly prone to erosion and must have been planted for 4 to 6 years before the enactment of the 2002 law. Marginal pastureland is also eligible. Producers need to develop and follow a plan for the conversion of cropland to less intensive use and to assist with the cost, establishment, and maintenance of conservation practices.

- **Grassland Reserve Program (GRP).** This program is used to protect private grasslands, shrublands, and pasturelands. Agricultural areas which were formerly one of these ecosystems are also eligible for enrollment. The program helps to restore native grasslands and forbs by banning any agricultural practice which requires breaking the ground. Landowners must place their land into an easement for a period of between 10 and 30 years. An accompanying restoration plan delineates how best to return the area to a natural state. Program participants must share in installation costs.
- **Wildlife Habitat Incentives Program (WHIP).** This voluntary program is used to develop or improve wildlife habitat on privately owned land. All private land is eligible for this program unless the land is enrolled in CRP, WRP, or other similar programs. Producers must design and implement a wildlife habitat development plan and assist in the implementation costs.
- **Environmental Quality Incentives Program (EQIP).** This voluntary conservation program promotes agricultural production and environmental quality and compatible goals. Financial assistance and technical help are offered to assist eligible participants in the installation and implementation of structural improvements and management practices which better protect agricultural land from environmental degradation. All private agricultural land is eligible for enrollment including cropland, grassland, pastureland, and non-industrial private forestland. Participants are required to develop and implement a EQIP plan that describes the conservation and environmental purposes to be achieved. Participants must share in the overall costs.
- **Forest Land Enhancement Program (FLEP).** This program aids landowners in the application of sustainable forestry on private land. The program places a permanent easement on farmland. All non-industrial private forestlands are eligible for financial, technical, and educational assistance. Landowners must develop and implement a management plan to harvest timber while protecting the environmental quality of the forest.
- **USDA Farmland Protect Policy Act (FPP).** The purpose of this program is to maintain prime farmland in agricultural use through agricultural conservation easements. This program provides funding for state, tribal, or local government to purchase development rights on prime agricultural land.
- **Wetland Reserve Program.** This program provides financial and technical assistance to private landowners to restore, protect, and enhance wetlands. The management goals include restoring both the functional values of the wetlands and providing optimal wildlife habitat. Most private wetlands that were converted to agricultural uses prior to 1985 are eligible. Participants must develop and follow a plan for the restoration and maintenance of the wetland and, if necessary, assist in the cost of restoration.

US Environmental Protection Agency.

- **Clean Water Act (1977).** The Clean Water Act established the basic structure for regulating discharges of pollutants into the waters of the United States.

- **National Pollution Discharge Elimination System (NPDES) Storm Water Program.** The Clean Water Act established the National Pollutant Discharge Elimination System (NPDES) Storm Water Program. The comprehensive two-phased program addresses the non-agricultural sources of stormwater discharges and industrial/municipal effluents which adversely affect surface water quality. A NPDES permitting mechanism requires the implementation of controls designed to reduce the volume of stormwater runoff and the level of harmful pollutants in stormwater runoff.

State:

Wisconsin Department of Agriculture, Trade and Consumer Protection.

- **Wisconsin Farmland Preservation Program.** The 1977 Wisconsin Farmland Preservation Program was developed to preserve farmland through local planning and zoning; promote soil and water conservation; and provide tax relief to participating landowners. Landowners qualify if their land is located in an exclusively agricultural zoning district or if they sign an agreement to use their land exclusively for agricultural purposes. Participating landowners must comply with soil and water conservation standards set by the state Land Conservation Board.

Wisconsin Department of Revenue.

- **Farmland Tax Relief Credit Program.** The Farmland Tax Relief Credit Program provides tax relief to all farmland owners with 35 or more acres. The credit is computed as a percentage of the first \$10,000 in property taxes up to a maximum credit of \$1,500. The DOR determines the actual percentage based on the estimated number of claims and amount appropriated for the credit.^{vii}

Wisconsin Department of Natural Resources (WDNR).

- **Wisconsin Pollutant Discharge Elimination System Permits (WPDES).** The Wisconsin Pollutant Discharge Elimination System Permits (WPDES) was instituted as a complement to the NPDES program. WPDES regulates municipal, industrial, and agricultural operations which discharge (or have the potential to discharge) into local surface waters. Depending on the site-specific land use, the program regulates three different uses. Wastewater discharge permits regulate effluents discharged by industries and municipalities into surface and groundwater. Construction sites greater than one acre and industrial sites (non-metallic mining) are regulated through stormwater runoff permits.^{viii} Concentrated Animal Feeding Operations (CAFOs) with 1,000 animal units or more are regulated as a result of potential contamination from animal waste.^{ix} If an individual operation is found to be a significant contributor of pollutants, it may be considered a medium-sized CAFO; permits can be issued for medium-sized CAFOs which exceed 300 animal units.
- In order to be defined a CAFO, the agricultural operation must first be defined as a animal feeding operation (AFO). AFOs are facilities which animals are stored, stabled, or fed for at least 45 days within a 12 month period and which vegetation or post-harvest residues are not sustained in the normal growing season over any portion of the facility.^x Permits require CAFOs to provide runoff management plans for outdoor lots and feed storage areas; a

manure storage facility plan/diagram, an annually updated comprehensive manure management plan; and routine monitoring and reporting of daily operations. Permits are issued for a maximum of five years. The permit system regulates land application, manure storage, and runoff management; it does not address noise, land values, traffic, odors, traffic, or other similar types of issues because there is no statutory authority to do so. These issues must be regulated by county and local ordinances.

- **Wisconsin Shoreland Management Program.** Shoreland zoning can enhance the quality of surface water, protect wildlife habitat, and improve its aesthetic appearance. The Wisconsin Shoreland Management Program is a cooperative effort between state and local governments. Local governments are allowed to adopt shoreland and floodplain zoning to direct development in compliance with state minimum standards. Specific ordinances regulate zoning for wetlands (NR-103), shorelands (NR – 115), and floodplains (NR – 116). Cities and villages can adopt similar zoning ordinances under NR – 117.
- **Forest Crop Law and Managed Forest Law.** In 1927, the Wisconsin Legislature enacted the Forest Crop Law (FCL), a voluntary forest practices program to encourage sound forestry on private lands. It has promoted and encouraged long-term investments as well as the proper management of woodlands. This law allowed landowners to pay taxes on timber only after harvesting, or when the contract is terminated. Since the program expired in 1986, participants are not allowed to re-enroll in the program. Since 1986, the Managed Forest Law has replaced the Forest Crop Law.
- **The Managed Forest Law (MFL),** enacted in 1985, encourages the growth of future commercial crops through sound forestry practices. To be eligible, a landowner must own at least 10 contiguous acres of woodlands in a village or town. The landowner must implement a forestry management plan for future commercial harvests on the land. Contracts can be entered for a period of either 25 or 50 years. Portions of the land enrolled are open to public access for hunting, fishing, cross-country skiing, sight-seeing, and hiking. The program recognizes individual property owners' objectives while providing for society's need for compatible recreational activities, forest aesthetics, wildlife habitat, erosion control, and protection of endangered resources.
- **Wisconsin Forest Landowner Grant Program.** The Wisconsin Forest Landowner Grant Program assists private landowners in protecting and enhancing their woodlands. Only private non-industrial forest owners of at least 10 acres but no more than 500 acres who have an approved or pending forest stewardship management plan are eligible for assistance. Qualified projects include reforestation; soil and water protection; wetland and riparian protection, restoration, and creation; fish and wildlife habitat enhancement; recreational, historic, and aesthetic forest enhancement; and endangered or threatened resources protection.
- **Forest Land Enhancement Program (FLEP).** The purpose of this program is to assist private landowners in protecting and enhancing their forested lands and water by providing cost-share reimbursement for sustainable forestry practices.
- **Partners for Fish and Wildlife.** Partners for Fish and Wildlife is a program which provides financial and technical assistance to private landowners to restore, protect, and

enhance wildlife habitats on their land. This is a voluntary incentive based program. State resource agencies and individual landowners work closely with the Service to help establish priorities and identify focus areas. The restoration of degraded wetlands, native grasslands, streams, riparian areas, and other habitats to conditions as close to natural is emphasized. The program's philosophy is to work proactively with private landowners for the mutual benefit of declining Federal trust species and the interests of the landowners involved. A 50 percent cost sharing is required from individual landowners. Landowners must sign an agreement to retain the restoration for a minimum of 10 years. During this time period, no other private property rights are lost.

Wisconsin Historical Society. The Wisconsin Historical Society (WHS) Division of Historic Preservation (DHP) provides funds for conducting surveys to identify and evaluate historical, architectural, and archaeological resources, nominating properties and districts to the National Register, and carrying out a program of comprehensive historic preservation planning and education. These are available to local units of government and non-profit organizations. Although funding is limited, the DHP identified target communities during each funding cycle. In recent years the DHP has favored underrepresented communities: unincorporated communities or villages or fourth-tier cities with a population less than 5,000. A set of funds is also designated for use by Certified Local Government (CLG) status communities. In addition, many private funding sources specifically target smaller communities in the more rural parts of the state. Other specific programs are listed below.

- **Federal Historic Preservation Credit.** This program returns 20 percent of the cost of rehabilitating historic buildings to owners as a direct reduction in the federal income taxes. To qualify, buildings must be income producing historic buildings, must be listed on the National Register of Historic Places, or contribute to the character of a National Register Historic District.
- **Wisconsin Supplemental Historic Preservation Credit.** This program returns an additional 5 percent of the cost of rehabilitation to owners as a discount on their Wisconsin state income taxes. Owners that qualify for the Federal Historic Preservation Credit automatically qualify for the Wisconsin supplement if they get National Park Service approval before they begin any work.
- **25-Percent State Income Tax Credits.** This program can be used for the repair and rehabilitation of historic homes in Wisconsin. To qualify, buildings must be either listed on the state or national register; contribute to a state or national register historic district; or be eligible for individual listing in the state register.

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- ⁱ Outagamie County. 2002. *Outdoor Recreation and Open Space Plan*.
- ⁱⁱ Wisconsin Legislative Reference Bureau. 1997. *Budget Brief 97-6*.
- ⁱⁱⁱ Wisconsin Legislative Reference Bureau. 2000. *Budget Brief 00-7*.
- ^{iv} Wisconsin Statutes 66.0401
- ^{vi} NorthStar Economic, Inc. 2004. *Northeast Wisconsin Economic Opportunity Study*.
<http://www.neweconomyproject.org/Pages/NEWEconStudy.htm>.
- ^{vii} Wisconsin Department of Revenue. 2002. *Division of Research and Policy Farmland Preservation Credit Program and Farmland Tax Relief Credit Program*.
- ^{viii} Wisconsin State Statutes NR 135 and NR 216.
- ^{ix} Wisconsin State Statutes NR 243.
- ^x U.S. Environmental Protection Agency and U.S. Department of Agriculture. 1999. *Unified National Strategy for Animal Feeding Operations*.

***Town of Greenville
Land Use Change & Community
Management Capacity Study:
An Interdepartmental Staffing Impact Analysis***



TOWN OF GREENVILLE
OUTAGAMIE COUNTY, WISCONSIN

Town Board

Randy Leiker, Chair
Mike Woods, Supervisor
Andy Peters, Supervisor
Tom Becher, Supervisor
Mark Strobel, Supervisor

Department Heads

Dave Tebo, Town Administrator
Debbie Wagner, Town Clerk
Dean Schiller, Public Works
Don Schinke, Sanitary District (Sewer/Water)
Dale Waala, Inspections
Dave Julius, Fire/Rescue Department
Tony Nowak, Parks & Urban Forestry

A special 'thank you' is given to all the Department Heads for time in participating in the required interviews for this project. The Commission would also like to acknowledge David Wagner, CIPFA and James A. Mann, CIPFA of Ehlers & Associates, Inc. for their time in reviewing and discussing portions of this project as they relate to the financial planning work conducted by their firm on behalf of the Town of Greenville.

ABSTRACT

TITLE: Town of Greenville Land Use Change & Community Management Capacity Study

AUTHOR: Eric W. Fowle, AICP – Executive Director
Kara Homan, Associate Planner

SUBJECT: An inventory and analysis of the Town's management capacity with respect to land use change.

DATE: March, 2009

PLANNING AGENCY: East Central Wisconsin Regional Planning Commission

SOURCE OF COPIES: East Central Wisconsin Regional Planning Commission
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Project Overview

Project History/Basis

The Town of Greenville, located in southwest Outagamie County is part of the Fox Cities urban fringe. As a fringe community the Town has received significant growth and development over the past several decades. This growth and development has affected the Town and its residents in many ways: increased demands for 'urban services'; the need for more extensive infrastructure; and, increased pressure and complexity placed upon proper 'management' of the Town's infrastructure and financial capacity.

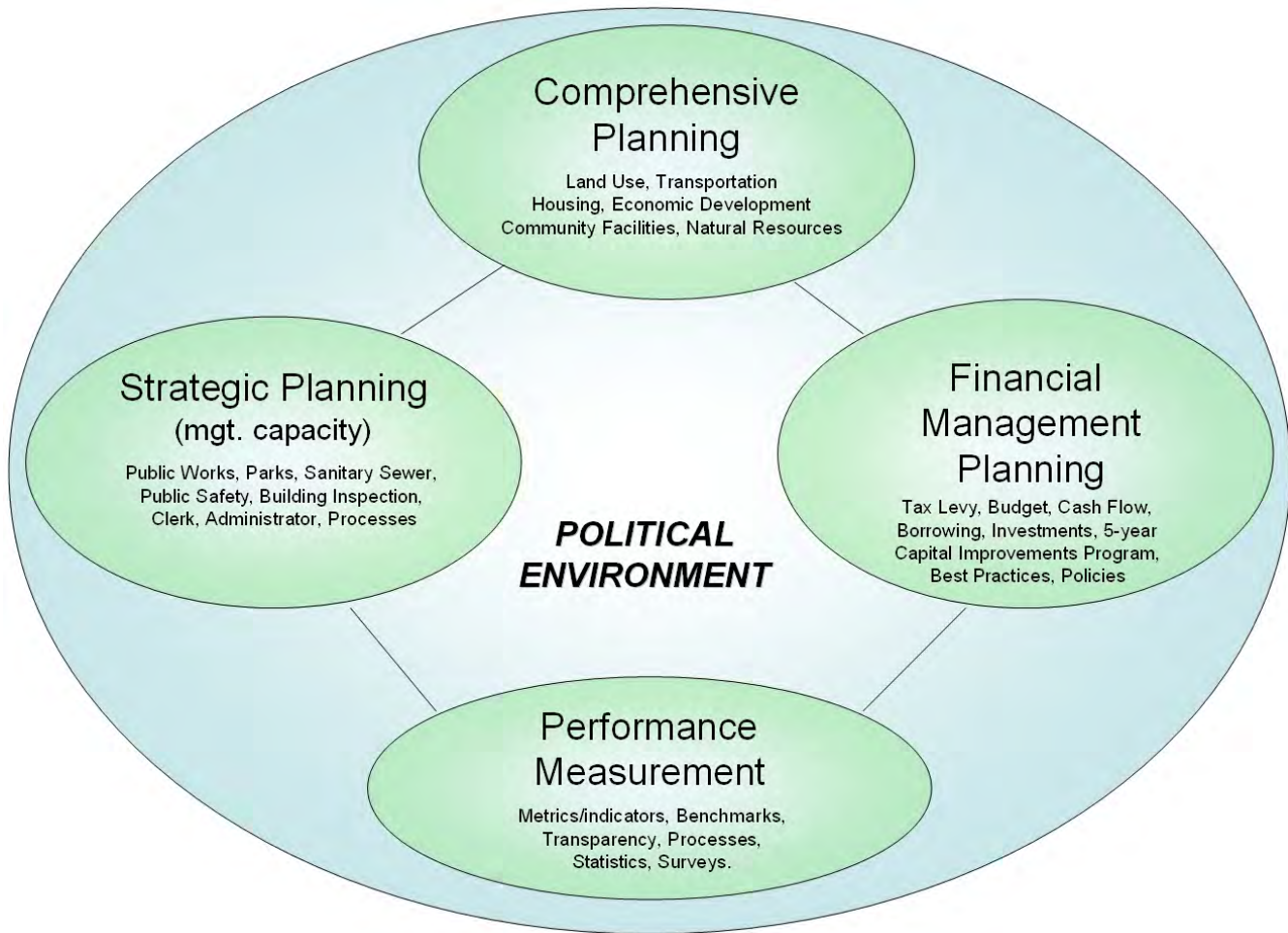
Over the last several years, the Town Board and Town Administrator have worked hard to develop new assessments and strategies to better accommodate growth while still keeping the qualities of the Town which residents value. Much of this value is reliant on the infrastructure and services offered by the Town at [tax] rates which are considered reasonable given the income levels and ranges of its residents. As such, a three part process was devised to address issues associated with comprehensive planning, strategic planning, and financial management planning (see Figure 1):

1. **Update the Town's 1998 Comprehensive Plan to the State's new "Smart Growth" Comprehensive Planning standards.** This plan will outline the new 'vision' for development and preservation within the Town's boundaries and will provide guidance on both short and long term land use decisions. The 2030 Greenville Comprehensive Plan is currently being prepared by East Central RPC and is scheduled for completion in 2009;
2. **Develop a new and updated five-year Capital Improvements Program (CIP) to lay out near-term capital outlays.** This process, currently being conducted by Ehler's & Associates, will assist the Town in maintaining or improving its infrastructure and service capacities, while ensuring that its borrowing abilities and overall financial health are stable;
3. **Develop a study to examine the 'management capacity' of the Town as growth and land use changes continue into the future.** Numerous studies have been done nationwide which correlate the 'physical' costs of growth, however; the ability for a community to manage these changes - in terms of staffing levels into the future - has not been addressed by many communities. To East Central's knowledge, this will be the first attempt at such a study within the region.

The third part of this effort – this study – focuses on the various relationships between growth/development and the ability for a community to accommodate the associated increases in administrative capacity, facility expansion and asset maintenance needs. ***The premise for this study is that continued growth and development of the Town (whether urban or rural in nature) will either require changes in the abilities of Town staff to improve efficiencies/management methods, and/or the need to increase staffing.*** This phenomenon has, to some degree, already occurred within the Town. For example, in 1998 the Town elected to increase the size of its Town Board from three persons to five persons in reaction to the increased amount and complexities resulting from an increase in population. In 2000, for similar reasons, the addition of a professional Town Administrator position was approved, with the Town Clerk position being relegated to day to day administrative tasks.

Lastly, referring to Figure 1, the fourth part of this diagram, Performance Measurement, has yet to be initiated or completed by the Town and assumes that some improved type of performance measurements will be developed and put in place/monitored by Town staff in the near future.

Figure 1: Community Management Capacity Framework



Source: Dave Tebo, 2008

Study Objectives

The Town of Greenville and East Central RPC discussed and developed the framework for this study in late 2007. The study's major objective, as determined at that time was:

"The overall purpose of this project is to improve knowledge and aid in decision-making on the short and long-term provision of government services and functions by the Town as they relate to historic and future growth/land use changes and scenarios"

More specifically, the following items were hoped to be accomplished as a result of this study:

1. Identify current/base levels of staffing and associated costs for the Town;
2. Identify timeframes for staffing additions in all departments;
3. Identify potential future costs of staffing additions
4. Correlate where possible, the future staffing needs with population/growth projections;
5. Provide where possible additional information to assist in justifying the addition of staff to departments, and;

6. Provide a better understanding of the relationship between land use change and community management capacity and staffing.
7. Provide recommendations for consideration by the Town to maintain or reduce existing or future staffing needs.

Study Methodology

In late January and early February, 2008, East Central staff met with each of the Town's six department heads (Parks/Recreation & Forestry, Public Works, Clerk/Treasurer, Building Inspector, Sanitary District and Fire/Rescue) for approximately two hours each. These meetings consisted of an informal interview which dedicated approximately 1 to 1-1/2 hours apiece to the department head 1 to 2 hours apiece to discuss and assess their departments functions and duties as they relate to existing staffing and the historic/projected growth of the Town. As this process was being conducted parallel to the Smart Growth Comprehensive Planning process, East Central staff had the opportunity to review and discuss a series of draft future land use and development scenarios with each department head.

The information collected from the interviews was standardized into a series of detailed 'fact sheets' contained in Appendix A. The Fact Sheets summarize the Department, its responsibilities and current capacities, as well as documenting key issues and ideas for improvements. Additional information pertaining to the Town was also inventoried and assessed to better identify factors which needed to be considered during the development of the management capacity analysis, including demographics, financial information, and estimates of staffing and future costs.

The next step was to attend several meetings of the Town Board in conjunction with the Town's financial consultant, Ehler's & Associates, Inc. who was working on the development of an updated 5-year Capital Improvements Program (CIP) as well as an assessment of broader financial planning issues (i.e. borrowing capacity, revenue projections, etc.). These two planning efforts were inextricably linked and required some level of consistency and correlation between the two reports. Information was shared between East Central and Ehler's' staff as necessary during the study's development and was reviewed with the Town Board for input purposes.

The final step of the process was to develop a summary report (this report) and distribute it in conjunction with copies of the draft *Town of Greenville Comprehensive Plan* as an appendix for review and consideration by the Town Board, Plan Commission, Department Heads, and the general public.

Background Information

Community Description

Location & Setting

The Town of Greenville is located in south central Outagamie County, Wisconsin. The Town of Greenville is a transitional town of 8,750 permanent residents encompassing approximately 36 square miles, most of which reside in the eastern one-third of the Town. Map 1 illustrates the location of the Town as well as the current land use patterns.

The Town has experienced a rapid rate of growth from 3,806 persons in 1990 to 6,844 in 2000. Greenville has a diverse landscape with rural lands and a central unincorporated village area containing subdivisions, commercial establishments, and municipal buildings. The Outagamie County Regional Airport is located within the boundaries of the Town, and numerous industrial facilities are located in close proximity to the airport.

The Town of Greenville is bordered by Town of Ellington on the north, the towns of Hortonia and Dale on the west, the Town of Grand Chute on the east, and the Town of Clayton (Winnebago County) on the south. The Town of Hortonia and Village of Hortonville are adjacent to the northwest corner of the Town.

Historic Population & Growth Trends

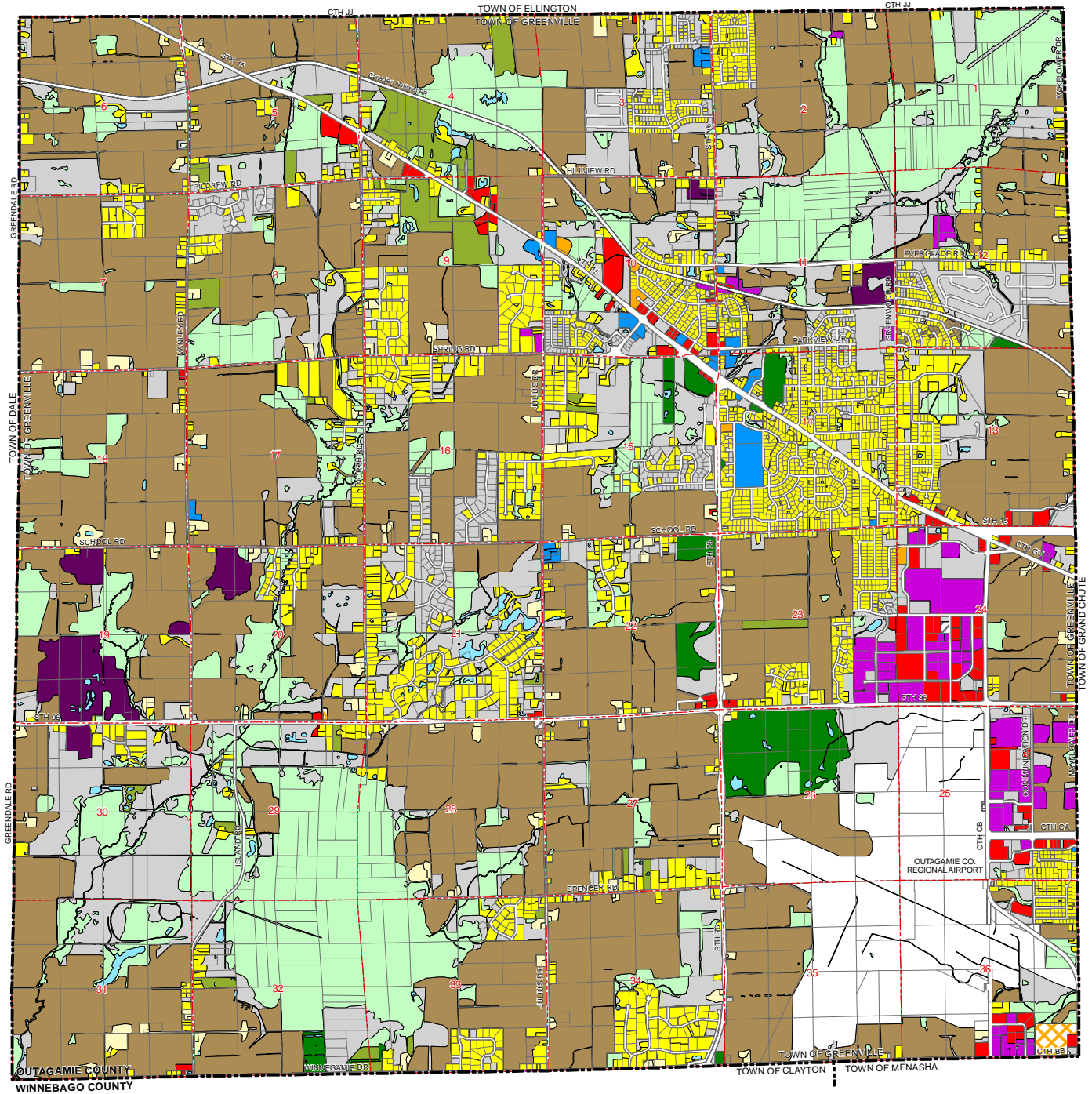
The Town of Greenville has experienced a rapid rate of population growth over the past 50 years, growing from 1,223 persons in 1950 to 6,844 persons in 2000. Between 1950 and 2000, the population of the Town of Greenville grew by approximately 460 percent. The Town of Greenville growth rate far outpaced the population growth rate of the adjoining towns of Grand Chute (209%), Hortonia (68%), Dale (98%), Ellington (100%), Clayton (147%), Outagamie County (97%), the East Central Region (66%), and Wisconsin (4%). Table 1 illustrates the historic population growth of the Town and neighboring communities.

The Town of Greenville's significant population increase between 1990 and 2000 corresponded with the high number of building permits issued during this time period - 1,098 dwelling units (or approximately 110 per year). Several characteristics of the Town, as identified through the comprehensive plan visioning process, may provide a good indication of the Town's ability to attract new residents. Participants at the first comprehensive plan meeting indicated that the Town's proximity to places of employment and retail establishments were features that they valued about residing in the Town of Greenville. Reconstruction of the STH 15 corridor and creation of the new UTH 10 extension, south of Greenville, has made the community more easily accessible.

MAP 1

TOWN OF GREENVILLE

2006 EXISTING LAND USE



Legend

- | | | |
|---------------------------|--------------------------|-------------------------|
| Parcel Lines | Industrial | Water Features |
| Single Family Residential | Quarries | Recreational Facilities |
| Farmsteads | Institutional Facilities | Planted Woodlands |
| Multi-Family | Transportation | General Woodlands |
| Mobile Home Parks | Utilities/Communications | Open Other Land |
| Commercial | Non-Irrigated Cropland | |



2,000 0 2,000

Scale in Feet

Prepared By:
East Central Wisconsin
Regional Planning Commission
JANUARY 2009



Source: Land Use created by ECWRPC, 2003, updated: 2006.
Digital Data provided by Outagamie Co., 2003, 2007

Table 1: Historic Population Change

	1950	1960	1970	1980	1990	2000
Town of Greenville	1,223	1,538	2,675	3,310	3,806	6,844
Town of Grand Chute	5,948	5,035	7,089	9,529	14,490	18,392
Town of Horton	632	695	804	869	883	1,063
Town of Dale	1,157	1,225	1,405	1,620	1,818	2,288
Town of Ellington	1,269	1,334	1,696	1,865	2,099	2,535
Town of Clayton	1,203	1,302	1,771	2,353	2,264	2,974
Outagamie County	81,722	101,794	119,398	128,730	140,510	161,091
East Central Region*	366,887	413,397	475,090	511,033	542,712	609,558
Wisconsin	3,434,575	3,951,777	4,417,821	4,705,642	4,891,769	5,363,715

*The East Central Region is comprised of Calumet, Fond du Lac, Green Lake, Marquette, Menominee, Outagamie, Shawano, Waupaca, Waushara, and Winnebago Counties.

Source: U.S. Census, 1950-2000

Population Forecasts

The Wisconsin Department of Administration (DOA) population estimates indicate that the Town of Greenville population has continued to grow, with an estimated population of 8,750 residents in 2006. Table 2 depicts the DOA population estimates and the East Central Wisconsin Regional Planning Commission (ECWRPC) population projections for the Town of Greenville, adjoining towns, and Outagamie County. The ECWRPC population projections forecast that Greenville will continue to have a steady rate of growth through 2030. The Town of Greenville population is projected to increase by 55% between 2010 and 2030 which is considerably lower than the 107% population increase that the Town experienced between 1980 and 2000. ***The Town of Greenville's population is projected to grow by 5,168 residents with a 2030 population of 13,918. If the target of 15,000 persons actually occurs, as identified in the Comprehensive Plan, pressures for services will grow that much more.***

Table 2: Current and Projected Population

	2008	2010	2015	2020	2025	2030
Town of Greenville						
Steering Committee	9,401	9,910	11,183	12,455	13,728	15,000
ECWRPC	9,401	8,987	10,145	11,377	12,632	13,918
Town of Grand Chute	20,520	22,136	24,124	26,208	28,272	30,344
Town of Horton	1,090	1,128	1,167	1,205	1,236	1,262
Town of Dale	2,599	2,763	2,991	3,229	3,463	3,696
Town of Ellington	2,806	2,956	3,159	3,368	3,569	3,767
Town of Clayton	3,579	3,643	3,922	4,224	4,559	4,895
Outagamie County	174,778	181,224	190,570	200,012	208,688	216,874
East Central Region	649,718	667,636	691,308	714,939	737,521	756,877
Wisconsin	5,675,156	5,751,470	5,931,386	6,110,878	6,274,867	6,415,923

Sources: U.S. Census, Wisconsin Department of Administration 2006, East Central Wisconsin Regional Planning Commission

Population projections can provide extremely valuable information for community planning but have particular limitations. Population projections are typically based on historical growth patterns and the composition of the current population base, to a large extent the reliability of the projections is dependent on the continuation of past growth trends. Population growth is more difficult to predict in a community, such as Greenville, where the growth is heavily dependent on migration, as migration rates may vary considerably based on various push and pull factors located outside of the community.

Continued population increases will result in an increase in demand for services and land consumption. The density of settlement, coupled with the amount and location of land consumed for housing, commercial, and industrial uses will impact the cost of Town services. Additional development will decrease the amount of open space and impact the continued economic viability of the agriculture sector within the Town of Greenville.

Household Forecasts

The East Central Wisconsin Regional Planning Commission, as the official Metropolitan Planning Organization for the Fox Cities Urbanized area, has developed two methodologies for projecting future households. The first methodology, hereafter referred to as Methodology A, calculates future household growth by distributing the projected number of households in Outagamie County to each minor civil division (Town) based on the historic percentage of Outagamie County households which have been located within the particular minor civil division. The second methodology, hereafter referred to as Methodology B, assumes that the minor civil division's average number of persons per household will change at the same rate as Outagamie County's average number of persons per household as projected by the Wisconsin Department of Administration. In Methodology B, the projected population, as described in the previous section, is divided by the projected average household size to determine the future amount of households within the minor civil division.

Table 3 depicts the Town of Greenville's projected number of households during the twenty year planning timeframe using both Methodology A and Methodology B. ***Using the highest projection, the Town is expected to grow by 2,314 households between 2005 and 2030.***

Table 3: Projected Future Households

		2005		2010		2020		2030	
	Method Used	No. HH	Persons per HH	No. HH	Persons per HH	No. HH	Persons per HH	No. HH	Persons per HH
Town of Greenville	A	2,677	2.94	3,098	2.89	4,020	2.82	4,991	2.78
	B	2,663	2.96	3,050	2.94	3,897	2.91	4,799	2.89

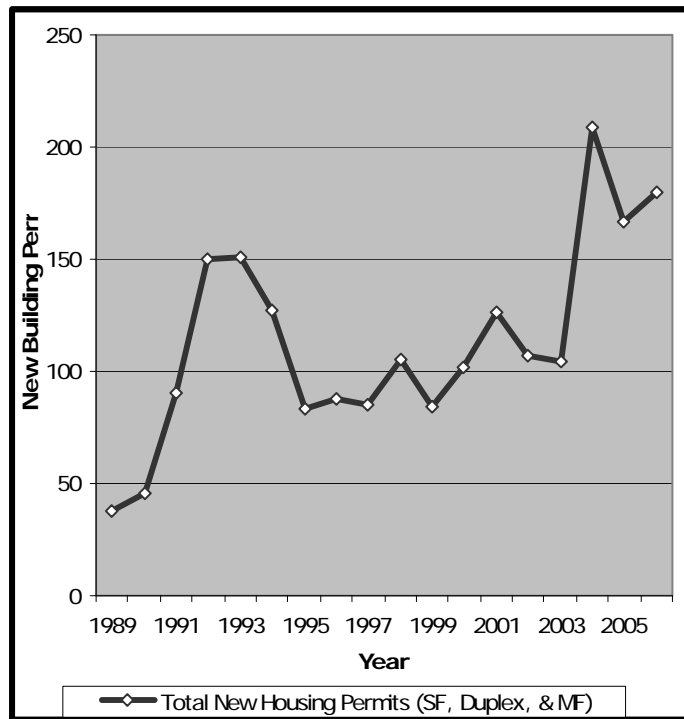
Source: East Central Wisconsin Regional Planning Commission

Development & Market Trends

The amount of land available for development within the Town of Greenville is finite. By understanding what the current developments trends are, the Town is better able to plan for future development in a sustainable manner. Development trends at the town-level are best indicated by building permit data and lot development information.

According to the Town of Greenville, 1,357 Residential Permits were issued between 1996 and 2006. This means that approximately 123 permits were issued per year for the construction of new residential structures within the Town of Greenville. Figure 2 illustrates residential building permit trends from 1989 to 2006.

Figure 2: Town of Greenville Residential Building Permit History



The other way to measure development trends is by tracking the creation of lots. In Outagamie County, lots can be created through two different avenues: by subdivision or by certified survey map (CSM). Table 4 illustrates the number of lots created between 1996 and 2006. ***Overall, a total of 2,036 new lots were created between 1996 and 2006. This means, on average, approximately 185 new lots were created annually in the Town of Greenville.***

Table 4: Lots Created in the Town of Greenville, 1996-2006

Year	Lots Created by Subdivision	Lots Created by CSM	Total New Lots Created
1996	105	n/a*	105
1997	20	n/a*	20
1998	29	40	69
1999	101	36	137
2000	0	54	54
2001	18	11	29
2002	91	39	130
2003	762	36	798
2004	282	37	319
2005	164	48	212
2006	119	44	163
Total	1,691	345	2,036

Source: Outagamie County Planning Department, 2007

* CSM lots were not tracked until 1998

It is important to understand that there are several limitations to the data provided. Creating new lots on paper (through subdivision platting) does not necessarily mean that the lots are being developed or used. Often, lots are platted and not developed for a period of time. Another limitation of the data is related to the nature of CSMs. A CSM can be creating a new lot out of an existing CSM, or simply surveying an existing parcel to create a new legal description.

Equalized value is the best proxy for determining land market trends at the town-level of analysis. Table 5 shows the equalized value of all classes of land in the Town of Greenville and Outagamie. Overall, both the Town and County have experienced steady increases in land value between 2002 and 2006. ***From 2003 to 2006, the Town's land value increased at a noticeably greater rate than the County, indicating that land in Greenville is appreciating more rapidly and in greater demand.***

Table 5: Town of Greenville Equalized Land Values

Year	Town Equalized Land Value	Percent Increase	County Equalized Land Value	Percent Increase
2002	\$117,065,100	--	\$1,788,330,800	--
2003	\$122,323,900	4.5%	\$1,911,752,900	6.9%
2004	\$137,663,700	12.5%	\$2,014,269,100	5.4%
2005	\$156,914,600	14.0%	\$2,158,908,000	7.2%
2006	\$171,660,700	9.4%	\$2,312,241,500	7.1%

Source: Wisconsin Department of Revenue, 2002-2006; Statement of Equalized Values

Town Government Structure

The Town of Greenville is an established 'home rule' entity under Wisconsin State Statutes, Chapter 60. In addition to having the responsibilities and authorities outlined in the Statutes, the Town also created several other entities to assist in managing aspects of service provision within its boundaries, including the creation of the Town of Greenville Sanitary District (under Wis. Stats. 60.70) and more recently the Town of Greenville Stormwater Utility. In conjunction with the State, Outagamie County, and its neighboring communities and regional entities, many of the day to day services offered to town residents are developed and managed.

The Town's total 2008 budget was approximately \$2.952 million and, while much of the annual expenditures in the budget are directed at the hard costs of maintaining and upgrading infrastructure, nearly 36 percent of is directed toward the costs associated with paying staff wages and benefits. To administer the services, projects and programs for Town residents, functions were divided into six basic departments, all of which are overseen by a formal 'Administrator'. The Administrator is directed by the Town Board and various Committees/Commissions created by the Town Board. The following Departments are comprised of 27 full-time, part-time, and seasonal staff not including the 54 paid on-call firefighters/rescue workers.

Administration: Overseen by the Town Administrator and the Town Clerk/Treasurer, this department's responsibilities are for the general management of the Town and its finances.

Public Works: Oversees local street, ditch, stormwater, and building maintenance responsibilities so as to ensure safety, high levels of service, and maintain the attractiveness of the community.

Sanitary District: Oversees the management, maintenance, and expansion of municipal sewer and water systems for the urbanized portions of the Town.

Parks & Urban Forestry: Responsible for the planning, development, and maintenance of all Town Parks, building landscaping maintenance, and urban forestry programs.

Fire/Rescue: Provide for the safety of the Town's residents and ensure that paid and unpaid firefighters and rescue staff receive adequate training.

Inspections: Responsible for a variety of residential and commercial building inspections during the construction process so as to ensure safety and compliance with local and state building codes.

Town Government Facilities

The Town owns and maintains a significant amount of infrastructure to service its residents, as well as outside employees who may work within the Town, and even travelers to many extents. These facilities represent a significant investment by its residents and other entities and are critical to the overall quality of life of which exists. A majority of these facilities are discussed and described in the Community Facilities Element of the *Town of Greenville Comprehensive Plan*.

Management Capacity Analysis & Recommendations

Analysis of Future Management Capacity

In an effort to assess the current level of 'management capacity' within the Town, an in-depth survey and discussion was had with each Department head. Each interview was conducted in person and lasted approximately two hours. A consistent set of questions were asked of each Department head so that an accurate assessment of past, current, and future conditions within the Department could be ascertained. The detailed results of the interviews are contained in Appendix A. A summary of the findings, conclusions, and recommendations discovered through these interviews and the analysis of other information is contained below

Current & Future Staffing

Based on the department head interviews and an examination of past and future development trends, a prediction for the nature and timing of new department positions was created and is illustrated in Table 6. This information serves as a general guide for the Town Board and should be used to monitor needs and consider budget changes for new staffing positions resulting from community growth.

Currently, 27 total staff positions exist within the Town to assist in meeting its residents' service needs. According to the information displayed in Tables 6 and 7 (summary table) a total of at least six (6) new positions will need to be considered over the life of the Comprehensive Plan (2008-2030). These positions will be needed at various times, with a full one-half of them in the next five years.

Nearly every Department, with the exception of Fire/Rescue, has been noted as having some predicted near-term need for a (several) new staff positions. This need appears to be greatest in the Public Works Department – which appears logical as engineering/review, stormwater, and road/trail maintenance activities and infrastructure levels are certainly poised to increase

Projected costs associated with these new positions are indicated on Table 8 and, based on numerous yet reasonable assumptions, it is expected that the current staff payroll will increase from approximately \$1.049 million per year in 2008 to \$2.687 million per year in 2030 (including benefits). It should be noted that the overall need for staffing is NOT proportionate to the rate of population growth. The rate at which staffing costs increase is significantly less than the rate of population increase during this time period (~39% vs. ~63%).

Recommendation 1: Prior to hiring any new positions, institute a process whereby all department heads have knowledge of and concurrence with community service needs at the time. A good process can allow for input and perhaps the generation of ideas which improve the Departments' overall abilities and effectiveness (i.e., sharing positions across Departments, re-organization of duties, assessment of cost-shared positions, contracting with county, etc.)

Recommendation 2: Work with local volunteer and non-profit organizations to secure commitments for park and trail maintenance, or 'clean up' days (i.e. "adopt-a-[] programs") as growth and development continue to expand.

Table 7: Town of Greenville Existing & Projected Staffing Levels

EXISTING (2008)				
Department	Full Time	Part Time	Seasonal	Total Existing
Building Inspection	2	0	0	2
Administration	3	0	0	3
Sanitary District	3	0	0	3
Parks & Forestry	2	1	3	6
Fire/Rescue *	1	3	0	4
Public Works	7	0	2	9
TOTALS	18	4	5	27

* Additional 54 Paid-On-Call firefighters/rescue workers existed as of June, 2008.

PROJECTED (2008)				
Department	Full	Part Time	Seasonal	Total Future
Building Inspection	3	0	0	3
Administration	4	0	0	4
Sanitary District	4	0	0	4
Parks & Forestry	3	1	3	7
Fire/Rescue **	1	3	0	4
Public Works***	9	0	2	11
TOTALS	24	4	5	33

** The number of new paid-on-call firefighters/rescue workers was not estimated.

An additional 5 day-time volunteer firefighters/rescue workers are/will be needed.

*** An additional 3 back-up snow plow drivers are/will be needed.

Table 6: Community Management Capacity Analysis, Town of Greenville

PROJECTED POPULATION AND DEVELOPMENT INFORMATION

			Year									
Data Item		Data Source	05/'06	2007	2008	2009	2010	2011	2012	2013	2014	2015
Total Population		ECWRPC (DOA Estimate for 2006)	8,750	n/a	n/a	n/a	8,987	9,218	9,449	9,680	9,911	10,145
Total Housing Units		ECWRPC (2005)	2,677	n/a	n/a	n/a	3,098	3,330	3,561	3,793	4,024	3,545
Total Population		T. Greenville Smart Growth Committee (DOA Estimate for 2006)	8,750	n/a	n/a	n/a	9,685	9,934	10,183	10,432	10,681	10,933
Total Housing Units		T. Greenville Smart Growth Committee (2005)	2,677	2774	2871	2968	3065	3163	3260	3357	3454	3551
Equalized Property Values		Ehlers & Associates, Inc.	\$ 816,765,100	\$ 894,757,900	\$ 980,283,867	\$ 1,073,984,884	\$ 1,176,642,368	\$ 1,289,112,429	\$ 1,412,333,009	\$ 1,547,331,700	\$ 1,695,234,322	\$ 1,857,274,304

CURRENT & PROJECTED MANAGEMENT CAPACITIES

			Year									
Department		Position	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Parks & Urban Forestry	1	Parks/Forestry Director (Full-time)										
	2	Parks/Forestry Maint. Wk. (Full-time) [shared w / P.W. in emerg.]										
	3	Parks/Forestry Maint. Wk. (Part-time - .5 FTE)										
	4	Parks/Forestry Maint. Wk. (Seasonal- Summer)										
	5	Parks/Forestry Maint. Wk. (Seasonal - Summer)										
	6	Parks/Forestry Maint. Wk. (Seasonal - Summer)										
	NEW	Parks/Forestry Maint. Wk. 1 (FUTURE FTE) - <i>a</i>										
Building Inspection	7	Building Inspector (Full-time)										
	8	Assistant Bldg. Inspector (80% / 20% shared with Clerk/Treas.)										
	NEW	Asst. Building Inspector (FUTURE FTE) - <i>b</i>										
Fire Protection / EMS	9	Fire Chief (Full-time)										
	10	Safety Officer (Part-time)										
	11	Safety Officer (Part-time)										
	12	Safety Officer (Part-time)										
	-	Paid On-Call Volunteer Safety Officers (54 as of 2007)										
	NEW	Daytime volunteer positions (5 total)			Add five daytime positions							
Public Works	13	Public Works Supervisor (Full-time)										
	14	Public Works Mech./Equip. Operator (Full-time) [share with S.D. in emerg.]										
	15	Public Works Maint. Wk. 1 (Full-time) [share with S.D. in emerg.]										
	16	Public Works Maint. Wk. 1 (Full-time) [shared w/ Park & Forestry in emerg.]										
	17	Public Works Maint. Wk. 1 (Seasonal - Summer)										
	18	Public Works Maint. Wk. 1 (Seasonal- Summer)										
	19	Erosion Control Inspector / SD Operator (Full-Time)										
	20	Stormwater / GIS Operator (Full-Time)										
	21	Administrative Asst. (Full-Time) [shared with Parks & Forestry]										
	NEW	Public Works Maint. Wk. 1 (FUTURE FTE) - <i>c</i>						ADD 1 NEW STAFF				
	NEW	Engineer (FUTURE FTE) - <i>d</i>				ADD 1 NEW STAFF						
	NEW	Backup Snowplow Drivers			Add 3 backup drivers							
Administration	22	Administrator (Full-Time)										
	23	Clerk / Treasurer (Full-Time)										
	24	Reception / Dep. Clerk (Full-time)										
	NEW	Community Development Planner (FUTURE FTE) - <i>e</i>					ADD 1 NEW STAFF					
Sanitary District	25	SD Superintendent (Full-time)										
	26	SD Operator (Full-time) [share with P.W. in emerg.]										
	27	SD Operator (Full-time) [share with P.W. in emerg.]										
	NEW	SD Operator (FUTURE FTE) - <i>f</i>										

	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Employee Count			27	28	29	30	30	30	30	30
Total Salaries - Assumes 3%/yr Inflation	<i>n/a</i>	<i>n/a</i>	\$ 813,501	\$ 897,906	\$ 967,279	\$ 1,034,543	\$ 1,065,579	\$ 1,097,546	\$ 1,130,473	\$ 1,164,387
Added Positions (assumes approx. mid-range + 3% infl. Factor from 2008)	<i>n/a</i>	<i>n/a</i>	\$ -	\$ 60,000	\$ 42,436	\$ 38,245	\$ -	\$ -	\$ -	\$ -
Total Fringe Benefits - Assumes 3%/yr Inflation	<i>n/a</i>	<i>n/a</i>	\$ 236,027	\$ 262,708	\$ 288,433	\$ 314,510	\$ 323,945	\$ 333,664	\$ 343,674	\$ 353,984
Total Salaries & Benefits	<i>n/a</i>	<i>n/a</i>	\$ 1,049,528	\$ 1,160,614	\$ 1,255,712	\$ 1,349,053	\$ 1,389,524	\$ 1,431,210	\$ 1,474,146	\$ 1,518,371
Total Budget (expenditures) - From Ehler's & Assoc., Inc., - 6/30/08	\$ 2,326,760	\$ 2,241,358	\$ 2,952,069	\$ 2,946,221	\$ 3,001,382	\$ 3,083,953	\$ 3,170,468	\$ 3,224,741	<i>No projections made</i>	
Percent of Salaries/Benefits as Compared to Total Expenditures			35.6%	39.4%	41.8%	43.7%	43.8%	44.4%	<i>No projections made</i>	

a-e See study text for notes related to the justification for these new positions.

PROJECTED POPULATION AND DEVELOPMENT INFORMATION

Data Item		Data Source	Year														
			2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030
Total Population		ECWRPC (DOA Estimate for 2006)	10,391	10,637	10,883	11,129	11,377	11,628	11,879	12,130	12,381	12,632	12,889	13,146	13,403	13,660	13,918
Total Housing Units		ECWRPC (2005)	3,791	4,038	4,284	4,531	4,020	4,271	4,522	4,773	5,024	4,493	4,750	5,007	5,265	5,522	4,991
Total Population		T. Greenville Smart Growth Committee (DOA Estimate for 2006)	11,198	11,463	11,729	11,994	12,261	12,531	12,802	13,073	13,343	13,614	13,890	14,167	14,444	14,721	15,000
Total Housing Units		T. Greenville Smart Growth Committee (2005)	3,648	3,745	3,842	3,940	4,037	4,134	4,231	4,328	4,425	4,522	4,619	4,717	4,814	4,911	5,105
Equalized Property Values		Ehlers & Associates, Inc. (06/30/08)	\$ 2,034,802,974	\$ 2,229,300,828	\$ 2,442,389,874	no projections made											

CURRENT & PROJECTED MANAGEMENT CAPACITIES

Department		Position	Year														
			2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030
Parks & Urban Forestry	1	Parks/Forestry Director (Full-time)															
	2	Parks/Forestry Maint. Wk. (Full-time) [shared w / P.W. in emerg.]															
	3	Parks/Forestry Maint. Wk. (Part-time - .5 FTE)															
	4	Parks/Forestry Maint. Wk. (Seasonal- Summer)															
	5	Parks/Forestry Maint. Wk. (Seasonal - Summer)															
	6	Parks/Forestry Maint. Wk. (Seasonal - Summer)															
	NEW	Parks/Forestry Maint. Wk. 1 (FUTURE FTE) - <i>a</i>				ADD 1 NEW STAFF											
Building Inspection	7	Building Inspector (Full-time)															
	8	Assistant Bldg. Inspector (80% / 20% shared with Clerk/Treas.)															
	NEW	Asst. Building Inspector (FUTURE FTE) - <i>b</i>		ADD 1 NEW STAFF													
Fire Protection / EMS	9	Fire Chief (Full-time)															
	10	Safety Officer (Part-time)															
	11	Safety Officer (Part-time)															
	12	Safety Officer (Part-time)															
	-	Paid On-Call Volunteer Safety Officers (54 as of 2007)															
	NEW	Daytime volunteer positions (5 total)															
Public Works	13	Public Works Supervisor (Full-time)															
	14	Public Works Mech./Equip. Operator (Full-time) [share with S.D. in emerg.]															
	15	Public Works Maint. Wk. 1 (Full-time) [share with S.D. in emerg.]															
	16	Public Works Maint. Wk. 1 (Full-time) [shared w/ Park & Forestry in emerg.]															
	17	Public Works Maint. Wk. 1 (Seasonal - Summer)															
	18	Public Works Maint. Wk. 1 (Seasonal- Summer)															
	19	Erosion Control Inspector / SD Operator (Full-Time)															
	20	Stormwater / GIS Operator (Full-Time)															
	21	Administrative Asst. (Full-Time) [shared with Parks & Forestry]															
	NEW	Public Works Maint. Wk. 1 (FUTURE FTE) - <i>c</i>															
	NEW	Engineer (FUTURE FTE) - <i>d</i>															
	NEW	Backup Snowplow Drivers															
Administration	22	Administrator (Full-Time)															
	23	Clerk / Treasurer (Full-Time)															
	24	Reception / Dep. Clerk (Full-time)															
	NEW	Community Development Planner (FUTURE FTE) <i>e</i>															
Sanitary District	25	SD Superintendent (Full-time)															
	26	SD Operator (Full-time) [share with P.W. in emerg.]															
	27	SD Operator (Full-time) [share with P.W. in emerg.]															
	NEW	SD Operator (FUTURE FTE) - <i>f</i>			ADD 1 NEW STAFF												

		2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030
Employee Count		30	31	32	33	33	33	33	33	33	33	33	33	33	33	33
Total Salaries - Assumes 3%/yr Inflation		\$ 1,199,318	\$ 1,300,537	\$ 1,393,310	\$ 1,483,557	\$ 1,528,064	\$ 1,573,906	\$ 1,621,123	\$ 1,669,757	\$ 1,719,850	\$ 1,771,445	\$ 1,824,588	\$ 1,879,326	\$ 1,935,706	\$ 1,993,777	\$ 2,053,590
Added Positions (assumes approx. mid-range + 3% infl. Factor from 2008)		\$ -	\$ 65,239	\$ 53,757	\$ 48,448	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Total Fringe Benefits - Assumes 3%/yr Inflation		\$ 364,603	\$ 395,665	\$ 426,511	\$ 457,751	\$ 471,484	\$ 485,628	\$ 500,197	\$ 515,203	\$ 530,659	\$ 546,579	\$ 562,976	\$ 579,866	\$ 597,262	\$ 615,179	\$ 633,635
Total Salaries & Benefits		\$ 1,563,922	\$ 1,696,202	\$ 1,819,821	\$ 1,941,309	\$ 1,999,548	\$ 2,059,534	\$ 2,121,320	\$ 2,184,960	\$ 2,250,509	\$ 2,318,024	\$ 2,387,565	\$ 2,459,192	\$ 2,532,967	\$ 2,608,956	\$ 2,687,225
Total Budget (expenditures) - From Ehler's & Assoc., Inc., - 6/30/08		No projections made														
Percent of Salaries/Benefits as Compared to Total Expenditures		No projections made														

a-e See study text for notes related to the justification for these new positions.

Recommendation 3: *The Town should, where feasible, also consider meeting its service and/or staffing needs through a local private contractor.*

Recommendation 4: *The Town and its Departments should proactively educate citizens on issues which could ultimately lessen the staff time needed for after-the-fact responses/complaints (i.e. building codes, drainage, etc.).*

Current and Future Services

Over the past 10 to 20 years, significant amounts of growth and development have carried with it new demands for urban services. The installation of sanitary sewer in the mid-1980's allowed for rapid growth and population increases. These in turn, have led to increased park and recreation needs, roadway upgrades and extensions, and trail development and maintenance. Additionally, the Federal and State Governments have also continued to impose new requirements for facility or resource management that have required new 'services' to be developed (i.e. stormwater).

While the level of service provided by the Town to its residents is generally viewed as satisfactory or above by the community, there are many areas which already exhibit certain 'strains', and/or their department heads are cognizant of impending changes which will result in more growth, development, and increased service demand. Table 8 contains a listing of existing and future demands placed upon Departments and their staff as determined through the interview process.

Currently, the Town provides a majority of the services to its residents, with the exception of waste hauling, property assessment, and police protection. The latter is currently provided by the Outagamie County Sheriff's Department with additional patrol time being paid for by the Town through a standard agreement with the County. In recent months, some discussion has occurred within the Town about future options for police protection services, including contracting for additional time and the creation of its own police department. No serious movement has been made by the Town Board at this time and significant study on this issue would be warranted prior to any decisions being made.

Recommendation 5: *Prior to hiring any new positions, institute a process whereby all department heads have knowledge of and concurrence with community service needs at the time. A good process can allow for input and perhaps the generation of ideas which improve the Departments' overall abilities and effectiveness (i.e., sharing positions across Departments, re-organization of duties, assessment of cost-shared positions, contracting with county, etc.)*

Recommendation 6: *The Town should continually assess the need for increased police protection during the 25-year life of the comprehensive plan. Detailed studies should be initiated as warranted by the Town Board.*

Table 8: Current and Future Service & Staffing Demands

<i>Code for Table 6</i>	Department	Demands and Needs
<i>a</i>	Parks & Urban Forestry	Trail development and maintenance
		Equipment maintenance
		Field of Dreams projects
		Recreation program development
		Departmental sustainability coordinator
		Allows increased time by Director for park/recreation planning
<i>b</i>	Inspections	Addition of new inspector for increased workload (potentially through a contract service?)
<i>c</i>	Public Works	Improve quality of all maintenance
		Stormwater facility maintenance
		Departmental sustainability coordinator
<i>d</i>	Public Works	Stormwater and drainage plan reviews
		Site and facility inspections
		Stormwater enforcement issues
		Stormwater planning & education activities
<i>e</i>	Administration	Comprehensive Plan implementation and monitoring / community development
		Zoning ordinance review and administration
		Zoning enforcement (to relieve resp. from Clerk's office)
		Subdivision plat review and administration
		Official mapping
		Park and recreation planning
<i>f</i>	Sanitary District	Sewer system aging and replacement/expansion needs

Facility/Equipment Needs

With additional population growth expected in the Town over the next 25 years, existing facilities and buildings associated with the current Departments will need to be evaluated and expanded. During the Department Head interviews (Appendix A), several major concerns were noted regarding existing and/or future facilities. Often times, the design and development of new facilities can alter or affect the needs for staffing, particularly with respect to housing departments and their equipment.

Recommendation 7: *Prior to making significant changes in the levels of staffing, the Town should consider a modest study to analyze the future use of, and expansion possibilities for, the existing Town Hall/Community Center building.*

Recommendation 8: *The Town should examine the need for a new Public Works facility/site as the department cannot expand on the current site. Options for remaining on site may exist if other department staff is re-located.*

Recommendation 9: *The Town should assess the need for a separate maintenance and storage facility for the Parks, Recreation, & Forestry Department.*

Recommendation 10: *A new fire station, possibly located at the Field of Dreams park site, should be evaluated by the Town. Options to work with/co-locate a new station in conjunction with the Outagamie County Airport should also be considered.*

Recommendation 11: *The Town should research options for equipment/staff sharing with other communities and/or the County as needed.*

Recommendation 12: *Research options and methods for digital document conversion, storage, and retrieval, including GIS to improve staff efficiencies and to better serve the public. This also reduces the need for use of/purchase of paper.*

Recommendation 13: *The Town should place additional emphasis on short and long term planning for park/recreational facilities and needs, including trails (i.e., updates of the Town Park and Recreation Plan, development of a Bicycle/Pedestrian Plan, involvement with the Hortonville School District in the development of a Safe Routes to School (SRTS) Plan, etc.)*

Recommendation 14: *Long-term planning for public water supplies, including a water conservation component, is vital for the community as groundwater sources may not last indefinitely. In addition to a new water tower being planned/constructed, the evaluation for a groundwater reservoir should be studied at Lions Park.*

Recommendation 15: *New, consistent addressing signs for existing and future development would improve response times and safety within the Town from the Fire/Rescue Department's perspective.*

Land Use & Staffing Needs

At both a site-level and town-wide scale, the use and design of private lands will ultimately dictate the levels of services and facilities which are required. Through both the Comprehensive Planning process as well as the Department Head interviews (Appendix A), a number of potential issues and concerns arose with respect

to the ease/difficulty of service delivery depending on the type and amount of development which is allowed to occur within the Town.

Three different land use scenarios, based on differing growth rates, development styles and densities, and locations were developed to illustrate land consumption and service issues. In these three scenarios, land consumed by development ranged from approximately 186 acres with low growth/high density assumptions, to over 1,600 acres with high growth/low density assumptions. The final draft plan utilized the middle set of assumptions that will result in a maximum of 1,300 acres being consumed over the next 25 years. Table 9 illustrates the figures generated from the scenarios. Based on the Department Head interviews, opinions were fairly strong that the higher density scenarios offered more opportunities for reduced infrastructure and future staffing needs.

Table 9: Town of Greenville Land Use Plan – Acreage Consumption Scenarios

CURRENT TRENDS SCENARIO ACREAGE CONSUMPTION						
	LOW GROWTH-Range			HIGH GROWTH-Range		
Residential	209.2	-	n/a	1045.8	-	n/a
Commercial	18.4	-	48.6	92.1	-	302.8
Industrial	22.9	-	60.6	114.7	-	302.8
Total	250.5	-	318.3	1,252.6	-	1,651.4

NEIGHBORHOOD DEVELOPMENT SCENARIO ACREAGE CONSUMPTION						
	LOW GROWTH-Range			HIGH GROWTH-Range		
Residential	185.1	-	n/a	925.7	-	n/a
Commercial	16.3	-	32.4	81.5	-	162.0
Industrial	20.3	-	45.4	101.5	-	227.1
Total	221.7	-	263.0	1,108.7	-	1,314.8

COMPACT DEVELOPMENT SCENARIO ACREAGE CONSUMPTION						
	LOW GROWTH-Range			HIGH GROWTH-Range		
Residential	155.3	-	n/a	776.5	-	n/a
Commercial	13.7	-	16.2	68.3	-	81.0
Industrial	17.0	-	45.4	85.2	-	227.1
Total	186.0	-	216.9	930.0	-	1,084.6

Recommendation 16: Encourage the Plan Commission to develop a set of consistent review standards and procedures which consider the impacts of development design (site level and broader scales) upon facilities management and staffing of the town. A number of land use related variables exist that can/should be addressed at differing scales over time to reduce the needs for staffing, including, but not limited to:

- ◆ *Development Density*
- ◆ *Development Contiguity/Concentration*
- ◆ *Local Road Mileage*
- ◆ *Pavement Width*
- ◆ *Stormwater Detention Requirements*
- ◆ *New School Locations*
- ◆ *Increases in population and housing units*
- ◆ *Development within service areas vs. outside of (i.e. 'infill' development).*

- ◆ *Development along existing infrastructure networks*
- ◆ *Interconnectivity of Street Network*
- ◆ *Availability of Pedestrian facilities*
- ◆ *Development types (Res/Comm/Ind)*
- ◆ *Development Intensity*
- ◆ *Lot access requirements*
- ◆ *Location of Town Facilities (parks, etc.)*

Recommendation 17: *The Plan Commission should spend time familiarizing themselves with various community development models to assist in the continual process of examining short and long term land use impacts. Such models may include the American Farmland Trust's "Cost of Community Service" (COCS) study model, "What If" scenario building, "The Natural Step" process. Additional education in areas such as: Density and Infrastructure Relationships; "Concurrency" Provisions for Growth Management, and; Public/Private Partnerships.*

Sustainability and Service Efficiency

Taking things one step beyond that of 'good' land use planning and 'good' design, the application and integration of 'sustainability' into the Town's land use decision making process. Additional information regarding sustainability techniques for site design, land use, and even municipal operations is widely available through a variety of sources, including the Town's Comprehensive Plan.

"Sustainability" is both a term and concept which has existed for many decades. In the late 1980's this concept gained more attention as numerous individuals around the globe began to theorize and gain experience in the application and development of sustainable principles and practices. In 1989, the Brundtland Commission articulated what has now become a widely accepted definition of sustainability: "[to meet] the needs of the present without compromising the ability of future generations to meet their own needs."

One of the most noted outcomes of the Brundtland Commission's work was the development of The Natural Step Framework (TNS) in 1989. The TNS concept (and nonprofit organization) was founded in Sweden by scientist, Karl-Henrik Rob rt, who had pioneered a "Backcasting from Principles" approach to effectively advance society towards sustainability. Using a consensus process, a systematic principle definition of sustainability was developed that sets out system conditions for the sustainability of planet Earth. TNS's four system conditions are based on science, specifically the laws of thermodynamics, and are as follows:

1. In order for a society to be sustainable, nature's functions and diversity are not systematically subject to increasing concentrations of substances extracted from the earth's crust.
2. In order for a society to be sustainable, nature's functions and diversity are not systematically subject to increasing concentrations of substances produced by society.
3. In order for a society to be sustainable, nature's functions and diversity are not systematically impoverished by physical displacement, over-harvesting, or other forms of ecosystem manipulation.
4. In a sustainable society, people are not subject to conditions that systematically undermine their capacity to meet their needs.

While we cannot predict what State and Federal levels of government will impose upon municipalities in the future, we do know that much of what is demanded pertains (or will pertain) to the environment and energy efficiency (i.e. sustainability). While environmental protection and energy efficiency activities have been proven to work for many private sector businesses, local units of government have been slow to accept and adopt them. In the Town's case, sustainable strategies for staffing and operations could have real payoffs.

For example, with the spacing of time between staffing needs (~2013 to ~2017) as shown on Table 8, additional work, planning and forethought in the area of sustainability could pay off for the Town by extending the gap between the near term and long-term hirings that are projected.

Recommendation 18: *Encourage the Plan Commission, in conjunction with Department Heads, to review current standards and develop new ones which address site design, land use, and service provision practices that are more sustainable in nature. In addition to specific ideas noted in the Fact Sheets (Appendix A) such efforts should include:*

Decrease Road Widths:

- ◆ *Decreased stormwater runoff*
- ◆ *Decreased plowing surface*
- ◆ *Decreased maintenance areas*

Decreased mowing:

- ◆ *wild grasses in medians*
- ◆ *no-mow grasses at parks*

Decreased paper consumption:

- ◆ *digital records*
- ◆ *install hand dryers*

Decrease energy consumption:

- ◆ *compact fluorescent bulbs*
- ◆ *motion sensors*

Decrease chemical usage:

- ◆ *healthy cleaners*
- ◆ *alternatives to fertilizers*

Decrease gas consumption

- ◆ *efficient fleet*
- ◆ *reduce maintenance needs/demands*

Recharge groundwater

- ◆ *Green Roofs*
- ◆ *Rain Gardens*
- ◆ *Porous Pavement*

Decrease water usage:

- ◆ *Rainwater harvesting*
- ◆ *dual water systems*
- ◆ *restrictions on watering lawn*
- ◆ *use foam and compressed air when fighting fires*
- ◆ *other water conservation techniques*

Zoning changes to:

- ◆ *encourage wind and solar*
- ◆ *encourage smaller homes*
- ◆ *utilize energy efficient materials*

Recommendation 19: *One of the most costly investments in a community is also one of the most important and most used - local roads. When existing or new roads are planned within the Town, consider the need/ability to reduce their pavement widths, thereby reducing construction and maintenance costs (which includes staff time)*

Recommendation 20: *Encourage the Plan Commission to evaluate research and information on the use of narrower streets and alternate street configurations for new neighborhoods (i.e., limit new cul-de-sacs, etc.). Also reviewing local street reconstruction projects/standards for opportunities to reduce the amount of pervious surface within existing, developed areas.*

Recommendation 21: *The Town should strongly consider new requirements for individual rain gardens to lessen infrastructure costs/maintenance as well as reduce staff time associated with stormwater management. Be aware that inspection duties may initially increase as a result until such time that community is better aware of their function / purpose.*

Financing

The financial burden of running the Town has been getting increasingly more difficult over the years. Local and State budget problems and increases in the costs of fuel and health insurance benefits have all conflicted with the political desire to keep taxes low for Town residents. While the Town of Greenville has been doing a good job balancing these items, it is bound to get more difficult as new growth and development occurs. As a result, the Town should begin thinking about opportunities to increase its revenues from non-traditional sources. A number of ideas were generated during the development of this report and are listed below.

Recommendation 22: *The Town should seek opportunities to support new staffing positions from a set of dedicated funds, not the general fund. For example, the Stormwater Utility utilizes dedicated source of revenues as does the Sanitary District. These services target the beneficiaries of the actual service provided and are not typically offered town-wide. Also, new staff positions may need be part-time, or be reliant upon several different dedicated sources of funds, until such time that needs and funds grow to support the position(s) in a full-time capacity.*

Recommendation 23: *Coordinate the Town's 5-year Capital Improvements Program with an update/review of this study, as infrastructure, equipment and facility decisions can have an impact (positive or negative) on short and long term staffing needs.*

Recommendation 24: *Closely review and consider long-term local street maintenance needs from a budgeting/staffing perspective. Given the amount of lane-miles and the age of the system, a maintenance 'bubble' (peak) is expected in approximately 20 years.*

Recommendation 25: *The Town should consider the following specific areas for new revenue generation as suggested by Department Heads:*

- ◆ *Raising the late dog permit fee*
- ◆ *Park programming fees*
- ◆ *Sponsorship opportunities for park areas (i.e. Field of Dreams) to fund park development.*
- ◆ *Additional fees for fire alarm/system testing should be considered.*

Measurement of Efficiencies

Many of the Town's Departments have developed or instituted mechanisms to track performance in various areas. While a full analysis of these tracking measures was not conducted, one could assume that there is room for improvement, particularly with respect to gathering information in a routine and consistent manner. The indicators which have been developed should continue to be used, however; more time and thought should be given to the development of a more formal system.

Recommendation 26: *Using Department Head input, develop a more standardized set of town-wide performance indicators to assist in the monitoring and improvement of service delivery and effectiveness. Appendix B contains an example of a set of indicators, however others may exist which better measure the local conditions.*

Recommendation 27: *The Town should consider the development of a more uniform complaint/response tracking system across all departments.*

APPENDIX A – Department Head Interviews (fact sheets)

Public Works *(Dean Schiller)*

Department Functions & Priorities: The Town of Greenville Building Inspection Department is responsible for the overall maintenance of the following items:

- ◆ Local Road Maintenance (asphalt patching, snowplowing, shoulder replenishment);
- ◆ Town Building Maintenance (municipal complex buildings.), including crack sealing parking areas;
- ◆ Right-of-Way mowing;
- ◆ Brush removal / chipping;
- ◆ Traffic sign maintenance / replacement;
- ◆ Ditch cleaning;
- ◆ Public stormsewer / inlet repairs; and
- ◆ Park maintenance / mowing (see separate sheet regarding Parks Dept.).

The top three priorities for the Public Works Department were given as:

- 1) Snowplowing;
- 2) Sign Maintenance; and
- 3) Road Shoulder Grading/Patching (general road maintenance).

Department History: The Public Works Department has existed for many years and was once staffed by a single person. At that time, much of the maintenance work, particularly road repair and snowplowing were contracted out to Outagamie County and several private contractors. Over time, the Public Works Department gained capacity, equipment and staffing to conduct a majority of these activities. Currently, only three pieces of equipment are contracted out for snowplowing.

In 2006, the Public Works Department assumed the overall management of the Parks Department, although it is treated somewhat independently by the Town in terms of having its own department head and budget line item. For the purposes of this study, the Parks Department is treated separately.

Department Staffing: Staffing currently consists of 4 full-time personnel and 2 part-time (seasonal) positions. The last expansion of staffing occurred in January, 2007.

Public Works staff is also made available to the Sanitary District in emergency situations, as well as the parks department for special projects. In addition, stormwater maintenance is provided by public works staff as there is no other staff to perform this function.

Facility Responsibilities: The Public Works Department is responsible for the following Town-owned/operated facilities:

- 1) Approximately 105 lane miles of town road/street rights-of-way, including drainage ditches and culverts;
- 2) The Town Garage (located at W6895 Parkview Drive), including the composting/recycling area, salt and storage shed;
- 3) All stormsewer pipes;
- 4) Maintenance of all publicly-owned stormwater detention/retention ponds; and
- 5) Maintenance of the Town Hall & Community Center facilities located at W6860 Parkview Drive.

Department Performance Measurements: Currently, information is tracked and reported for the following items:

- ◆ Road miles plowed and man-hours;
- ◆ Tons of salt used;
- ◆ Tons of brush chipped & man-hours;
- ◆ Tons of materials used for road repair & man-hours;
- ◆ Population per public works employees; Population per road miles; and
- ◆ Tracking time expended per duty.

Historic / Current Service Provision Issues: Communication was identified as a key issue / responsibility of the Public Works Department. Informing residents of ongoing and upcoming projects, as well as listening and responding to concerns is of vital importance. Upwards of 7 to 10 hours per week are consumed by this need alone.

In terms of public concerns regarding the Department, it appears that residents' overall level of patience is a critical issue. Responsiveness of the Department is seen as a key value of residents and, at times, limited staff availability can exacerbate an issue.

The most number of questions, concerns, or complaints are related to surface water drainage issues. Many of these issues can be tracked back to the lack of information (or incorrect information) that new residents receive from real estate agents and developers.

Current Land Use Issues / Factors: The following list of needs was identified within the department:

- ◆ Future expansion of development in the Town will increase the number of total road miles that require maintenance. Approximately 2.5 to 3.0 new lane miles have been added annually for the last several years
- ◆ The lack of 'managed' growth (i.e., large amounts at once) will have an impact on the number of road miles that need maintenance at any given time. For example if most roads were built in the last 10 years, therefore, in 20 to 30 years, a majority of the roads will need maintenance (bubble effect). Additional staffing may be needed in the future to accommodate the required maintenance.
- ◆ The construction of new roads and facilities will also increase the total distance (time) traveled and increase fuel consumption.
- ◆ As new development occurs, the prioritization of snowplow routes will likely need to be modified, particularly if a new school facility is sited within the Town.
- ◆ As new subdivisions are approved, additional stormwater detention/retention pond maintenance will increase.

Future Department Needs:

Policy Needs

Examining the use of alternative stormwater treatment methods, such as rain gardens for business and industrial uses may reduce Town maintenance needs. These facilities would be more visible to the public and would be an easier 'sell' as typical new homebuyers do not fully understand the concept and need for withholding water on their properties.

The movement of drainage ditches from the backs of residential properties to the fronts will provide the following benefits: increased visibility and monitoring, improved access for maintenance. Rear-lot ditches are less expensive for developers and result in interference from lot owners who perceive them as being in the way of their backyard lifestyles.

As access control is currently lacking at current locations; thus a Town road access control policy would be beneficial.

Limiting the use of cul-de-sacs in favor of a grid or 'coving' street pattern would reduce labor and conflicts with regards to snowplowing.

More information and facts about the Public Works Department and ongoing/upcoming projects should be generated and distributed to the public.

Consider implementing traffic calming techniques in Town roads. These include, but are not limited to: curves/chicanes, narrower roads, bump outs, circles, speed humps/tables, and traffic circles/roundabouts.

Capital Facilities

Both the Fire/Rescue Department and Public Works department cannot expand at the current site; as such, a potential new Town Garage may be warranted in the future. Potential sites identified include locating by the new sanitary building. The option of staying in the current building may be feasible if other departments locate to different facilities.

Staffing Capacity

Overall, the Department appears to be maintaining Town facilities to at least minimum standards, however; it was noted that a better quality job could be done if one additional full-time staff position was added.

An additional 1,000-2,000 person increase in population can likely be managed with existing Department staffing, however; at to point of adding 3,000 to 5,000 persons, the staffing will need to increase, particularly with respect to the following:

- ◆ A larger role/need is seen for involvement with local trail development and maintenance as the community grows;
- ◆ A larger role/need is seen for involvement in drainage plan reviews so as not to increase maintenance responsibilities caused by poor engineering;
- ◆ A larger role/need is seen for public stormwater detention/retention pond maintenance;
- ◆ Utilizing GIS staff for Public Works needs; and
- ◆ A potential need for a Town Engineer as gaps exist in the development review process.

Revenue Opportunities

The Public Works department has done well with their ability to generate additional revenue. For instance, fees exist for garbage, parks, right-of-way trees, and stormwater utility rate fees.

Sustainable Practice Opportunities

Potential opportunities for incorporating sustainable practices into the Public Works department include:

- ◆ Planting wild grasses in medians;
- ◆ Decreasing the road widths to decrease stormwater runoff, plowing surface, and surface area requiring general maintenance.

Interdepartmental Issues/Opportunities

Interdepartmental Relationships

In addition to existing efficiencies with the Parks Department and Sanitary District (direct communication, staff sharing, etc.), future efficiencies could be achieved through the split-use of equipment. In addition, adding Geographic Information Systems (GIS) capabilities will provide the Public Works department with increased efficiencies through geographic analysis.

Interjurisdictional Relationships

Equipment sharing and mutual aid agreements with neighboring jurisdictions could prove beneficial to the Public Works department, and Town as a whole. For instance, sharing staff and equipment for street sweeping, crack sealing, and other maintenance

activities are items that could be coordinated with neighbors.

Insights for Other Departments

When asked to provide insights as to how growth has affected other Town Departments, Public Works staff responded with the following:

- ◆ As growth continues, Town residents demand more from the Parks Department. This includes additional playgrounds, tennis and basketball courts, picnic areas and shelters.
- ◆ With continued growth, other departments such as the Sanitary District have had to add additional employees.

Clerk/Treasurer (*Debbie Wagner*)

Department Functions & Priorities: The Town of Greenville Clerk/Treasurer is responsible for the following items:

- ◆ Accounting for Town Inspections;
- ◆ Taxes;
- ◆ Elections;
- ◆ Planning Commission;
- ◆ Zoning Issues
- ◆ Meeting Minutes;
- ◆ Information Technology; and
- ◆ Human Resources.

The top priority for the Town Clerk/Treasurer was given as:

- 1) Customer Service—treat residents as if they are the Town's customers, and try diligently to provide them with what they are looking for.

Department History: The Clerk and Treasurer positions are required by State Statutes and were originally created as two distinct positions numerous decades ago. The single Town Clerk/Treasurer position was established 1996 when the position was combined from two separate ones. Originally designed as a part time position, the Clerk/Treasurer has slowly become a full-time position in response to increased growth in the Town.

Department Staffing: Staffing currently consists of the Clerk/Treasurer (full-time) and 2 full-time positions that address deputy clerk duties and administrative tasks. These two staff persons are shared with several other departments; in particular, with the Building Inspection Department. As shown in the graph below, the last expansion of staffing occurred in December of 2005 when a position was added to serve as a receptionist.

Facility Responsibilities: The Clerk/Treasurer is not responsible for any Town facilities. This position is currently housed in the Town Hall.

Department Performance Measurements: Currently, information is tracked and reported for the following items:

- ◆ The number of documents scanned into digital format; and
- ◆ The number of digital documents linked to/integrated into the Town website.

Historic / Current Service Provision Issues: In terms of service provision, Town staff works well together to provide the community with excellent customer service. Great strides have been made in improving ways information is provided to the community, including increased availability of digital materials on the Town website, and through the Town Newsletter.

Although staff does their best to provide optimal service to the community, the needs for additional staff in all areas/departments was identified as a key issue facing the Town.

Current Land Use Issues / Factors: Upon review of the three basic land use scenarios (current trends, neighborhood development, and compact), the following conclusions were reached:

- ◆ Due to the nature of the position, the overall workload for the Clerk/Treasurer will remain the same regardless of development density. Nevertheless, should population continue to increase as projected, the Clerk/Treasurer's workload will continue to increase significantly. For example, additional residents means more tax bills to administer, more calls requesting information, etc.
- ◆ Although the Clerk/Treasurer position will not differ with alternative land use scenarios, the current Clerk/Treasurer recognizes that if development occurs where services already exist (sewer, water, parks, trails, etc), a handful of problems could be avoided in the future (well and septic problems; inadequate pedestrian facilities/park facilities, etc). As a result, inquiries to this position would be reduced.

Future Department Needs: The following list of needs was identified within the department:

Policy Needs

It was recognized that there is a need to continue moving towards digital records and away from paper. Although there is some resistance to this trend, the Clerk/Treasurer feels that this move will provide increased efficiencies in Town operations. Existing improvements include the addition of a computer by the service counter for retrieving tax records and administering payments.

Capital Facilities

Although the Clerk/Treasurer is not solely responsible for any particular building, it was made known that expansion of the existing Town Hall or other facilities may be necessary to accommodate additional staff. In particular, it was recommended that the Town begin planning for future expansions to house potential additions to the Town staff, such as an Engineer, GIS coordinator (hired in spring of 2008), etc.

Staffing Capacity

Overall, the Clerk/Treasurer appears to be effective in carrying out required duties; however, it is apparent that the workload of the Clerk/Treasurer has increased drastically, in response to the Town's growing population and increased development. Potential solutions to help alleviate the burden on the Clerk/Treasurer include:

- ◆ The need to dedicate one staff person as the Deputy Clerk; this person would not be shared with other departments; and
- ◆ The potential need for a Town Engineer.

Revenue Opportunities

In addition to collecting Town property taxes, the Clerk/Treasurer collects revenues from dog permits. Currently, five dollars are collected for every late dog permit, which brings in approximately \$900.00 annually. There is potential to raise the fee for late dog permits to increase revenues.

Sustainable Practice Opportunities

Reduction in paper consumption is the single most important thing the Clerk/Treasurer can implement to help move the Town toward sustainability. Ensuring that new information is stored digitally rather than on paper will decrease the amount of paper used and also lessen the need for storage space.

Interdepartmental Issues/Opportunities

Interdepartmental Relationships

Efficiencies already existing between the Clerk/Treasurer and other departments. For instance, the Clerk/Treasurer pays bills for all departments and works closely with them to ensure timely payments.

The Clerk/Treasurer also shares administrative staff with the Town Administrator, Building Inspector, and other departments.

Insights for Other Departments

As stated earlier, planning for expansion of other departments, both in terms of staff and facilities should be done in advance.

Parks, Recreation & Forestry Department (*Tony Nowak*)

Department Functions & Priorities: The Town of Greenville Parks, Recreation & Forestry Department is responsible for the following items:

- ◆ Park development and planning
- ◆ Park maintenance (mowing, landscaping, playground equipment, courts, fields, etc.)
- ◆ Urban Forestry (street trees, parks)
- ◆ Exterior maintenance of all Town properties, including landscaping
- ◆ Landscaping and maintenance of business park and welcome signs
- ◆ Minimal recreational programming (movies, tennis)

The top priorities for the Parks, Recreation & Forestry Department was given as:

- 1) Safety: ensuring that playgrounds, grounds and trees have no hazards;
- 2) Maintenance (e.g. mowing, cleaning bathrooms, repairs, pruning etc.); and
- 3) Improvements (e.g. installation of equipment, addition of facilities, tree planting etc.).

Department History: In November of 1991 the Town Board created a 7-member Park Commission. The role of the Park Commission is to advise the Town Board on park and open space issues and to ensure that Greenville's development benefits from long range recreational planning. In 1999, the Town Board created the Urban Forestry Board which is responsible for overseeing the management of the Town's urban forest.

In 2005, the Town Board promoted an employee to the position of Director of Parks and Forestry, thereby creating a separate department responsible for the management and maintenance of the Town's parks and urban forest. The Director works under the guidance of the Park Commission and Urban Forestry Board to perform planning, budgeting, grant writing etc. and also supervises the department's maintenance staff. Prior to 2005, park maintenance was done under the Public Works Department. In 2007, the department added recreational programming to its duties with a tennis program at Jennerjohn Park.

Department Staffing: The Parks, Recreation & Forestry Department has two full time employees, one permanent part-time employee and two seasonal employees. The Department works closely with Public Works to share additional staff seasonally. For example, Public Works helps Parks with projects in the

summer; Parks assists Public Works with snowplowing in the winter.

Since 2003, the following staffing changes have been made to the Parks, Recreation & Forestry Department:

- ◆ 2003 - (2) full time Public Works staff dedicated to park maintenance;
- ◆ 2004 – (1) seasonal park maintenance worker added (3 positions total);
- ◆ 2005 – (1) full time position dedicated to Maintenance
 - (1) full time position dedicated to Director functions;
 - (1) seasonal park maintenance worker added (2 total);
- ◆ 2006 – (1) seasonal park maintenance worker added (3 total);
- ◆ 2007 – No Change
- ◆ 2008 – (1) permanent part time maintenance worker added;

Facility Responsibilities: The Parks, Recreation & Forestry Department is responsible for maintenance of the following facilities:

- ◆ 9 park properties, totaling 211 acres (Greenville Community Park, Jennerjohn Park, Greenville Lions Park, Pebble Ridge Park, Glen Valley Park, Kimberly Court, Appletree Square, Amber Woods Property, and Field of Dreams);
- ◆ 6 pavilions on park grounds;
- ◆ Exterior maintenance of eight town owned properties, totaling 12.5 acres (2 lift stations, 3 well sites, 2 cemeteries and the Town Hall Complex);
- ◆ 5 welcome/business park signs
- ◆ Three miles of trails.

Department Performance Measurements: Currently, information is tracked and reported for the following items:

- ◆ The number of recreational acres/person (goal: approximately 10 acres per 1,000 persons as specified in the 5-year plan; Current level is 9.43:1,000, although an additional 123.4 acres of recreational land is currently in development¹); and
- ◆ The number of complaints related to Town parks.

Historic / Current Service Provision Issues: In terms of service provision, the Parks, Recreation and Forestry Department has consistently worked towards providing consistent improvements to recreational opportunities (Parks Program) and community beautification (Urban Forestry Program). Specifically, through the Parkland Dedication Ordinance, the Department has been able to purchase additional park land (e.g. Field of Dreams) as well as make improvements to existing parks in response to the Town's growth. In addition, the Urban Forestry program has planted more than 1,000 street trees throughout the community since its inception in 1999. Funding for the street tree program is provided by street tree fees collected during development. The Urban Forestry Board has also completed many other planting and management activities.

Although great strides have been made in expanding park acreage and amenities, Park and Urban Forestry staff has not increased in accordance. Currently, with limited manpower, the Department has focused on keeping up with repairs and maintenance of existing facilities. As park usage increased yearly as the community continued growing, equipment has broken from excessive use; in some cases, vandalism has been a problem. In addition, parking at Community Park is in some cases inadequate when ball diamonds are in use.

Park and Urban Forestry staff engages in a 5-year park and recreation planning effort. Recognizing the importance of planning, staff indicates that it is difficult to find the necessary time to complete the plan as required, and admits that that last 5-year plan, completed in 2003, was minimal in scope.

Current Land Use Issues / Factors: Upon review of the three basic land use scenarios (current trends, neighborhood development, and compact), the following conclusions were reached:

- ◆ Should development occur at higher densities than the current situation, and occur in a concentrated fashion (focusing on contiguity), the provision of recreational services would be more cost effective. As more residential development would be closer into the core of the Town, it would be easier to serve the population with existing park facilities.
- ◆ In addition, higher densities and neighborhood style developments could promote the development of neighborhood style parks. As densities increase, there may be a tendency to utilize these neighborhood parks for daily recreation as they are within walking/biking distance. Additional

expanded park programs may be more feasible if residents are able to walk to these activities.

- ◆ Lastly, promoting infill development would allow safer pedestrian connections between existing portions of the town and could provide the opportunity for additional pedestrian trails.
- ◆ Several negative consequences were identified should the Town continue to develop as in the past (lower densities, non-contiguous development). Residents in distant subdivisions may ask for parks, resulting in a park system that is spread out. This could result in increased travel time for staff, resulting in lost productivity and increased travel costs.

Future Department Needs: The following list of needs was identified within the department:

Policy Needs

It was recognized that there is a need to engage in more extensive and in-depth planning for recreational facilities. This would allow the Department to better serve the population by determining changing recreational needs, and developing a timetable for improvements.

Considering expansion of/promotion of additional modes of transportation is another important policy decision. Providing transportation links to and between parks is vital to a park system that serves all within the community. The Department would benefit from development that allows for increased non-motorized transportation. Additional pedestrian facilities would require additional maintenance.

Reducing formal complaints is a goal of the Department. By creating and administering periodic surveys to gauge public perception/needs of the Park, Recreation & Forestry Department, the department is better able to accommodate the needs of Greenville residents. Public perception/complaints can also be monitored through face to face meetings, phone calls, and emails.

Capital Facilities

Development of the "Field of Dreams" property is the largest capital improvement within the Parks, Recreation and Forestry Department in the foreseeable future. With plans for additional ball diamonds and other sports fields, the park will alleviate some of the strain from Community Park.

Development of smaller scale, neighborhood parks is needed as well. Pebble Ridge Park has the potential to serve in such a fashion.

In addition, continued expansion of the Town's trail system should be done as warranted. For instance, extension of the CB Trail, possibly in partnership with the Town of Grand Chute, would help connect the Town's existing trail network to the regional trail network.

Lastly, the potential exists for a separate maintenance and storage facility in the future dedicated to the Parks, Recreation and Forestry Department, perhaps in conjunction with a community center.

Staffing Capacity

Overall, the Parks, Recreation and Forestry Department Director succeeds at maintaining existing recreation facilities; however, it is apparent that as recreational facilities continue to expand, the workload for staff will increase. To accommodate additional expansion of the Town's recreation facilities, without negatively affecting maintenance and programming at existing facilities, the following steps could be taken:

- ◆ In the immediate future, continue working closely with the Public Works Department, as equipment is shared;
- ◆ If possible, decrease winter plowing duties for Parks and Urban Forestry Director to create adequate staff time dedicated to long-term parks and recreation planning; and
- ◆ In the long term, the Parks, Recreation and Forestry Department will move further away from the Public Works Department as staff continues to specialize and more staff time is dedicated exclusively to the Department.

Revenue Opportunities

In addition to the pre-existing park impact fees, several sources have been identified to create additional revenue for the division:

- ◆ Charging fees for park programming (e.g. tennis tournaments, etc.) is possible, but would most likely only cover part or all of the cost to provide the program; and
- ◆ Sponsorship opportunities exist for the Field of Dreams property to help fund park development.

Sustainable Practice Opportunities

Potential opportunities for incorporating sustainable practices into the Parks, Recreation and Forestry Department include:

Short Term:

- ◆ Installing motion sensors in park bathrooms;
- ◆ Using recycled paper hand towels/hand dryers;
- ◆ Reducing use of pesticides;
- ◆ Increasing the usage of healthy cleaners; and
- ◆ Switching to compact fluorescents (already done).

Long Term:

- ◆ Purchasing fuel efficient fleet vehicles;
- ◆ Considering the following for the Field of Dreams properties as a demonstration project:
 - Installing Porous Pavement;
 - Utilizing Green Roofs;
 - Creating Rain Gardens;
 - Planting "no-mow" grasses; and
 - Reducing the amount of pavement planned.
- ◆ Consider implementing these techniques in other projects as allowed.

Interdepartmental Issues/Opportunities

Interdepartmental Relationships

Efficiencies already exist between the Parks, Recreation and Forestry Department and the Public Works Department. Through sharing of staff and equipment, communication has been vital to the success of this partnership.

The need to work around the Public Works schedule is manageable currently, but as recreational infrastructure grows, this may hinder the ability to effectively provide recreational services to the Towns population.

Insights for Other Departments

There appears to be a lack of public works employees, especially in winter. It currently takes the entire Public Works and Parks staff to plow roads, and there are no back-up drivers. Securing back-up drivers would be beneficial for Public Works in the case department staff is unable to plow (vacation, illness, etc.).

i - Estimate calculated by taking 82.5 acres of developed parkland (as reported in the *Town of Greenville Park and Recreational Needs Assessment: 2006*), divided by 8750 (2006 population estimate). Privately held recreational facilities were not included.

Sanitary District *(Don Schinke)*

Department Functions & Priorities: The Greenville Sanitary District is responsible for the following items:

- ◆ Providing sewer service and potable water;
- ◆ Maintaining the sewage collection system; and
- ◆ Maintaining the water distribution system;

The top priorities for the Parks & Urban Forestry Department was given as:

- 1) Providing high quality water that is safe; and
- 2) Ensuring the sewer collection system is in good operating condition (e.g. avoid sewer backups).

Department History: The Sanitary District was formed in 1983 and serves residents residing in the eastern portion of Greenville. Over time, both the wastewater system and public water system have expanded greatly. The Sanitary District is also tied to the Grand Chute/Menasha West Sewerage Commission's regional treatment facility.

Department Staffing: Staffing currently consists of 3 full-time staff persons, including the director. Although no staff is formally shared between departments, Sanitary District staff assists other departments if needed. For instance, as one staff member is an electrician, assistance is provided to Public Works and Parks if electrical work is needed. Likewise, Public Works assists the Sanitary District should there be a sewer back-up.

Facility Responsibilities: The Sanitary District is responsible for maintenance of the following facilities:

- ◆ 3 municipal wells;
- ◆ 3 water treatment plants;
- ◆ 3 sewage lift stations; and
- ◆ 2 water towers/reservoirs (3rd one planned for construction)

The Sanitary District Director is housed at the Town Hall, while employees are at the Public Works Facility. Maintenance of these facilities falls under other departments.

Department Performance Measurements: The Sanitary District utilizes Department of Natural Resource (DNR) water quality reports for performance measures. As the DNR reports on water quality for the Greenville Sanitary District, and mandates a series of water samples for various chemicals and particulates

(e.g. metals, bacteria, organic mater, etc.), the Town has not found it necessary to create separate performance measures.

Historic / Current Service Provision Issues: In terms of service provision, the Sanitary District has continued to upgrade/extend infrastructure to meet the current and future needs within the sanitary district. Since the inception of the Sanitary District, the public water and sanitary system has eliminated the need for individual wells and septic systems, helping to preserve groundwater quality and quantity. In addition, water and sewer pipes have been sized for future expansion, and a new water tower/ground reservoir is being planned for installation in 2008-2009. Although arsenic levels within shallow private wells can be very high, measures have been taken to ensure that water from Town's deeper wells mitigate the arsenic levels.

Current Land Use Issues / Factors: Upon review of the three basic land use scenarios (current trends, neighborhood development, and compact), the following conclusions were reached:

- ◆ Sanitary District staff believes that it is more efficient for development to occur within the sanitary district. Development within the Sanitary District is the most cost effective way for development to occur, according to staff.
- ◆ When development occurs outside of the Sanitary District, it affects how the current collection/distribution system is developed (e.g. having to size the system for future expansion/hookups). When there are increased distances between existing/proposed development and the existing water system, additional wells may be required to serve these areas. In addition, the more spread out the sewer system, the more often the system may need to be cleaned and maintained.
- ◆ Should development occur at higher densities than the current situation, and occur in a concentrated fashion (focusing on contiguity), the District may have to increase pumping rates to handle additional capacity on existing water lines. For sewer there is also an elevated potential that the current system could be overburdened as there may be less time for the sewage to flow.

Future Department Needs: The following list of needs was identified within the department:

Policy Needs

It was recognized that the groundwater supply in Greenville is not limitless. Planning for future water supply, whether it be through conservation measures or purchase from elsewhere, must be explored to ensure safe, quality drinking water for the residents of Greenville.

Policy regarding development outside of the Sanitary District will affect future provision of water and sewer to these areas. As the sanitary district expands, the ease and expense of providing water and sewer to these areas varies depending on whether residences are hooked up to individual well and septic, or to a community system.

Capital Facilities

Development of a new water tower at the corner of STH 15 and Julius Drive is needed to provide the necessary water storage capacity for the Sanitary District. There is also potential for a groundwater reservoir to be development at Lions Park.

Staffing Capacity

Overall, Sanitary District staff succeeds at providing safe, quality drinking water, an efficient sewer system, as well as providing routine maintenance on infrastructure; however, it is apparent that as the Sanitary District continues to expand, the workload for staff will increase. To accommodate additional expansion of the Town's water and sewer facilities, the following steps could be taken:

- ◆ Increase staff as the water and sewer system grows to keep up with maintenance requirements;
- ◆ Install additional lift stations, as required; and

- ◆ Continue to monitor water quality and quantity and ensure it will be available in the future (e.g. through conservation or purchase from elsewhere).

Revenue Opportunities

The Sanitary District already generates revenue from hook up fees. In addition, the initial infrastructure is provided and paid for by the developer. With that said, District staff feels that charges for sewer and water are fair, and no further revenue sources are needed at this time.

Sustainable Practice Opportunities

Potential opportunities for incorporating sustainable practices into the Public Works department include:

- ◆ Promoting the use of rainwater harvesting, and creation of dual water system (e.g. utilize grey water for non-consumptive water needs); and
- ◆ Outlawing or restricting watering of lawns to certain times of the day; and
- ◆ Promoting other water conservation techniques.

Interdepartmental Issues/Opportunities

Interdepartmental Relationships

Increased linkages with the stormwater utility district and the Public Works Department are anticipated in the future. Currently, stormwater pipes go into ponds, but opportunities exist for alternative solutions to stormwater (e.g. rain gardens, rainwater re-use, etc.). Should an Engineer be hired, coordination between the GIS Coordinator, the Engineer, and the Sanitary District Director will be necessary.

Insights for Other Departments

The public works building is already too small, as the Public Works Department, along with other Town departments, has been growing at a very fast pace. Planning for a new facility may be warranted.

Building Inspection (Dale Waala)

Department Functions & Priorities: The Town of Greenville Building Inspection Department is responsible for the following items:

- ◆ Inspecting new residential construction;
- ◆ Inspecting Decks, Garages, and Fences;
- ◆ Inspecting commercial properties (*note: the Building Inspector is commercially certified and does the commercial inspections; the Town is not commercially certified so commercial projects are also the State's responsibility*);
- ◆ Simple zoning issues; and
- ◆ Code Inspection/enforcement.

The top priorities for the Building Inspection Department were given as:

- 1) Residents safety and welfare;
- 2) Education—inspections are easier if work is done correctly the first time;
- 3) Inspection.

Department Staffing: Staffing currently consists of one full-time position and one full-time position that serves approximately 40 to 50 percent of their time in the Building Inspection department, and the rest with the Clerk/Treasurer and Town Administrator. As shown in the graph below, the last expansion of staffing occurred in January of 2006 when the 0.4-0.5 FTE position was added to assist the Building Inspector.

Facility Responsibilities: The Building Inspection Department is responsible for the following Town-owned/operated facilities:

- 1) The Building Inspection office, within the Town Hall; and
- 2) The pickup truck used for inspections.

Department Performance Measurements: Currently, information is tracked and reported for the following items:

- ◆ The number of inspections performed over a given time period;
- ◆ Keeping records in a day book;
- ◆ Reporting monthly to the Census Bureau, the State, Outagamie County, and the Assessor; and
- ◆ Reporting annually to the Town Administrator.

Historic / Current Service Provision Issues:

Currently, the Building Inspection department reports that it is highly regarded throughout the Fox Valley region for high quality, thorough inspections. Due to the higher-end residential that typically is found in Greenville, there has been a tendency towards higher quality builders.

The workload for the Building Inspection Department has been brisk in the recent past. At the peak of construction, 180 houses were inspected per year. Department staff feels that 100 houses per year is a reasonable workload, although the State recommends 70 homes per inspector per year.

Current Land Use Issues / Factors: Upon review of the three basic land use scenarios (current trends, neighborhood development, and compact), the following conclusions were reached:

- ◆ The Building Inspection Department inspects single and two family homes and commercial projects. It also responds to a high volume of residential, industrial, and commercial inquiries regarding all aspects of construction, planning, and zoning. Workload depends on the type (commercial, industrial, residential) and style (single family, duplex, town home, apartment, etc.) of development. Commercial and industrial building plans are reviewed by the Town Building Inspection Department and the State of Wisconsin. Inspections of these projects are the function of both the Town Building Inspector and the State Inspector.
- ◆ Staff feels that code enforcement calls have increased and could potentially continue to increase if the number of apartments increases, or if there is an increase in homeowners' associations/condominium developments with shared property.
- ◆ The distance between new developments could affect the amount of time and vehicle miles expended during the inspection process.

Future Department Needs: The following list of needs was identified within the department:

Policy Needs

Over time, building code has become more complicated. As a result, the population is not used to these changes. Examining the need to provide education to builders/homeowners should be considered.

Capital Facilities

Additional office space may be required with the additional staff.

Staffing Capacity

Overall, the Department appears able to handle current inspection loads. However, staff recognizes the need for additional staff to manage several issues (e.g. code enforcement, drainage, etc.) that cannot be adequately managed as effectively under current staffing arrangements. These staffing recommendations include:

- ◆ When Greenville's population reaches 12,000, an additional inspector (potentially contracted out) may be needed;
- ◆ One full-time person should be dedicated to code enforcement;
- ◆ The addition of a Town Engineer; and
- ◆ One full-time person dedicated to drainage issues.

Revenue Opportunities

The Building Inspector is currently self-funded through permit fees. Dedicated funds for the Building Inspection department could come from separating the department's funds from others (e.g. creating a separate account).

Sustainable Practice Opportunities

Staff indicates that zoning restrictions make location of wind towers and solar panels difficult. Changes to the zoning code, either at the Town or County level are needed to encourage use of alternative energy sources.

With a downward trend in home sizes (e.g. 5 years ago, the average home built in Greenville was 2,400 s.f., while today it is 1,700 s.f.), potential education opportunities exist. Encouraging builders to utilize (and homeowners to purchase), higher quality energy efficient building materials would save money and energy in the long run.

Interdepartmental Issues/Opportunities

Interdepartmental Relationships

Coordination with the Public Works department is required to deal with drainage issues. As the number of stormwater retention ponds and other drainage devices have increased, the need to monitor these facilities has increased.

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Fire/Rescue Department *(Dave Julius)*

Department Functions & Priorities: The Town of Greenville Fire/Rescue Department is responsible for the following items:

- ◆ Fire Protection;
- ◆ Emergency Medical Services (EMS)/First Responders;
- ◆ Rescues; and
- ◆ Public Safety Education.

The top priority for the Fire/Rescue Department was given as:

- 1) Firefighter/First responder safety;
- 2) Town resident and employer safety.

Department History: The Fire/Rescue Department separated from the Hortonville Fire Department in the early 1970's and remained all volunteer until 2001 when a Community Officer position was created. In 2007 the first full time Fire Chief was hired eliminating the pre-existing Community Officer position.

Department Staffing: Staffing currently consists of the Fire Chief (full-time), 3 part-time employees, 46 paid on call firefighters and 15 First Responders. Seven (7) of these latter positions work in a dual role as firefighter/first responders.

Facility Responsibilities: The Fire/Rescue Department is responsible for the Safety Building, located at W6895 Park View Dr. The facility includes a meeting room that is open to the public, but remains separated from Fire/Rescue Department activities.

Department Performance Measurements: Currently, information is tracked and reported for the following items:

- ◆ NFPA Guidelines utilized as a benchmark;
- ◆ Response times; and
- ◆ Records of the number of calls and types of calls.

Historic / Current Service Provision

Issues: In terms of service provision, the Fire/Rescue Department, although primarily volunteer, is at present meeting the needs of the Town of Greenville. In fact, the number of volunteers in the department has increased over time, and better equipment has been acquired in recent years.

The number of calls per year has been indicated as problematic. With approximately 325 calls per year, five or less turn out to be working fires. Increases have been seen in general alarms, false alarms, accident cleanup and medical calls with additional businesses, residents, and motorists traveling on Greenville roads.

Currently, the Fire/Rescue Department continues to receive positive comments on public education efforts and open houses.

Current Land Use Issues / Factors: Upon review of the three basic land use scenarios (current trends, neighborhood development, and compact), the following conclusions were reached:

- ◆ Single family homes tend to be easier to serve, whether located on a larger or smaller lot. When fire response is required at apartments/multifamily units, more equipment may be required to effectively fight Fire/Rescues in these kinds of structures. Additional training is required for multi-family units as well. Based upon experience, apartment buildings tend to make more calls to the Fire/Rescue Department than with single family residences.
- ◆ Development concentrated in the sanitary district is better served, in general, by the Fire/Rescue Department due to access to water hydrants. The Fire/Rescue Department prefers to see commercial and industrial development within the Sanitary District for this purpose.

Future Department Needs: The following list of needs was identified within the department:

Policy Needs

A series of issues were identified as needing additional research before setting policy. These issues/policy decisions are:

- ◆ Assessing the benefits of interconnected street systems (versus cul-de-sac designs) in terms of the provision of fire service;
- ◆ Exploring the feasibility of new addressing signs and locations (e.g. consistency in numbering; each number would be on its own pole);
- ◆ Investigating the feasibility of a joint fire station with the airport;
- ◆ Exploring accessibility issues to properties

Capital Facilities

The possibility of a future fire station expansion exists. An additional fire station would provide service to portions of the Town that is outside of 5 road miles for the fire station. A new station would help improve ISO ratings to lower insurance costs for residents and businesses in Greenville. The “Field of Dreams” has been identified as a potential site due to its location in relation to the existing department, and the area it could service.

Staffing Capacity

Overall, the Fire/Rescue Department appears to be effective in carrying out required duties. However, concerns exist with the availability of volunteer firefighters/EMS personnel during daytime hours, as many volunteers do not work in the Greenville area.

Revenue Opportunities

Potential revenue sources for the Fire/Rescue Department include:

- ◆ Charging motorists for accident cleanups began approximately 5-6 years ago. As most accidents involve non-Greenville residents, the fees seem reasonable. Fees include \$150 per truck called to the scene, \$17.50 per firefighter, \$3 per bag of oil dry, and a \$10 dollar disposal fee. Typically these fees are paid by the motorists' automobile insurance;
- ◆ Fines for false fire alarms occur when a resident or business receives 3 or more per year; and
- ◆ There is a general trend towards developing additional user fees. For instance, fees could be charged for alarm testing.

Sustainable Practice Opportunities

Currently the Fire/Rescue Department is already putting foam in water because it puts fires out better and uses less water. The fire fighting industry has seen a shift towards using less water, especially in the western United States. Utilizing water with foam and compressed air is considered one option to decrease water usage.

Interdepartmental Issues/Opportunities

Interdepartmental Relationships

Currently, the Fire/Rescue Department maintains open communication with all Town departments, especially with Public Works. Improved linkages could occur with the Building Inspection department. Improvements could be made to the building plan review process, especially for commercial development (e.g. access to property, alarm systems, fire protection systems, etc.).

APPENDIX B – Sample Community Management Performance Measures

The following example is taken from the 1977 book entitled "*How Effective Are Your Community's Public Services?: Procedures for Monitoring the Effectiveness of Municipal Services*", published by the Urban Institute and the International City Management Association. It is presented here as an example of a method by which to gauge various aspects of service performance. Indicators may need to be adjusted or tailored to suit the exact circumstances within the Town of Greenville. Also, the reader should remember to consider incorporation of any new indicators which have a sustainability component.

Solid Waste Collection – Measures of Efficiency

- Type 1: Output in units of workload - input*
- 1-1 Tons collected per dollar.
 - 1-2 Number of curb-miles of streets cleaned per dollar.
 - 1-3 Number of large items hauled away (such as abandoned autos, refrigerators, etc.) per dollar.
 - 1-4 Number of residential (or commercial) customers served per dollar.
- Type 2: Output in units of "effectiveness" – input*
- 2-1 Estimated number of total households and commercial customers satisfied with their collection services (as estimated from responses to a citizen survey and survey of businesses) per dollar.
- Type 3: Utilization measures*
- 3-1 Average percentage of vehicles out of commission at any one time (during working hours).
 - 3-2 Percentage of crew-shifts with shortage of personnel

Solid Waste Disposal – Measures of Efficiency

- Type 1: Output in units of workload – input*
- 1-1 Number of tons disposed per dollar.
 - 1-2 Number of tons disposed per acre (or per cubic yard of fill used). (Note: Here an input measure, other than dollars or employee-hours, that is, acreage, is used. Any scarce resource, in this case land, can be used as the input unit.)
- Type 2: Output in units of "effectiveness" – input*
- 2-1 Estimated number of site-days of environmental-hazard-free disposal per dollar.
- Type 3: Utilization measures*

- 3-1 Percentage of working hours that major equipment is available.
- 3-2 Number of days that same-day cover was not achieved because of equipment failure or shortage of personnel.
- 3-3 Net revenues from recycling (for example, total value from products sold and heat recovered minus recycling operation costs).

Recreation – Measures of Efficiency

- Type 1: Output in units of workload – input*
- Acres (or square feet of facility) maintained (mowed, cleaned, etc.) per dollar, for various types of facilities (this can be further split into more detailed work components to provide such measures as "acres of grass mowed per employee-hour," "number of trees maintained per employee hour," "tons of litter removed per employee-hour," and "pieces of playground equipment maintained per dollar."). Furthermore, if comparisons are made between facilities, adjustments are likely to be needed to account for differences in terrain, use levels, or other characteristics that lead to different maintenance requirements at different locations. If work standards are developed for different locations, the form "ratio of standard hours accomplished per employee-hour actually applied" would be appropriate.) Work standards can be applied to many of the Type 1 measures illustrated in this chapter.
- 1-1 Number of hours of operation per dollar, for individual programs or facilities.
- Type 2: Output in units of "effectiveness" – input is attendance (or visit) days per dollar, perhaps for individual programs or facilities.*

2-1	Estimated number of different households using recreation services (at least once a year) per dollar, perhaps for individual programs or facilities (these estimates could be based on the participation rates obtained in an annual citizen survey).	1-1	Number of service calls responded to per hour of police-officer time – by type of call.
2-2	Estimated number of total households satisfied with recreation services (as estimated by data from the annual citizen survey) per dollar.	1-2	Number of investigations conducted per hour of police-officer time – by type of case.
		1-3	Number of arrests per hour of police-officer time (but see Measure 2-1 below)
Type 3:	<i>Utilization measures</i>	Type 2:	<i>Output in units of “effectiveness” – input</i>
3-1	Major-equipment in-commission rates (perhaps calculated as the total number of equipment-days in commission divided by the total potential number of equipment-days).	2-1	Number of felony arrests that pass preliminary hearing per police officer-hour – overall and by type of category. (Ideally, Measure 1-3 should be replaced by this measure because of the strong potential for abuse in the use of that measure)
3-2	Percentages of time facilities are closed for maintenance (percentages should be calculated for individual facilities such as swimming pools and tennis courts, as well as to provide an overall percentage).	2-2	Estimated number of households reporting a reasonable feeling of security in walking their neighborhood at night (as estimated from citizen survey findings) per dollar.
		2-3	Estimated number of nonvictimized households and commercial establishments per dollar. (The citizen survey could be used to provide estimates of the number of crime incidents not reported)

Library Services – Measures of Efficiency

Type 1:	<i>Output in units of workload – input</i>	Type 3:	<i>Utilization measures</i>
1-1	Number of items circulated (books, records, and other items) per dollar, perhaps including in-library circulation.	3-1	Percentage of total potentially available police-officer-time that is spent on “productive” purposes (productive time to exclude such time as waiting for care repair, waiting in courts, etc.).
1-2	Numbers of items cataloged per employee-hour.	3-2	Average percentage of police officers available for “productive” purposes.
1-3	Numbers of items shelved per employee-hour.	3-3	Percentage of cases not investigated at all, by type of case.
1-4	Number of hours of operation per dollar.		
Type 2:	<i>Output in units of “effectiveness” – input</i>		
2-1	Number of individual uses of library (including attendance counts plus telephone requests for information) per dollar.		
2-2	Estimated number of different households (or persons) using library services at least once (as estimated from an annual citizen survey) per dollar.		
2-3	Estimated number of households satisfied with library services (as estimated from the citizen survey) per dollar.		
Type 3:	<i>Utilization measures</i>		
	None identified (but “usage” measures have already been included as Type 1 or Type 2 measures).		

Crime Control – Measures of Efficiency

Type 1: *Output in units of workload – input*

Fire Protection – Measures of Efficiency

Type 1:	<i>Output in units of workload – input</i>
1-1	Number of households and business establishments “protected” per dollar.
1-2	Number of fire prevention inspections per dollar – perhaps categorized as to whether inspections and costs are residential or commercial.
Type 2:	<i>Output in units of “effectiveness” – input</i>
2-1	Number of fires fought for which less than a target amount of spread occurred per suppression dollar spent. (Target amount of spread would be defined relative to the size of the fire on arrival and possibly other relevant variables, such as occupancy type)

Type 3: *Utilization measures*
 3-1 Percentage of downtime of major fire equipment.

3-2 Downtimes of traffic signals from time signals were reported defective.
 3-3 Average time to restore to service failed traffic signs or signals.

Local Transportation Services – Measures of Efficiency

Street Maintenance

Type 1: *Output in units of workload – input*
 1-1 Number of miles (or land-miles) of street maintained per dollar.
 1-2 Number of repairs made (or number of square yards of repairs made) per employee-hour. (Individual street and maintenance activities might be distinguished separately as for example “pothole repair with cold patch,” and “curb and gutter repair.” If work standards are developed, the form “ratio of standard hours accomplished per employee-hour actually applied” would be appropriate.)
 1-3 Number of square yards of street surface constructed per dollar.

Type 2: *Output in units of “effectiveness” – input*
 2-1 Number of streets maintained in rideability-condition “x” or better per dollar.
 2-2 Number of repairs made satisfactorily (for example, “patches lasting at least ‘x’ months after repair”) per dollar.

Type 3: *Utilization measures*
 3-1 Proportion of time that crews are “non-productive” (for such reasons as being in transit or waiting for materials).
 3-2 Traffic

Type 1: *Output in units of workload – input*
 1-1 Number of signs installed per dollar.
 1-2 Number of signals installed per dollar.
 1-3 Number of feet of street markings laid per dollar.
 1-4 Number of signs or signals repaired per dollar.

Type 2: *Output in units of effectiveness” – input*
 2-1 Number of signs or signals maintained in acceptable operating condition per dollar.

Type 3: *Utilization measures*
 3-1 Percentage of traffic signal time that signals were known to be defective.

Public Transit – Measures of Efficiency

Type 1: *Output in units of workload – input*
 1-1 Number of vehicle-miles per dollar.
 1-2 Number of transit vehicle-hours of operation per dollar.

Type 2: *Output in units of “effectiveness” – input*
 2-1 Number of passenger-trips per dollar.
 2-2 Number of passenger-miles per dollar.
 2-3 Estimated number of “satisfied” users (perhaps as estimated from an annual citizen survey) per dollar.

Type 3: *Utilization measures*
 3-1 Average percentage of time transit vehicles are available as a percentage of potentially available hours, by type of vehicle.
 3-2 Percentage of scheduled arrival times that are late or missed because of unavailable personnel or equipment.
 3-3 Load factor: Ratio of actual passenger-miles to capacity, with capacity perhaps defined by seat-miles (this could be derived from a sampling of load factors at a representative cross section of times of day, days of the week, and seasons).
 3-4 Amount of net operating deficit (or surplus) over costs (revenues would include fares and possibly subsidies; note that this measure has to be considered in relation to the jurisdiction’s subsidy policy). This measure, as well as Measures 3-2 and 3-3, would be especially useful if the data can be calculated by route.

Water Supply – Measures of Efficiency

Type 1: *Output in units of workload – input*
 1-1 Number of gallons distributed per dollar.
 1-2 Number of gallons treated per dollar.
 1-3 Number of customers served per dollar (perhaps divided by residential and commercial customers).
 1-4 Number of repairs completed per employee-hour, by type and size of repair.
 1-5 Number of meters read per employee-hour.
 1-6 Number of meters inspected per employee-hour.

- 1-7 Number of meters repaired per employee-hour.
- Type 2: *Output in units of "effectiveness" – input*
(Clearly, the amount of improvement between the quality of the incoming, untreated water and quality of the water supplied to consumers is a vital indicator of water supply effectiveness. We have not been able to identify a satisfactory efficiency measure covering this element. We hope others will be able to do so).
- 2-1 Estimated number of customers indicating satisfaction with their water (as obtained from the annual citizen survey) per dollar.
- Type 3: *Utilization measures*
- 3-1 Average percentage of downtime for major equipment as a percentage of total, potentially useful, equipment hours, by category of equipment.
- 3-2 Percentage of water distributed that generates revenue or is otherwise used productively (such as for government uses, including fire fighting) as distinguished from leakage or other losses.
-

Handling of Citizen Complaints and Requests for Services and Information – Measures of Efficiency

- Type 1: *Output in units of workload – input*
- 1-1 Number of complaints and requests for services and information handled per employee-hour or per dollar. (Note: It does not seem sufficiently useful to attempt to distinguish the dollar costs for complaints from those for services and information, but this distinction could be feasible for employee-hours.)
- Type 2: *Output in units of "effectiveness" – input*
- 2-1 Number of complaints and requests for services and information resolved satisfactorily (as estimated from an annual citizen survey, from a survey of complainants, or from examination of government records-see the data collection procedures discussed in Chapter 11). As in type 1-1, because of difficulties in distinguishing dollar costs for each activity, it may not be feasible to distinguish complaints from requests for services and information.
- Type 3: *Utilization measures*
None identified.

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December 14, 2005

Dear Dave,

The purpose of this letter is to provide documentation for identifying groundwater recharge areas in the Town of Greenville. I presented this information at a meeting in Greenville on September 13, 2005.

Precipitation and snowmelt infiltrate into the ground, to some extent, almost everywhere that the landscape is not paved (figure 1). Infiltration that is not evaporated or used by plants percolates down to the water table (the water table is the top of the saturated zone, where sediment or rock is fully saturated with groundwater) and recharges groundwater. Some groundwater flows along short, shallow flowpaths to discharge into nearby wetlands or streams. Recharge to groundwater at higher elevations in the landscape typically flows along deeper and longer pathways, recharging deeper groundwater aquifers. These deep groundwater pathways also eventually discharge to surface water features or water supply wells, as illustrated in figure 1.

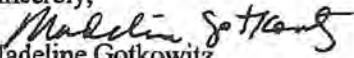
Most surficial deposits in the vicinity of Greenville are fine grained sediment, such as silt and clay. This material has a relatively low permeability and does not easily transmit water. Water that infiltrates into these fine-grained materials likely follows short flow paths, creating wet conditions at the ground surface and discharging to nearby wetlands. Residential water wells in the Town are completed in bedrock, below these thick deposits of fine-grained sediment. Figure 2 shows a generalized cross section of geologic materials and their average thicknesses in the area. Most residential drinking water wells in Greenville are completed in the upper dolomite (the Sennipec dolomite) and sandstone (the St. Peter sandstone). The Department of Natural Resources now requires that new wells drilled in Outagamie County be completed in the deeper sandstone aquifer because of arsenic contamination in the St. Peter sandstone.

In order to provide you with some information about groundwater recharge within the town, I worked with colleagues here at the Wisconsin Geological and Natural History Survey to prepare maps showing areas of higher recharge to the drinking water aquifer. Figure 3 shows a map of surficial deposits in the Town of Greenville. Areas where surficial deposits are more permeable (that is, consist of more sand and less clay and silt), have greater infiltration and less runoff of precipitation. Figure 4 illustrates the depth to bedrock across the town. Groundwater recharge is more likely to reach the bedrock layers tapped by water wells where the depth to bedrock is shallow. Figure 5 is a map showing both the areas of shallow bedrock and the areas of permeable sediment. These are areas within the town with a greater potential for precipitation to recharge the drinking water aquifer.

As depicted in Figure 5, only a small proportion of the land surface in Greenville is likely to have relatively higher potential for recharge to the bedrock. However, recharge to the shallow water table likely occurs over much of the landscape, feeding streams and wetlands in the town. Increasing the amount of paved or impermeable surfaces decreases recharge to the water table and can be detrimental to these surface water bodies.

Please feel free to contact me with any questions you may have about this information.

Sincerely,


Madeline Gotkowitz
Hydrogeologist

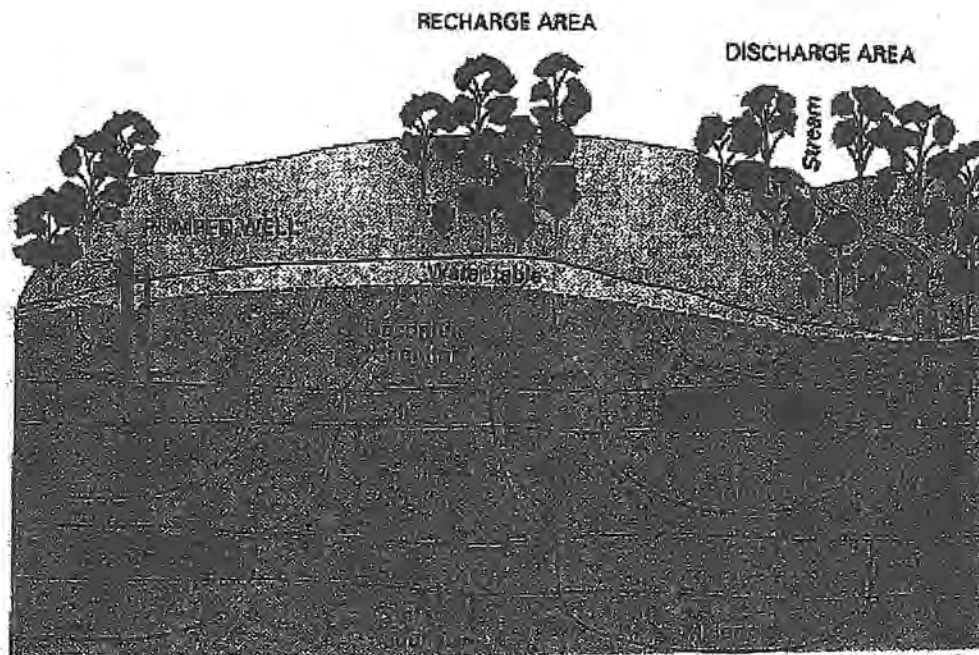


Figure 1. Cross section showing short and long groundwater flow paths. Some groundwater reaches discharge areas on the order of days or years along shallow flow paths. Some recharge flows along longer flowpaths, recharging deeper aquifers.

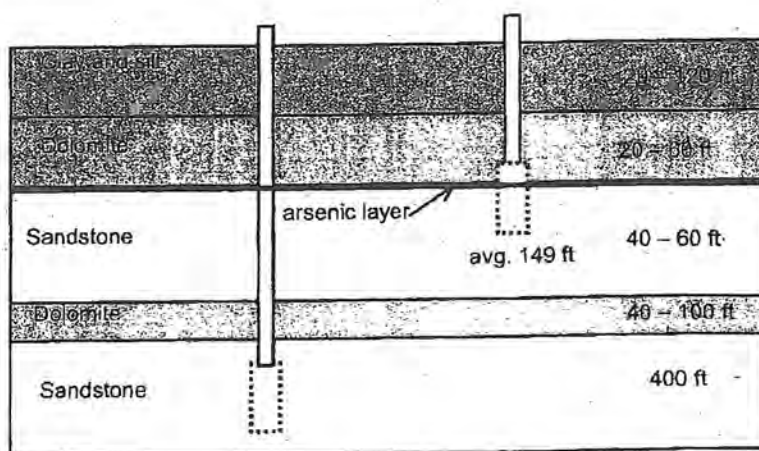


Figure 2. Cross section illustrating geologic layers in the vicinity of Greenville. Approximate range in thickness of each layer is shown to right. The average depth of water wells in Greenville is 149 feet, and most are open to an arsenic-rich layer of sandstone. New wells must be drilled deeper to avoid the arsenic, into the deeper sandstone layer.

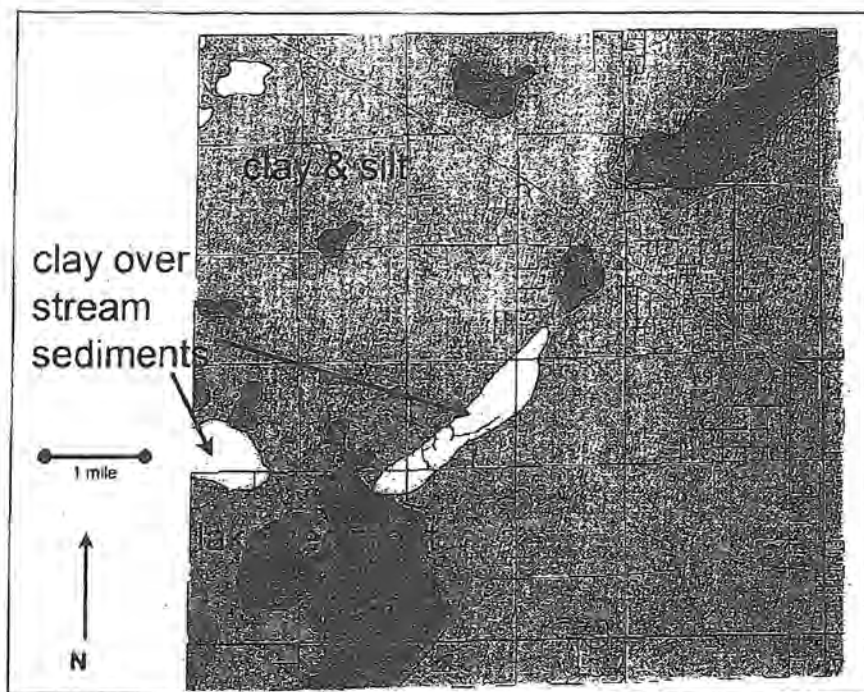


Figure 3. Type of surficial deposits in the Town of Greenville. Green indicates clay and silt, blue is lake sediment, brown is peat deposits. Tan areas are more permeable materials, consisting of stream sediments overlain by clay.

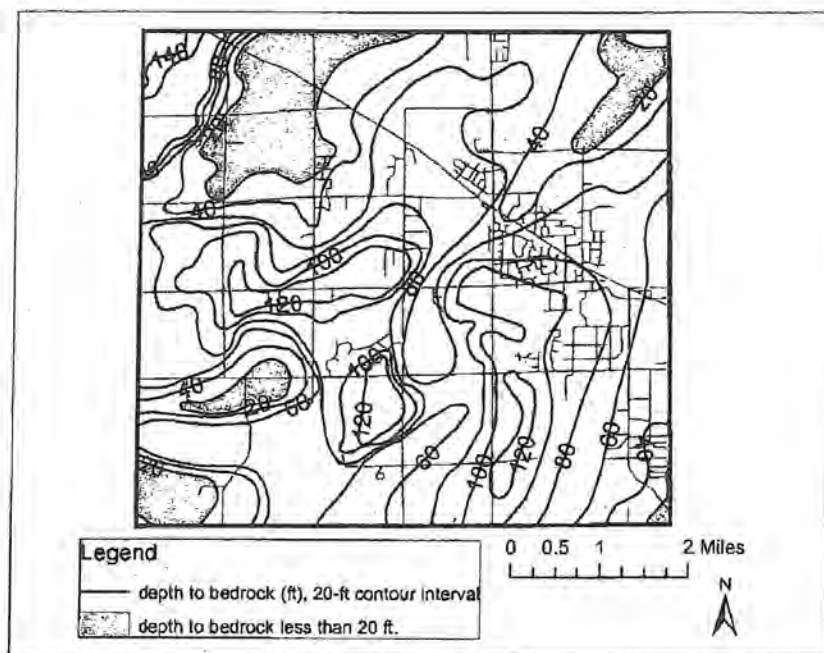


Figure 4. Depth to bedrock in the Town of Greenville. Shaded areas have a depth to bedrock of less than 20 feet.

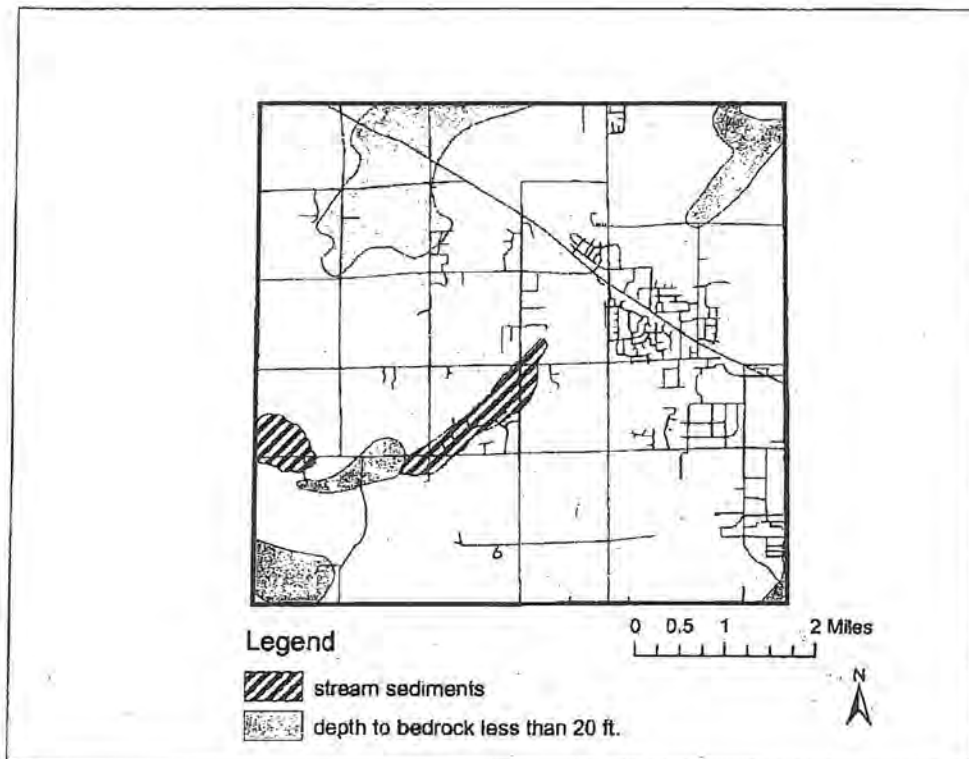


Figure 5. Areas within Greenville with greatest potential for groundwater recharge to the drinking water aquifer. This map shows areas where the depth to bedrock is less than 20 feet and areas where surficial deposits are more permeable. Both of these conditions can increase the amount of precipitation that recharges groundwater and flows to the upper dolomite and sandstone rock tapped by most wells in the town.

RESOLUTION # _____
City of Ashland, Wisconsin

Eco-Municipality Designation Resolution

Adoption of Sustainable Community Development Policy

WHEREAS, the City of Ashland has adopted a Comprehensive Plan (2004 – 2024) that calls for “The Making of an Exceptional City”, and includes dozens of references to sustainable practices; and

WHEREAS, the adoption of the four systems conditions of the Natural Step can provide a framework that will assist city employees and elected officials in moving in a more sustainable direction; and

WHEREAS, the willingness of the city to move in the direction of becoming an eco-municipality can serve as a model for others and encourage economic development along similar lines in our city and region; and,

WHEREAS, the City of Ashland has a pledge of support through mentorship and consulting from The National Association of Swedish Eco-Municipalities; and

WHEREAS, the following four guidelines were developed by the American Planning Association to help communities implement sustainable practices:

1. Reduce dependence upon fossil fuels, and extracted underground metals and minerals.
2. Reduce dependence on chemicals and other manufactured substances that can accumulate in Nature.
3. Reduce dependence on activities that harm life-sustaining ecosystems.
4. Meet the hierarchy of present and future human needs fairly and efficiently.

NOW THEREFORE BE IT RESOLVED that The City of Ashland hereby endorses the principles of sustainable community development described herein, and agrees to apply these principles whenever possible in its planning, policy making, and municipal practices.

Adopted by the City Council of Ashland, Wisconsin this 13th day of September, 2005

Fred Schnook, Mayor

Date

Attorney

Date

City Clerk

Date

RESOLUTION #05-021

City of Washburn, Wisconsin

Adoption of Sustainable Community Development Policy

WHEREAS, in the sustainable society, nature is not subject to systematically increasing concentrations of substances extracted from the Earth's crust, because human society mines and brings into use substances from below the Earth's surface, that along with their emissions are steadily accumulating at levels far greater than their natural occurrence and cannot break down further; and,

WHEREAS, in the sustainable society, nature is not subject to systematically increasing concentrations of substances produced by society, because human society has been manufacturing synthetic substances faster than these materials can be broken down, and,

WHEREAS, in the sustainable society, nature is not subject to systematically increasing degradation by physical means, because human activity is breaking down natural systems—land, water, forests, soil, ecosystems—by depletion and destruction faster than these natural systems can renew themselves; and,

WHEREAS, in the sustainable society, human needs are met worldwide, because if people around the world cannot meet basic human needs—air, water, food, shelter, means of livelihood, mobility, equal treatment, equal access, safety, participation in decisions that affect our lives, the right to peaceful enjoyment of life, a connection with nature, and psychological and spiritual connection and meaning—then this inequality will continually undermine the goals identified above; and,

WHEREAS, by endorsing sustainable community development, The City of Washburn is joining an international network of eco-municipalities, and taking the initiative to become one of the first four eco-municipalities in the United States; and,

WHEREAS, the City of Washburn has a pledge of support through mentorship and consulting from The National Association of Swedish Eco-Municipalities;

NOW THEREFORE BE IT RESOLVED that The City of Washburn hereby endorses the principles of sustainable community development, as proposed in The Natural Step Program, and agrees to apply these principles in its planning, policy making, and municipal practices.

Adopted by the Common Council for the City of Washburn, Wisconsin this 11th Day of July, 2005.

Irene Blakely, Mayor

City of Stevens Point Eco-Municipality Resolution

WHEREAS, we wish to integrate our economy, environment, society, and governance in ways that foster vibrant social and economic conditions and a healthy ecosystem and to that end we commit ourselves to creating the conditions necessary for a sustainable future.

WHEREAS, we recognize that it will take the good will and determined work of individuals within our community, including businesses, households and organizations to achieve this goal.

WHEREAS, the City of Stevens Point acknowledges that the people of Stevens Point desire a prosperous, sustainable future.

WHEREAS, by endorsing sustainable community development, the City of Stevens Point is pledging to educate itself further about sustainable activities and to develop initiatives in support of sustainable practices.

WHEREAS, we are proud to be part of a community rich in natural amenities, economic opportunities, and social responsibilities, the City of Stevens Point seeks innovative and flexible solutions to the challenges that confront us, by sharing our knowledge, and by coordinating our actions, we strive to:

1. Continually reduce dependence upon fossil fuels, and extracted underground metals and minerals.
2. Continually reduce dependence on chemicals and other manufactured substances that can accumulate in nature.
3. Continually reduce dependence on activities that harm life sustaining ecosystems.
4. Continually contribute as much as we can to the meeting of human needs in our society and worldwide.

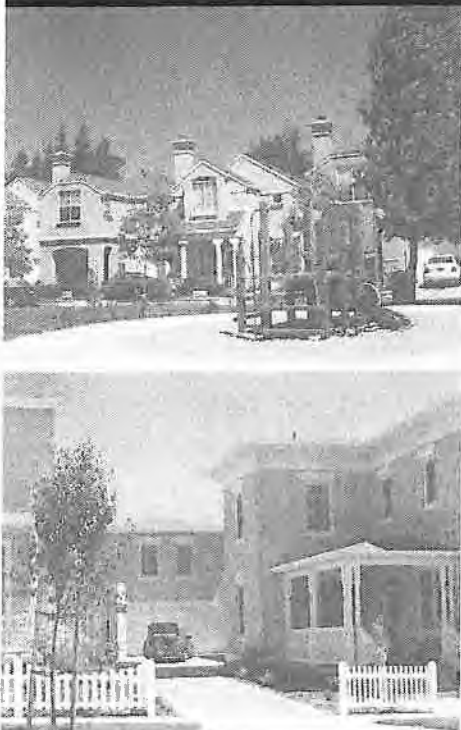
NOW THEREFORE BE IT RESOLVED that The City of Stevens Point hereby endorses the principles of sustainability described herein, and agrees to apply these principles in its planning, policy making, and municipal practices.

BE IT FURTHER RESOLVED, that the City of Stevens Point pursue the recommendations of the Stevens Point Eco-Municipality Task Force and create a standing Stevens Point Eco-Municipality Advisory Commission to advise the Mayor and Common Council on implementation of sustainable practices and hereby declares itself and Eco-Municipality.

BE IT FINALLY RESOLVED, that the City of Stevens Point invite neighboring municipalities to participate in following sustainable practices.

Adopted by Stevens Point Eco-Municipality Task Force:

Form-Based Codes: Implementing Smart Growth



▲ *Making zoning codes work for the community: Pocket parks and front porches help create livable places.*



In the two years since the Local Government Commission's *Smart Growth Zoning Codes: A Resource Guide* was first published, the movement to reform zoning codes has gained momentum. Today, form-based codes have become an increasingly popular approach to achieve these reforms and create communities where people want to live, work and play.

The old adage "form follows function" describes the common approach behind land use regulation as it has been practiced in the past. Form-based codes turn that relationship on its head. Since the primary basis for regulation is the buildings, not the uses, "function follows form." These codes concentrate first on the visual aspect of development: building height and bulk, façade treatments, the location of parking, and the relationship of the buildings to the street and to one another. Simply put, form-based codes emphasize the appearance and qualities of the public realm, the places created by buildings.

As with other smart growth concepts, form-based codes have been applied in new growth areas, in existing neighborhoods, in limited situations to special districts, and in wholesale code revisions for entire communities.

What are form-based codes?

Form-based codes place a primary emphasis on building type, dimensions, parking location and façade features, and less emphasis on uses. They stress the appearance of the streetscape, or public realm, over long lists of different use types. These codes have the following characteristics:

- **Zoning Districts** – Form-based codes are defined around districts, neighborhoods and corridors where conventional zoning districts may bear no relationship to the transportation framework or the larger area.
- **Regulatory Focus** – Form-based codes de-emphasize density and use regulation in favor of rules for building form. They recognize that uses may change over time, but the building will endure.
- **Uses** – Form-based codes emphasize mixed use and a mix of housing types to bring destinations into close proximity to housing and provide housing choices to meet many individuals' needs at different times in their lives.
- **Design** – Greater attention is given to streetscape and the design of the public realm, and the role of individual buildings in shaping the public realm. Form-based codes recognize how critical these public spaces are to defining and creating a "place."
- **Public Participation** – A design-focused public participation process is essential to assure thorough discussion of land use issues as the code is created. This helps reduce conflict, misunderstanding and the need for hearings as individual projects are reviewed.

Modified from definition by Paul Crawford, AICP

Why are form-based codes effective?

The focus on building and street design in form-based codes allows graphics and photos – instead of lengthy, repetitive text – to explain the details of zoning requirements. In turn, these codes are much more democratic instruments, because they are more readily understood by residents who are not otherwise involved in land use or development professions.

■ Pictures tell the story

Form-based codes can greatly reduce discussions about the meaning of zoning terms and arguments over the interpretation of code language, allowing everybody involved in a public participation process to focus their time and energy on the essence of the regulations, rather than on “word-smithing.” Using form-based codes, a picture really can be worth a thousand words.

■ Easy-to-find information

Another improvement offered by form-based codes is that they contain all relevant information in a concise format. By contrast,

conventional codes usually include this information in several different sections of the code, sometimes even in side documents that may not be readily apparent or available to the inexperienced user.

By consolidating information and using a simple pictorial style that avoids jargon and complex, repetitive language, form-based codes offer a much more accessible format.

■ Great for mixing uses

Another key characteristic of form-based codes is the way they treat different use types. Since the dawn of zoning, conventional codes were built around the concept of separating uses. They seldom allow uses from a different category (retail, single-family, multi-family, office, etc.) within the same zoning district.

When uses from different categories are proposed by project developers, extra processes and additional hearings are often required. In contrast, form-based codes assume a mix of uses, especially in neighborhood or town centers.

■ Better, faster, cheaper process

This clarity of format and intent can lead to a shift in approval processing from a hearing-heavy process to one that is largely administrative. Simply put, if all the details are discussed and clarified when the code is developed, and if they are accurately represented in a format that leaves no doubt as to the requirements, then a “build-by-right” approach is possible.

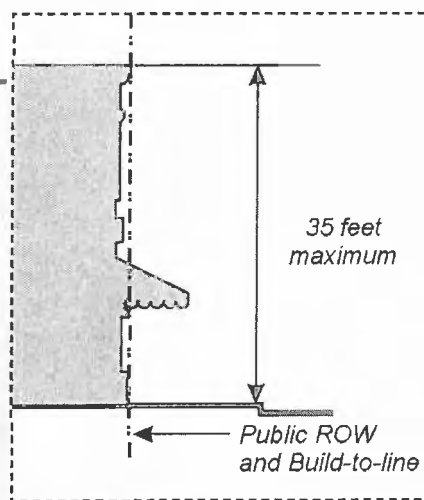
This means the review of a project application follows procedures similar to those for obtaining building permits. If the proposed project meets all of the code’s requirements, the application can be approved administratively.

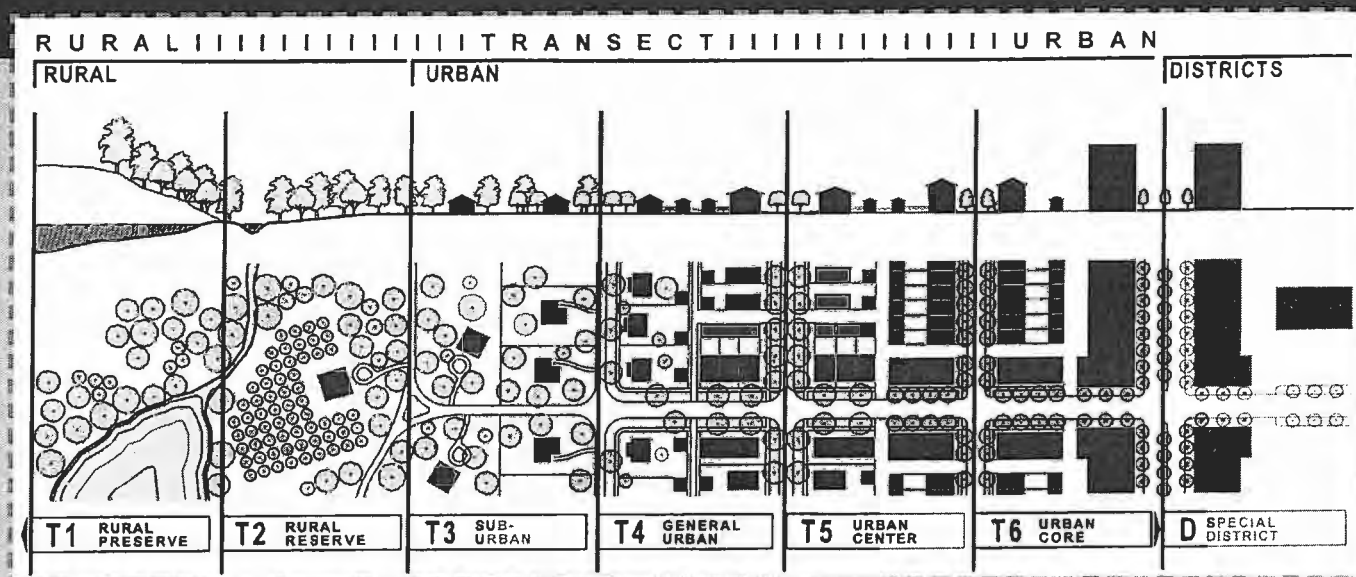
Obviously, this reduces time, expense and uncertainty for the developer, but it also reduces processing and hearing costs for the jurisdiction involved. This can free up staff time for more proactive planning.

▼ *Form-based codes use pictures to tell the story.*

New state law authorizes use of form-based codes

Like many unconventional ideas, form-based codes were met with considerable skepticism in many communities, and at times it was argued that they were not even a legal means of regulating land use. To clarify that issue, the California legislature weighed in by adopting legislation specifically authorizing form-based codes. Assembly Bill 1268 was signed into law in July 2004, resulting in very clear language in the state’s General Plan Guidelines and the statutes governing zoning that allow form-based codes.





▲ Seeing development and zoning codes as part of a land use continuum – an urban/rural “transect” or cross-section – helps us better understand where different uses and building types belong, and where they might be inappropriate.

The Transect: Seeing land uses in context

Communities differ greatly in size, topography, density and growth rates. In some areas, the primary concerns are about new development taking place on previously undeveloped land or “greenfields.” Other communities are mostly built out, and focus more on codes that guide infill or reshape and revitalize neglected neighborhoods. Still others need new codes to address development opportunities around new transit systems.

One of the beauties of form-based codes is that they can be applied in so many different communities and situations.

Andres Duany, one of the *Ahwahnee Principles*’ authors and a founder of the Congress for New Urbanism, has taken the idea of the “transect” from natural science and applied it to land use planning. The transect, as used in ecological studies, draws a cross-section through different habitats to better understand their inter-relationships along a continuum.

Applied to an urban/rural continuum, the transect helps us better understand where different uses and building types fit well or where they are inappropriate. Seen from this perspective, we learn that a controversial use or development project is not inherently bad, but may simply have been proposed for the wrong location.

Duany codes all the features and concepts that guide communities, neighborhoods and development into six different districts along the transect (T1 to T6), from rural preserve districts to those in the urban core. He also includes a special district for uses such as a university campus, airport or stadium.

Setbacks, for instance, shrink as development progresses from the rural to the more highly urban. Likewise, there is less area devoted to greenery in the urban core than in the rural districts. Building heights, however, increase.

This unified development ordinance, or “SmartCode,” links all

commonly regulated dimensions and features, building bulk, street lighting, sidewalks, parking and landscaping to the different districts.

This framework allows for a common understanding that relates development characteristics to places within the urban fabric. This common language allows developers, planners and residents – even in different cities – to readily comprehend the context for different uses and building types.

In Petaluma, California (see next page), this shared comprehension overcame the confusion and conflicts that stood in the way of good intentions, and all too often, good projects. The graphical nature of the transect fits very well with form-based codes.

Duany Plater-Zyberk & Company has been instrumental in bringing this classification methodology into real-world application in form-based code projects across the country.

Steps for preparing a form-based code

How does a community go about preparing a form-based code? What are the steps that need to be taken to prepare a form-based code?

According to planner Paul Crawford, one of the nation's experts on form-based codes, the typical steps are required to prepare this type of code include:

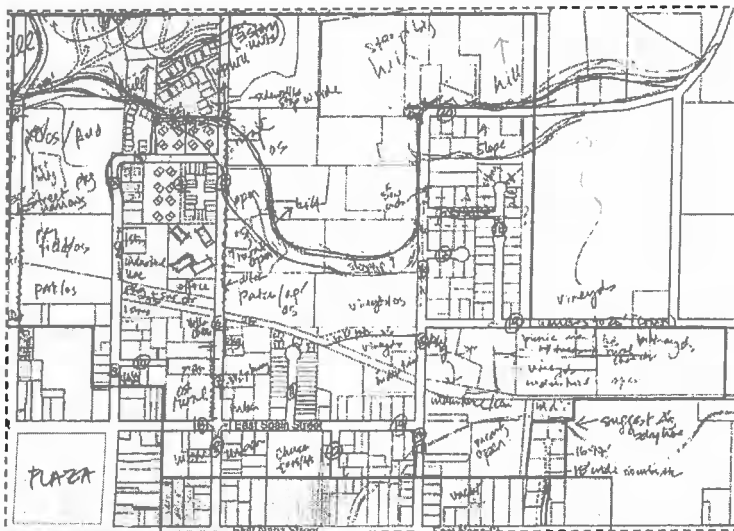
1 Existing conditions analysis and inventory

Before embarking on development of the code it is critical to understand clearly what the existing patterns of development are in a community. This record of existing conditions – especially of areas that the community identifies as special, or significant – can help develop a code that fits local characteristics.

Using diagrams and notes, a typical analysis will look at:

- Street types (by setback, walkway, roadway, and landscape)
- Block types (shape, size, alleys, parcelization)

▼ Step 1: Existing conditions' inventory from the City of Sonoma's development code update

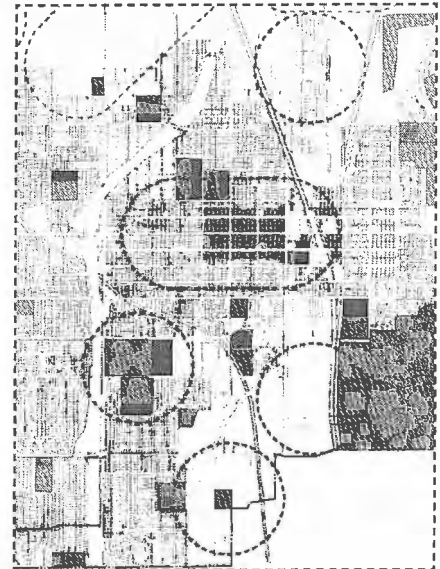


- Building types (footprint, profile, streetfront, access by car or pedestrian, service areas)
- Open space types (front, back and side yards, squares and parks, undeveloped parcels with urban zoning)
- Parking types and location (parallel, diagonal, lots)
- Natural features (creeks, significant trees, views, hills, etc.)

2 Public visioning and charrette

Input from the community is gathered early in the process through a public visioning and charrette process.

The charrette is a collaborative planning process that brings together residents and design professionals in an intensive multi-day process that typically includes focus group meetings, workshops, presentations, and public engagement exercises to develop a feasible plan for future revitalization and development.



▲ Step 3: Azusa's code divides the city into open space, residential areas, commercial corridors and commercial districts.

3 Determine appropriate spatial basis for regulation (districts, transect, streets or special zones)

There are a number of different approaches that can be taken in determining how the form-based code will be defined and regulated. Although there is some overlap between these approaches, Crawford describes four basic alternatives that are typically used by different practitioners:

- Neighborhoods, districts, corridors
- Transect
- Street-based regulating plan
- Special purpose zones

This process entails identifying which parts of the community are appropriate for different types of development. For example, if the transect-based approach is used the plan would identify those areas that are suburban (T3), general

Form-based codes: Good vintage for wine country

■ Sonoma, California

One of California's oldest cities and located in the scenic wine country, the city of Sonoma had seen post-war suburbia grow into older neighborhoods built around its old pueblo that dates back to Spanish colonial times. This jumble of neighborhoods and building types represented a significant challenge to those developing a new code.

Adopted in 2001, the new form-based code covers the entire city. To break the daunting task of a wholesale code revision into more readily understood pieces, the city was divided into 13 planning areas in four categories – residential, commercial district, commercial corridor and open space. Within each area, the existing situation was inventoried and compared to the desired future state. This allows the code to recognize existing development while imposing a new regulatory framework on future development. Areas of special concern such as rural roads, the urban edge and creeks are highlighted, and subject to specified guidelines.

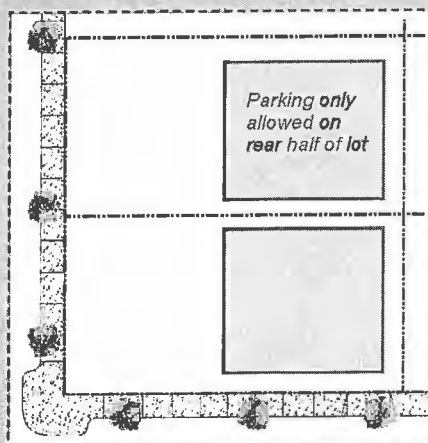
Code prepared by Crawford, Mulieri and Clark Associates

urban (T4), urban center (T5), urban core (T6) and special districts such as schools, civic centers or industry.

4 Develop urban standards (streets, blocks, building placement, height, land uses, etc.)

The next step is to define and code the urban standards for the different parts of the community mapped in Step 3. The results will be a set of diagrams for each zone that clearly establish standards for some of the following key ingredi-

▼ *Step 4: Form-based codes show where parking must be located.*



Building Type	Lot Width at Street Frontage					
	50'-0"	75'-0"	100'-0"	125'-0"	150'-0"	175'-0"
Single-Family						
Duplex						
Triplex						
Quadplex						
Commercial						
Industrial						
Office						
Warehouse						
Manufacturing						
Religious						

▲ *Step 5: A simple lot-width table shows how Ventura's code regulates building profiles.*

ents of an urban place: street and sidewalk widths, building placement, building height and profile, and, if relevant, location of on-site parking.

5 Develop architectural standards (building or frontage typologies, etc.)

The inventory conducted in Step 1 and the public visioning and charrette process in Step 2, help to identify the different types of buildings and how they front the street to define the public realm.

The form-based code builds on this information to define what types of buildings fit into different parts of the community. The

form-based code for the City of Ventura, California, for example, identifies the following types of buildings as appropriate for different parts of the community: single family, carriage house, duplex, triplex, quadplex, mansion apartment, bungalow court, townhouse, sideyard housing, live/work, courtyard, stacked flats, commercial block, and blended development.

The code then lays out very clearly which types of buildings are appropriate in the different districts for different lot widths through a table on the left.

6 Allocate and illustrate standards

The final step in the process is to prepare the standards in a format that is graphic, well-illustrated, jargon-free, and easy to understand.

This format should include all information and regulation relevant to a particular district (street type, neighborhood, etc.) in one concise piece. This avoids the confusion that cross-referencing, scattered requirements, and obscure terms can introduce.



▼ Revitalizing Petaluma's downtown: Code for street front types (below), the new Boulevard Cinema (bottom left) and new mixed-use development (left).

Code prepared by
Fisher & Hall Urban Design

Zoning for consensus and revitalization

■ Petaluma, California

I can't tell if the SmartCode is a radical, green, left-wing document or a developer-friendly, market based right-wing one," a *Santa Rosa Press-Democrat* reporter wrote in April 2003. The view underscores the broad appeal of form-based codes.

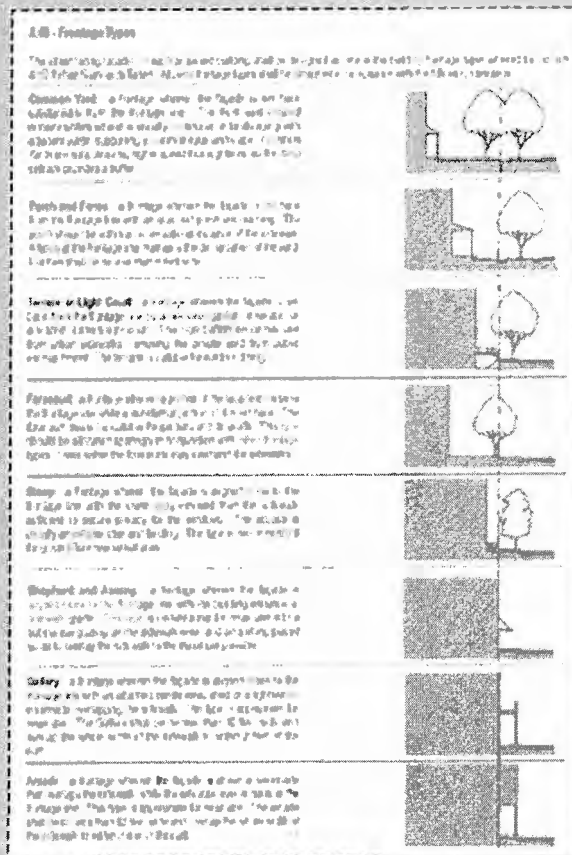
The City of Petaluma struggled for seven years to achieve consensus on a specific plan for a 400-acre redevelopment site adjacent to its downtown. Despite extensive public outreach, political battles continued between residents, developers and environmentalists.

The proposed zoning code was full of legalese and numbers and

did not assure the stakeholders that new development would mimic the existing historic downtown.

To move forward, the city hired a consultant who introduced the transect SmartCode. This code focused less on separating uses and more on describing the building forms that would realize the community's vision of a pedestrian-oriented, mixed-use district. Residents have been reassured by the clarity and relative simplicity of the new code, and developers appreciate its clear rules and expedited permitting process.

After only nine months of community visioning and consensus-building, former adversaries agreed on the new form-based code, breaking a long-time logjam.



The Central Petaluma Specific Plan, adopted in June 2003, has jump-started the construction of a new, mixed-use theater district.

Code for a new town center

■ Hercules, California

The "Regulating Code," adopted for the small city of Hercules across the bay from San Francisco in the summer of 2001, is similar to another prepared by the same firm for the City of Winter Springs, in Florida.

Intended to foster smart growth development in newly created town centers, both codes have been extremely successful, immediately triggering development projects conforming to the principles and details embodied in the code.

The Hercules code covers four districts in the central part of town. It includes eight street types, though not all will appear in each zone. The use table is a mercifully short three pages, with a half-page of footnotes. Four times that number of pages are devoted to façade details and architectural standards.



▲ Attractive new homes in Hercules look out onto the San Francisco Bay.

This architectural material features photographs and drawings of desired and unwelcome features, signs, porches, trim and so on. These details precede the use tables in the code, consistent with form-based codes' emphasis on building form and the public realm.

One page is devoted to each street type, detailing streetscape features such as pavement width, curbs, on-street parking, landscaping, corner radii, sidewalks, building setbacks, eaves, awnings and balconies.

This format allows the user to quickly access all the most relevant requirements and standards for a piece of property, just by referencing the street type that fronts the property.

Hercules' new Regulating Code has clearly been a success. Since its adoption, development has flourished in the area it covers. Several traditional-appearing

residential projects have been built, with a total of 300 units, and construction is under way on the first phase of the main street area of the Waterfront District.

That main street building includes fifteen 2,700-square-foot ownership units with commercial space on the ground floor and two-story townhouse units above. The single-family projects include a number of creatively designed duplex, triplex, and fourplex units that blend in very well with the surrounding housing. Building styles are varied.

The structures, landscaping, street design, and even the street lamps have design details specified in the code. This thorough approach to the details can make all the difference in the finished appearance and appeal of a project.

*Code prepared by
Dover, Kohl & Partners*

This simple, illustrated page for two-laned avenues (right) in Hercules covers pertinent streetscape details as well as building mass and placement.

ADDITIONAL RESOURCES

Congress for New Urbanism:
Codifying the New Urbanism
www.cnu.org

Form-based Codes Alliance:
A newly formed alliance
of leading practitioners
www.formbasedcodes.org

National Association of
Realtors® Smart Growth:
Land Use, Zoning, and
Growth Management
www.realtor.org/sg3.nsf

Online compendium
of community-based
urban design
www.charrettecenter.net

Dover, Kohl & Partners
Town Planning
www.doverkohl.com

Duany Plater-Zyberk
& Company
www.dpz.com/transect.htm

Fisher & Hall Urban Design
www.fisherandhall.com

Crawford Multari & Clark
www.cmcplans.com



1414 K Street, Suite 600
Sacramento, CA 95814-3966
(916) 448-1190 • fax (916) 448-8246
www.lgc.org

wide median and plentiful street trees
make the Two Lane Avenue a quiet
address especially well suited to
residential and office uses

A. Building Placement:

Build-to-line location: 0 to 10 ft. from
(1/3 wall) Property line

Space Between
Buildings

0 ft. if attached
≥ 10 ft. if detached

B. Building Volume:

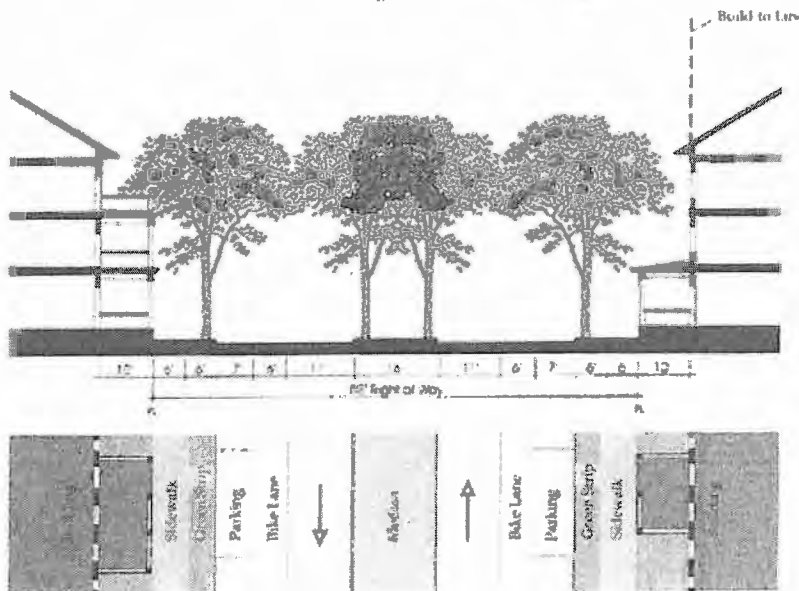
Bldg. Width: 16 ft. minimum
160 ft. maximum

Bldg. Depth: 125 ft. maximum

Bldg. Height: 2 stories minimum
4 stories maximum
55 ft. Maximum
The first floor shall be a
minimum of twelve (12)
feet in height

C. Notes:

1. Appendances may extend beyond the height limit.
2. Building fronts are required to provide shelter to the sidewalk by means of at least one of the following: an awl, colorado, marquee, awning, or second floor balcony.
3. The alignment of floor-to-floor heights of abutting buildings is encouraged to allow for shared use of elevators.



Other Points to Consider

Large-scale revisions of zoning codes always have the potential for unanticipated problems, whether a form-based approach, or a more conventionally structured code built around smart growth principles, is used. The need to monitor and revise these new codes after they are adopted must not be overlooked with any format. With form-based codes, these problems will likely surface when the underlying basis for regulation is changed from a focus on uses within and around buildings to a focus on the structures first.

Form-based codes require re-educating everyone in the community – elected and appointed officials, planners, engineers, developers and residents. This begins with a broad public participation effort as the code is developed, of course, but it must also continue after the code is adopted. Code modifications should be expected over time, and must be explained to everyone involved. Some cities have hired an architect or urban designer to work with builders and developers to help implement the code's objectives.

This education – particularly of staff – will help reassure developers and the public that application approvals will meet the code's intent. If code reform streamlines the process in a way that eliminates hearing checkpoints, people must be confident that staff are trained to properly assess whether proposed projects comply with detail requirements in the code.

editing+design: dave davis

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Resources from the Form-Based Codes Institute

[Definition of a Form-Based Code](#)

[Checklist for Identifying and Evaluating Form-Based Codes](#)

[Sample RFQ for Consultants to Prepare a Form-Based Code \(73KB Microsoft Word document\)](#)

[Eight Advantages to Form-Based Codes](#)



Video:

[Creating Urban Form
by Bill Spikowski, AICP](#)

Books and Articles

FBCI provides access to these articles as a resource to our web site visitors, but does not necessarily endorse the viewpoints expressed therein.

[Alternative Methods of Land Development Regulation](#), Victor Dover.

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Code Documents

2008 Driehaus Form-Based Codes Award Winners:

- [Downtown Mixed Use Master Plan](#), Benicia, California (6.6 MB pdf)
- [Near Southside Development Standards and Guidelines](#), Fort Worth, Texas (6.7 MB pdf)
- [Midtown Corridors Development Code](#), Ventura, California (26.9 MB pdf)

2007 Driehaus Form-Based Codes Award Winners:

- [Towns, Villages, Countryside Land Development Regulations](#), St. Lucie County, Florida (7.8 MB pdf)
- [Leander TOD SmartCode](#), Leander, Texas (10.5 MB pdf)
- [Gulfport SmartCode](#), Gulfport, Mississippi (18.5 MB pdf)
- [Station Area Form-Based Code](#), Farmers Branch, Texas (34.8 MB pdf)

[Central Petaluma SmartCode](#), Fisher & Hall Urban Design, Crawford Multari & Clark Associates, Nelson/Nygaard Consulting Associates, Sargent Town Planning, and CharreteCenter.com

[City of Azusa Draft Development Code](#), Crawford Multari & Clark and Moule & Polyzoides Architects

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[TND Ordinance: Ch. 10-17 of the Land Development Code](#) with amendments to other sections of the code

[Tables 1-17 of the TND Ordinance](#)

[Revisions to the Engineering Standards](#): New Chs. 10-12 to provide for Thoroughfare Standards in TNDs

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[Main Code Document \(580 KB pdf\)](#)

[Regulating Plan \(170 KB pdf\)](#)

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FBCI Board Members' Code Sites

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Glossary

Southfield, MA

Adopted under a Special Act of the Legislature to guide redevelopment of the former South Weymouth Naval Air Station, the South Shore Tri-Town Development Corporation has adopted form-based codes (FBCs) to work in conjunction with its zoning and land-use bylaws to convert the base into a brand new \$1 billion community of nearly 3,000 homes, 2 million square feet of commercial space, a golf course and other amenities, and open space. The FBCs illustrate the urban design standards for certain building types, such as townhouses, single-family dwellings, apartment buildings, office developments and neighborhood commercial buildings. These building forms regulate general building dimensions, site location, and building elements, such as the location of porches and driveways. Together with a set of architectural standards, the building forms and land use restrictions regulate much of the redevelopment of the former Naval Air Station in South Weymouth. The FBCs also include a series of graphics, photos and dimensional tables in order to make the general building form regulations clear to developers, regulators and residents.



Southfield, MA Reuse Plan

Regulating Plan

In conjunction with the Corporation's selected developer's (The LNR Property Corporation) Master Plan for the Naval Air Station, the Zoning and Land Use Bylaw are intended to promote the development of Southfield in accordance with the Regulating or "Reuse" Plan and the associated Development Program. The Development Program outlines the intensity of the development over three (3) phases of implementation and also lists the required public



Amenities Plan showing public parks, bikelanes, open space and other public amenities

improvements in an Amenities Plan. Since most the former naval airbase is being redeveloped and phased according to the Reuse Plan, developers are responsible for completing the parking facilities, streetscape improvements, as well as the open space and recreational amenities outlined in the Regulating Plan. The Regulating Plan also designates specific locations within the redevelopment areas for public amenities ranging from passive recreational trails and wildlife viewing areas, to campsites, community centers and outdoor recreational facilities. Stops and a route have also been identified for a multi-modal transportation center and shuttle system, along with public school sites and village center parking lots. This broad-based approach is consistent with the development of new communities, or redevelopment of larger areas within an existing community.

Consistent with the Reuse and Amenities Plan, a variety of urban to rural zoning districts were identified using an Urban Transect as an approach to establishing a new community. The corresponding zoning districts fall into two (2) separate target areas: the Central Redevelopment Area and the Perimeter Area. Within the Central Redevelopment

Area there are eight (8) different Zoning Districts and two (2) Overlay Districts as follows:

1. **Village Center District:** This district is located centrally within the Base and is characterized by New England traditional neighborhood design. This district is intended for mixed-use, containing the highest density of housing allowed in the bylaw, as well as office, commercial, and retail spaces such as convenience stores, restaurants and shops.
2. **Main Street Overlay District:** The purpose of this district is to ensure that first floor active uses (such as retail and restaurant uses) are located along the two (2) main streets of the Village Center District.
3. **Mixed-Use Village District:** The primary purpose of this district is to provide a mix of residential housing types with some neighborhood commercial uses, including retail and restaurants. The density of residential uses in the district is less than the Village Center District, with fewer commercial uses.
4. **Residential District:** This district serves to accommodate a lower density of housing types.
5. **Shea Village Commercial District:** This district is the commercial center of the Base.
6. **Shea Village Transition Overlay District:** The purpose of this district is to create an appropriate transition in the scale of buildings within ¼ mile of where this district meets the Village Center District.
7. **Golf Course/Open Space District:** The purpose of this district is to facilitate operation of a public golf course and associated uses, including a club house and golf-related retail operation, and other recreational uses. If, for any reason, the golf course is not built, the only other permitted uses for the district are open space and recreational uses.
8. **Recreation District:** This district is established to foster passive and active indoor and outdoor recreational uses on the Base and will house some institutional uses already existing and required within the Base.
9. **Open Space-Corporation District:** The primary purpose of this district is to encourage the preservation of large



Transect-Based Zoning Map

contiguous wetland areas and open space for park land, active and passive recreation, reservations, community gardens, rivers and streams, and similar uses.

10. **Coast Guard District:** This district is the area currently used by the United States Coast Guard for housing.

Within the Perimeter Area there are three separate "open space" districts that correspond to each of the member towns - Abington, Rockland and Weymouth. Shown as light grey in Figure 3, the primary purpose of these districts are to provide an open space area along the perimeter of the Base boundary, and to encourage the preservation of large, contiguous wetland areas and open space for park land, active and passive recreation, reservations, community gardens, rivers and streams, and similar uses. In summary, the boundaries of these perimeter zoning districts correspond to the separate Transect zones moving from the intensive commercial uses in the "urban core" (i.e. Shea Village Commercial District), to the pedestrian-oriented "general urban" zone (i.e. Village Commercial and Mixed-Use Village District), and then outward to the "suburban" zone (i.e. Residential and Coast Guard Districts) to the "rural edge" zone with its five (5) open space districts.

Building Form Standards

The Table of Dimensional Regulations establishes twelve (12) separate uses with mandatory "Building Form" requirements. Uses such as townhouses, single family houses, apartments, mixed-use buildings, anchor retail, neighborhood commercial, office and commercial, light industrial, and biopharmaceutical manufacturing each include detailed text, tables, images and illustrations explaining the intention of the specific codes requirements for lot size, building setbacks, frontage requirements, building height and parking requirements. Simple and clear graphic descriptions for building height, how a building is placed on site, and building elements (such as location of out buildings, porches, drives, etc.) are used to control development.

The Building Form for "Anchor Retail" permit awnings within the public right-of-way and establish "build-to" lines for the frontyard setback of the building. Exceptions are provided for projects that include arcades and entrances are required along the primary street. At least 75% of the front building wall must be transparent with windows and all parking must be located in the rear. Along the side of the building, a five (5) foot landscape strip is required to soften the edge of the sidewalk and provide a planting bed or turf belt for public shade trees and sitting areas. Finally, all parking and loading areas are required to be located at the rear of the property thereby enhancing the pedestrian environment along the main street entrance.

In summary, the Building Forms provide an enhanced understanding of how building placement, height and design fit into the Reuse Plan for the district. Importantly, if a use does not have a corresponding building form, a conventional Table of Dimensional Regulations serves as the default dimensional requirements for that particular use. Thus, in addition to incorporating conventional zoning concepts of height, lot area and frontage, the Building Forms include flexible frontyard setbacks, lot sizes and mandatory access, driveway, and parking lot requirements in an effort to reflect "smart growth" development principles that enhance pedestrian activity within the public realm.

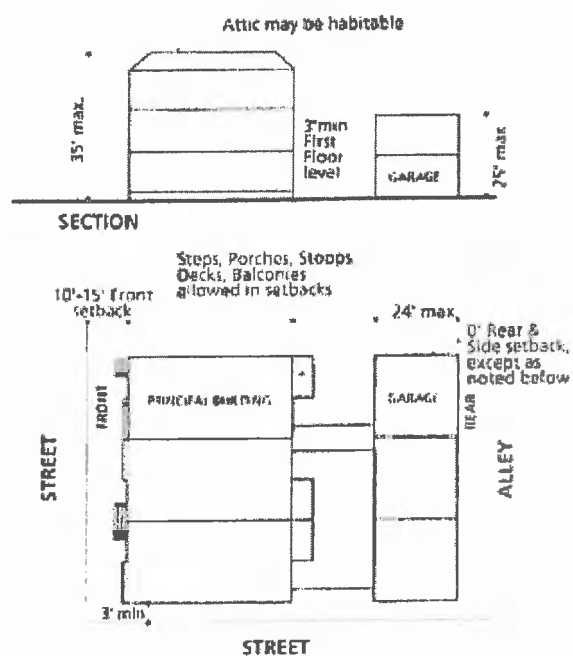
TOWNHOUSE - 2 (TH2)

PHOTO IS ILLUSTRATION ONLY

LOT OCCUPATION	Lot Area (by Unit)	1,500 sq.ft. minimum - 2,500 sq.ft. maximum
	Lot Coverage	70% maximum
BUILDING SETBACKS	Front	10 feet minimum - 15 feet maximum
	Side	No required setback except 3 feet minimum setback for lots with side lot line on residential street
	Rear	0 feet minimum - 5 feet maximum
FRONTAGE		18 feet minimum
BUILDING HEIGHT	Principal Building	35 feet maximum height
	Out Building	25 feet maximum height
PARKING	Spaces	maximum 2/unit - minimum 1/unit
	Area	20 feet x 24 feet maximum
	Access	Rear access from alley
USES		Residential. First Floor of Principal Building could include Retail or Live-work. Second Floor of Out Building could include Live-work. See Main Street Overlay District for special First Floor requirement.
DISTRICTS		Village Center District, Mixed-Use Village District, Residential District

Example Building Forms for "Anchor Retail"

Administrative Review

As delineated in the Reuse Plan, the Base is divided into a Central Redevelopment Area and Perimeter Areas. According to the Enabling Legislation and consistent with the 1998 Bylaw, the Corporation has the authority to administer and enforce the Reuse Plan, Bylaw and Regulations (i.e. Subdivision Rules and Regulations or Architectural Design Standards and Guidelines) within the boundaries of the Central Redevelopment Area. The Applicable Town Boards of each Town have the authority to administer and enforce the Reuse Plan, Bylaw and Regulations within the boundaries of that portion of the Perimeter Area located within each Town.

Within the Central Redevelopment Area, site plan review is required for all uses whereas larger developments, or uses requiring special permits, require a more comprehensive review. In the Perimeter Area the associated towns have administrative and enforcement jurisdiction. The specific requirements with respect to the contents of a detailed plan are set forth in the regulations, and include, without limitation, the following materials:

1. preliminary site construction plans showing the location of proposed buildings, lot lines, blocks, streets, parking areas and open space, along with zoning district boundaries;
2. a proposed mix of uses and development program;
3. tables showing total land area and wetlands and compliance with applicable dimensional and parking requirements;
4. an analysis of the circulation system;
5. an analysis of transportation, utility, drainage, and other required infrastructure systems; and
6. a timetable for the construction of each development component.

The approval of a development plan is a pre-requisite to the filing of any applications for special permits or for site plan approval, as it may be related to a larger development. For purposes of streamlining the project review, however, proponents of a plan containing uses that require the issuance of special permits or site plan approval may file these applications with the proposed plan, and the applications will be reviewed simultaneously. Once a development plan is approved, the uses and development described therein are considered as-of-right (unless the use is otherwise required to obtain a special permit and subject always to site plan review). Similar to the member Town's Bylaws, the Southfield Zoning also contains provisions regarding the following subject matters: Water Resource Protection; Wireless Communication; Nonconforming Uses and Structures; Appeals; Earth Removal; Subdivision; and Plan Revisions.

Public Space / Street Standards

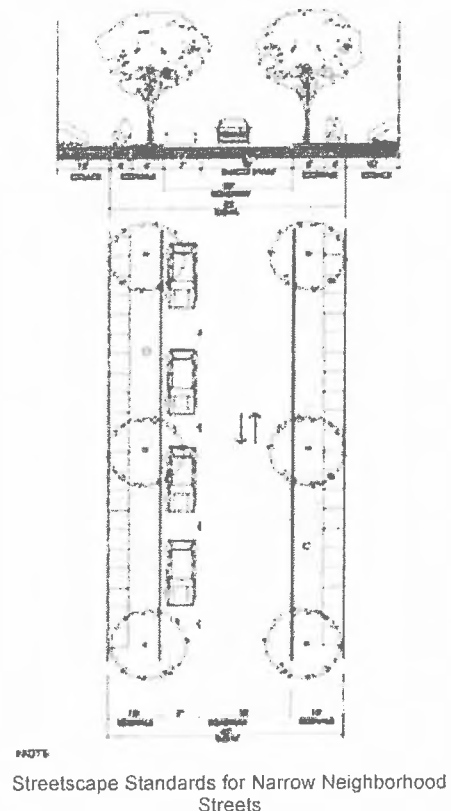
Other than the specific requirements listed on the individual building forms, the bylaw refers to the Subdivision Rules and Regulations ("Regulations") which is used to define and design all public improvements including, but not limited to, streets, sidewalks, bicycle facilities, lighting, stormwater management and landscaping. Using FBCs, these regulations provide a comprehensive array of diagrams, maps and images to clarify the design standards associated with each public improvement.

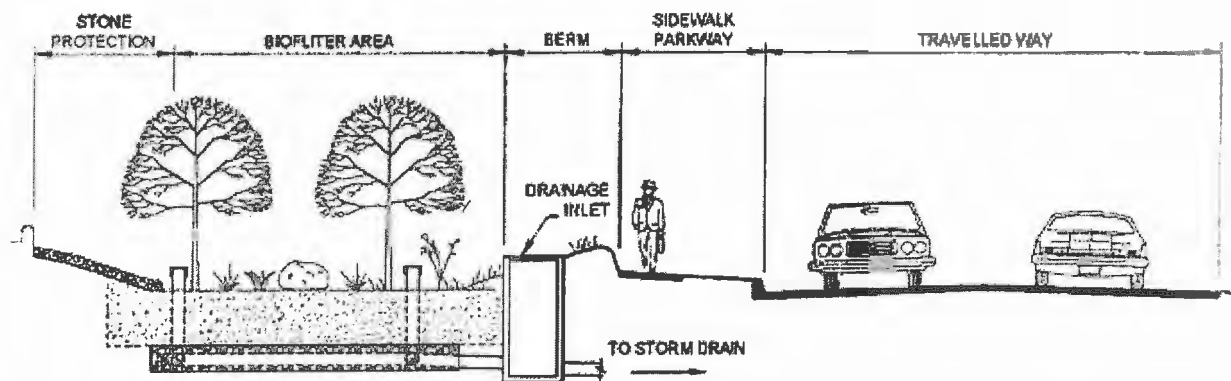
Streetscape Design: The streetscape design regulations include requirements for the design and layout of streets, blocks and traffic networks as well as provisions for traffic calming measures, street furniture, bicycle facilities, and sidewalks.

The design requirements for constructing a narrow neighborhood street. Notably, the diagrams illustrate the relationship between the frontyard setback, or "build-to" line, and the sidewalks, turf belt and parking areas along the street. Street tree locations are clear and species lists and installation guidelines are provided under the landscaping standards. Similarly, the regulations provide detailed design standards for traffic calming measures, including, but not limited to, mini-circles, roundabouts, road humps, medians, raised crosswalks and intersection bulb-outs (also shown in Figure 5). Provisions also include design standards for the construction of on and off-street bicycle lanes, sidewalks, on-street parking, and cul-de-sac design. Finally, the Regulations also include provisions for public street furniture such as benches, bicycle racks, bollards and trash receptacles.

Lighting: The lighting plan regulations include specifications for outdoor public lighting and detailed provisions for parking lots, residential developments and neighborhood alleys.

Stormwater Management: The stormwater management regulations provide a range of illustrative diagrams and design standards for drainage systems, including many Low Impact Development (LID) techniques like bioretention, water quality swales and other biofilters.





Biofilter Adjacent to Roadway



Landscaping Image - Main Street

Landscaping: The landscape regulations are organized around a series of principles that are intended to protect the unique features of the site while incorporating as many of these elements and other features of the regional context into the built environment. The guidelines are divided into two (2) main categories of requirements: general aesthetic requirements and specific development controls. The general aesthetic requirements provide direction on subjective issues such as the character of a location, type of surface, orientation, and treatment of spaces and relationships among elements. The specific development controls govern the quantitative issues such as spacing, size of plants, systems, specifications and details.

Definitions / Glossary

Although the Bylaw does not use illustrations or graphics within the definitions, it does provide an extensive glossary of definitions to ensure a precise use of the technical terms. Helpful definitions are also provided in the associated Regulations. These cover a wide array of terms and procedures ranging from calculating finished grades and impervious areas, to characterizing specific architectural design elements such as balustrades, lintels, and water tables.

Architectural Design Standards

Other than some general references to the design and use of the development, the Bylaw itself does not specifically address the issue of architectural standards for controlling external architectural materials and the overall quality and character of the development. However, similar to other land use regulations in Massachusetts, the Bylaw references the associated Regulations which are drafted and adopted outside the Zoning Bylaw. Adopted in 2006, the Architectural and Urban Design Standards and Guidelines contain detailed regulations that regulate the design and character of all development within Southfield. In general, the standards and guidelines regulate the building façade, orientation, proportion and scale, walls, articulation (i.e. arches, columns, piers, etc.), windows, roofs, and materials. Wide-ranging standards are also included for the design of parking, signs, open space, gardens, walls, fences and hedges across all designated building forms and land uses.

The intent of the standards and guidelines is to preserve and encourage a high quality public realm. Importantly, the standards and guidelines draw upon regional examples of historic New England towns, and reflect the principles of Traditional Neighborhood Development and smart growth in determining street layout and design, mix of uses, building placements and architectural character. The standards and guidelines contain mandatory and recommended provisions. Mandatory provisions are obligatory and failure to incorporate mandatory provisions constitutes grounds for denial of an application. In contrast, recommended provisions suggest guidance on preferred design elements, but failure to incorporate recommended provisions is not grounds for denial of an application. Further, the standards and guidelines are based on the application of traditional urban planning and design techniques and several documents are recommended in the regulations for guidance. Notably, projects are not required to comply with the design specifics of the recommended texts and illustrations as they are intended for reference and guidance only.

Summary

In translating their Reuse Plan into the Zoning Bylaw, Southfield has established one of the most innovative and comprehensive set of form-based regulations in Massachusetts. By working closely with the selected developer for the former Naval Air Station, the Corporation was able to establish work collaboratively and draft a workable Zoning Bylaw knowing that implementation was all but certain from the selected developer. Thus, the illustrative form-based zoning bylaw and associated regulations (including but not limited to the Architectural and Urban Design Standards and Guidelines, Subdivision Rules and Regulations, Sustainability, Affordable and Workforce Housing, Wetlands Protection, and Administrative Rules and Regulations) for Southfield stand as one of the first comprehensive form-based zoning bylaws in Massachusetts. The Bylaw represents an innovative alternative to conventional zoning regulations. Coupling the flexible use regulations with specific dimensional regulations underscores the importance of "built form" and its integral relationship to creating a flourishing public realm over time. This approach provides a useful template of how other Massachusetts communities could form a collaborative partnership with a selected developer in order to translate their community master plans for new town centers or other special redevelopment areas into a form-based code.

Further Information

For more information on Southfield's Form-Based Code, please contact Jim Young at the South Shore Tri-Town Corporation at young@ssttdc.com or 781-682-2187 x102. In addition, you can view the Bylaw [here](#).

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SmartCode Central

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The SmartCode is a model transect-based development code available for all scales of planning, from the region to the community to the block and building. The code is intended for local calibration to your town or neighborhood. As a form-based code, the SmartCode keeps towns compact and rural lands open, while reforming the destructive sprawl-producing patterns of separated use zoning.

SmartCode Central collects all the important components of transect-based planning in one place. We provide files of the latest versions of the model SmartCode and supplementary Modules, including new sustainability standards. We also link to calibrators, attorneys, and town planners who do significant work with the SmartCode.

The SmartCode was released by Duany Plater-Zyberk and Company (DPZ) in 2003, after two decades of research and implementation. The code is open source and free of charge.

The non-profit Center for Applied Transect Studies (CATS) was founded in 2007 to promote understanding of the built environment as part of the natural environment, through the planning methodology of the rural-to-urban transect. The SmartCode is the foundational tool for implementation of this methodology.

All diagrams ©DPZ & Co.



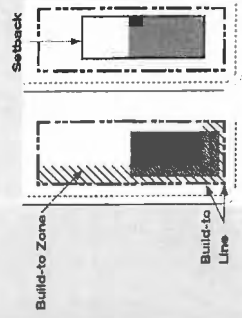
The 2008 *SmartCode v9 and Manual* is now available from New Urban News Publications.

Form-Based Code Template

Sample Definitions

Build-to Zone vs Setback

Guidelines for each building type contain requirements for both build-to zones and setbacks. Build-to zones denote the minimum and maximum distances a building can be placed from a property line. The facade of a building must be located within this area. A setback line dictates the minimum distance a building may be constructed from a property line, meaning the building may be located anywhere beyond this line.



Cornice

A traditional architectural feature with horizontal molding projecting from the facade and along the top of a building.

Courtyard

An outdoor area enclosed by a building on at least three sides that is open to the sky.

Crosswalk

A path clearly delineated on a street to indicate where pedestrians should cross.

Curb Cut

A break in the curb line and sidewalk for means of ingress or egress of motor vehicles.

Display Windows

Windows on the ground story of a building used for store display that allow visibility into and out of the store. These windows are located on Storefront and Shopfront base types.

Double-Hung Window

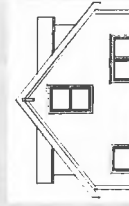
A window that has two movable window frames that slide on vertical track.

Eave Height

Height of a building measured from grade to the lowest point of the primary roof structure.

Cap Types

The building types have either pitched or flat roofs. Pitched roofs, with or without dormers, invoke a more rural feel than a flat roof, which is more typical in denser urban environments. Flat roofs are capped with a parapet which can have a cornice detail or, more simply, horizontal expression lines. The template code details standards for both the pitch of a roof and the height of a parapet.



Pitched Roof with Dormers



Pitched Roof



Flat Roof with Parapet

Expression Line

A traditional architectural feature: a decorative linear element, horizontal or vertical, on the exterior of a building that typically delineates the floors or bays of a building. Use of this element impacts the perceived scale of a building by dividing it into more human-scaled pieces.

"Eyes on the Street"

A concept introduced by author Jane Jacobs that recommends constructing or redeveloping buildings to have windows overlooking a street so that people can monitor street activity from inside.

Facade

The exterior face of a building, including, but not limited to, the wall, windows, window sills, doorways, and such traditional design elements as horizontal lines, cornice, and parapet.

Front Facade

The face of a building adjacent to a street; corner buildings have two front facades.

Ground Story

The first floor of a building that is level to or elevated above the sidewalk, excluding basements and cellars.

Green

An open space type that is spatially defined by adjacent rights-of-way or building facades. The edge of the Green is usually formally defined with trees or landscaped planters which surround the grassy center. Greens may be civic or utilized for either passive or active recreation when combined with a Playground.

Height

The actual height of building, measured in full and half stories; i.e. 2 1/2 is the equivalent of 2 full stories and one half.

"Holding the Corner"

Building up to both the front and side property lines on a corner lot, in a sense holding down or anchoring the corner.

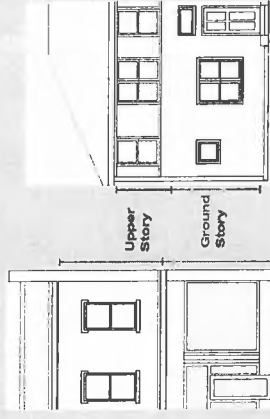
Height

The height of the buildings types is measured in stories, specifically half-stories to account for buildings with visible basements. All stories are measured floor to floor. The ground story of a building is the first floor of a building that is level to or elevated above grade. The upper stories of a building begin at the first floor above the ground story. Specific standards for the height of a parapet, pitch of a roof, and floor to floor heights are outlined in the template code.

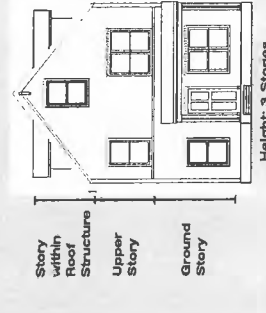
Building types constructed with pitched roofs with dormers have regulations that allow an additional story, if located within the roof structure. Below is an example of this type of building and how it is measured.

Flat Roof with Parapet

Pitched Roof



Pitched Roof with Dormers



Form-Based Code Template

Sample Neighborhood Regulating Plans: Context Zone 3

Neighborhood Layout

The sample neighborhood plan to the right is not of an actual place in the Grand Valley area; it is an example of how the blocks, streets, and buildings within Context Zone 3 could be organized.



Context Zone 3 Neighborhood

A Context Zone 3 neighborhood is less compact and walkable than those in the other zones.

The blocks are longer and the streets are not necessarily in a traditional grid pattern. From the neighborhood center to the edge is approximately a 1/3 to a 1/2 mile or a seven to ten minute walk. The concentration of commercial development, found in other neighborhood centers, is absent; Zone 3 is predominantly a residential zone.

Neighborhood Center

The center of this zone is comprised of civic and open space uses that serve the surrounding neighborhood. An isolated commercial use or two may also be found. The buildings in the neighborhood center should face each other or a central open space, such as a Green, as is illustrated to the right.

Neighborhood

Around the center are two types of development: homes on large lots and larger homes on larger lots. All the residential development in this zone is single-family detached units, making the area a lower density than zones 4, 5, and 6. The buildings in this zone are set back from the street with large front yards that are frequently well landscaped. In some cases the structures are hidden from view of the street with landscaping. This, coupled with the scattered open spaces throughout the neighborhood, make the area appear very green.

Street Types

The Boulevard, Avenue, Connector Street, Street, and Yield Street are all permitted street types in the Context Zone 3 neighborhoods. The Multi-way Boulevard, Mews, and Alley are provisional.

Boulevard

Boulevards serve to link a neighborhood with the greater community. With limited driveway access and no on-street parking in zone 3, the Boulevard is a higher speed roadway and is wider than the other rights-of-way. The Boulevard is frequently designated a primary street with the adjacent buildings facing it. The center of the neighborhood is not located on the Boulevard, but is easily accessed from it.

Avenue

Avenues link neighborhoods with a right-of-way wider than that of a Connector, Street, or Yield Street. Since Avenues serve as an important link within a community, it is usually designated a primary street with limited driveway access and building facades fronting it. The center of the neighborhood is easily accessed from the Avenue, but it is not located directly along it.

Connector Street

The Connector Street runs alongside the neighborhood center and links it to the Avenue and Boulevard. Less wide and fast than these other two street types, this right-of-way primarily serves the adjacent neighborhoods. In the neighborhood plan to the right, the Connector Street is not a primary street, the buildings developed adjacent to its right-of-way face the streets perpendicular to it.

Street or Yield Street

A Street has two travel lanes, on-street parking, and frequent driveway access. The majority of the rights-of-way in the plan to the right are either Streets or Yield Streets. The Yield Street has one wide travel lane that is shared by traffic traveling in either direction.

General Block and Street Layout

Block Layout

Zone 3 has a looser block pattern than the other zones. Though the streets are curvy and irregular, remnants of a grid pattern remain, allowing a level of inter-connectedness lower than zones 4, 5, and 6. The blocks are also much longer in this zone than in the others. This block pattern was formed to preserve natural features, such as a creek or river corridor, and to allow for diagonal and curvy streets.

Block Length

The preferred block length in Context Zone 3 is 600'. A maximum 800' block length could be utilized for angled streets or streets that follow a natural feature, but it should be coupled with a mid-block path or passageway.

Terminal Vistas

Terminal vistas create a focal point for an approaching pedestrian or motorist when a roadway ends at a "T" intersection. It can be used to highlight architecturally or community significant buildings, but requires that the buildings be appropriately located on the lots to align with the terminus.

Locating Neighborhood Centers

Pedestrian-oriented centers in zone 3 are best located on streets primarily serving the neighborhood, rather than those linking neighborhoods, which tend to be wider with higher speeds. In the example to the right, the center is located on a Connector Street linking the larger Avenue and Boulevard rights-of-way.

Stormwater Management

In this low density zone of the transect, there are fewer impervious areas than the other zones. This combined with parks developed around natural corridors, such as a creek or drainageway, create the possibility of a more natural method to stormwater management. Run off from the impervious areas, such as the pavement on the roadways and the rooftops of the buildings, can be directed into swales along property lines, naturally cleaned, and fed into the Park.

Grand Valley Metropolitan Council

**GVMC**








Allegan, Barry, Ionia, Kent, Montcalm, and Ottawa C

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Form Based Code Study

Grand Valley Metro Council's Land Use Department announces the completion of its Form-Based Code Study. The report provides local governments a template for zoning ordinances that emphasize the urban design of places. This is a new approach to zoning that supports traditional town and city forms such as main streets, village greens, and neighborhood centers. Based on a survey of the best places in the metropolitan area, the Study provides standards that can be placed in local zoning ordinances, along with processes to determine best locations for the range of standards. The contexts that are defined, from most regional downtown to residential neighborhood, are related to a palette of appropriate street standards. These street standards are likely very similar to new, context directed, street standards that will be proposed nationally in the near future.

The document may be downloaded from this site in sections. It may be used by any local government or organization in the GVMC region, with appropriate attribution. The Study parallels the SmartCode, which is becoming widely used as a template across the United States. The SmartCode is also available to the public at www.placemakers.net. GVMC's consultants for the project were Farr Associates from Chicago and Meyer, Mohaddes Associates from Minneapolis. In addition local architects, planners, developers and others nominated best local examples, and reviewed the draft document.

- Introduction & Sites 
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INTERGOVERNMENTAL COOPERATION

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