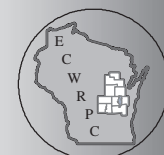
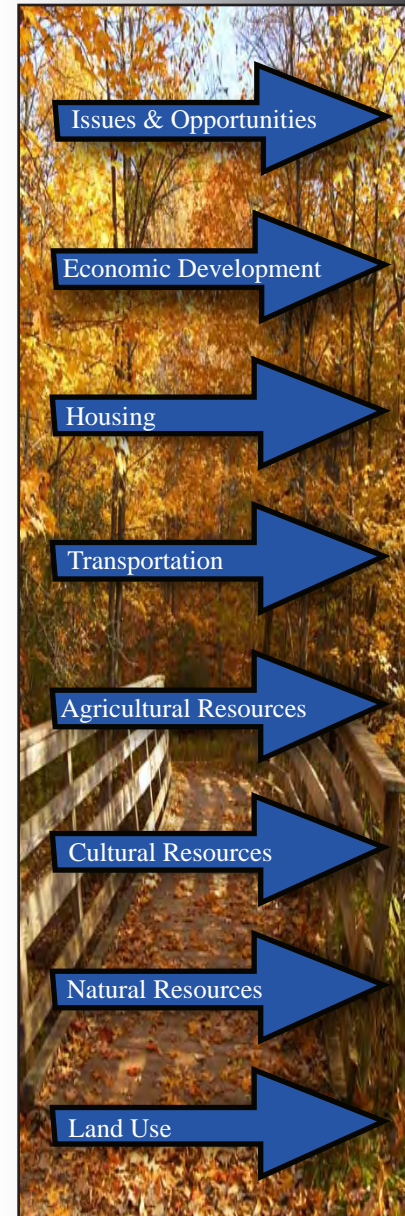
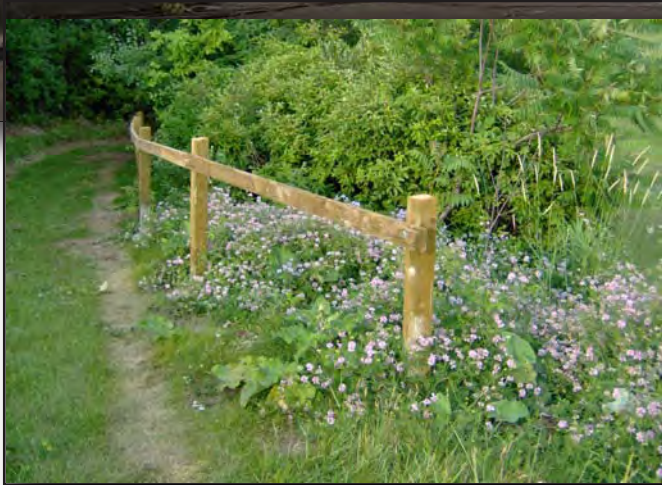




Village of Combined Locks

Outagamie County, Wisconsin

2030 Comprehensive Plan



Approved
February 2, 2010

Prepared by the
East Central Wisconsin Regional Planning Commission

COMPREHENSIVE PLAN

2030

Village of Combined Locks
Outagamie County, Wisconsin

February 2, 2010

Prepared by the
East Central Wisconsin Regional Planning Commission

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TABLE OF CONTENTS

Chapter 1: Introduction

Location	1-1
Planning History	1-1
Purpose and Scope.....	1-3
Planning Process	1-4
Kick-Off Meeting	1-4
Comprehensive Plan and Land Use Map Development	1-5

Chapter 2: Issues and Opportunities

Introduction.....	2-1
Issues & Opportunities Vision Statement	2-1
Inventory & Analysis	2-1
Population Trends	2-1
Historic Population	2-1
Population Forecast	2-1
Population Density	2-2
Age Distribution	2-3
Household Trends	2-3
Household Size	2-3
Household Composition	2-4
Household Forecasts	2-4
Income and Education.....	2-4
Educational Attainment.....	2-4
Income.....	2-5
Poverty Status	2-6
Employment	2-6
Employment Forecast	2-7
Key Issues and Opportunities Summary Points.....	2-8
Goals, Strategies & Recommendations	2-8
Policies & Programs.....	2-9

Chapter 3: Economic Development

Introduction.....	3-1
Economic Development Vision Statement	3-1
Inventory & Analysis	3-1

Labor Force Characteristics	3-1
Labor Force	3-1
Unemployment.....	3-2
Commuting Patterns.....	3-2
Economic Base Analysis.....	3-3
Employment	3-3
Local Employers	3-3
Industrial and Business Parks	3-3
Economic Development Strategy Assessment.....	3-4
Strengths & Weaknesses	3-4
Future Sites for Business & Industry (including Brownfields)	3-5
Key Economic Development Summary Points	3-6
Goals, Strategies and Recommendations	3-6
Policies & Programs.....	3-8

Chapter 4: Housing

Introduction.....	4-1
Housing Vision Statement	4-1
Inventory & Analysis	4-1
Housing Demand	4-1
Historical Demand	4-1
Forecasted Demand	4-2
Household Value	4-3
Historical Trends	4-3
Housing Affordability	4-4
Occupancy Characteristics	4-5
Occupancy Status.....	4-5
Vacancy Status	4-5
Housing Stock Characteristics	4-5
Age	4-5
Structural Type	4-6
Housing Conditions.....	4-6
Subsidized and Special Needs Housing	4-6
Household Characteristics	4-7
Key Housing Summary Points.....	4-7
Goals, Strategies and Recommendations	4-8
Policies & Programs.....	4-9

Chapter 5: Transportation

Introduction.....	5-1
Transportation Vision Statement	5-1
Inventory & Analysis	5-1
Streets and Highways.....	5-1

Urban Principal Arterials	5-2
Urban Minor Arterials.....	5-2
Urban Collectors.....	5-3
Urban Local Streets	5-4
Future Highway Plans, Studies, Projections & Recommendations.....	5-5
Public Transit	5-7
Current Conditions	5-7
Current & Future Opportunities	5-7
ADA & Senior Transportation	5-8
Non-Motorized Transportation.....	5-8
Pedestrian & Bicycle Network.....	5-8
Air Transportation	5-8
Domestic/Non-Business Service.....	5-8
Air Freight Service	5-9
Busses and Railroads.....	5-9
Inter-Urban Bus Service	5-9
Rail Passenger Service.....	5-9
Rail Freight Service.....	5-10
Water Transportation	5-10
Trucking and Freight	5-10
Key Transportation Summary Points	5-10
Goals, Strategies and Recommendations	5-11
Policies & Programs.....	5-14

Chapter 6: Utilities & Community Facilities

Introduction.....	6-1
Utilities & Community Facilities Vision Statement.....	6-1
Inventory & Analysis	6-1
Sanitary Sewer.....	6-1
Stormwater Management	6-2
Stormwater Utility	6-2
Water Supply.....	6-3
Solid Waste & Recycling	6-4
Energy Supply, Transmission & Generation.....	6-4
Electricity.....	6-4
Generation	6-7
Natural Gas.....	6-7
Telecommunications Facilities	6-7
Telephone	6-7
Internet.....	6-7
Parks & Recreational Facilities.....	6-8
Cemeteries	6-9
Healthcare Facilities	6-9
Elderly Services	6-10
Child Care Facilities	6-10
Public Safety & Emergency Services	6-11

Police Services	6-11
Correctional Facilities.....	6-11
Fire Services	6-12
Emergency Services	6-12
Libraries	6-13
Schools	6-14
Kimberly Area School District	6-14
Kaukauna Area School District	6-15
Private Schools.....	6-16
Post Secondary Education.....	6-16
Other Municipal Facilities	6-16
Key Utilities & Community Facilities Summary Points	6-16
Goals, Strategies, & Recommendations.....	6-20
Policies & Programs.....	6-22

Chapter 7: Agricultural, Cultural, & Natural Resources

Introduction.....	7-1
Agricultural, Natural and Cultural Resources Vision Statement.....	7-1
Inventory & Analysis	7-1
Agricultural Resources Inventory.....	7-2
Agricultural Land Cover/Farm and Farmland Loss	7-2
Natural Resource Inventory	7-2
Land Resources	7-2
Soils	7-2
Geology, Topography, & Scenic Resources.....	7-5
Metallic and Non-Metallic Mining Resources	7-5
Woodlands.....	7-5
Water Resources.....	7-6
Lakes and Ponds	7-6
Rivers and Streams	7-6
Watersheds and Drainage.....	7-6
Floodplains	7-7
Wetlands	7-7
Groundwater.....	7-8
Wildlife Resources	7-8
Wildlife Habitat	7-8
Rare, Threatened, & Endangered Species	7-9
Exotic and Invasive Species	7-9
Parks, Open Space & Recreational Facilities	7-9
WDNR and Public Lands	7-9
Environmental Corridors	7-10
Waste & Pollution.....	7-10
Solid and Hazardous Waste Sites.....	7-10
Air Quality	7-10
Cultural Resources Inventory	7-11
State and National Register of Historic Places.....	7-11

Architecture & History Inventory	7-11
Archaeological Sites Inventory.....	7-11
Trails	7-12
Community Character and Design	7-12
Key Agricultural, Natural, and Cultural Resources Summary Points	7-12
Goals, Strategies & Recommendations.....	7-12
Policies & Programs.....	7-16

Chapter 8: Land Use

Introduction.....	8-1
Land Use Vision Statement	8-1
Inventory & Analysis	8-1
Existing Land Use.....	8-1
Land Use Categories.....	8-2
Current Land Use Inventory & Map	8-5
Land Use Trends	8-6
Land Market & Development.....	8-8
Development Trends	8-8
Market Trends.....	8-9
Land Use Density & Intensity.....	8-9
Density	8-9
Intensity.....	8-10
Future Land Use	8-10
Future Land Use Map	8-10
Future Land Use Projections	8-15
Land Use Issues & Conflicts.....	8-15
Existing Zoning	8-16
Key Land Use Summary Points.....	8-16
Goals, Strategies & Recommendations.....	8-17
Policies & Programs.....	8-19

Chapter 9: Intergovernmental Cooperation

Introduction.....	9-1
Intergovernmental Cooperation Vision Statement.....	9-1
Inventory & Analysis	9-1
Governmental Units & Relationship to the Village of Combined Locks	9-1
Adjacent Communities	9-1
School Districts	9-1
Special Districts & Systems	9-2
County	9-2
Regional	9-2
State	9-2
Intergovernmental Cooperation Planning Efforts	9-3

Laws, Ordinances & Regulations	9-3
Cooperative Boundary Plans and Agreements	9-3
Extraterritorial Subdivision Regulation.....	9-3
Extraterritorial Zoning.....	9-4
Goals, Strategies & Recommendations	9-4
Polices and Programs	9-4

Chapter 10: Implementation

Introduction.....	10-1
Implementation Vision Statement.....	10-1
Role of the Plan	10-1
Responsibility.....	10-1
Village Board	10-1
Plan Commission	10-1
Consistency	10-2
Internal Consistency	10-2
External Consistencies	10-2
Monitoring Plan Progress	10-3
Updating the Plan	10-3
Adoption of the Plan & Amendments	10-3
Land Use Planning Controls	10-5
Zoning	10-5
Official Map	10-5
Subdivision Ordinances	10-6
Building Code	10-6
Goals, Strategies & Recommendations	10-6
Implementation Schedule	10-8
Policies & Programs.....	10-8

TABLES

Table 2-1. Historic Population Change	2-2
Table 2-2. Current and Projected Population.....	2-2
Table 2-3. Percent Population by Age Cohort	2-3
Table 2-4. Selected Household Characteristics 1990-2000.....	2-3
Table 2-5. Projected Future Households	2-4
Table 2-6. Income.....	2-5
Table 2-7. Employment by Occupation and Industry.....	2-6
Table 2-8. Industry and Occupation Projections, 2004 to 2014.....	2-7
Table 3-1. Unemployment Rates, 2001-2008 & June 2009	3-2
Table 3-2. Travel Time to Work.....	3-2
Table 3-3. Top 10 Places of Employment for Combined Locks Residents.....	3-3
Table 3-4. Top 10 Places of Residence for Combined Locks Employees.....	3-3
Table 3-5. Top 20 Employers in the Village of Combined Locks	3-4

Table 4-1. Households and Persons per Household, 1980 to 2000	4-2
Table 4-2. Estimated Households and Persons per Household, 2005-2030	4-3
Table 4-3. Occupancy and Vacancy Characteristics.....	4-5
Table 4-4. Number of Units by Structural Type, 1990 and 2000	4-6
Table 4-5. Subsidized and Assisted Living Units.....	4-7
Table 5-1. Village of Combined Locks Traffic Counts.....	5-3
Table 5-2. PASER Ratings and Maintenance Needs	5-5
Table 5-3. Total Miles of Local Roads by PASER Rating.....	5-5
Table 5-4. Outagamie Co. Regional Airport Passengers and Cargo, 2002-2006.....	5-9
Table 6-1. Combined Locks Water Utility	6-4
Table 6-2. Area Hospitals, Level of Service	6-10
Table 6-3. Childcare Facilities	6-10
Table 6-4. Ratio of Law Enforcement Officers to Population and Crime Rates, 2005	6-11
Table 6-5. Village of Combined Locks Fire Calls	6-12
Table 6-6. Public Library Statistical Data	6-13
Table 7-1. Steep Slopes.....	7-5
Table 7-2. Woodlands.....	7-5
Table 7-3. Floodplain.....	7-7
Table 7-4. Wetlands	7-8
Table 8-1. Village of Combined Locks Land Use Summary, 2008	8-6
Table 8-2. Village of Combined Locks Land Use Trends, 1980 - 2008.....	8-7
Table 8-3. Lots Created in the Village of Combined Locks, 1999 – 2008.....	8-8
Table 8-4. Village of Combined Locks Equalized Values (Land Only)	8-9
Table 8-5. Housing Unit Density, 1990 to 2000	8-9
Table 8-6. Land Use Intensity, 2008.....	8-10
Table 8-7. Village of Combined Locks Land Use Projections in Acres.....	8-15
Table 10-1. Recommended Review Timeline	10-4
Table 10-2. Comprehensive Plan Implementation Summary	10-9

FIGURES

Figure 2-1. Educational Attainment, 2000	2-5
Figure 4-1. New Residential Building Permits, 1990-2008.....	4-2
Figure 4-2. Median Value of Owner Occupied Homes, 1980-2000.....	4-3
Figure 4-3. Median Contract Rent, 1980-2000	4-3
Figure 4-4. Residential Equalized Value, 2000-2008.....	4-4
Figure 4-5. Age Distribution of Housing Units.....	4-6
Figure 8-1. Generalized Distribution of Existing Land Uses, 2009.....	8-5

MAPS

Map 1-1. Location Map	1-2
Map 5-1. Functional Class and Traffic Counts.....	5-15
Map 6-1. Community Facilities/Utilities	6-5

Map 7-1. Limiting Environmental Features	7-3
Map 8-1. Existing Land use	8-3
Map 8-2. Future Land Use 2010 – 2020, Short Term Plan	8-11
Map 8-3. Future Land Use 2020 – 2030, Long Term Plan	8-13
Map 8-4 Existing Zoning	8-21

<p>APPENDICES</p>

- A. Plan Adoption and Public Participation Documentation
- B. Sample Ecomunicipality Resolutions
- C. Related Policies & Programs

CHAPTER 1: INTRODUCTION

CHAPTER 1: INTRODUCTION

LOCATION

As illustrated on Map 1-1, the Village of Combined Locks is located in the southeastern corner of Outagamie County a short distance east of US Highway 441 and north of County Trunk Highway CE (College Ave). The village has a population of approximately 3,036 permanent residents who are a portion of the 200,000 plus population of the Fox Cities metropolitan area. The Village is largely built out and has a relatively stable residential, commercial and industrial base. The population has experienced a growth rate of approximately 25 percent between 2000 and 2007. Combined Locks is a well established riverfront community with a pre-settlement Native American history that goes back thousands of years. The Dutch, Irish and German settlers came to build the Locks system, operate the paper mills, and farm the rich soil. In 1920, the Village of Combined Locks was born when it was incorporated as a village after having been a company settlement for the pulp and paper mill built there by the Combined Locks Paper Company in 1889.

The community is an attractive place to live with well kept homes, good schools and convenient access to shopping and recreational opportunities. Combined Locks has a paper mill as a major employer in the community and proposes to develop a new high end Business Park along CTH CE which offers very good access to US Highway 441. The 441 Tri-County Freeway is a part of the loop transportation system that serves the surrounding Fox Cities Metro Area communities, which has a market area population in excess of 300,000 people. A variety of recreational opportunities are found in Memorial Park which lies near the center of the community adjacent to the community's Civic Center of municipal offices. A full range of convenient shopping is readily available within easy driving distance. The Fox River

mall which is the largest shopping mall in Wisconsin north of Milwaukee is located only about 14 miles to the west. The Outagamie County Regional Airport is less than a 20 minute drive away.

The Village of Combined Locks is bordered by the Fox River and the Village of Little Chute on the north, the Village of Kimberly to the west, and the City of Kaukauna to the east, and County Trunk Highway CE and the Town of Buchanan on its' southern border.

PLANNING HISTORY

Over the years the Village of Combined Locks has completed several land use, infrastructure, and recreation planning efforts to help provide for the management of lands and to identify opportunities for the present and future generations of residents in the community.

As early as 1959, the Village prepared a "Street Development and Street Extension Plan" to help guide development. The community's first "Open Space & Recreation Plan" was created in 1971 with several updates of the plan occurring over the decades, with the most recent plan being adopted in 2007.

In November of 1992, the Village of Combined Locks adopted a comprehensive land use plan which established broad goals and policies for community growth and development. The 1992 plan has served the Village well and many of the strategies outlined within the plan have been implemented.

Passage of the "Smart Growth" legislation (Wisconsin Statutes 66.1001) in 2001 provided an opportunity for the Village to reexamine the entirety of the 1992 Comprehensive Plan and to create a revised plan addressing the elements required by the state statute.

CHAPTER 1: INTRODUCTION

INSERT MAP 1-1

CHAPTER 1: INTRODUCTION

In December of 2007, recognizing that updated information was necessary to make appropriate land use and policy decisions, the Village of Combined Locks Planning Commission began work on this plan with the goal of meeting Wisconsin's new Comprehensive Planning law.

PURPOSE AND SCOPE

The purpose of the Village of Combined Locks Comprehensive Plan is to aid local officials in making land use decisions for planned growth that are harmonious with the overall vision of the community's future while ensuring future sustainability of local natural resources and the relaxed urban character of the Village. 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 benefit the community's interest while still providing flexibility for future growth and/or redevelopment of the existing land uses in the community.

The Village of Combined Locks 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, objectives, and implementation strategies; and
4. A set of three land use maps that depict existing land use, and projected optimum land use patterns for the both the short term (1 to 10 years) and the long term (10 to 20 years).

The Village of Combined Locks 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
- Implementation

Each section of the plan focuses on one of the nine required elements. The sections begin with background information which is followed by the Village's goals, strategies, and recommendation related to the subject element.

Goals are broad, long range statements that describe one specific aspect of the Village's vision.

Strategies are statements that describe specific conditions that aid in achieving set goals. Objectives can include new ordinances, revisions to existing municipal code, and new Village programs.

Recommendations are specific actions which must be performed to implement the goals of the Comprehensive Plan.

In addition to the Goals, Strategies and Recommendations, the Village of Combined Locks Comprehensive Plan addresses the 14 goals for comprehensive planning established by the State of Wisconsin Act 9 in 1999. The 14 goals include:

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of

CHAPTER 1: INTRODUCTION

- 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 conservancy zoned and forested lands.
 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 the 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 Village of Combined Locks Comprehensive Plan was completed in seven phases. The phases included Organization, Visioning, Inventory and Analysis, Plan Alternatives, Plan Implementation, Intergovernmental Cooperation, and Adoption. These phases included the following key events.

Kick-Off Meeting

The first Village of Combined Locks Comprehensive Plan meeting was held jointly with the Village of Kimberly on December 19, 2007 at the Village of Combined Locks Community Center. The many participants of the two communities at the meeting participated in a Strengths, Weaknesses, Opportunities, and Threats (SWOT) exercise, where they analyzed and discussed what aspects of their respective communities they valued, and what they felt were the key issues the community should address.



CHAPTER 1: INTRODUCTION

Although the entire results of this meeting are included in Appendix A of this document, there were several common themes shared by all individual and group responses. Overall, participants of the first Village of Combined Locks Comprehensive Plan meeting felt that **the following added value to the community:**

- The Village is perceived as a “Safe Haven” with well kept homes and a good quality of life.
- Great location (convenient access to employment/ shopping & Highway 441 Beltway).
- The Paper Mill is a major employer in the community and beyond.
- A long river frontage that offers potential redevelopment and recreational opportunities.
- Memorial Park, recreational fields & natural areas offer good recreational opportunities.
- The potential for redeveloping existing uses to higher value and intensity uses.
- The “walkability” of Combined Locks, and convenient access to the Memorial Park and the CE walking and biking trails.
- A strong sense of community / Good concerned citizens / Small town feel & neighborliness.
- A desirable school system.

Participants felt that the **following items were issues of concern** in the Village of Combined Locks:

- Need to have a “backup plan” in case uncontrollable major changes occur.
- Plan needs to focus on redevelopment to higher value uses utilizing existing infrastructure.
- An aging housing stock.
- The need to plan for job creation/retention and office/commercial growth opportunities.
- Protection of the community's surface and ground water, and waterfront resources.

- Planning for land use vertically as well as horizontally (think 3-dimensional)
- The cost effective delivery of necessary services / sharing police/fire & library services.
- The negative impact of budget constraints.
- The impact of unfunded federal and state mandates on the mill rate.
- Need to plan for the next generation, changing demographics & to diversify the community economy.

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

The Village of Combined Locks utilized its Plan Commission to review background information, establish goals and objectives, and to create strategies to implement the comprehensive plan. The Plan Commission met many times over the past 1-1/2 years to oversee and complete the planning process. Each meeting was open to the public and properly posted.

Comprehensive Plan Land Use Map Development

In the early months of 2009 staff met with the Plan Commission to consider both the “Short Term” (10-year) and the “Long Term” (20-year) proposed land use plans for their community.

The two optimum land-use maps were crafted and endorsed by the Commission for further review by the general public. At a village-wide public hearing meeting, held on January 13th, 2010, these land use plan maps received general support. The two Land Use Plan Maps are illustrated in Chapter 8 as Maps 8-2 and 8-3. All plan adoption documentation and public input are included within Appendix A.

CHAPTER 1: INTRODUCTION

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CHAPTER 2: ISSUES AND OPPORTUNITIES

CHAPTER 2: ISSUES AND OPPORTUNITIES

INTRODUCTION

The Issues and Opportunities chapter provides information regarding the socioeconomic conditions and growth patterns within the Village of Combined Locks. 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 Village of Combined Locks 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 Village of Combined Locks 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 Village prides itself in developing innovative ways to move toward economic, environmental, and fiscal sustainability, including the promotion of energy conservation and healthy lifestyles.

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

INVENTORY & ANALYSIS

POPULATION TRENDS

Historic Population

The Village of Combined Locks has experienced modest growth, growing from 2,771¹ persons in 1970 to 3,036 persons in 2008, or 9.6 percent. The Village's growth rate was significantly lower than most neighboring communities, with the exception of the Village of Kimberly (5.2 percent), as exhibited in Table 4-1. Only Kimberly and Combined Locks experienced growth of less than 10 percent over this time period, as both communities have been essentially land-locked for much of this time.

Population Forecast

Table 4-2 depicts the Wisconsin Department of Administration's population estimates and the East Central Wisconsin Regional Planning Commission (ECWRPC) population projections for the Village of Combined Locks, surrounding municipalities, Outagamie County, and the State of Wisconsin. The ECWRPC population projections forecast that Combined Locks will continue to experience modest growth. The Village's population is projected to increase by 423 persons (13.9%) between 2008 and 2030.

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.

CHAPTER 2: ISSUES AND OPPORTUNITIES

Table 2-1: Historic Population Change

	1970	1980	1990	2000	2008	% Change (1970-2008)
V. of Combined Locks	2,771	2,573	2,190	2,422	3,036	9.6%
City of Appleton	56,377	58,913	65,695	70,087	72,297	28.2%
Town of Buchanan	1,987	1,742	2,484	5,827	6,708	237.6%
Village of Kimberly	6,131	5,881	5,406	6,146	6,451	5.2%
Town of Harrison	3,260	3,541	3,195	5,756	8,677	166.2%
City of Kaukauna	11,308	11,310	11,982	12,983	14,925	32.0%
Village of Little Chute	5,522	7,907	9,207	10,476	11,035	99.8%
Outagamie County	119,398	128,730	140,510	161,091	174,778	46.4%
East Central Region*	475,090	511,033	542,712	609,558	649,718	36.8%
Wisconsin	4,417,821	4,705,642	4,891,769	5,363,715	5,675,156	28.5%

*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, 1970-2000; Wisconsin DOA 2008

Population growth is more difficult to predict in a community, such as Combined Locks, where the growth is heavily dependent on infill development, redevelopment, or changes in household size, as there is little “greenfield” development space remaining.

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 Village of Combined Locks was 1591.3 persons per square mile.

Population density in persons per square mile (per the 2000 Census), of surround incorporated areas are as follows: Appleton (3,355.9), Kimberly (3265.9), Little Chute (2538.0), Kaukauna (2,092.5), and Combined Locks (1591.3). Outagamie County as a whole had a population density of 251.4 persons per square mile.

Table 2-2: Current and Projected Population

	2008	2010	2015	2020	2025	2030	% Change '08-'30
V. of Combined Locks	3,036	2,862	3,017	3,174	3,320	3,459	13.9%
City of Appleton	72,297	75,396	77,528	79,534	81,058	82,196	13.7%
Town of Buchanan	6,708	8,060	9,223	10,464	11,736	13,046	94.5%
Village of Kimberly	6,451	6,576	6,694	6,794	6,846	6,863	6.4%
Town of Harrison	8,677	10,053	11,822	13,753	15,760	17,825	105.4%
City of Kaukauna	14,925	15,081	15,975	16,890	17,750	18,579	24.5%
Village of Little Chute	11,035	11,467	11,972	12,475	12,922	13,331	20.8%
Outagamie County	174,778	181,224	190,570	200,012	208,688	216,874	24.1%
East Central Region	649,718	667,636	691,308	714,939	737,521	756,877	16.5%
Wisconsin	5,675,156	5,751,470	5,931,386	6,110,878	6,274,867	6,415,923	13.1%

Sources: U.S. Census, Wisconsin Department of Administration 2004 & 2008, ECWRPC 2004

CHAPTER 2: ISSUES AND OPPORTUNITIES

Table 2-3: Percent Population by Age Cohort

	Median Age	Less than 5	5 - 19	20 - 24	25 - 44	45 - 64	65 and Older
1990							
V. of Combined Locks	32.1	7.67%	22.2%	7.8%	29.3%	26.6%	6.4%
Outagamie County	31.4	8.15%	23.0%	7.1%	33.3%	17.3%	11.1%
2000							
V. of Combined Locks	35.6	7.8%	21.7%	4.3%	31.6%	24.2%	10.3%
Outagamie County	34.4	6.9%	23.5%	6.1%	31.9%	20.7%	10.9%

Source: U.S. Census, 1990-2000

Age Distribution

The age structure of a population impacts the service, housing, and transportation needs of a community. Table 4-3 depicts the Village of Combined Locks and Outagamie County population by age cohort in 1990 and 2000. ***In 2000, the median age of the residents of the Village of Combined Locks was 35.6.*** The percent of residents aged 65 and over has grown between 1990 (6.4%) and 2000 (10.3%), which is slightly lower than the county (1990: 11.1%; 2000: 10.9%).

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 Village of Combined Locks has decreased from 4.67 persons per household in 1970 to 2.74 persons per household in 2000ⁱⁱ. A decrease in the average household size also occurred for the state and county, as evident in Table 4.4.

Table 2-4: Selected Household Characteristics 1990-2000

	Total Households	Average Household Size	Married Couple Family	Single Person	Age 65+ Living Alone
1990					
V. of Combined Locks	733	2.99	78.6%	9.7%	4.4%
Outagamie County	50,527	2.73	63.8%	21.4%	8.6%
Wisconsin	1,822,118	2.61	57.5%	24.3%	10.5%
2000					
V. of Combined Locks	884	2.74	72.7%	15.6%	5.8%
Outagamie County	60,530	2.61	58.9%	24.2%	8.4%
Wisconsin	2,084,544	2.5	53.2%	26.8%	9.9%

Source: U.S. Census, 1990-2000

CHAPTER 2: ISSUES AND OPPORTUNITIES

Table 2-5: Projected Future Households

	Method Used	2010		2020		2030	
		No. HH	Persons per HH	No. HH	Persons per HH	No. HH	Persons per HH
V. of Combined Locks	A	1,096	2.61	1,286	2.47	1,466	2.36
	B	1,056	2.71	1,183	2.68	1,298	2.66

Source: East Central Wisconsin Regional Planning Commission, 2004

Household Composition

In 1990 and 2000, the majority of households in the Village of Combined Locks were composed of married couple families, although their prominence has declined over time. Over the same time period, single-person households, and those composed of persons aged 65+ living alone, have increased as a percent of total housing units (see Table 4-4). A similar downward trend in married couple families, and upward trend in single householders, was experienced at the county and state level over the same time period.

Household Forecasts

The East Central Wisconsin Regional Planning Commission (ECWRPC), 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 (city, village, 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 4-5 depicts the Village of Combined Locks' projected household growth and household size over the twenty year planning timeframe using both Methodology A and Methodology B, which provide an estimated range for household growth. For planning purposes, the ECWRPC typically utilizes the methodology that produces the greater amount of household growth, to ensure that long-range plans can accommodate the maximum anticipated growth.

INCOME AND EDUCATION

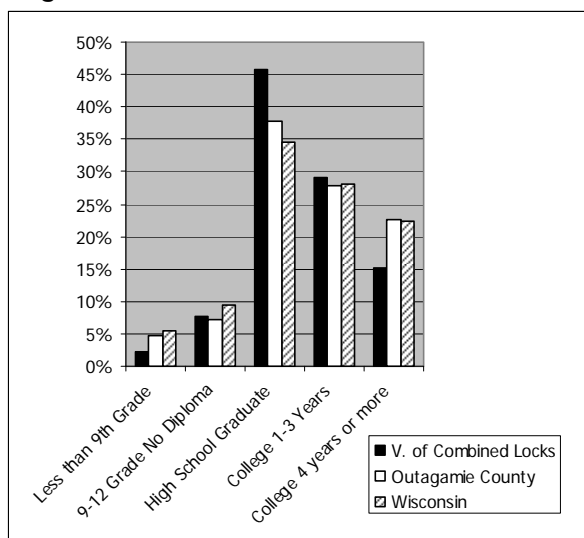
The U.S. Census Bureau reports that an individual with a bachelor's degree can expect to earn \$2.1 million over the course of a career, nearly double what the expected earnings are for a high school graduate. The results of the Census Bureau's study demonstrate that there is a definite link between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

Educational Attainment

The 2000 U.S. Census data, as depicted in Figure 4-1, indicates that the Village of Combined Locks (29%) has nearly the same percentage of residents age 25 or older who attended college for 1-3 years (which includes a 2 year technical education) as Outagamie County (28%) and the State (28%). This trend does not hold true when the percentage

CHAPTER 2: ISSUES AND OPPORTUNITIES

Figure 2-1: Educational Attainment, 2000



Source: U.S. Census, 2000

of Combined Locks residents who attended four years of college or more is compared to the county and state. **Only 15 percent of Combined Locks' residents age 25 or older had attended four years of college or more, while just over 22 percent of the same age range had attended four years or more of college in Outagamie County and the State of Wisconsin.**

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, nearly 79 percent, of income in the Village of Combined Locks was earned income, while twelve percent came from dividends, interest and rent and 7 percent came from social security or retirement income sources.

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 Village of Combined Locks' median household income in 1999 was \$53,125; this was higher than Outagamie County's median income of \$46,370 and the State of Wisconsin's median income of \$43,791.** Although the median household income for all jurisdictions increased between 1989 and 1999, Combined Locks' median household income increased by a much greater amount (see Table 4-6).

In addition to household income, family income and per capita income are two other common income measures. **Combined Lock's median family income increased from \$40,684 in 1989 to \$53,125 in 1999, as did the per capita income, which increased from \$13,366 in 1989 to \$24,090 in 1999** (see Table 4-6).

Table 2-6: Income

	Median HH. Income			Median Family Income			Per Capita Income		
	1989	1999	Percent Increase	1989	1999	Percent Increase	1989	1999	Percent Increase
Village of Combined Locks	\$36,463	\$53,125	46%	\$40,684	\$53,125	31%	\$13,366	\$24,090	80%
Outagamie County	\$33,770	\$46,370	37%	\$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

CHAPTER 2: ISSUES AND OPPORTUNITIES

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, 0.8 percent of Combined Locks' population was living below the poverty line^{iv}. 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 line declined for the Village of Combined Locks, Outagamie County, and the State of Wisconsin. In 1989, 3.4 percent of the Village's residents were living below the poverty line, while 6.3 percent of Outagamie County residents were, and 10.7 percent of the State of Wisconsin were living below the poverty line.

Employment

The composition and types of employment in the Village of Combined Locks provide an indication of the economic base of the area. Table 4-7 shows employment information by occupation and industry in 2000. The table

Table 2-7: Employment by Occupation and Industry

	V. of Combined Locks	Outagamie County	State of Wisconsin
Occupation			
Management, professional and related	25.4%	30.5%	31.3%
Service	11.1%	11.6%	14.0%
Sales and Office	31.2%	26.0%	25.2%
Farming, fishing and forestry	0.0%	0.7%	0.9%
Construction, extraction and maintenance	10.8%	10.1%	8.7%
Production, transportation and materials moving	21.4%	21.2%	19.8%
Total	100%	100%	100%
Industry			
Agriculture, forestry, fishing, hunting and mining	0.0%	1.9%	2.8%
Construction	5.2%	7.2%	5.9%
Manufacturing	29.3%	27.1%	22.2%
Wholesale trade	4.6%	3.4%	3.2%
Retail Trade	11.4%	11.0%	11.6%
Transportation warehousing and utilities	4.4%	3.9%	4.5%
Information	1.1%	1.9%	2.2%
Finance, insurance, real estate, rental and leasing	11.3%	8.1%	6.1%
Professional, scientific, management, administrative and waste management services	8.9%	6.6%	6.6%
Educational, health and social services	14.3%	16.1%	20.0%
Arts, entertainment, recreation accommodation, and food services	4.5%	6.5%	7.2%
Other services (except public administration)	3.5%	4.4%	4.1%
Public Administration	1.5%	1.9%	3.5%
Total	100%	100%	100%

Source: U.S. Census, 2000.

CHAPTER 2: ISSUES AND OPPORTUNITIES

indicates that the nearly thirty percent the village's residents are employed in the manufacturing industry, making it the largest sector for village employment. Manufacturing was the largest jobs producing industry for the county and state as well, although to a lesser extent.

Many changes have occurred in recent years that are not reflected by 2000 Census data, including the closure of several manufacturing facilities throughout the Fox Valley, including the NewPage Paper Plant in Kimberly, resulting in the loss of jobs in the manufacturing sector.

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)^v. East Central has utilized these regional projections as a basis for estimating the Village of Combined Lock's industry projections. Projections were based on the assumption that the Village of Combined Lock's economy is directly related to that of the Fox Valley Region, and that yearly growth rates for the Village would follow the region's. East Central recognizes

Table 2-8. Industry and Occupation Projections, 2004 to 2014

Industry	2004**	2014 Projected Employment	2004-2014 Employment Change	Yearly Estimated % Change	2004-2014 % Change
Village of Combined Locks					
Construction/Mining/Natural Resources	71	84	13	1.8%	18.2%
Manufacturing	369	358	-11	-0.3%	-3.1%
Trade	212	230	18	0.9%	8.5%
Transportation and Utilities	59	66	7	1.2%	11.8%
Financial Activities	151	167	16	1.1%	10.6%
Education and Health Services	199	243	44	2.2%	21.9%
Leisure and Hospitality	60	70	9	1.5%	15.3%
Information/Prof Services/Other Services	183	211	27	1.5%	15.0%
Government	19	20	1	0.5%	4.7%
TOTAL Non-Farm Employment	1,331	1,469	138	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%

** Sources: Fox Valley Workforce Development Area Projections; Wisconsin Dept. of Workforce Development, Office of Economic Advisors 2006; Combined Locks Projections---derived from WisDWD yearly growth rate for Fox Valley applied to Census 2000 estimates.

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

CHAPTER 2: ISSUES AND OPPORTUNITIES

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 Village of Combined Locks, will occur in the Education and Health Services industry with a projected 21.9 percent gain in employment from 2004-2014. *The industry projections for the Fox Valley Workforce Development Area and the Village of Combined Locks indicate that the area will experience a 3.1 percent decline in the Manufacturing Industry.* The Department of Workforce Development reports 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. Projections for major industries can be seen in Table 4-8.

KEY ISSUES & OPPORTUNITIES SUMMARY POINTS

- The Village of Combined Locks has experienced modest growth, growing from 2,771 persons in 1970 to 3,036 persons in 2008, or 9.6 percent.
- In 2000, the overall population density of the Village of Combined Locks was 1591.3 persons per square mile.
- In 2000, the median age of the residents of the Village of Combined Locks was 35.6.
- In 1990 and 2000, the majority of households in the Village of Combined Locks were composed of married couple families, although their prominence has declined over time.

- Only 15 percent of Combined Locks' residents age 25 or older had attended four years of college or more, while just over 22 percent of the same age range had attended four years or more of college in Outagamie County and the State of Wisconsin.
- The Village of Combined Locks' median household income in 1999 was \$53,125; this was higher than Outagamie County's median income of \$46,370 and the State of Wisconsin's median income of \$43,791.
- Combined Locks' median family income increased from \$40,684 in 1989 to \$53,125 in 1999, as did the per capita income, which increased from \$13,366 in 1989 to \$24,090 in 1999.
- In 1999, 0.8 percent of Combined Locks' population was living below the poverty line.
- The industry projections for the Fox Valley Workforce Development Area and the Village of Combined Locks indicate that the area will experience a 3.1 percent decline in the Manufacturing Industry.

GOALS, STRATEGES & RECOMMENDATIONS

The data examined in this chapter describes a relatively stable environment, in terms of future growth, for the Village. However, it was acknowledged that even with limited opportunities for significant amounts of growth, the Village needs to be concerned about the use of its remaining resources and those resources from outside the area that its residents may rely on. Therefore, the concept of 'sustainability' was examined early on and drew interest as a possible 'area of

CHAPTER 2: ISSUES AND OPPORTUNITIES

work' by the Village in the near future. Due to the broad nature of this concept, the following goals, strategies and recommendation were placed in the Issues and Opportunities section as a reminder that sustainability concepts can apply to virtually every plan element.

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

Strategy S-1.1: Consider the development of Village-sponsored programs and initiatives to promote and foster public and private sustainable actions.

Recommendation S-1.1.1:
The Village should consider the development and adoption of a formal resolution to become an 'eco-municipality' and/or a resolution similar to the U.S. Mayor's Climate Protection Agreement. Appendix B contains samples of such resolutions.

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

Recommendation S-1.1.3:
Utilize "The Natural Step" framework along with other information and methods when considering changes in land uses, including aspects of regulation and policy.

Recommendation S-1.1.4:
The Village should create a "Sustainability Committee" comprised of public and private entities as well as interested citizens to foster sustainable actions within the Village.

Recommendation S-1.1.5:
Begin reviewing requirements and options for the increased use of 'green building' techniques for all public and private construction and development activities.

POLICIES & PROGRAMS

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

REFERENCES:

- ⁱ U.S. Census 1970-2000; Wisconsin DOA 2008
- ⁱⁱ U.S. Census 1970 – 2000
- ⁱⁱⁱ U.S. Census Bureau
- ^{iv} U.S. Census, 2000
- ^v Wisconsin Department of Workforce Development. 2006. Industry Projections for the Fox Valley Workforce Development Area, 2004-2014.

CHAPTER 2: ISSUES AND OPPORTUNITIES

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CHAPTER 3: ECONOMIC DEVELOPMENT

CHAPTER 3: ECONOMIC DEVELOPMENT

INTRODUCTION

Planning for economic development is an on-going 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. This chapter addresses these requirements.

INVENTORY & ANALYSIS

Determining what the existing economic conditions are within the Village of Combined Locks provides a factual basis upon which to build the Village's goals, strategies and recommendations. This section inventories the Village's labor force characteristics, provides an economic base analysis, discusses brownfield sites, 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.

Economic Development Vision Statement

The Village of Combined Locks has been successful in both retaining businesses within its community and expanding opportunities for new commercial/business locations. . The employment opportunities these businesses and industries provide, and the competitive wages they offer, have helped retain younger members of the work force. As a result, more income has been retained within the local economy. The Village's location along the Fox River is exploited as an asset for economic development as the corridor's enhancement improves the overall quality of life. The Village has promoted an environment that is favorable to entrepreneurial start up businesses that compliment the more traditional employers found within the community.

CHAPTER 3: ECONOMIC DEVELOPMENT

Table 3-1. Unemployment Rates, 2001-2008 & June 2009

	2001	2002	2003	2004	2005	2006	2007	2008	June 2009
Outagamie Co.	4.0%	5.3%	5.6%	4.9%	4.6%	4.6%	4.7%	4.5%	9.0%
Wisconsin	4.4%	5.3%	5.6%	5.0%	4.8%	4.7%	4.9%	4.7%	9.2%

Source: Wisconsin Department of Workforce Development, Office of Economic Advisors. Historical unemployment rates: Annual average unemployment rates, 2001-2008; June 2009 (not seasonally adjusted)

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, 70.2 percent of Combined Locks' population over 16 years of age was in the labor force.ⁱ This was lower than Outagamie County's participation rate of 72.7 percent, but higher than the State of Wisconsin's participation rate of 69.1 percent. Combined Locks' labor force participation rate has remained relatively constant from 1990 to 2000. Census data indicates that in 1990, the Village's participation rate was approximately 72.5 percent.

Census information indicates that between 1990 and 2000 Combined Locks' labor force grew at a lower rate than the overall population of the Village. During this timeframe the Village's population grew by 10.6 percent while the labor force grew by 13.1 percentⁱⁱ. This was consistent with 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 Combined Locks residents tend to lag the state and county higher level education attainment rates.

Unemployment

The unemployment rate is calculated by dividing the number of unemployed persons by the total amount of the civilian workforce.

Combined Locks' unemployment rate decreased slightly between 1990 and 2000, according to Census data. In 1990, the Village's unemployment rate was 2.8 percent and in 2000 the rate decreased to 1.8 percent. ***Combined Locks' 2000 unemployment rate was significantly less than Outagamie County's (3.2%) and the State of Wisconsin' (4.7%).*** More recent unemployment rates are available from the Wisconsin Department of Workforce Development at the County and State levels, and can be seen in Table 3-1. The June 2009 monthly unemployment rate is included in Table 3-1 to show how drastically the unemployment rate has changed due to the recent recession.

Commuting Patterns

Commuting patterns provide some indication of the distance residents have to travel to find employment. ***In 2000, the Village's workforce traveled an average of 15.4 minutes to their workplace, which was a decrease from 1990 (15.9 minutes).*** Although most communities throughout the state experienced an increase in mean commute times over the same time period, the Village of Combined Locks benefited immensely from the completion of the Tri-

Table 3-2. Travel time to Work

Travel Time	1990		2000	
	No.	Percent	No.	Percent
Less than 10 minutes	253	22.3%	319	25.3%
10-19 minutes	464	40.8%	528	41.8%
20-29 minutes	280	24.6%	264	20.9%
30-44 minutes	119	10.5%	76	6.0%
45 or more minutes	15	1.3%	33	2.6%
Worked at home	5	0.4%	42	3.3%
Mean travel time	15.9		15.4	

Source: U.S. Census 1990, 2000

CHAPTER 3: ECONOMIC DEVELOPMENT

Table 3-3. Top 10 Places of Emplymt. for Combined Locks Residents

Rank	MCD	No. of Workers	Percent
1	City of Appleton	338	26.8%
2	V. of Combined Locks	170	13.5%
3	Village of Kimberly	128	10.1%
4	City of Kaukauna	119	9.4%
5	Town of Grand Chute	114	9.0%
6	City of Neenah	69	5.5%
7	Town of Menasha	46	3.6%
8	Village of Little Chute	39	3.1%
9	Town of Buchanan	32	2.5%
10	V. of Ashwaubenon	29	2.3%
n/a	Other	178	14.1%
n/a	Total	1,262	100.0%

Source: US Census CTPP, 2000

Table 3-4. Top 10 Places of Residence for Combined Locks Employees

Rank	MCD	No. of Workers	Percent
1	City of Appleton	237	16.2%
2	City of Kaukauna	174	11.9%
3	V. of Combined Locks	170	11.6%
4	Village of Little Chute	117	8.0%
5	Village of Kimberly	101	6.9%
6	Town of Buchanan	99	6.8%
7	Town of Freedom	68	4.7%
8	Town of Harrison	56	3.8%
9	Town of Grand Chute	48	3.3%
10	Town of Menasha	31	2.1%
n/a	Other	360	24.6%
n/a	Total	1,461	100.0%

County Freeway (STH 441), which has decreased travel times from the Village to most other portions of the Fox Cities. 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 3-2 provides more detailed information on commute times for village residents.

Analyzing journey to work data illustrates the interconnectedness of the Village'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 3-3 and 3-4 were created, illustrating

where Combined Locks residents work, and where those who work in Combined Locks live. The top workplace destinations for village residents include the City of Appleton (26.8%), the Village of Combined Locks (13.5%) and the Village of Kimberly (10.1%), as depicted in Table 3-3. The top places of residence for persons working in the village include the City of Appleton (16.2%), the City of Kaukauna (11.9%) and the Village of Combined Locks (11.6%), as depicted in Table 3-4.

ECONOMIC BASE ANALYSIS

Employment

The Issues and Opportunities Element, illustrates the sectors that employ Combined Locks residents. The table indicates that while ***nearly thirty percent (29.3%) of the Combined Locks workforce was employed in the Manufacturing Sector in 2000, 14.3 percent of the workforce was employed in the Health and Social Services Sector, and Retail Trade employed 11.4 percent.***

Local Employers

Table 3-5 lists the top 20 employers with sites located in the Village of Combined Locks. The composition of top employers generally reflects the top industries as reported by the 2000 Census.

Industrial and Business Parks

Currently, there are no developed business or industrial parks in the Village of Combined Locks; nevertheless, there are plans for a business park at the southwest corner of the CTH CE and CTH HH intersection. This park will encompass over 27 acres when

CHAPTER 3: ECONOMIC DEVELOPMENT

Table 3-5. Top 20 Employers in the Village of Combined Locks

Employer*	Industry	No. of Employees
Appleton Coated, LLC	Paper (except Newsprint) Mills	500-999
US Oil Co, Inc	Corporate Subsidiary, and Regional Managing Offices	50-99
Kimberly Area School District	Elementary and Secondary Schools	50-99
Lox Club, Inc	Full-Service Restaurant	20-49
Village of Combined Locks	Executive and Legislative Offices, Combined	20-49
Tims Body Shop, Inc	Automotive Body, Paint, and Interior Repair and Maintenance	10-19
JT Schmidt Plumbing, Inc	Residential Plumbing, Heating, and Air-Conditioning Contractors	10-19
Kim's Place, LLC	Full-Service Restaurant	10-19
United Steel Workers, Local 114	Labor Unions and Similar Labor Organizations	10-19
Enbridge Employee Services, Inc	Pipeline Transportation of Crude Oil	10-19
Joe Van Handel Masonry, LLC	Residential Masonry Contractors	5-9
Jerry Kamps Bar	Drinking Places (Alcoholic Beverages)	5-9
US Postal Service	Postal Service	5-9
Schmitt's Tickets, Inc	All Other Travel Arrangement and Reservation Services	1-4
Aggeus Healthcare PC	Offices of Physicians (except Mental Health Specialists)	1-4
Coonen Grain Service, Inc	Other Animal Food Manufacturing	1-4
Designs of the Times, LLC	Interior Design Services	1-4
Fox Valley Drywall	Residential Drywall and Insulation Contractors	1-4
Coonen Builders	New Single-Family Housing Construction (except Operative Builders)	1-4
IGN Entertainment, Inc	Document Preparation Services	1-4

Source: Wisconsin Department of Workforce Development, 2009

developed. Should this business park come to fruition and become fully developed, it is important that the Village plan for future industrial and business sites. The Village 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 most instances, an area where infrastructure is already in place is the most cost efficient choice for the community. For Combined Locks, redevelopment of existing sites, such as brownfields, may be the most appropriate as the community is essentially land locked.

ECONOMIC DEVELOPMENT STRATEGY ASSESSMENT

A variety of factors influence the economic climate of the Village of Combined Locks. Determining what the Village's strengths and weaknesses are help the Village build upon its

assets and develop strategies to overcome its challenges.

Strengths & Weaknesses

By developing a set of strengths and weaknesses, the Village of Combined Locks is better prepared to develop an economic development strategy. These strengths and weaknesses are listed below, many of which were identified at the community visioning session.

Strengths:

- Location near key transportation links (e.g. USH 441, CTH CE, Outagamie County Regional Airport);
- Attractive, safe neighborhoods located within Fox Cities metropolitan area;
- Natural resources, such as the river, woods, and groundwater;
- Excellent schools;

CHAPTER 3: ECONOMIC DEVELOPMENT

- Potential for business park development in Tax Increment Financing (TIF) district; and
- Proximity to community amenities, such as the YMCA, trails, parks, libraries.

Weaknesses:

- Lack of diversity in economic base (reliance on manufacturing);
- Transportation issues at the intersections of CTH HH and CTH N with CTH CE;
- Unfunded federal and state mandates, and associate budget constraints; and
- Aging of public infrastructure.

Future Sites for Business & Industry

Future business and industrial sites (including areas for redevelopment if warranted) are shown on the short term and long term land use plans (Maps 8-2 and 8-3). Redevelopment opportunities are concentrated along the riverfront, in the event that the current uses would change. New development opportunities are concentrated in the southeastern part of the village, where the Coonen Business Park has been proposed.

Brownfield Redevelopment. Brownfields are sites where development or redevelopment is complicated by real or perceived hazardous substances, pollutants, or contamination.^v 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.^{vi} This website lists 32 entries for the Village of Combined Locks, of which were classified in the following categories: Leaking Underground Storage Tank, and

Environmental Repair, Spills. The Village's entries and corresponding categories are described in further detail below:

- There were six (6) Leaking Underground Storage Tanks (LUST) listed for the Village of Combined Locks. The WDNR defines LUST sites as having "contaminated soil and/or groundwater with petroleum." These sites are all considered to be 'closed' by the WDNR and are no longer of concern in terms of contaminants.
- There were four (4) Environmental Repair sites (ERP) listed for the Village of Combined Locks. 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 cause contamination."
- There were twenty-two (22) Spills listed for the Village of Combined Locks. 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."

The Village 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 Village could utilize state and federal programs to further study, clean, and redevelop these brownfields. Further information on these programs can be seen in Appendix C.

CHAPTER 3: ECONOMIC DEVELOPMENT

KEY ECONOMIC DEVELOPMENT SUMMARY POINTS

- In 2000, 70.2 percent of Combined Locks' population over 16 years of age was in the labor force.
- Combined Locks' 2000 unemployment rate was significantly less than Outagamie County's (3.2%) and the State of Wisconsin' (4.7%).
- In 2000, the Village's workforce traveled an average of 15.4 minutes to their workplace, which was a decrease from 1990 (15.9 minutes).
- Nearly thirty percent (29.3%) of the Combined Locks workforce was employed in the Manufacturing Sector in 2000, 14.3 percent of the workforce was employed in the Health and Social Services Sector, and Retail Trade employed 11.4 percent.
- Currently, there are no developed business or industrial parks in the Village of Combined Locks; nevertheless, there are plans for a business park at the southwest corner of the CTH CE and CTH HH intersection. This park will encompass over 27 acres when developed.
- The Wisconsin Department of Natural Resources Bureau for Remediation and Redevelopment maintains a listing of brownfields and contaminated sites. This website lists 32 entries for the Village of Combined Locks.

GOALS, STRATEGES & RECOMMENDATIONS

Goal ED-1: To sustain and diversify the economic and employment base of the village of Kimberly.

Strategy ED-1.1: Communicate with existing businesses so as to retain and expand current employers.

Recommendation ED-1.1.1:
Continue to work closely with the Heart of the Valley Chamber of Commerce and the Fox Cities Economic Development Partnership to support a business retention effort in general, with a particular focus on the Combined Locks Mill, a significant employer in the community

Recommendation ED-1.1.2:
Continue the Village's participation in the Fox Cities Economic Development Partnership's efforts to support employers with implementation of recommendations found in the "Targeted Industry Cluster Program".

Strategy ED-1.2: To attract new businesses in areas of the economy which are experiencing growth.

Recommendation ED-1.2.1:
Support regional efforts to:

- *Advance university educational attainment and technical school training*
- *Encourage an entrepreneurial spirit and related support facilities*
- *Improve access to start up capital*

CHAPTER 3: ECONOMIC DEVELOPMENT

- *Install a network of High-speed broadband.*

Goal ED-2: Market the community in order to attract 'new economy' businesses and residents.

Strategy ED-2.1: Increase ability of Village to compete with other Fox Cities communities for new development.

Recommendation ED-2.1.1:
Maintain an association with the Fox Cities Economic Development Partnership organization.

Recommendation ED-2.1.2:
Expand the Combined Locks web presence with a marketing piece which extols the many benefits of living and working in Combined Locks.

Goal ED-3: To provide appropriately zoned available land in a business park to attract and facilitate new business development & jobs.

Strategy ED-3.1: The village should continue to support private efforts to develop a high-end business park on the southwest corner of CTH "CE" and DeBruin Road.

Recommendation ED-3.1.1:
If needed the Village should help to facilitate removal of the existing farmstead buildings on the proposed CTH CE and CTH HH business park site in order to expedite the availability of business park sites.

Recommendation ED-3.1.2:
Facilitate development of the

business park with funding from the existing TIF district.

Goal ED-4: To ensure that transportation infrastructure planning is supportive of economic development efforts.

Strategy ED-4.1: Plan for provision of a variety of transportation infrastructure in the future in order to serve the needs of businesses and industries.

Recommendation ED-4.1.1:
Examine major employment destinations in Kimberly and determine if they are adequately served by existing roadways, bus, pedestrian and bicycle routes.

Recommendation ED-4.1.2:
Recognize the importance of the Outagamie County airport to existing and future businesses, and encourage the County to adequately support its operations.

Recommendation ED-4.1.3:
Work with other entities as appropriate in the future to plan for potential commuter rail transit. Begin by preserving rail corridors and potential station locations for future use.

Strategy ED-4.2: To address freight transportation and shipping needs of local businesses and industry.

Recommendation ED-4.2.1:
Work with East Central Wisconsin Regional Planning Commission and local industries and shippers to monitor and improve freight transportation needs.

CHAPTER 3: ECONOMIC DEVELOPMENT

Recommendation ED-4.2.2:
*Work with Canadian National
Railroad to address freight
movement needs.*

POLICIES AND PROGRAMS

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

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 US EPA. 2007. "Brownfields Cleanup and Redevelopment-Glossary." <http://www.epa.gov/brownfields/glossary.htm>
- ^{vi} WisDNR tracking device available at
<http://botw.dnr.state.wi.us/botw/Welcome/do>

CHAPTER 4: HOUSING

CHAPTER 4: HOUSING

INTRODUCTION

Planning for housing will ensure that the Village of Combined Locks' 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 goals, strategies and recommendations to meet current and future housing needs of Combined Locks, by developing and promoting policies that provide a range of housing choices for Village 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 Village's housing stock is also required. This chapter addresses these requirements.

HOUSING VISION STATEMENT

In 2030, the Village of Combined Locks is a community where single family residential is the predominant use, yet it provides alternative housing opportunities to meet the changing demographics. Well maintained neighborhoods contribute to the quality of life and green building and energy efficiency are promoted through appropriate types and levels of regulation.

INVENTORY & ANALYSIS

Developing a baseline of housing characteristics for the Village of Combined Locks provides a foundation upon which to build the Village's goals, strategies and recommendations. The following section analyzes current housing conditions for Combined Locks 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 Village of Combined Locks, 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 units constructed in the Village of Combined Locks provides another indicator of housing demand.

Historical Demand

Between 1980 and 2000, the Village of Combined Locks has increased their number of households by 29 percent, as illustrated in Table 4-1. With consistent growth in the number of households from 1980 to 2000, the Village exhibited an ability to attract and retain new households. During the same time period, household size decreased from 3.76 persons per household to 2.74. ***Because there are fewer persons per household, the rate of increase for new households generally outpaces the***

CHAPTER 4: HOUSING

Table 4-1. Households and Persons by Household, 1980 to 2000

	1980		1990		2000	
	No. HH	Persons per HH	No. HH	Persons per HH	No. HH	Persons per HH
V. of Combined Locks	685	3.76	733	2.99	884	2.74
Outagamie County	42,755	2.96	50,527	2.73	60,530	2.61

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

rate of increase in population. The decrease in household size is best explained by a combination of national trends, including the movement towards smaller families, the aging of the “baby boom” generation, and the increased prominence of single person households.

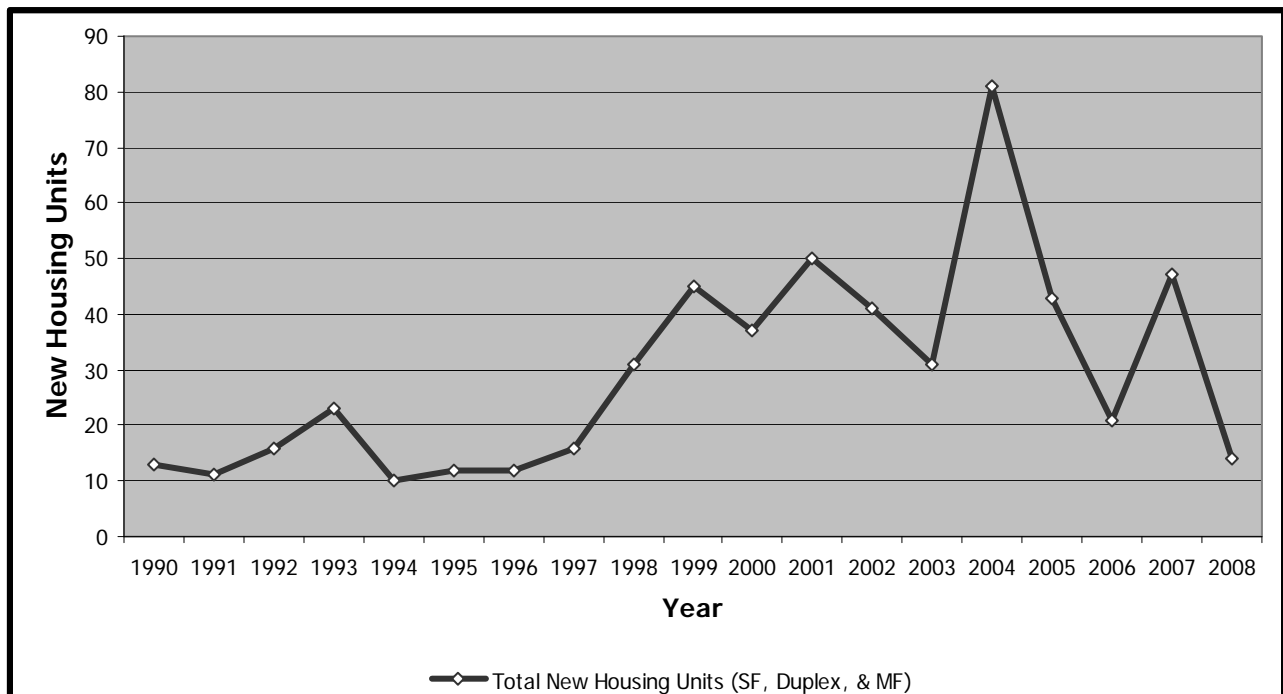
Construction of new residential housing units occurred every year between 1990 and 2008, as seen in Figure 4-1. The 2000’s saw an increase in housing unit construction, when compared to the 1990’s, reflecting the national housing boom and the development of several new residential subdivisions within village limits. Historically (1990-2008), the

vast majority of new housing units constructed were for single-family use (88%), while seven percent were duplex, and four percent were multi-family.

Forecasted Demand

Table 4-2 illustrates that, the Village can anticipate between 1,298 and 1,466 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.

Figure 4-1. New Residential Units, 1990-2008



Source: Wisconsin DOA, Demographic Services Center, 1990-2008

CHAPTER 4: HOUSING

Table 4-2. 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
V. of Combined Locks	A	1,002	2.70	1,096	2.61	1,190	2.53	1,286	2.47	1,375	2.41	1,466	2.36
	B	992	2.73	1,056	2.71	1,119	2.69	1,183	2.68	1,241	2.67	1,298	2.66
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 (see Issues & Opportunities Chapter for explanation of Methodology A & B)

The mix of housing styles may vary, depending on potential changes in the housing market, zoning regulations, and other unforeseen factors. Nevertheless, the historic housing mix indicates that if trends continue, new housing units will be primarily single-family. Future single family growth will most likely be concentrated in the Coonen Subdivision, south of CTH CE, where there are still undeveloped lots.

HOUSING VALUE

Historical Trends

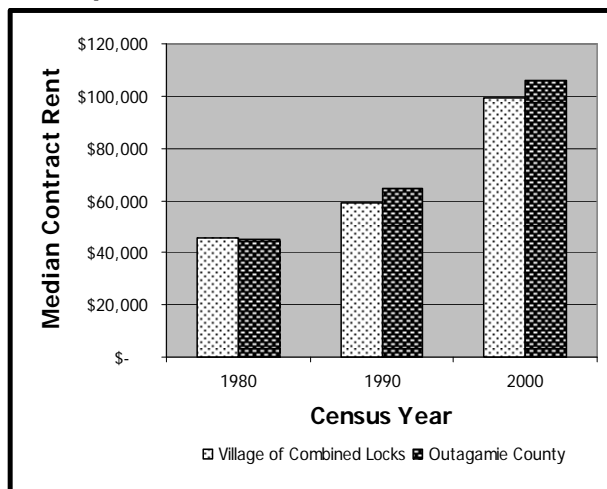
The Village of Combined locks has seen an increase in the median value of owner occupied housing and contract rent between

1980 and 2000, as seen in Figure 4-2. ***Combined Locks' median value of owner occupied housing was slightly higher than that of the county in 1980 (\$45,900 versus \$45,200) but has since lagged behind the county.*** Median contract rent lagged the county until 2000, when the village's median rent jumped to \$564, compared to the county's \$469.

It is important to realize that a portion of the increase in home value and contract rent is accounted for in the rate of inflation, while other portions are caused by increased market demand and other conditions.

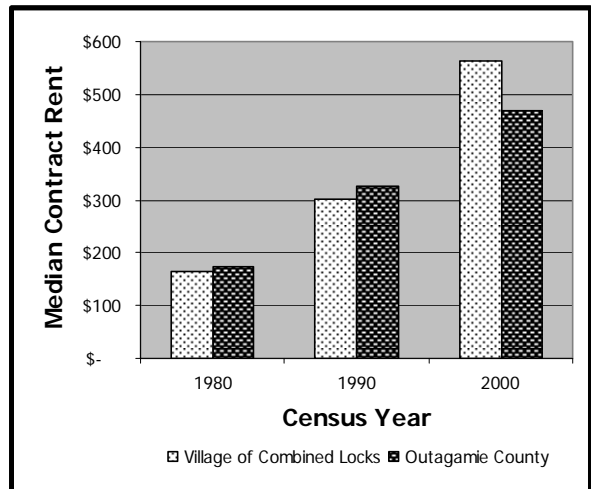
The Wisconsin Department of Revenue releases yearly equalized value reports. Equalized value is the total value of all real

Figure 4-2. Median Value of Owner Occupied Homes, 1980-2000



Source: Census 1980, 1990, 2000

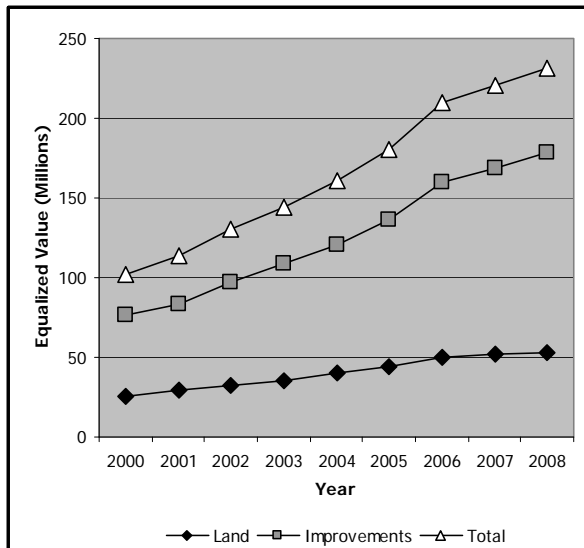
Figure 4-3. Median Contract Rent, 1980-2000



Source: Census 1980, 1990, 2000

CHAPTER 4: HOUSING

Figure 4-4. Residential Equalized Value, 2000-2008



Source: WisDOR, Statement of Equalized Value, 2000-2008

estate at full-market prices. Although these values are reported as a total value for the entire Village, they can be used as a way to gauge the pricing trends for different sectors of real estate, such as residential, commercial and agriculture. ***For the Village of Combined Locks, the value of residential property grew consistently between 2000 and 2008, where the total equalized value grew by 127 percent*** (see Figure 4-4); the “land” component (109%) of the total equalized grew less than the “improvement” (133%) component over the same time period, which could be explained by the trend towards larger, more well appointed homes during the housing boom. Recently, this trend has seen some retraction.

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.ⁱ

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 Village of Combined Locks was 14.8 percent. More specifically, 13.6 percent of owners and 26.1 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 Village was lower than that of the county. Renters in the Village fared slightly worse than the County (25.4%). Nevertheless, a need exists for expansion of housing choices to accommodate Combined Locks residents who currently pay more than is recommended for housing, given their incomes.

CHAPTER 4: HOUSING

Table 4-3. Occupancy and Vacancy Characteristics

	Village of Combined Locks			Outagamie County		
	1990	2000	Percent Change	1990	2000	Percent Change
Total Housing Units	738	903	22.4%	51,923	62,614	20.6%
Total Occupied Units	733	884	20.6%	50,527	60,530	19.8%
Owner Occupied	653	797	22.1%	36,507	43,830	20.1%
Vacancy Rate	0.2%	1.0%	400.0%	0.9%	1.0%	5.6%
Renter Occupied	80	87	8.8%	14,020	16,700	19.1%
Vacancy Rate	1.2%	5.4%	350.0%	2.5%	5.2%	107.7%

Source: U.S. Census, 1990 and 2000

OCCUPANCY CHARACTERISTICS

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

Occupancy Status

In 2000, the Village of Combined Locks' occupied housing stock was comprised of owner-occupied units, which accounted for over ninety percent (90.2%) of occupied housing units, while rentals accounted for nearly ten percent (9.8%). This differs from county's composition occupied housing stock, where rental units are more prevalent (72.4% owner occupied; 27.6% renter occupied). Table 4-3 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 Village of Combined Locks' exhibited a vacancy rate of one percent for owner occupied units, and over five percent for year round rentals, implicating that both owner and renter occupied housing units were in short supply.* Rental vacancy rates have increased compared to 1990 (1.2%), as have owner occupied vacancy rates (0.2%).

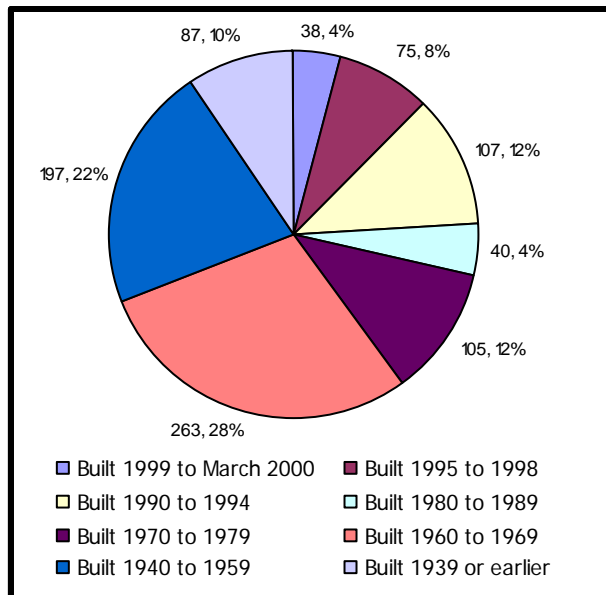
HOUSING STOCK CHARACTERISTICS

Age

As Figure 4-5 exhibits, *of the 912 residential units in the Village, over fifty percent of the Villages's residential structures were built between 1940 and 1969*, which is reflected in the prominence of the post-World War II architectural styles evident throughout the village. Just under ten percent of the Village's housing stock was built prior to this period, while forty percent was built after this period.

CHAPTER 4: HOUSING

Figure 4-5. Age Distribution of Housing Units



Source: U.S. Census 2000, SF 3

Structural Type

Single family structures are the dominant residential type in the Village of Combined Locks, accounting for nearly 94 percent of units in 2000. This is an increase from 1990, when nearly 92 percent of units were primarily single family. The number of units for multi-family housing (excluding duplexes) increased between 1990 (0 units) and 2000 (7 units). See Table 4-4 for more details.

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.

According to the 2000 Census, all occupied units contained complete plumbing facilities. Overcrowding occurred in 14 dwellings, or 1.6 percent of dwellings.ⁱⁱ The Village's housing conditions were better than Outagamie County, where 0.24 percent of dwellings lack complete plumbing facilities, and 1.83 percent of dwellings suffer from overcrowding.

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

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

	1990		2000	
	Number	Percent	Number	Percent
Single Family Units	610	92.0%	854	93.6%
Two-Family Units	53	8.0%	51	5.6%
Multi-Family	0	0.0%	7	0.8%
Mobile Home/Trailer	0	0.0%	0	0.0%
Other Units	0	0.0%	0	0.0%
Total Units	663	100.0%	912	100.0%

Source: U.S. Census, 1990 and 2000

CHAPTER 4: HOUSING

Table 4-5. Subsidized and Assisted Living Units		
	Village of Combined Locks	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	0	32
Community Based Residential Facilities Capacity	0	662
Residential Care Apartment Units	24	300
Total Units	24	994
*Source: WHEDA, Wisconsin Federally Assisted Rental Housing Inventory, 2009		

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, Combined Locks does not have any federally assisted rental units but does have 24 new assisted living units located across from the Municipal Building. Neighboring communities have many housing options that serve low-income and elderly persons. Table 4-5 illustrates the lack of subsidized and special needs housing in the Village, although Outagamie County does have many facilities that meet these needs.

HOUSEHOLD CHARACTERISTICS

Evaluating household characteristics is important for understanding the Village of Combined Locks and the population it serves. Household size is a Census variable that can help with this evaluation. *When compared to Outagamie County, the Village of Combined Locks has had large household sizes in 1990 and 2000.* The Village's housing stock (e.g. primarily single-family and owner-occupied) is more appropriately designed for family-households,

which tend to be larger than non-family households. Table 4-6 provides more detailed information on household size.

KEY HOUSING SUMMARY POINTS

- Between 1980 and 2000, the Village of Combined Locks has increased their number of households by 29 percent
- Because there are fewer persons per household, the rate of increase for new households generally outpaces the rate of increase in population.
- Combined Locks' median value of owner occupied housing was slightly higher than that of the county in 1980 (\$45,900 versus \$45,200) but has since lagged behind the county.
- For the Village of Combined Locks, the value of residential property grew consistently between 2000 and 2008, where the total equalized value grew by 127 percent.
- In 1999, the share of residents paying more than 30 percent of their income for housing in the Village of Combined

CHAPTER 4: HOUSING

Locks was 14.8 percent. More specifically, 13.6 percent of owners and 26.1 percent of renters paid disproportionate shares of their income.

- In 2000, the Village of Combined Locks' occupied housing stock was comprised of owner-occupied units, which accounted for over ninety percent (90.2%) of occupied housing units, while rentals accounted for nearly ten percent (9.8%).
- In 2000, the Village of Combined Locks' exhibited a vacancy rate of one percent for owner occupied units, and over five percent for year round rentals, implicating that both owner and renter occupied housing units were in short supply.
- Of the 912 residential units in the Village, over fifty percent of the Villages's residential structures were built between 1940 and 1969.
- Single family structures are the dominant residential type in the Village of Combined Locks, accounting for nearly 94 percent of units in 2000.
- When compared to Outagamie County, the Village of Combined Locks has had large household sizes in 1990 and 2000.

GOALS, STRATEGIES & RECOMMENDATIONS

Goal H-1: To maintain and improve the quality of existing residential neighborhoods and encourage the provision of an adequate supply and choice of housing for all residents.

Strategy H-1.1: Protect the quality of the Village's existing housing stock so that all residents are afforded decent & safe housing.

Recommendation H-1.1.1:
Use zoning and land use tools to protect existing neighborhoods from intrusion by incompatible or undesirable land use activities.

Recommendation H-1.1.2:
Encourage the rehabilitation of substandard homes in the community in order to provide a decent and safe living environment for all residents.

Strategy H-1.2: Encourage both landlords and tenants to better maintain rental properties to protect neighborhoods.

Recommendation H-1.2.1:
Provide non-threatening educational opportunities to teach people how to maintain their homes and yards, and finance the cost of maintenance.

Recommendation H-1.2.2:
Refer individuals to educational opportunities that assist with tenant training for life skills including property maintenance.

Recommendation H-1.2.3:
Encourage better landlord/tenant communication in cooperation with UW-Extension which offers a class to landlords that will provide them with information on how to better manage landlord/tenant communication on responsibilities and maintenance issues.

CHAPTER 4: HOUSING

Recommendation H-1.2.4:
Help landlords recognize that maintaining properties is a good business decision.

Recommendation H-1.2.5:
When needed, continue to enforce the health, safety, and structural building codes to ensure that rental properties are being properly maintained.

Goal H-2: Recognize that the provision of affordable housing is an integral part of a comprehensive economic development strategy for the Village.

Strategy H-2.1: Encourage economic development professionals, housing providers and consumers to work together to help promote the development of housing that meets the needs of all income levels within a community, including entry level and low skill workers.

Recommendation H-2.1.1:
Actively seek out opportunities for the incorporation of affordable housing units in new development and re-development projects.

Recommendation H-2.1.2:
Promote the use of underutilized facilities for affordable housing.

Recommendation H-2.1.3:
The Village should identify available infill lots and market

these properties to developers/nonprofits and others as appropriate to meet affordable housing demands.

Goal H-3: Identify additional funding sources and encourage better utilization of existing programs to make the most efficient use of housing dollars.

Strategy H-3.1: To allow seniors and elderly residents to stay in their homes longer.

Recommendation H-3.1.1:
Identify funding sources that allow seniors, who wish to do so, to remain in their homes longer.

Recommendation H-3.1.2:
Invite funding agencies, consultants and nonprofit agencies to attend a Village Board meeting to explain their programs.

Recommendation H-3.1.3:
Identify and promote housing repair assistance programs for the elderly or fixed income residents to help them with rehabilitation of deteriorating home.

POLICIES AND PROGRAMS

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

REFERENCES:

ⁱ HUD, 1989

ⁱⁱ US Census, 2000 SF3

CHAPTER 4: HOUSING

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CHAPTER 5: TRANSPORTATION

CHAPTER 5: 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 Village of Combined Locks. Assessing the Village'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, to determine what the Village wants them to become in the future, and devise ways to achieve this.

TRANSPORTATION VISION 2030 STATEMENT

Combined Locks residents have good access to a well-maintained system of streets and roadways that addresses their needs for safe and efficient transportation, both within and beyond their community. Good mobility is accommodated by primarily by means of autos, but also by pedestrian, bicycle and mass transit to facilitate trips to the workplace, schools, shopping, recreational areas and other important destinations. The 2030 plan envisions traffic congestion issues being resolved through redesign of key intersections, enhancing the safety and convenience of pedestrian facilities and bike crossings, and preserving future commuter mass transit corridors.

INVENTORY & ANALYSIS

The inventory and analysis section provides the Village of Combined Locks with a baseline assessment of their existing transportation facilities. By determining which roadways are currently lacking, over capacity, underutilized, or are meeting current and future needs, the Village is better prepared to develop meaningful goals, objectives and strategies that address current problems and builds upon existing strengths.

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 rapidly (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. Exhibit 5-1 illustrates the functionally classified roadways in the Village of Combined Locks and their respective traffic counts.

The Wisconsin Department of Transportation (WisDOT) conducts traffic counts at key locations throughout the state on a regular rotating basis. These 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. The most recent counts in the Village of Combined Locks were taken in 2000, 2004, and 2007. When a significant difference in the progression of the three counts is encountered, such as on Prospect Street, it can generally be explained by shifting traffic patterns. In this case it is likely that due to the development of retail businesses on the south side of CTH. CE, traffic has shifted from Prospect and State Street

CHAPTER 5: TRANSPORTATION

to CE. Map 5-1 displays the AADT of selected roadways within the Town.

Urban Principal Arterials

Urban principal arterials serve interstate and interregional trips. These routes generally serve all urban areas with populations greater than 5,000. Urban principal arterials are further subdivided into: (1) Interstate Highways and (2) other principal arterials.

CTH CE. County Trunk Highway CE (College Avenue extended east), connects the Village of Combined Locks to the Village of Kimberly and the City of Appleton to the west. Hwy 441 lies just a short distance to the west and with convenient access at the CTH CE interchange provides easy access to the several communities which comprise the Fox Cities metro area. CTH CE runs along the southern edge of the community. Currently, CTH CE is two lanes in each direction across the entire east-west length of Combined Locks. There are just three opportunities for direct access onto CTH CE. These occur at a diamond interchange with ramps at CTH N and with at grade crossings at the intersections of Buchanan Road (CTH K) and De Bruin Road (CTH HH). Outagamie County is looking at the redesign of the CTH HH intersection to accommodate the traffic that will be generated by a planned future business park and to better address bicycle and pedestrian crossing needs.

Between 2000 and 2007 CTH CE has experienced increasing traffic counts as commercial developments were built along the south side of CTH CE. Traffic counts on CTH CE, between Highway 441 and the new shopping district grew by about 2,400 additional cars per day over this 7 year timeframe. This is where most of the traffic growth occurred. As you continue east on the portion of CE between Eisenhower Drive and the eastern edge of Combined Locks the traffic counts were 18,200 cars per day and

dropped off to 17,000 cars per day at just west of the CTH HH intersection. (Please see Table 5-1 below).

CTH N (north of CTH CE to the Fox River). County trunk highway N is a north-south roadway that provides two lanes of traffic in each direction along the western edge of Combined Locks where it forms the municipal border with the Village of Kimberly. Traffic counts have increased substantially between 2000 and 2007 on CTH N (Washington Street). A 19.7% increase in traffic volume occurred in the 3 year period between 2004 and 2007 alone, whereas in the previous 4 years only a 4.5% increase had been experienced. (See Table 5-1). With the expansion of College Avenue and the additional development that followed, as well as the good access to the Hwy 441 freeway, CTH N is now used more than ever by many Combined Locks residents to get to and from the new commercial areas located along the CTH CE and Calumet Street roadways to the south.

Urban 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.

Prospect Street and State Street (Between CTH N and the City of Kaukauna boundary at De Bruin Road). Prospect Street which lies within the Village of Combined Locks is a two-lane facility that runs roughly parallel to the south side of the Fox River which forms the northern boundary of the village. Prospect Street and State Street provide good access to the Appleton Coated Paper Mill which is a major employer in the Village of Combined Locks. With the improvements made to CTH CE, the Prospect Street and State Street route across the north side of Combined Locks is no longer the quickest or most convenient route to where

CHAPTER 5: TRANSPORTATION

the majority of people are going, and consequently traffic counts on these two streets has dropped anywhere from 700 to 900 hundred cars per day over its' length. Nevertheless, Prospect Street and State

Street are still important roadways for local traffic working at this major employer in the Village.

Table 5-1. Village of Combined Locks Traffic Counts *					
	2000	2004	2007	% Change 2000- 2004	% Change 2004- 2007
CTH CE (College Ave extended)					
441 to Railroad St	22,900	25,800	25,300	12.7%	-1.9%
CTH N to K	n/a**	n/a**	18,200	n/a**	n/a**
CTH K to HH	n/a**	n/a**	17,000	n/a**	n/a**
CTH Z (Prospect & State)					
Washington to Elm	2,800	2,700	na**	-3.6%	n/a**
Park to Janssen	3,400	2,900	2,700	-14.7%	-6.9%
Fairway to Ryan	3,200	2,500	2,300	-21.9%	-8.0%
CTH N (Washington St.)					
CE to Kennedy	n/a**	n/a**	15,500	n/a**	n/a**
Kennedy to Jean	n/a**	n/a**	14,500	n/a**	n/a**
Wallace to Elm	11,200	11,700	14,000	4.5%	19.7%
CTH K (Buchanan Rd.)					
CE to Paul Ct.	2,300	2,000	2,100	-13.0%	5.0%
Marcella Ave. to Shalimar Ct.	1,000	890	n/a**	-11.0%	n/a**
East of De Bruin Road	1,800	1,800	n/a**	0.0%	n/a**
Park Street					
Glenview Ave. to Wallace	2,200	1,600	n/a**	-27.3%	n/a**
Wallace to Prospect St.	1,500	1,100	n/a**	-26.7%	n/a**
CTH HH (De Bruin Rd.)					
CE to Ann St.	3,400	3,900	n/a**	14.7%	n/a**
Ryan St.					
CTH K to State St.	2,400	2,400	n/a**	0.0%	n/a**
Wallace St.					
CTH N to Margaret St.	2,500	2,700	n/a**	8.0%	n/a**
Bonnie Lane to Park St.	1,600	1,500	n/a**	-6.3%	n/a**

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

The decreases in traffic on these portions of Prospect and State Streets are shown in Table 5-1.

Urban Collectors

Urban collectors provide service to connect neighborhoods with other neighborhoods and community traffic generators. Their function is to feed traffic out to arterials or higher function routes.

Wallace Street (east of CTH N). Running east-west in the center part of the community, Wallace Street is an important through street which carries traffic to the Village Civic Center, recreational facilities, a school and a major community park in the heart of the village.

Park Street and Buchanan Road (CTH K) Park Street runs North-South through the center of the community. Buchanan Road

CHAPTER 5: TRANSPORTATION

runs diagonally through the eastern portion of the Village of Combined Locks and these two roadways intersect with each other just north of CTH CE.

De Bruin Road (CTH HH). CTH HH runs north-south along the eastern border of the Village of Combined Locks. It provides an important access connection for traffic from the village as well as the City of Kaukauna to the east. **Between 2000 and 2007, traffic counts for these four roadways varied. Some increased while others decreased.** (See Table 5-1).

Minor collectors gather traffic from local roads and provide links to all remaining smaller neighborhoods, 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 Village of Combined Locks has no road classified as minor collectors.

Urban Local Streets

Urban Local Streets provide access to adjacent land and provide for travel over relatively short distances. All roads not classified as arterials or collectors are local streets. These streets provide access to residential, recreational, community schools and commercial, uses within the community. 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 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. Since 2003, local governments have been 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 5-3 provides a summary of the total miles of local roads in the Village of Combined Locks by PASER rating. Nearly 48 percent (6.37 miles) of the roads are in excellent to very good condition and require little maintenance. Over 44 percent (9.85 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. Only 2.6 percent (one-half mile) will require structural improvements that could involve pavement recycling, overlay and patching, while none will actually require total reconstruction as of 2009. Approximately 5 percent, or (.95 mile) of the Village's roadways received no rating. A map illustrating PASER ratings can be found in Appendix 5.

CHAPTER 5: TRANSPORTATION

Table 5-2. PASER Ratings and Maintenance Needs

Paved Road 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

Table 5-3. Total Miles of Local Roads by PASER Rating

Rating	Mileage	Percent
1	0.00	None
2	0.00	None
3	0.49	2.6%
4	0.21	1.1%
5	1.19	6.3%
6	3.44	18.2%
7	3.56	18.9%
8	1.66	8.8%
9	3.76	19.9%
10	3.61	19.1%
no rating	0.95	5.0%
total	18.88	100.0%

Source: WisDOT-WISLR 2009

Future Highway Plans, Studies, Projections & Recommendations

The CTH CE and CTH HH Intersection.

The Outagamie County Highways Department have been contemplating the need for a total redesign of the CTH CE and CTH HH intersection. In addition to improving public safety for exiting and access for autos, it would also address safety concern for bicyclists and pedestrians associated with the CE trail which parallels CTH CE on the north

side of the roadway. These improvements are needed to accommodate the additional traffic and turning maneuvers that will be generated by a proposed high end business park which is proposed at the southwest corner of the CTH CE and CTH HH intersection. Three proposals were developed for consideration in the redesign. They are being studied to determine the optimal way to improve operational efficiency and safety, and provide additional roadway capacity.

CTH CE and CTH K (Buchanan Road) intersection:

The angle of the approach for Buchanan Road as it crosses CTH CE at grade can be a hazard given the traffic speeds and the volume of traffic on CTH CE. A study to look at the possibilities for addressing the safety concerns related to controlling access better has been completed. Various options such as a median strip and one way turning maneuvers, redesigning to preclude any unsafe access, or possibly a roundabout to slow through traffic, and allow safe access from all directions, are being assessed. The traffic engineering study would to provide recommendations for the Village of Combined Locks and Outagamie County to consider.

Bicycle and Pedestrian Crossing of CTH CE:

The bicycle and pedestrian underpass

CHAPTER 5: TRANSPORTATION

located at the intersection of Buchanan Rd. with CTH CE provides safe crossing for Village residents near the center of the community. Bicycle and pedestrian crossings of CTH CE at the east and West ends of the village present a greater challenge. The redesign of the CTH HH interchange could improve a safe crossing at the Combined Locks border with the City of Kaukauna. Bicycle and pedestrian concerns were voiced by the committee regarding the CTH N (Washington Street) interchange even though it has a divided grade design. This is a joint issue for the Villages of Combined Locks and Kimberly as well as the Town of Buchanan. Residents of all three communities are a part of the Kimberly School District and they attend the Kimberly High School located at the east end of Kennedy Avenue.

Rush Hour Traffic Congestion at Entrance to Kimberly High School:

While the only existing vehicular entrance to the Kimberly High school campus is not within the physical boundaries of the Village of Combined Locks, traffic congestion can be a problem for Combined Locks students who drive to school. The problem occurs primarily when students are arriving in the morning. Traffic regularly is backed up in the northbound lane on CTH N from the Kimberly high school entrance at Kennedy Avenue all the way down to the Buchanan Road roundabout. When this occurs it can also create congestion issues for vehicles exiting CTH CE and turning north onto CTH N. This is a problem which should be studied by a committee created with representation from interested citizens from both Combined Locks and Kimberly residents, as well as the Town of Buchanan because all three communities are impacted by this traffic congestion problem. Residents of Combined Locks will not support any solution that would direct school related traffic through residential neighborhoods.

Wallace Street intersection with CTH N:

In the SWOT analysis difficulty turning from Wallace Street onto CTH N at certain times of the day was identified as a problem. This was particularly a problem for vehicles trying to turn southbound because they have to cross northbound traffic which can be heavy at times. Previous reviews of this situation have not yielded a result because traffic volume warrants have not been exceeded to the point that would justify installing a signalized intersection. If this continues to be a problem that merits the village's attention a joint study group could be formed between Combined Locks and Kimberly to look at possible solutions and funding scenarios. Two potential alternatives that would require analysis to determine their feasibility are 1) installing a traffic signal at this intersection, and 2) Exploring the physical constraints that would allow a free flowing round-a-bout to be built. The joint committee may uncover other possibilities.

Establishing Bicycle and Pedestrian Routes & Improvements:

Energy and Health conscious adults, and youths who have not yet obtained a drivers license, and young children, desire to have alternative ways get around the community safely. When the weather permits, school age children need a safe way to get to school which should include bicycles and sidewalks. This may involve designating recommended safe bicycle and pedestrian routes to connect neighborhoods with community schools and other attractors, such as parks and nearby shopping areas. Combined Locks is fortunate to have a network of trails running through the heart of the community within Memorial Park. A long range plan for the community envisions expanding this core network to: 1) extend out further into the adjoining neighborhoods and 2) provide dedicated striped bicycle lanes and pedestrian walkways along the two main north south streets which connect the community to the CE Trail, CTH HH (De Bruin Road) and CTH N

CHAPTER 5: TRANSPORTATION

(Washington St.). The newly constructed College Avenue bridge which crosses the Fox River will accommodate bicyclists from Combined Locks who wish to get to destinations in central Appleton. Possible areas to be considered for bike trail and/or pedestrian extensions include:

- From Memorial Park to the CE Trail (ped/bike)
- From Memorial Park to Janssen school (ped/bike)
- From the Village Hall north to the Fox River (ped/bike)
- From Memorial Park trails to the Mill (Employment center) (ped/bike)
- From Memorial Park to Kimberly High School (ped/bike)
- From the Village Civic Center to the CTH N Shopping Center (ped/bike)
- CE Trail to CTH K through a future subdivision and utilizing Skylark Drive. (pedestrian walkways)
- Ryan Street between CTH K and State Street. (ped/bike)
- Prospect Street (north side of) between Darboy Rd. and Maes Ave. (pedestrian sidewalk only)
- Address pedestrian safety concerns at the CTH CE & CTH N intersection. (work jointly with Town of Buchanan on this.
- Along the south side of CTH CE, create a ped/bike connection between the CE crossing at Buchanan Road and De Bruin Road to the east. Coordinate with HH intersection redesign at CE. (ped/bike)

Public Transit

Current Conditions

Public bus service is currently provided by Valley Transit Co. throughout the Fox Cities. The Village of Combined Locks does not currently contribute to this service and therefore does not have any bus routes traversing the community. The closest route

(Route 11 East College/Buchanan) runs along the western boundary of the Village along CTH N. Currently, individual passenger fares are \$1.80.

Current & Future Opportunities

Valley Transit Analysis. Valley Transit and the East Central Wisconsin RPC are always assessing transit needs for the Fox Cities. Currently Transit routes have been reconfigured to accommodate users while the College Avenue Bridge is under reconstruction. This plan could conceivably recommend a reconfiguration of the revised routes permanent because the temporary combined route is experiencing higher ridership making it more cost effective.

Commuter Rail Transit Potential.

Looking more long term Combined Locks is well position to accommodate commuter rail mass transit because there is an existing rail line which runs through the northern third of the community and could accommodate this transit service and would likely coexist with the current freight service.

United Way. The Fox Cities United Way has been developing a "Call-A-Ride" program, a demand-responsive taxi zone, intended to serve the Fox Cities region, which includes a portion of the Village of Combined Locks. Although exact boundaries are not available, the United Way anticipates the service will be available to many areas in the Fox Cities. Extension of services may occur on an "as-needed" basis. This service is planned for those without vehicles and who reside outside of Valley Transit service areas. The program will provide cab rides to four transit points during Valley Transit operating hours, and will provide 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.

CHAPTER 5: TRANSPORTATION

ADA & Senior Transportation

Disabled and senior citizens (60 years and older) can utilize services provided by Outagamie County's Program.

Outagamie has contracts with a private transportation company 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 Village of Combined Locks, and 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 Village of Combined Locks has the CE trail running along the southern edge of the majority of the village. While the village has a beautiful existing trail system running through Memorial Park opportunities exist for providing some additional extensions that will provide improved pedestrian and bicycle connections that are safe and accessible.

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

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.

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 from several carriers, 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.ⁱ

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, since 2003, the total passengers served by the airport has increased, with the exception of a decline between 2005 and 2006*** (see Table 5-4).

CHAPTER 5: TRANSPORTATION

Table 5-4. Outagamie Cty. 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 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. ***The total pounds of air cargo has decreased by over 184 thousand pounds, or 18 percent since 2002 although in any given year, such as we saw in 2005, it can be seen to rebound*** (see Table 5-4). Based on the data we see it is difficult to predict any clear trend for the future.

Busses and Railroads

There is currently one railroad running through the northern portion of the Village of Combined Locks. The line connects the Neenah Yard with businesses and mills in Kimberly, Combined Locks and Kaukauna. This line is operated and maintained by the Canadian National Railroad and is expected to be in use for the foreseeable future.

Inter-Urban Bus Service

There is no inter-urban bus station in Combined Locks itself, but there is a Greyhound Bus station located in Downtown Appleton which is less than a 10-12 minute drive from Combined Locks. The Greyhound Bus station is located within the Valley Transit Center at 100 E. Washington Street. Greyhound transports both passengers and packages. The station in Appleton operates

Monday through Saturday, from 8:00 am – 12:05 pm and 2:00 pm – 5:00 pm, and connects passengers to 41 other communities in Wisconsin on a fixed route schedule and time table. Please call (920)-733-2318 for current details.

Rail Passenger Service



Amtrak. Amtrak utilizes Canadian Pacific lines to provide passenger service. At present no direct service is offered anywhere in the Fox Valley. The closest available Amtrak service is located at stops in Milwaukee and Columbus, Wisconsin.

Midwest Regional Rail System. The Midwest Regional Rail System Report, prepared as a cooperative effort between 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." ⁱⁱ The plan calls for a rail corridor connecting Green Bay to Milwaukee

CHAPTER 5: TRANSPORTATION

and Chicago. This corridor may include stops in Appleton, Neenah and Oshkosh, which are all easily accessible to Combined Locks 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 Village. Due to projected increases in the trucking industry's share of freight shipments, WisDOT anticipates that by 2030 rail freight shipments may decline on dead ended short lines (unlike non-through long haul lines). Low volume but essential lines may qualify for financial assistance in order to preserve rail service and avoid abandonment of track." ⁱⁱⁱ

Water Transportation

There are no commercial ports in the Village of Combined Locks. 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 Village of Combined Locks. These include CTH CE, CTH N (Washington St.), CTH K (Buchanan Rd.), and Prospect & State Streets. Local truck traffic occurs on several other county roads within the Village, but tends to be used as the start or end point of freight transportation. There is a freight terminal associated with the Appleton Coated LLC Mill located just north of where Prospect Street becomes State street. Warehouse Specialists also operates a truck terminal which is located in the northwest corner of the village between the river and Prospect St.

As can be seen in Map 5-1, *the largest truck freight terminals are located in the northern portion of the Town and are associated with the Appleton Coated Mill and the Warehouse Specialty operations.*

KEY TRANSPORTATION SUMMARY POINTS

- Between 2000 and 2009 County Trunk Highway CE has experienced ever growing traffic counts and especially in the area just west of Combined Locks due to the greatly expanded retail commercial development and the business parks in the area.
- Between 2000 and 2007, traffic counts for Prospect Street and State Street in the northern portion of village have decreased due to greater usage of improved CTH CE.
- Transit service to the Fox Cities area communities will be reassessed after the reconstruction of the College Avenue Bridge in Appleton is completed.
- The future development of a high end business park in the southwest corner of the CTH CE and CTH HH intersection will require a redesign of this intersection to accommodate new traffic demands.
- Disabled and senior citizens (60 years and older) can utilize transit services through a program offered by Outagamie County.
- The Village of Combined Locks has an existing system of bicycle and pedestrian trails which could be expanded upon to provide better and safer connections to primary

CHAPTER 5: TRANSPORTATION

destinations within the community such as the Community Civic Center and related recreational facilities, parks, schools, and nearby shopping and employment areas.

- The Village has convenient access to the CE Trail which is a great asset to the community.
- In general, total passengers served by the Outagamie County Regional Airport has increased with the exception of a small decline between 2005 and 2006.
- The total pounds of air cargo has decreased by over 184 thousand pounds, or 18 percent since 2002.
- Two truck freight terminals are located in the northern portion of the village and are associated with the Appleton Coated LLC Mill and the Warehouse Specialty operations.

GOALS, STRATEGIES AND RECOMMENDATIONS

Goal T-1: Ensure that the local streets, bike and pedestrian routes are well maintained, available and safe for residents of the village.

Strategy T-1.1: To continue to provide a timely response to site specific road maintenance or safety issues.

Recommendation T-1.1.1:
Encourage residents to report any specific areas where safety or maintenance is of concern.

Recommendation T-1.1.2:
Continue to conduct annual PASER evaluations of the existing village road network.

Recommendation T-1.1.3:
Continue to use capital improvements program planning to establish appropriate funding levels.

Recommendation T-1.1.4:
Continue to work closely with Outagamie Co. and WisDOT to ensure coordination on regional and statewide road planning that may affect the Village.

Goal T-2: To improve the accessibility and safety of the Village's adjoining major arterial streets.

Strategy T-2.1: Address current and future concerns with traffic safety and accessibility at the intersection of CTH CE and CTH HH (De Bruin Road).

Recommendation T-2.1.1
Redesign and reconstruct the CTH CE and CTH HH (De Bruin Road) intersection in partnership with the Town of Buchanan, Outagamie County and the City of Kaukauna to address traffic congestion issues and the needs of the traffic generated by the future business park.

Recommendation T-2.1.2:
Improve and reconstruct the CTH HH (De Bruin Road) profile from the CTH CE intersection north to better accommodate autos, bicycles, and pedestrians.

Recommendation T-2.1.3:
As traffic demands increase, continue to monitor the need for access controls or other design improvements that may

CHAPTER 5: TRANSPORTATION

be needed at the intersection of CTH CE and CTH K.

Recommendation T-2.1.4:
Support the widening and improvement of CTH HH from CE north to CTH K.

Recommendation T-2.1.5:
Improve and reconstruct CTH HH (De Bruin Road) just south of the CTH CE intersection to accommodate turning movements in and out of the proposed business park.

Strategy T-2.2: Promote and approve subdivision street designs which provide better public safety and access.

Recommendation T-2.2.1:
New single family residential subdivisions should be encouraged to make loop connected streets.

Recommendation T-2.2.2:
In existing and new subdivisions extend dead ended streets to connect through to provide multiple access routes for public protection vehicles such as fire trucks and emergency vehicles, and delivery of public services, (such as snow plowing, sanitary sewer and water distribution systems).

Recommendation T-2.2.3:
Officially map all through streets which are essential to maintaining a logical and convenient traffic flow.

Goal T-3: Adequately address existing and future traffic congestion issues within the Village.

Strategy T-3.1: To minimize traffic congestion issues at key intersections

Recommendation T-3.1.1:
Work with the Village of Kimberly to agree on the best traffic control solution for the intersection of Wallace Street with Washington Street (CTH N) to address traffic flow and public safety issues.

Recommendation T-3.1.2:
Work cooperatively with the Village of Kimberly and the Town of Buchanan to address traffic congestion issues generated by peak hour Kimberly High School traffic at the intersection of Washington Street (CTH N) and Kennedy Avenue.

Recommendation T-3.1.3:
The village should officially map and participate in the construction of a loop street which would extend south from Buchanan Road at Skylark Lane, envelop and cross the ravine, and return to Buchanan Road. This action should also include an access street to DeBruin Road.

CHAPTER 5: TRANSPORTATION

Goal T-4: Ensure that a bicycle/pedestrian sidewalk system is available to allow residents of all ages to walk safely to schools, parks, shopping and workplace destinations.

Strategy T-4.1: Identify and implement future improvements to the existing sidewalk and pedestrian/bike trail network:

Recommendation T-4.1.1:
Construct sidewalk along Prospect Street from the intersection with Maes Avenue to a point just east of the intersection with Darboy Road.

Recommendation T-4.1.2:
Install a new section of sidewalk along Ryan Street between CTH K and CTH Z (State Street).

Recommendation T-4.1.3:
Construct sidewalk along Prospect Street from the intersection with Maes Avenue to a point just east of the intersection with Darboy Road and Kimberly Avenue.

Recommendation T-4.1.4:
The village should continue to advance an interconnected trail system which connects the residents of the village to the CE Trail, the Fox River Trail, and High Cliff State Park.

Recommendation T-4.1.5:
The concept of limited public use easements along the ravine floors should be applied to new subdivisions which may be developed north of CTH CE.

Recommendation T-4.1.6:
If the Canadian National would ever abandon their rail line through the Village of Combined Locks, consider the potential of this transportation corridor as a commuter transit line into the urban center of the Fox Cities, or as an urban recreational bicycle/pedestrian trail.

Recommendation T-4.1.7:
Improve and reconstruct the CTH HH (De Bruin Road) road profile from the CTH CE intersection north to better accommodate autos, bicycles and pedestrians.

Recommendation T-4.1.8:
The concept of limited public use easements connecting village trails to the CE Trail and beyond should be applied to new subdivisions which may be developed, and should be used to facilitate connections to an existing trail system south of CTH CE.

Recommendation T-4.1.9:
Consider the development of a bicycle/pedestrian trail along the south side of CTH CE connecting the proposed Martineau Road Business Park, West through the Town of Buchanan natural area to the existing trail along Buchanan Road and the CTH CE underpass crossing.

CHAPTER 5: TRANSPORTATION

Goal T-5: Accommodate public mass transportation opportunities as needs arise.

Strategy T-5.1: To improve accessibility to alternatives modes of travel for all Village residents.

Recommendation T-5.1.1:
Continue to encourage the availability of taxi's, medi-van, and mini-van types of services in the village.

Recommendation T-5.1.2:
Encourage private carpooling by coordinating with area municipalities and businesses to create park-and ride lots.

Recommendation T-5.1.3:
Consider Valley Transit route possibilities when planning for transportation needs and developing street construction/re-construction projects.

Recommendation T-5.1.4:
If the Canadian National would ever abandon their rail line through the Village of Combined locks, acknowledge the potential for use of this rail corridor to support adjoining businesses and residences with a commuter transit line connecting Combined Locks to the other of Fox Cities.

POLICIES AND PROGRAMS

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

ⁱ Wisconsin State Airport System Plan 2020: Final Report. 1999. WisDOT, Division of Transportation Investment Management.

ⁱⁱ Midwest Regional Rail System: Executive Report. 2004. Transportation Economics & Management Systems, Inc & HNTB.

ⁱⁱⁱ Wisconsin Rail Issues and Opportunities Report. 2004. WisDOT Division of Investment Management, Bureau of Planning.

CHAPTER 6: UTILITIES AND COMMUNITY FACILITIES

CHAPTER 6: 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 comments offered by Combined Locks residents at the December 19, 2007 Kick-off meeting illustrate that the community feels that the need for providing quality public services in a cost effective manner is one of the most important issues facing the community. The viability of a fresh water source and an aging public infrastructure were two concerns cited.

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 Village of Combined Locks. An inventory of the current situation is required; more importantly, the legislation requires this element to provide guidance as to how the Village can meet projected needs at the appropriate time and in the appropriate manner.

INVENTORY & ANALYSIS

The following section provides an inventory of utilities and community facilities that serve the Village of Combined Locks. 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.

UTILITIES & COMMUNITY FACILITIES VISION STATEMENT

In 2030, the Village of Combined Locks is a community that is known for providing services in the most cost effective manner, while maintaining the level of service expected by the residents and industrial and commercial property owners. The Village continually assesses the needs of the community and is open to making changes to the provision of community services.

SANITARY SEWER

Provision of sanitary sewer plays a key role in many aspects of community development and growth.

The Village of Combined Locks is located in the Heart of the Valley Sewer Service Area (HOVSSA). According to East Central's 2006 *Fox Cities 2030 SSA Plan*, the Village served approximately 1,002 residential connections in 2005 with a population estimated at 2,708 persons.

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."¹ 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 entire Village falls within the SSA boundary.

CHAPTER 6: UTILITIES & COMMUNITY FACILITIES

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." The HOVPAB encompasses the entire Village.

Besides the SSA and PAB boundaries, The *2030 Fox Cities Sewer Service Area Plan*, also 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 HOVSSA should be met by recent upgrades 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 HOVSSA Plan states that the Village of Combined Locks sewerage collection system conveys waste to the Heart of the Valley Metropolitan Sewerage Districts' (HOVMSD) wastewater treatment facility. The Village's sewage travels both east and west along Prospect Street. Sewage flowing east follows Prospect Street (18" to 23")/ (24" to 30") to Kimberly Avenue (24" to 30"). At Kimberly Avenue, it turns north and crosses the Fox River. Sewage flowing west follows Prospect Street (18" to 23") to State Street, then turns north and crosses the Fox River. ***Combined Locks contributes about 6 percent of the HOVMSD's total flow volume.***ⁱⁱ The average daily influent load is approximately 5 million gallons. The plant is designed for a capacity of approximately nine million (9,000,000) gallons per day, so ***the existing HOVMSD plant has more than enough capacity to accommodate Combined Locks' foreseeable growth.***

The HOVMSD is a special purpose unit of government jointly created by the City of Kaukauna, Village of Kimberly, Village of Little Chute, and the Village of Combined Locks. The Darboy Sanitary District entered into an agreement to provide wastewater treatment with HOVMSD in 1980 and became a full member in 1995.

STORMWATER MANAGEMENT

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

Per the NR216 Stormwater requirements, the Village of Combined Locks is required to reduce storm water pollutants that discharge into the Fox River by an amount of 20 percent by 2008; and 40 percent by 2013.^{iv} ***The Village will meet the 20 percent requirement for lands within the community which lie in the Garners Creek Storm Water Utility (Map 6-1); but will need to construct a stormwater retention pond outside of the storm water utility jurisdiction in order to fully comply with the community-wide requirement of 20 percent and 40 percent reduction of pollutant loadings.***

CHAPTER 6: UTILITIES & COMMUNITY FACILITIES

An area for a retention pond was identified north of the Riverview Heights Subdivision and adjacent to the existing railroad tracks. However, due to environmental concerns, the WDNR did not authorize a permit to allow construction of the in-line pond. Nevertheless, the WDNR has authorized the use of federal stimulus monies for an alternative project, the Cortland Court Pond. Although the Cortland Court Pond will be built in the Village of Kimberly, the entire watershed, which includes Combined Locks, will receive credit toward meeting the requirements to reduce pollutant loadings. Existing retention ponds within the Village are shown on Map 6-1.

Garners Creek Storm Water Utility. *The Garners Creek Storm Water Utility is a public entity that was created by the towns of Harrison and Buchanan and the Village of Combined Locks.* The purpose of the Storm Water Utility is to reduce flooding, improve stream bank erosion and enhance water quality along Garners Creek and its tributary streams.^v The Garners Creek Watershed is approximately 9.2 square miles in size and contains 4.5 miles of stream (Map 6-1). Garners Creek flows in a northeasterly direction and ultimately discharges into the Fox River. Three detention ponds have been constructed by the utility; Heartland Pond, State Park Court Pond and Van's Road Pond.

Northeast Wisconsin Stormwater Consortium. *The Northeast Stormwater Consortium is a network of communities that equitably share resources to cost-effectively address stormwater issues and ultimately achieve behavior change, thereby improving watershed health.*^{vi} The Village of Combined Locks is a member of this consortium.

The Village of Combined Locks annually prepares and submits a report to the WDNR about storm water management activities that have been undertaken by the community. Copies of the report are available at the Village of Combined Locks municipal offices.

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 Combined Locks. ***Potable water in the Village of Combined Locks is provided through the Kimberly Water Utility.***

Three wells supply the water from the underlying Cambrian Sandstone Aquifer. The 2008 Annual Quality Water Report states that ***the Kimberly Water Utility pumped a total of nearly 444 million gallons in 2008.***

Demand for water has decreased over time, even though the Village has grown. Table 6-1 illustrates that ***while the total average number of customers has increased between 2005 (1,317) and 2008 (1,406); water sold has actual decreased by 16 percent (79.3 MGD to 66.7 MGD) during this time period.***

According to the 2005 and 2008 Annual Report, filed with the Public Service Commission, in 2005 one FTE employee was employed by the water utility. By 2008, 3 FTE employees were employed. ***The Village of Combined Locks does not have any storage capacity in the Village.***

CHAPTER 6: UTILITIES & COMMUNITY FACILITIES

Table 6-1. Combined Locks Water Utility

Metered Sales to General Customers	2005		2008		2005-2008	
	Average No.	Water Sold (1,000s Gallons)	Average No.	Water Sold (1,000s Gallons)	% Change Customers	% Change in Water Sold
Residential	1,297	58,288	1,386	53,195	6.9%	-8.7%
Commercial	15	1,068	15	1,036	0.0%	-3.0%
Industrial	5	19,990	5	12,450	0.0%	-37.7%
Total	1,317	79,346	1,406	66,681	6.8%	-16.0%

Source: Combined Locks Water Utility, Water, Electric, or Joint Utility Annual Report, 2005 and 2008.

SOLID WASTE & RECYCLING

The Village of Combined Locks provides municipal collection of all waste materials at curbside. Automated garbage pickup is provided on a weekly basis; all active households are provided with a 60-gallon trash cart. Waste which cannot be recycled is placed in the Outagamie County Landfill.

As required by Outagamie County, residents are mandated to participate in a recycling program. Combined Locks provides curbside pickup for selective types of glass, cans, plastics, and paper which are then taken to the materials recycling facility run by Outagamie County. Yard waste and waste oil may be dropped off at 400 Park Street. Hazardous materials can be disposed of through Outagamie County's "Clean Sweep" program, which provides pickup at a variety of locations throughout the year.

ENERGY SUPPLY, TRANSMISSION & GENERATION

Electricity

American Transmission Company (ATC) owns and maintains electrical transmission lines in the area. A 138 kV electric transmission line enters the Village from the south, travel north along Park Street to Skylark Drive. At Skylark Drive, it follows

the road before heading northeast to a substation located near State Street (Map 6-1).

Electrical demand, in Zone 4, is projected to grow at roughly 1.5 percent annually from 2010 through 2019. Comparing load (demand) with generation, the zone has more generation than load during peak periods and is therefore a net exporter of power.^{vii} ***According to ATC, heavily loaded and aging 138 and 69-kV facilities in the Fox River Valley have been identified. However, no updates are planned in the Combined Locks area for within the next 10 years.***

Wisconsin Electric Power Company (WE Energies) and Kaukauna Utilities provide electric power to the Village of Combined Locks (Map 6-1).^{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} Kaukauna Utilities is locally owned by the people and community it serves.^x Kaukauna Utilities is a member of WPPI Energy, a regional power company serving 51 customer owned electric utilities.

CHAPTER 6: UTILITIES & COMMUNITY FACILITIES

INSERT MAP 6-1

CHAPTER 6: UTILITIES & COMMUNITY FACILITIES

BACK OF MAP

CHAPTER 6: UTILITIES & COMMUNITY FACILITIES

Generation

Kaukauna Utilities provides electric service to a portion of the Village of Combined Locks. According to the utility, an upgrade to their lines is planned for next year between the Combined Locks Substation and the Kaukauna North Substation.^{xi} This will enhance reliability within the system. Kaukauna Utilities operates seven hydroelectric facilities along the Fox River. ***Two facilities, the Little Chute and the Combined Locks are located in the Village of Combined Locks.***

Little Chute Powerhouse. The Little Chute Powerhouse was constructed in 1948.^{xii} No major structural repairs have been needed since its construction. This facility utilizes head created by the Little Chute Dam which is maintained by the Corps of Engineers. ***The brick superstructure houses three turbine-generator sets which generate 3.3 MW^{xiii} of power.*** The Little Chute Powerhouse is located east of the Community Bridge (Map 6-1).

Combined Locks Powerhouse. The Combined Locks Dam was constructed in 1889.^{xiv} It was reconstructed in 1912 and the overflow spillway was re-faced in the 1940's. Updates to the spillway were done in 1991 and the tainter gates were replaced in 1998. Until the 1970's, the power was primarily used for paper mill operations. ***A new reinforced power house was constructed in 1987. It contains two turbines.***

Natural Gas

Natural gas distribution to the entire Village is overseen and managed by WE Energies, formerly Wisconsin Electric Gas Operations and Wisconsin Gas Company.

Telecommunications Facilities

Telephone

Primary "land-line" telephone service to the Village of Combined Locks is provided by AT&T, although service is also available from other providers including Sage Telecom, Inc. and Time Warner per the Public Service Commission.^{xv}

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.^{xvi} The federal government recognized this need with the passage of the Telecommunications Act of 1996.

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 and others.

ECWRPC and the Bay Lake Regional Planning Commission continue to work together to seek improvements in the overall the telecommunication infrastructure in Northeast Wisconsin and to foster economic development in Northeast Wisconsin, consistent with ideals with the "New Economy."^{xvii} The Village of Combined Locks could stand to benefit greatly from regional improvements in telecommunication infrastructure.

CHAPTER 6: UTILITIES & COMMUNITY FACILITIES

PARKS & RECREATION FACILITIES

To maintain Combined Locks' status as a desirable place to live, it is important to preserve existing and develop new recreational facilities. ***The Village regularly participates in planning for open space and recreation, most recently in 2007 with Combined Locks Open Space and Recreation Plan, 2007 thru 2011.***

The 2007 – 2011 Action Plan outlines year by year projects for the Village's community parks and multi-purpose trails.^{xviii} The Action program, its components, and priorities are meant to serve as a guide to local officials as they develop the Village's Park System. The following goals were identified in the 2007 - 2011 plan:

- Making improvements at Van Zeeland Park to facilitate greater use of that park facility.
- Enhancing handicap accessibility at all community parks; to include playground equipment and other park facilities.
- Making improvements to the Green Way Park property.
- Facilitating greater use of Memorial Park acreage.
- Adding or replacing park and playground apparatus and equipment as appropriate.
- Creating trail linkages to connect the CE Trail with Memorial Park, Lindberg Park, and eventually to Prospect Street – and eventually along existing railroad right-of-way to the City of Kaukauna.
- Creating trail linkage between Coonen Park and the CE Trail.
- Evaluating and Improving Park Infrastructure.
- Establishing park facility in Coonen Subdivision.
- Beautifying existing parks.

According to the National Recreation and Park Association (NRPA), local communities should provide a minimum of 10 acres of park and open space for every 1,000 residents. These standards suggest that the Village of Combined Locks' present need is 31 acres.^{xix} This figure is expected to increase to 35 acres by 2030, as the population of the Village increases to 3,459 people. ***The Village of Combined Locks currently has 93.36 acres of park and recreational land.^{xx} Based on these standards, the Village has an adequate amount of park and recreational acreage to meet these standards through the year 2030.***

Park and recreational facilities are shown on Map 6-1 and discussed below. In addition, portion of the CE Trail runs through the Village. A large internal trail network has also been established in Memorial Park.

Memorial Park, a 60.5 acre community park, is located in the central portion of the Village (south of Wallace Street and east of Park Street). This park underwent a complete transformation in 2004, when existing park structures and facilities were removed and new built in their place. This multi-use facility is the Village's primary site for active and passive leisure activities. Facilities include lighted baseball fields, lighted volleyball and basketball court, children play area, bathroom facilities and shelter area, soccer fields and lighted pathways. Additionally there are 40 acres of wooded property, ravine-lined property with hiking trails, ice skating area and sledding area.

CHAPTER 6: UTILITIES & COMMUNITY FACILITIES



Van Zeeland Park is located off of Darboy Road. This 5.7 acre multi-use facility includes soccer fields, child play area, a baseball field, open play area, bathroom and open-air shelter.

Lindberg Park is located east of Park Street at the end of Wallace Street (a portion abuts Memorial Park). This 16.28 acre park is the Village's oldest. It caters to small gatherings and family reunions. Facilities include a tennis court, a child play area, and bathroom and shelter facilities. The park also contains approximately 13 acres of wooded, ravine, and undeveloped property.

Blaese Park is located on the north side of Jean Street between Richard and Steven streets. This 0.77 acre neighborhood park provides a child play area and open-air shelter.

Green Way Park is located on the north side of Parkway Drive in the Green Way Village Subdivision. The park encompasses about 4.42 acres of land, some of which is hillside property. There is about 1.12 acres of flat area which includes a child play area and open-air shelter.

Coonen Park is located north of Coonen Drive in the Coonen Subdivision. This 6.15 acre park is currently undeveloped. However a concept plan includes a Tot Lot and playground areas, a lighted pathway, open

play space, a basketball court and bathroom facilities.

Heart of the Valley YMCA, located in the Village of Kimberly at 225 West Kennedy Avenue, was built in 2003. Currently, the site boasts a lifestyle center, pool, hot tube, gymnastics center, dance program, kid's corner (where parents can drop their kids off for up to 3-hours while they remain on site), fitness rooms, as well as pre-"K-12" and preschool programs.

CEMETERIES

The Village of Combined Locks has one existing cemetery, St. Paul Catholic Cemetery, which is shown on Map 6-1. St. Paul Cemetery is located on the east side of CTH HH, south of Union Cemetery (City of Kaukauna). The cemetery was established in 1923.^{xxi} St. Paul Cemetery Association is responsible for the operation and management of the cemetery. ***According to church staff, the cemetery is still active and space is available.***

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

HEALTH CARE FACILITIES

Although there are no hospitals within the Village, four hospitals are located within a 30 minute drive. The three General Medical-Surgical hospitals are St. Elizabeth Hospital in Appleton, Appleton Medical Center in Appleton, Theda Clark Medical Center in Neenah. Theda Clark also operates the Children's Hospital of Wisconsin-Fox Valley on its Neenah campus. Table 6-2 gives general information about the area hospitals.

CHAPTER 6: UTILITIES & COMMUNITY FACILITIES

Table 6-2. Area Hospitals, Level of Service

	St. Elizabeth Hospital	Appleton Medical Center	Theda Clark Medical Center	Childrens Hospital of WI - Fox Valley
Distance	8	6	17	17
Beds	191	156	163	38
General Med-Surg.				
Adult Med-Surg, Acute	1	1	1	5
Orthopedic	2	2	2	4
Rehab & Phy. Med.	2	3	1	4
Hospice	4	2	2	4
Acute Long-Term	4	3	3	5
Other Acute	5	5	5	5
Pediatric, Acute	2	1	4	1
Obstetrics	1	1	1	5
Psychiatric	1	3	1	5
Alcoholism/Chem. Dep.	2	1	3	5
ICU/CCU:				
Med.-Surg.	2	2	2	4
Cardiac	2	2	2	4
Pediatric	2	4	4	4
Burn Care	5	5	5	4
Mixed IC	1	1	1	5
Step-Down (Sp. Care)	1	2	1	2
Neonatal Int. Care	1	4	4	1
Other	5	5	5	5
Subacute	1	3	3	5
Other Inpatient	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)

<http://www.mapquest.com>

ELDERLY SERVICES

The Outagamie Health and Human Services Department provides assistance to elderly residents through its Aging and Disability Resource Center, Economic Support Unit, public health and volunteer services.

The Aging and Disability Resource Center provides information and assistance to residents of Outagamie, Winnebago and Calumet counties. This includes information about disability, long-term care related services, living arrangements, physical health, behavioral health, adult protective services, employment and training for persons with disabilities, transportation, supportive home care and maintenance, care giver support, nutrition, etc.

Currently, there are no nursing homes within the Village. 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 Village of Combined Locks 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. For more information see Chapter 4: Housing.

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 Village of Combined Locks. It tracks extensive data to determine the needs of families and educate employers of these families needs. Table 6-4 indicates CCRR's record of childcare facilities in Combined Locks. ***A total of one licensed, certified or regulated program is located within the Village of Combined Locks. This facility has a combined capacity of 26 children (Table 6-3).*** While there is only one facility in Combined Locks, There are a total of 10 programs in the Village of Kimberly for a combined capacity of 462 children.

Table 6-3. Childcare Facilities

Facility	V. Kimberly		V. Combined Locks	
	Programs	Capacity		
Group Center	3	350	0	0
Licensed Home	3	24	0	0
Certified Home	1	6	0	0
Provisional Home	1	6	0	0
Preschool	1	44	0	0
School-Age	1	32	1	26
Head Start	0	0	0	0
Total	10	462	1	26

Source: Child Care Resource & Referral, Inc. Family Resource Center of the Fox Cities.

CHAPTER 6: UTILITIES & COMMUNITY FACILITIES

According to the 2000 Census, 481 children 9 years old or younger lived in the Village of Kimberly and 392 children lived in the Village of Combined Locks; 374 (6.1% - Kimberly) and 189 (7.8% - Combined Locks) were 5 years or younger. In the future, the villages should work with private childcare providers to identify additional locations for these services.

PUBLIC SAFETY & EMERGENCY SERVICES

Police Service

The Combined Locks Police Department (CLPD) provides police protection to the Village.^{xxii} Combined Locks has had either an appointed or elected Village Marshall or Constable starting in 1920. In 1952 a full-time Police Department was established. The department operates out of the Combined Locks Civic Center at 405 Wallace Street and employs 5 full time officers. Equipment includes two marked patrol units and one all-terrain vehicle for patrolling the parks system. ***The current facility is meeting the needs of the department.***

Table 6-4, shows law enforcement and crime statistics for the Outagamie County Sheriff's Department, the State of Wisconsin, and the CLPD. 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 CLPD provided 1.8 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.

Correctional Facilities

The CLPD does not have jail space available at the Combined Locks Civic Center. Therefore the department utilizes the services of the Outagamie County Sheriff's Department. ***The Outagamie County Jail serves as the correctional facility for the County, and therefore the CLPD.*** 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 of 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

Table 6-4. Ratio of Law Enforcement Officers to Population and Crime Rates, 2005

	Jurisdictional Population	Total Full-Time Officers	Per 1,000 Population		
			Violent Crimes	Property Crimes	Total Crimes
Outagamie County	48,199	74	1.5	4.7	89.5
Combined Locks PD	2,762	5	1.8	2.9	5.1
State of Wisconsin	5,580,757	13,081	2.3	2.4	27.3
					29.7

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

CHAPTER 6: UTILITIES & COMMUNITY FACILITIES

that it would cost less to utilize the facilities of other counties,^{xxiii} 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.

The Village of Combined Locks Fire Department provides fire protection to the entire Village. The department was organized in 1923 and is staffed with 25 volunteer firefighters. Similar to other fire departments, Combined Locks is seeing lower volunteer response turnout for calls during the daytime on Mondays through Fridays. Between 2004 and 2008, the department averaged 15.8 calls per year (Table 6-5). ***Average response time is between 6 to 9 minutes.***

Table 6-5. Village of Combined Locks Fire Calls

2004	2005	2006	2007	2008	Ave. 2004-08
16	11	12	15	25	15.8

Source: Combined Locks Volunteer Fire Department, K. Carney, 10/12/09

Firefighting equipment includes two engines and one support vehicle. Equipment is replaced periodically and the department budgets for these replacements. The department has mutual aid agreements with Kimberly, Little Chute, Buchanan, Kaukauna and Grand Chute. Fire assistance is also available from the City of Appleton, if needed.

The Fire Department is housed in of the Combined Locks Civic Center which was constructed in 1976 and total renovated in 2005. ***The building is meeting the needs of the department.***

The Insurance Service Office (ISO) of Wisconsin, through the use of the Fire Suppression Rating Schedule evaluates the adequacy of fire protection with the state for municipal fire protection.^{xxiv} The schedule provides criteria to be used by insurance grading engineers in assessing the physical conditions of municipalities relative to fire hazards and rating municipalities' fire defenses. Ratings obtained under the schedule are widely used to establish base rates for fire insurance. While ISO does not presume to dictate the level of fire protection services that a municipality should provide, reports of evaluation results published by its Municipal Survey Office generally outline any serious deficiencies found through the evaluation. Over the years, these findings have come to be used as a guide to municipal officials planning improvements to local fire protection services.

The grading is obtained by ISO based upon its analysis of several components of fire protection, including fire department equipment, alarm systems, water supply systems, fire prevention programs, building construction, and the distance of potential hazard areas from the fire station. In rating a community, total deficiency points in the areas of evaluation are used to assign a numerical rating of 1 to 10, with a 1 representing the best protection and 10 representing an essentially unprotected community. ***The Combined Locks Fire Department has an ISO rating of 6.***^{xxv}

Emergency Services

Gold Cross Ambulance Service. The Combined Locks Police Department responds to medical calls as First Responders, Gold Cross is also dispatched. ***Gold Cross Ambulance Service, houses an ambulance and crew at the Kimberly Fire Station.*** An ambulance and crew is stationed at the Kimberly site 12 hours per day, five days per week. It is assumed that calls within the Village of Combined Locks

CHAPTER 6: UTILITIES & COMMUNITY FACILITIES

would be handled by the nearest ambulance and crew. This would most likely be the ambulance and crew that is stationed in Kimberly. 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 Village.

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 Village of Combined Locks, to prepare their citizens and staff for disasters through training exercises, reenactments, and planning.

LIBRARIES

Village of Combined Locks 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. *Residents in the Village of Combined Locks typically use either the Kimberly Branch of the Kimberly-Little Chute Public Library or the Appleton Public Library.* The Kimberly Branch, formally named the James J. Siebers Memorial Library is located in the Kimberly Municipal Building in Village of Kimberly. Table 6-6 provides relevant information for the Kimberly-Little Chute public libraries and the Appleton Public Library. In addition the library has 20 computer terminals available for public use. Twelve of these terminals have internet access.

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. *The Kimberly-Little public libraries tend to perform at less than basic to enhanced service level for materials owned and a less than basic to basic for hours open per week, FTE staff and material expenditures for both municipal and service populations.* The Appleton Public library, on the other hand, tends to perform at a moderate to excellent level for materials for all criteria for its municipal population. When the service population is considered, service levels fall to basic for volumes owned and FTE staff.

Table 6-6. Public Library Statistical Data

Kimberly-Little Chute Public						
		Library Level of Service Mun Service		Appleton Public Library Level of Service Mun Service		
Municipal Population	17,486			72,297		
Total Service Population	26,808			113,699		
Volumes Owned	104,034	Enhanced	Enhanced	302,744	Moderate	Basic
Periodical Titles	170	< Basic	Basic	572	Moderate	Moderate
Audio Material	4,678	Basic	Basic	25,972	Enhanced	Excellent
Video Material	6,555	Moderate	Moderate	26,718	Excellent	Excellent
Collection Size	115,437	Enhanced	Enhanced	356,006	Enhanced	Moderate
Hours Open/Week (Winter)	56	< Basic	< Basic	69	Moderate	Enhanced
FTE Staff	11.85	< Basic	Basic	55.11	Enhanced	Basic
Materials Expenditures	\$94,095	Basic	< Basic	\$555,514	Excellent	Excellent

Source: Wisconsin Public Library Service Data, 2008; Wisconsin Public Library Standards by Service Population, 2008

CHAPTER 6: UTILITIES & COMMUNITY FACILITIES

SCHOOLS

The quality of schools in Combined Locks plays a critical role in its ability to attract and retain families, and help build a stronger economy through an educated workforce. ***The Village of Combined Locks is serviced by both the Kimberly Area School District and the Kaukauna Area School District*** (Map 6-1).

Kimberly Area School District

The Kimberly Area School District (KASD) runs a total of seven schools, one, Janssen Elementary School is located in the Village of Combined Locks.^{xxvi} School facilities are open to the public while school is in session and from after school until 10 PM. Schools are also open (8 AM to 3 PM) to the public when school is not in session, this is mainly in the summer. The school district operates Senior Quest. Senior Quest is an opportunity for senior citizens to gather once per month for a birthday brunch, bingo and guest speakers.

According to School Facts 2008, Kimberly is one of the fastest growing districts in the state between 1999 and 2008.^{xxvii} ***Even though enrollment is increasing, it will not warrant additions to existing school facilities.*** Four schools within the Kimberly Area Public School District serve students residing in the Village of Combined Locks. These schools are described below:

Janssen Elementary School – 420 Wallace Street, Combined Locks. ***Janssen Elementary School, home of the Bulldogs serves students from 4 year Kindergarten through 4th grade.*** The building was built in 1960. It underwent expansions or changes in 1964, 1968 and 2000. The school has a capacity of 450 students. Enrollment for the 2009/10 school

year was 477. ***While the school is over capacity, no expansion is planned at this time, nor is there any growth areas left to develop within the service area of this school.***

Mapleview Intermediate School – 125 East Kimberly Avenue, Kimberly. ***Mapleview, home of the Bobcats, serves students in grade 5 and 6.*** Mapleview has a long history with the school district. Originally built in 1951, this school initially served as the district high school. Memorial Park, on the other side of Kimberly Avenue, housed the football field and track. Over the years, this facility has housed kindergarten through 12 grade students and adult education classes. In 1958, the school was expanded and remained basically unchanged until the older portions were razed in 2006. The Janssen, Westside and Sunrise elementary schools feed into Mapleview. Current enrollment is 327 students; with a capacity of 500.

JR Gerritts Middle School – 546 South John Street, Kimberly. ***JR Gerritts home of the Gators serves grades 7 and 8.*** JR Gerritts was originally built as a high school in 1962. Additions were made to the building in 1965, 1995 and 2000. The school has a current enrollment of 629 students and a capacity of 900.

Kimberly High School – W2662 Kennedy Avenue, Town of Buchanan. ***Kimberly High School, home of the Papermakers, serves students in grade 9 through 12.*** The school mascot, a paper wasp (nature's papermaker), was created by Jim Nirschl, a longtime Kimberly art teacher, coach and athletic director.^{xxviii} The high school was built in 2001 and expanded in 2006. A 750 seat auditorium receives widespread community use. Among other civic organizations, the Papermakers Theater Group holds two to three performances in the facility per year. The school has capacity for 1,500 students; current enrollment is 1,288.

CHAPTER 6: UTILITIES & COMMUNITY FACILITIES

CORE Charter School – W2662 Kennedy Avenue, Town of Buchanan. CORE or Caring Opportunities for Recovery Education was opened during the 2005/2006 school year. This school serves approximately 16 to 20 students per year who have significant behavioral and learning concerns.

Kimberly Area School District Offices – 217 East Kimberly Avenue, Kimberly. The district office building was originally built in 1932 to 1934 as a village hall for the Village of Kimberly. While serving as a village hall, the facility housed the library, clerk's office and police and fire departments. The facility is well maintained and the district strives to preserve the historic features of the building. In keeping with this concept, original lighting fixtures have been incorporated into the building.



Kaukauna Area School District

The Kaukauna Area School District (KASD) runs a total of seven schools; none are located in the Village of Combined Locks.

Five schools within the Kaukauna Area School District serve students residing in the Village of Combined Locks. These schools are described below:

Kaukauna High School – 1701 CTH CE, Kaukauna. *Kaukauna High School, home*

of the Galloping Ghosts, serves students in grade 9 through 12.

Riverview Intermediate School – 101 Oak Street, Kaukauna. *Riverview Intermediate School, home of the Eagles, serves students in grade 5 through grade 6.*

Riverview Middle School – 101 Oak Street, Kaukauna. *Riverview Middle School, home of the Eagles, serves students in grade 7 through 8.*

Electra Quinney Elementary School – 2601 Sullivan Avenue, Kaukauna. *Electra Quinney, home of the Cougars, serves student in grade 1 through 4.* Electra Quinney was a Native American woman who was the state's first female educator, and was the first person to teach in a free school in Wisconsin. She began teaching in a log school house in what is now Kaukauna in 1828. Electra Quinney School was dedicated in 1966 as a k-8 building. It was later converted to a middle school for students in grade 6-8. In 1999, the school was reconfigured to an elementary school (grade 3-5). In the summer of 2008, the district became home to grade 1 through 4. *Current enrollment is 645 students, capacity is available.* Outdoor facilities include a Frisbee Golf course, soccer fields and tennis courts.^{xxix}

Dr. H. B. Tanner Elementary School – 2500 Fieldcrest Drive, Kaukauna. *Tanner Elementary, home of the Timberwolves, serves students in early childhood through kindergarten.* Tanner Elementary is located next to Electra Quinney School. It was built in 1991 with *a current enrollment of 584 students. The school is nearing capacity.*^{xxx}

CHAPTER 6: UTILITIES & COMMUNITY FACILITIES

Private Schools

There are no private schools in the Village of Combined Locks.

Post Secondary Education

Fox Valley Technical College, serves a multi-county district, including the Village of Combined Locks, 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 Village of Combined Locks.* 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 VILLAGE FACILITIES

Civic Center – 505 Wallace Street, Combined Locks. *The Combined Locks Civic Center was constructed in 1976 and totally remodeled in 2005. The building serves as the administrative headquarters for the Village, housing clerk, administrator, recreation department, municipal court, village council chambers, assessor's office and the emergency services wing (police and fire).* The Community Room and Golden Agers rooms are available for rent to

community groups. *The facility is meeting the needs of the Village.*



Public Works Department – 300 Park Street. The building was built in 1921 and went through several additions during the years. *In 2009 a new facility was built to house the public works department.* The department maintains the village streets, sewer and water infrastructure and parks. It also provides snow plowing and garbage collection. The original building provides additional storage space. *The new facility is meeting the needs of the Village.*

U.S. Postal Office. The Combined Locks Post Office, located at 333 Wallace Street, serves as a vital role in providing mail service to the entire Village. *The facility, built in 1968, is meeting the needs of the United Postal Service.*^{xxxi}

KEY UTILITIES & COMMUNITY FACILITIES SUMMARY POINTS

Sanitary Sewer

- The Village of Combined Locks is located in the Heart of the Valley Sewer Service Area (HOVSSA).
- The Fox Cities SSA Plan indicates that, during its planning period (2005-2030), the growth needs of HOVSSA

CHAPTER 6: UTILITIES & COMMUNITY FACILITIES

should be met by recent upgrades to the wastewater treatment plant.

- Combined Locks contributes about 6 percent of the HOVMSD's total flow volume.
- The existing HOVMSD plant has more than enough capacity to accommodate Combined Locks' foreseeable growth.

Stormwater Management

- The Village will meet the 20 percent requirement for lands within the community which lie in the Garners Creek Storm Water Utility; but will need to construct a stormwater retention pond outside of the storm water utility jurisdiction in order to fully comply with the community-wide requirement of 20 percent and 40 percent reduction of pollutant loadings.
- The Garners Creek Storm Water Utility is a public entity that was created by the towns of Harrison and Buchanan and the Village of Combined Locks.
- The Northeast Stormwater Consortium is a network of communities that equitably share resources to cost-effectively address stormwater issues and ultimately achieve behavior change, thereby improving watershed health.

Water Supply

- Potable water in the Village of Combined Locks is provided through the Kimberly Water Utility.
- Three wells supply the water from the underlying Cambrian Sandstone Aquifer.
- The Kimberly Water Utility pumped a total of nearly 444 million gallons in 2008.

- While the total average number of customers (Combined Locks) has increased between 2005 (1,317) and 2008 (1,406); water sold has actual decreased by 16 percent (79.3 MGD to 66.7 MGD) during this time period.

- The Village of Combined Locks does not have any storage capacity in the Village.

Solid Waste

- The Village of Combined Locks provides municipal collection of all waste materials at curbside.

Energy Supply, Transmission and Generation

- American Transmission Company (ATC) owns and maintains electrical transmission lines in the area.
- According to ATC, heavily loaded and aging 138 and 69-kV facilities in the Fox River Valley have been identified. However, no updates are planned in the Combined Locks area for within the next 10 years.
- Wisconsin Electric Power Company (WE Energies) and Kaukauna Utilities provide electric power to the Village of Combined Locks.
- Two power generating facilities, the Little Chute and the Combined Locks are located in the Village of Combined Locks.
- The Little Chute brick superstructure houses three turbine-generator sets which generate 3.3 MW of power.
- A new reinforced Combined Locks Power House was constructed in 1987. It contains two turbines.

CHAPTER 6: UTILITIES & COMMUNITY FACILITIES

- Local natural gas distribution to the entire Village is provided by WE Energies.
- Primary “land-line” telephone service to the Village of Combined Locks is provided by AT&T.
- Due to the proliferation of internet service providers (ISP), area residents can choose from several national and local ISP’s.

Parks & Recreation

- The Village regularly participates in planning for open space and recreation, most recently in 2007 with Combined Locks Open Space and Recreation Plan, 2007 thru 2011.
- The Village of Combined Locks currently has 93.36 acres of park and recreational land. Based on these standards, the Village has an adequate amount of park and recreational acreage to meet these standards through the year 2030.

Cemeteries

- The Village of Combined Locks has one existing cemetery, St. Paul Catholic Cemetery.
- According to church staff, the cemetery is still active and space is available.

Healthcare Facilities, Elderly & Child Care

- Although there are no hospitals within the Village, four hospitals are located within a 30 minute drive.
- Currently, there are no nursing homes within the Village.
- 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 one licensed, certified or regulated program is located within the Village of Combined Locks. This facility has a combined capacity of 26 children.

Public Safety and Emergency Services

- The Combined Locks Police Department (CLPD) provides police protection to the Village.
- The current facility is meeting the needs of the department.
- As of 2005, CLPD provided 1.8 officers per 1,000 persons, which is below the state average.
- The CLPD does not have jail space available at the Combined Locks Civic Center.
- The Outagamie County Jail serves as the correctional facility for the County, and therefore the CLPD.
- In 2003, the Outagamie County Jail was 82 percent of capacity, just over the “overcrowded” threshold.
- The Village of Combined Locks Fire Department provides fire protection to the entire Village.
- Average fire response time is between 6 to 9 minutes.
- The building is meeting the needs of the fire department.
- The Combined Locks Fire Department has an ISO rating of 6.

CHAPTER 6: UTILITIES & COMMUNITY FACILITIES

- Gold Cross Ambulance Service, houses an ambulance and crew at the Kimberly Fire Station.
- *The Outagamie County Emergency Management Office is charged with coordinating response and recovery in the event of natural or technological disasters, county-wide.*
- Even though enrollment is increasing, it is not increasing rapidly enough to warrant additions to existing school facilities.
- Janssen Elementary School, home of the Bulldogs serves students from 4 year Kindergarten through 4th grade. While the school is over capacity, no expansion is planned at this time, nor is there any growth areas left to develop within the service area of this school.

Libraries

- Village of Combined Locks residents are served by the OWLSnet system (Outagamie, Waupaca Library System), where they can access any of the 52 libraries in the consortium.
- Residents in the Village of Combined Locks typically use either the Kimberly Branch of the Kimberly-Little Chute Public Library or the Appleton Public Library.
- The Kimberly-Little Chute public libraries tend to perform at less than basic to enhanced service level for materials owned and a less than basic to basic for hours open per week, FTE staff and material expenditures for both municipal and service populations.
- Mapleview School, home of the Bobcats, serves students in grade 5 and 6.
- JR Gerritts School, home of the Gators, serves grades 7 and 8.
- Kimberly High School, home of the Papermakers, serves students in grade 9 through 12.
- The Kaukauna Area School District (KASD) runs a total of seven schools; none are located in the Village of Combined Locks.

Schools

- The Village of Combined Locks is serviced by both the Kimberly Area School District and the Kaukauna Area School District.
- The Kaukauna High School, home of the Galloping Ghosts, serves students in grade 9 through 12.
- Riverview Intermediate School, home of the Eagles, serves students in grade 5 through grade 6.
- The Kimberly Area School District (KASD) runs a total of seven schools, one, Janssen Elementary School is located in the Village of Combined Locks.
- Riverview Middle School, home of the Eagles, serves students in grade 7 through 8.
- According to School Facts 2008, Kimberly is one of the fastest growing districts in the state between 1999 and 2008.
- Electra Quinney, home of the Cougars, serves student in grade 1 through 4. Current enrollment is 645 students, capacity is available.
- Tanner Elementary, home of the Timberwolves, serves students in early

CHAPTER 6: UTILITIES & COMMUNITY FACILITIES

childhood through kindergarten. Current enrollment of 584 students. The school is nearing capacity.

- There are no private schools in the Village of Combined Locks.
- The University of Wisconsin system operates three campuses within a 30 minutes drive of the Village of Kimberly.

Other Municipal Facilities

- The Combined Locks Civic Center was constructed in 1976 and totally remodeled in 2005.
- The building serves as the administrative headquarters for the Village, housing clerk, administrator, recreation department, municipal court, village council chambers, assessor's office and the emergency services wing (police and fire). The facility is meeting the needs of the Village.
- In 2009 a new facility was built to house the public works department. The facility is meeting the needs of the Village.
- The Combined Locks Post Office is meeting the needs of the community.

GOALS, STRATEGIES & RECOMMENDATIONS

Goal CF-1: Maintain public services and utilities as needed during the planning period.

Strategy CF-1.1: Maintain the current level of services to residents and businesses within the community at maximum efficiency.

Recommendation CF-1.1.1: Monitor sewer infrastructure maintenance and replacement costs and budget appropriately for improvements so as moderate the need for rate increases.

Recommendation CF-1.1.2: Encourage more efficient use of existing sewer/water system infrastructure by increasing the overall density of development where capacity exists.

Recommendation CF-1.1.3: Maintain existing parks and provide improvements as indicated in the Village's 2007 Open Space & Recreation Plan.

Goal CF-2: Expand services and facilities as needed during the planning period.

Strategy CF-2.1: The Village should plan for the eventual expansion of municipal facilities and services as new growth occurs during the planning period.

Recommendation CF-2.1.1: Additional full-time police officers should be considered as growth warrants over the life of the plan.

Recommendation CF-2.1.2: Major firefighting equipment should be replaced, and added to, as necessary over the life of the plan.

Recommendation CF-2.1.3: Additional staffing should be considered in the Public Works Department based on needs and demands resulting from

CHAPTER 6: UTILITIES & COMMUNITY FACILITIES

new growth and development during the planning period.

Strategy CF-2.2: The village should continue to plan for and manage stormwater per mandatory state and federal use requirements.

Recommendation CF-2.2.1:
The Village should continue to implement recommendations contained in its 2006 Stormwater Management Plan.

Recommendation CF-2.2.2:
The Village should attempt to integrate limited public use easements into its drainage and/or utility easements.

Recommendation CF-2.2.3:
Utility and drainage easements should be officially mapped on and adjacent to the channel way of existing ravines.

Goal CF-3: Encourage more sustainable methods of providing infrastructure and services within the Village (See Chapter 2 for additional recommendations on sustainability).

Strategy CF-3.1: The Village should seek to secure a significant amount of its energy from sustainable sources by the end of the planning period.

Recommendation CF-3.1.1:
The Village should incorporate provisions for solar, small wind, geothermal, and other alternative energy provisions into its zoning and subdivision ordinances.

Recommendation CF 3.1.2:
Actively promote energy efficiency and conservation

practices throughout the village.

Goal CF-4: Seek efficiencies through participation in regional services.

Strategy CF-4.1: Coordinate with neighboring jurisdictions where possible on the provision of joint/regional services and infrastructure.

Recommendation CF-4.1.1:
Work with the HOVMSD and ECWRPC to continually monitor the Village's needs for wastewater treatment through its regional system.

Recommendation CF-4.1.2:
Begin working with the East Central Wisconsin Regional Planning Commission and others to evaluate the need/ability to interconnect municipal water systems so as to limit the effects of individual aquifer pumping.

Recommendation CF-4.1.3:
The Village should continue its policy of underwriting costs associated with oversized or extra deep utility lines.

Strategy CF-4.2: Support the long-term development and expansion of regional wireless high-speed broadband data services to existing and future development areas.

Recommendation CF-4.2.1:
Monitor, participate, and support the implementation and expansion of the INFOCIS College Ave. Corridor Wireless project.

CHAPTER 6: UTILITIES & COMMUNITY FACILITIES

POLICIES AND PROGRAMS

Policies and programs related to the Utilities and Community Facilities Element can be found in Appendix C.

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- xxx Tanner Elementary School, phone contact. 12/7/09.
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CHAPTER 7: AGRICULTURAL, CULTURAL, & NATURAL RESOURCES

CHAPTER 7: AGRICULTURAL, CULTURAL, & NATURAL RESOURCES

INTRODUCTION

Agricultural, natural, and cultural resources give definition to a community and strongly affect quality of life. The Village of Combined Locks offers a combination of these resources that is unique to communities in the region. The Village's natural features along the Fox River corridor have a significant bearing on historic and contemporary land use and development patterns. A small amount of the Village'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 Village's future land use.

Community input gathered at the Village's Community-wide Meetings indicated that cultural and natural resources are important to Village residents. Community members indicated that maintaining and protecting natural areas or park areas and both surface and groundwater resources were issues/concerns facing the community.

Wisconsin's "Smart Growth" Legislation requires the agriculture, natural, and cultural resources element to consist of goals, strategies and recommendations that promote effective management of the Village's natural, cultural, and agricultural resources. The following sections of this chapter will address these requirements.

AGRICULTURAL, NATURAL, & CULTURAL RESOURCES VISION STATEMENT

The Village of Combined Locks is a maturing urban community which has preserved significant natural areas and recreational resources in Memorial and Lindberg community Parks. Sustainable best practices are followed to protect the community's natural cultural and recreational resources. Combined Locks has been progressive in protecting its surface and groundwater resources and effectively managing stormwater drainage. The Village has taken measures to reduce surface and groundwater, air, light, and sound pollution to create a safe and pleasant environment for residents.

INVENTORY & ANALYSIS

Creating an inventory of existing agricultural, natural, and cultural resources is critical in providing the Village of Combined Locks with information to base future decisions on. The goals and strategies for this element were shaped with these resources, and the constraints and opportunities they provide, kept in mind. The following sections provide an inventory of these resources.

CHAPTER 7: AGRICULTURAL, CULTURAL, & NATURAL RESOURCES

AGRICULTURAL RESOURCES INVENTORY

Agricultural resources once played an important part in the Village's local economy, culture, and landscape. However, over time, Farmland has been developed for residential uses. Farming is still an important economic land use in the neighboring Towns to the south. Farming has changed greatly with increased mechanization, improved seeds and fertilizing techniques, and a trend towards larger farms.

Agricultural Land Cover/ Farm and Farmland Loss

The Village does not have designated farmland within the Village limits. 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.

The Village's agricultural needs can and have been outsourced to other parts of the county, state, country, and world. Food security and safety issues have become more prevalent, and are 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 Village may want to consider as a means to guarantee a safe, readily available local food supply.

NATURAL RESOURCES INVENTORY

Natural resources act as the foundation upon which communities are formed. Identifying key natural resources in the Village of Combined Locks and learning how to utilize, conserve, and/or preserve them may

determine the future environmental health of the Village. This section addresses land, water, wildlife, mineral, and recreational resources in the Village of Combined Locks, and aims to establish a baseline which the Village can use to measure changes and help them to make future decisions that may impact these resources.

LAND RESOURCES

Soils

Soils support the physical base for development and agriculture within the Village. 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. ***There is primarily one soil association, or grouping of individual soil types based on geographic proximity and other characteristics, present within the Village of Combined Locks.***

- The **Winneconne-Manawa Soil Association** encompasses the entire Village. 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.

CHAPTER 7: AGRICULTURAL, CULTURAL, & NATURAL RESOURCES

INSERT MAP 7-1

CHAPTER 7: AGRICULTURAL, CULTURAL, & NATURAL RESOURCES

BACK OF MAP

CHAPTER 7: AGRICULTURAL, CULTURAL, & NATURAL RESOURCES

Steep Slopes. Map 7-1 indicates areas that have slopes greater than 12 percent. Approximately 24.0 percent (285.76 acres) of the Village's total acreage falls in this category (see Table 7-1). Steep slopes are generally found along the Fox River and Garners Creek corridors.

Table 7-1. Steep Slopes

	Acres	Percent
Greater than 12% (Steep Slopes)	286	24.0%
Less than 12%, No Rating & Water	905	76.0%
Total Village Acres	1,191	100.0%

Source: Outagamie County, ECWRPC, 2009

Geology, Topography, & Scenic Resources

The structure of the Village's bedrock and historic glacial events are largely responsible for the Village's landscape. Elevations in the Village range from about 700 feet above sea level to approximately 730 feet above sea level

The bedrock geology of the Village is made up of three distinct formations that divide the Village. These bedrock formations are:

- The **Prairie du Chien Group** is comprised of dolomite with some sandstone and shale.
- The **St. Peter Formation** is comprised of sandstone with some limestone shale and conglomerate, and is found in a narrow band that horizontally crosses Outagamie County 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.

Metallic and Non-Metallic Mining Resources

The geologic and glacial history of the Village of Combined Locks is directly associated with the types of materials local open pits were able to extract. ***There are no active non-metallic mining sites located in the Village of Combined Locks.***

Woodlands

Woodlands covered much of Outagamie County before settlement. At one time, the Village was primarily covered with deciduous hardwood forest. The Fox Valley's reliance on the paper industry attests to the region's forested history. ***Today, the Village's woodland areas are primarily associated with Village Park areas. Woodlands cover a total of about 15 percent of the Village's total area (172.9 acres).*** Table 7-2 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.

Table 7-2. Woodlands

	Acres	Percent
General Woodlands	173	14.5%
Planted Woodlots & Silviculture	0	0.0%
Total Woodlands	173	14.5%
Total Town Acreage	1,191	100.0%

Source: ECWRPC, 2003

CHAPTER 7: AGRICULTURAL, CULTURAL, & NATURAL RESOURCES

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. ***There are no lakes located in the Village of Combined Locks however the WDNR does list the Fox River Lake Chute Lock Channel and the Cedars Lock Channel on its lake list. There are also a few existing unnamed ponds which are primarily manmade stormwater detention ponds.***

Rivers and Streams

Two named waterways are located in the Village of Combined Locks, along with a series of unnamed streams (see Map 7-1). The WDNR lists the following waterways:

- **Garners Creek** is a poor water quality, five mile stream flowing through the Village to the Fox River. During rain events the stream flow increases and recedes very fast, with virtually non existent flows during the summer months. The Garners Creek Storm Water Utility is a public entity made up of the Village of Combined Locks, Town of Buchanan and the Town of Harrison. The Utility's efforts will reduce flooding, improve stream bank erosion and enhance water quality within Garners Creek, its tributaries, and ultimately the Lower Fox River.
- The **Fox River** originates at the outlet of Lake Winnebago and flows northeast for 39 miles where it empties into the Bay of Green Bay. The Lower Fox River is characterized by hard water and turbid

conditions. Historically, the Lower Fox River was a very significant waterway. For centuries, Native Americans occupied the banks of the Fox River. In the 1600's and 1700's European pioneers utilized the Fox River for fur trading and as a route of exploration. Later in the 1800's the Fox River was instrumental in contributing to the industrialization and rapid settlement of the region triggered by a booming timber and the related industry.

The river has 12 dams and includes the highest concentration of pulp and paper mills in the world. During the 1950s and 1960s, these mills routinely used PCBs in their operations which ultimately contaminated the river's sediment. Due to this, the Lower Fox River is the largest source of PCBs deposited in Lake Michigan. The Lower Fox River is the site of a current major cleanup project being managed by the US Environmental Protection Agency (EPA). The Lower Fox River project involves the cleanup of sediment (mud) contaminated with PCBs, as well as the restoration of the natural resources damaged by these contaminants. A number of federal, state and tribal agencies have joined efforts to address this important issue through regulatory avenues including the EPA Superfund, the Natural Resource Damage Assessment Act, and state spill authorities.

Watersheds and Drainage

The Village of Combined Locks is located entirely within the Plum and Kankapot Creeks Sub-watershed which is part of the Lower Fox River Basin. The Lower Fox River Basin flows into the bay of Green Bay which contributes to the greater Lake Michigan Drainage Basin.

CHAPTER 7: AGRICULTURAL, CULTURAL, & NATURAL RESOURCES

The **Plum and Kankapot Creeks Sub-watershed** (25,200 acres) drains the Village to the northeast to the Lower Fox River which flows north to Green Bay. The Lower Fox Basin Integrated Management Plan/ indicates that the Plum and Kankapot Sub-watershed is ranked high for streams requiring attention. This rating is primarily due to problems with low dissolved oxygen, high nutrient levels and sediment levels which can be attributed to nonpoint source pollution originating 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.

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.

Table 7-3 shows the acres and percent of floodplains in the Village. ***Approximately 7 percent of the Village's acres are located within floodplains.*** As can be seen in Map 7-1, the Village's floodplains are associated with areas along the Fox River and the Garners Creek corridors.

Table 7-3. Floodplain

	Acres	Percent
Floodplains	77	6.5%
Total Village Acres	1,191	100.0%

Source: WisDNR, 2006

Outagamie County has adopted a shoreland-floodplain-wetland zoning ordinance which applies to Towns only and requires certain land use controls in 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.

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, 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 7-1 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." ***Approximately 3 percent of the Village***

CHAPTER 7: AGRICULTURAL, CULTURAL, & NATURAL RESOURCES

(39.5 acres) is classified as wetlands. (See Table 7-4).

Table 7-4. Wetlands

Wetlands 5 Acres and Greater	40	3.3%
Wetlands Less than 5 Acres	0	0.0%
Total Village Acres	1,191	100.0%

Source: WisDNR, 2006

Groundwater

Safe, clean, and reliable groundwater plays a crucial role in maintaining the current quality of life and economic growth of the Village of Combined Locks. Precipitation in the form of rain and snow is the source of nearly all the Village'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. ***The Village of Combined Locks receives its potable water from the Village of Kimberly Water Utility which pumped 471 million gallons of groundwater in 2008.***

The conservation of area groundwater supplies is of importance to the Village as the regional system is under significant pressure due to overall growth and water usage in the Fox Valley metropolitan area. 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 and may be a way to ensure that the

Village's and the Fox River Valley's groundwater supply is protected.

▪ **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. 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. ***Arsenic levels were recorded at 2.0 ppb which is far below the EPA's 10 ppb standard according to the Village of Kimberly Water Utility's 2007 water testing results.***

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 Village quarter section. The residents of the Village of Combined Locks are served by a public water supply, and the village is **not** included on the DNR's Arsenic Advisory Area Map.

WILDLIFE RESOURCES

Wildlife Habitat

Numerous habitat types within the Village have the potential to support varied and abundant wildlife and fish communities. These habitats consist of streams, small

CHAPTER 7: AGRICULTURAL, CULTURAL, & NATURAL RESOURCES

ponds, rivers, woods, and wetlands. The largest areas of undeveloped lands are associated with the Village's parks. Much of the remaining wildlife is threatened by the negative effects of development.

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's Natural Heritage Inventory (NHI) maintains an online database which provides statewide inventory of known locations and conditions of rare and endangered species, by Township and Range. ***Currently, the NHI monitors the following four species within the Village of Combined Locks (T21N & R18E):***

- ***The Bald Eagle*** – special Concern/Protected;
- ***Showy Lady's-slipper*** (plant) - Special Concern;
- ***American Gromwell*** (plant) – Special Concern; and
- ***Marbleseed*** (plant) – Special Concern.

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.

PARKS, OPEN SPACE, & RECREATIONAL RESOURCES

WDNR and Public Lands

The Wisconsin Department of Natural Resources (WDNR) does not own or manage lands within the Village of Combined Locks, but does own and manage various lands throughout Outagamie County.

CHAPTER 7: AGRICULTURAL, CULTURAL, & NATURAL RESOURCES

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, there are four operating facilities listed. For a more detailed look at each facility visit the WDNR website at <http://sotw.dnr.state.wi.us/sotw/SetUpBasicSearchForm.doc>.

These waste disposal sites are indicated on Map 7-1. 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. Highway noise can also be a factor impacting environmental quality.

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 the Fox Cities. 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.

CHAPTER 7: AGRICULTURAL, CULTURAL, & NATURAL RESOURCES

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, there are no properties within the Village of Combined Locks listed on the National Register.***

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 (AHI) reveals a total of 21 sites listed for the Village of Combined Locks.

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>).

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 Village of Combined Locks, contact DHP at (608) 264-6500.

CHAPTER 7: AGRICULTURAL, CULTURAL, & NATURAL RESOURCES

Trails

The Village of Combined Locks is fortunate to have the "CE" Trail run along its southern border. The Village also provides wooded walking trails through the Village's Parks.

Community Character and Design

The Village of Combined Locks has implemented several programs that have added to its character and design. *Since 1993, the Village has been recognized as a "Tree City USA" by the National Arbor Day Foundation.*

During the first Joint Kimberly & Combined Locks SWOT Analysis and Visioning session several issues relating to community character and design came to the surface. *Community members valued the wooded character of the Village's, natural areas, parks, trails, and the urban forestry/street trees and the historically significant features of the Village.* These characteristics should be considered when new development or redevelopment is being proposed. Preserving these features is critical to ensure that these valued characteristics of Combined Locks are left intact.

Key Agricultural, Cultural, & Natural Resources Summary Points

- Agriculture is virtually non-existent in the Village of Combined locks as the community is nearly all developed with other uses.
- There is primarily one soil association, or grouping of individual

soil types based on geographic proximity and other characteristics, present within the Village of Combined Locks: Winneconne-Manawa Soil Association.

- The bedrock geology of the Village is made up of three distinct formations: Prairie du Chien Group, St. Peter Formation, and Sinipee Group.
- There are no active non-metallic mining sites located in the Village of Combined Locks.
- Today, the Village's woodland areas are primarily associated with Village Park areas. Woodland covers a total of about 15 percent (172.9 acres) of the Village's total area.
- There are no lakes located in the Village of Combined Locks; however the WDNR does list the Fox River Lake Chute Lock Channel and the Cedars Lock Channel on its lake list. There are also a few existing unnamed ponds which are primarily manmade stormwater detention ponds.
- The Village of Combined Locks is located entirely within the Plum and Kankapot Creeks Sub-watershed which is part of the Lower Fox River basin.
- Approximately 7 percent of the Village's acres are located within floodplains.
- Approximately 3 percent of the Village (39.5 acres) is classified as wetlands.
- The Village of Combined Locks receives its potable water from the Village of Kimberly Water Utility which

CHAPTER 7: AGRICULTURAL, CULTURAL, & NATURAL RESOURCES

pumped 471 million gallons of groundwater in 2008.

- Arsenic levels were reported at 2.0 ppb which is far below the EPA's 10 ppb standard according to Village of Kimberly Water Utility's 2007 water testing results.
- Currently, the NHI monitors the following four species within the Village of Combined Locks: the Bald Eagle; Showy Lady's-slipper; American Gromwell; and the Marbleseed.
- At the present, there are no properties within the Village of Combined Locks listed on the National Register.
- A search of the DHP's online Architecture and History Inventory (AHI) reveals a total of 21 sites listed for the Village of Combined Locks.
- The Village of Combined Locks is fortunate to have the "CE" Trail run along its southern border.
- Since 1993, the Village has been recognized as a "Tree City USA" by the National Arbor Day Foundation.
- Community members value the wooded character of the Village's natural areas, parks, trails, and the historically significant features of the Village.

GOALS, STRATEGIES & RECOMMENDATIONS

Goal NR-1: Help to maintain the economic viability of the area's agricultural community.

Strategy NR-1.1: Consider ways that the village can help to support the agricultural community in the surrounding area.

Recommendation NR-1.1.1: *Adopt and use policies which encourage and accommodate development with the urban area where public utilities and services are available. This will serve to take the development pressures off of prime agricultural soils in the surrounding agricultural area.*

Recommendation NR-1.1.2: *Solicit the expansion and/or creation of new complementary industrial and commercial agribusinesses and support local farm product processing and marketing initiatives.*

Recommendation NR-1.1.3: *Organize a local farmer's market and accommodate the sale of locally grown seasonal produce.*

Recommendation NR-1.1.4: *Encourage local restaurants to buy, use and promote local products in their meals.*

Recommendation NR-1.1.5: *Encourage local stores to market and sell products that are produced locally.*

Goal NR-2: Preserve the community's important cultural resources and ethnic heritage.

Strategy NR-2.1: Ensure that the community's valuable heritage is protected and appreciated.

CHAPTER 7: AGRICULTURAL, CULTURAL, & NATURAL RESOURCES

Recommendation NR-2.1.1:
Work with interested citizens and property owners to develop a greater appreciation for Combined Locks architecturally and culturally significant historic sites.

Recommendation NR-2.1.2:
Support community organizations and events which celebrate the community's cultural and ethnic heritage.

Recommendation NR-2.1.3:
Develop and utilize existing local expertise on historic preservation issues.

Strategy NR-2.2: Consistent with smart growth principles, consider opportunities for historic preservation in all future planning, zoning, and development decisions.

Recommendation NR-2.2.1:
The Village of Combined Locks should include cultural resources and historic preservation in any sub-area land use or transportation plans that it may undertake in the future.

Recommendation NR-2.2.2:
Provide educational materials related to the benefits available to properties enrolled on the National Register

Recommendation NR-2.2.3:
Work with owners of historic properties to seek available grants and other favorable funding sources.

Strategy NR-2.3: Incorporate the Village's resources and plans along the Fox River corridor into the broader Fox-Wisconsin Heritage Parkway initiative.

Recommendation NR-2.3.1:
Actively participate in the planning and implementation process for the Fox-Wisconsin Heritage Parkway plan update being worked on by the ECWRPC.

Goal NR-3: Preserve the quality and quantity of the area's natural groundwater supplies.

Strategy NR-3.1: To protect the source of the community's public water supply and ensure that adequate amounts of safe drinking water are available to all Kimberly residents.

Recommendation NR-3.1.1:
Protect existing and future municipal wellhead locations from land uses that could potentially contaminate the groundwater.

Recommendation NR-3.1.2:
Work with the Water Utility to initiate efforts for the conservation of water by residents, businesses and governmental entities.

Recommendation NR-3.1.3:
Work towards the increased use of stormwater management controls which facilitate groundwater infiltration (i.e. rain gardens, bioswales, etc.)

CHAPTER 7: AGRICULTURAL, CULTURAL, & NATURAL RESOURCES

Goal NR-4: Maintain and improve the water quality of surface waters including the Fox River.

Strategy NR-4.1: To reduce non-point nutrient runoff and other pollutants into the Fox River.

Recommendation NR-4.1.1:
Control storm water runoff from construction activities and impervious surfaces.

Recommendation NR-4.1.2:
Maintain a vegetative buffer along the Fox River banks shoreline and along natural and artificial storm water detention/retention ponds and wetlands.

Recommendation NR-4.1.3:
Minimize nutrient contributions from public and private sources. (public facilities, parks and private lawns) through the reduction of fertilizer applications.

Goal NR-5: Protect key natural features and resources such as natural woodlands, ravines, and the riverfront.

Strategy NR-5.1: To protect the visual integrity of important scenic features and/or vistas.

Recommendation NR-5.1.1:
When reconstructing streets make every attempt to save existing street trees.

Recommendation NR-5.1.2:
On the public portions of the riverfront, maintain the wooded tree cover to protect

the visual character of the waterfront.

Recommendation NR-5.1.3:
Consider adopting a 'dark skies' ordinance which regulates new or modified exterior lighting fixtures and schemes to reduce reflected light.

Strategy NR-5.2: All areas identified to be environmentally sensitive (such as ravines and wetlands) should continue to be protected from the encroachment of future development.

Recommendation NR-5.2.1:
Consistent with past practices, an assessment of environmentally sensitive areas should be included in the review of all preliminary and final plats.

Recommendation NR-5.2.2:
Recent policy of field marking disturbance limits for building sites and recording of this information on the plats should be mandatory.

Strategy NR-5.3: To maintain quality natural woodlands for residents to enjoy.

Recommendation NR-5.3.1:
Encourage residents to work with the UWEX and DNR to educate landowners on available incentives and technical assistance programs for protecting remaining natural woodlands.

CHAPTER 7: AGRICULTURAL, CULTURAL, & NATURAL RESOURCES

Strategy NR-5.4: To protect the banks of the Fox River from erosion and the water quality from pollutants.

Recommendation NR-5.4.1:
Where appropriate, assist private landowners in the management of soil and bank erosion along the shores of the Fox River.

Strategy NR-5.5: To guard against the spread of invasive species.

Recommendation NR-5.5.1:
Aggressively manage invasive species on publicly owned properties.

Recommendation NR-5.5.2: *Develop programs to educate and inform Village residents and business of the impacts of invasive species and how they can control them on their own properties.*

POLICIES AND PROGRAMS

Policies and programs related to the Agricultural, Cultural and Natural Resources Element can be found in Appendix C.

CHAPTER 8: LAND USE

CHAPTER 8: LAND USE

INTRODUCTION

Land use will directly influence all elements presented in the previous chapters. The choices for housing type and location, transportation alternatives, employment locations decisions, 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 goals, strategies and recommendations to guide the future development of, and redevelopment of all property, public and private, in the Village of Combined Locks. 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.

INVENTORY & ANALYSIS

The following section provides a thorough analysis of land use trends and projections for the Village of Combined Locks. The inventory and analysis of land use information created the basis upon which the Comprehensive Plan Steering Committee developed two land use plans, and upon which the community determined a preferred future short and long term land use map (Map 8-2 and 8-3).

EXISTING LAND USE

A detailed inventory of land uses was conducted for the Village of Combined Locks in 2002. In early 2008, updates to the original inventory were completed as part of the region-wide land use update required for the Fox Cities MPO Long Range Transportation/Land Use Plan. A final update was made utilizing 2008 aerial photography and committee input. Land use information was compiled into general land use categories and is presented in Table 8-1 and Map 8-1. 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 – 2030 VISION STATEMENT

In 2030, The Village of Combined Locks is an attractive place to live and work due to the influence of good policies and responsible leadership. The village has well maintained residential neighborhoods which are attractive, safe and close to good schools. A public/private partnership on the development of a high end business park has resulted in providing quality jobs and a stable tax base. The progressive redevelopment of outmoded land use parcels to higher value new development has allowed the tax base to grow while minimizing investment in new infrastructure. The Village is open to new development concepts that encourage sustainability practices and has incorporated these principles into all land use decisions. Residents of Combined locks have convenient shopping within an easy driving distance. Recreational opportunities are readily available in the village's parks and on the pedestrian/bicycle trail systems. The village has been able to capitalize on new recreational opportunities along the village's extensive riverfront. In addition to autos and bicycles, residents can now commute to the other Fox Cities communities utilizing the commuter rail transit line.

CHAPTER 8: LAND USE

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. Industrial uses include construction; manufacturing which includes warehousing associated with factory or mill operations; and other industrial facilities (truck facilities). Mining and quarry sites are separated from other industrial uses.

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 towers). It also includes facilities associated

CHAPTER 8: LAND USE

INSERT MAP 8-1: EXISTING LAND USE

CHAPTER 8: LAND USE

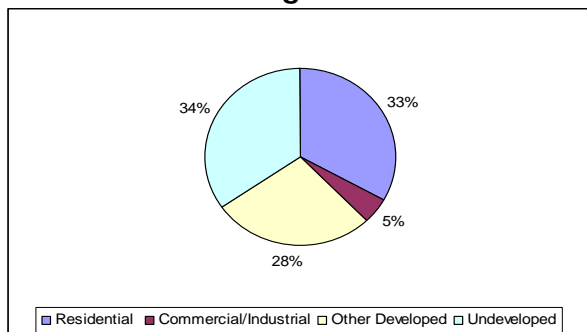
BACK OF MAP

CHAPTER 8: LAND USE

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.

Figure 8-1. Generalized Distribution of Existing Land Uses 2009



Source ECWRPC, 2009

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.

Current Land Use Inventory & Map

Developed land has been altered from its natural state to accommodate human 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.

CHAPTER 8: LAND USE

Table 8-1. Village of Combined Locks Land Use Summary, 2008

Land Use	Total Acres	Percent of Developed	
		Land	Percent of Total
Single Family Residential	388.5	49.9%	32.6%
Farmsteads	0.0	0.0%	0.0%
Multi-Family Residential	4.3	0.6%	0.4%
Mobile Home Parks	0.0	0.0%	0.0%
Commercial	19.1	2.5%	1.6%
Industrial	38.5	4.9%	3.2%
Recreational Facilities*	54.0	6.9%	4.5%
Institutional Facilities	47.6	6.1%	4.0%
Utilities/Communications	38.3	4.9%	3.2%
Airport	0.0	0.0%	0.0%
Transportation	188.1	24.2%	15.8%
Total Developed	778.4	100.0%	65.4%
Non-irrigated Cropland	0.0		0.0%
Irrigated Cropland	0.0		0.0%
Silviculture	0.0		0.0%
Planted Woodlots	0.0		0.0%
General Woodlots	172.9		14.5%
Quarries	0.0		0.0%
Other Open Land	109.9		9.2%
Water Features	129.7		10.9%
Total Acres	1,190.9		100.0%

Source: East Central Wisconsin Regional Planning Commission, 2008. *

Does not match Comm. Facil. # due to categorization.

The Village of Combined Locks contains 1190.9 acres. ***Approximately one third (33%) of the total land of the Village is in residential use*** (Figure 8-1). Single family housing is the single most prevalent developed use accounting for 32.6 % of the Village land use (388.5 acres), with Multi-family at .4%, (4.31 acres). ***Another third (34%) is undeveloped (primarily woodlands, water features and other open land)***. Approximately another 28% of the Village's land is developed in uses other than residential. The most prevalent of these developed uses include recreational and institutional facilities, and utility and communications uses. The remaining 5% is divided between industrial uses (3.2%) and

commercial uses (1.6%). (See Table 8-1) Among other developed uses, Transportation accounts for (24.2%) and recreational facilities (6.9%), institutional facilities (6.1%), and utilities/communications (4.9%).

Land Use Trends

In the post war years of the 1950's and 60's the Village of Combined Locks experienced significant residential growth. With the exception of the Fairway street area on the village's east side little development occurred in the 1970's and 80's. Beginning in the early 1990's growth picked up again in the eastern and southeastern portions of the community.

CHAPTER 8: LAND USE

The most recent growth in the Village of Combined Locks expanded the village's boundaries across CTH CE through annexations on the southeastern corner of the community which provided space for new residential lots and included a proposed high end business park development.

Land use distribution in the Village of Combined Locks has changed over time, though not dramatically in the past decade. From the end of 1998 to the completion of 2008, 448 new residential units were added to the village. These were all single family and duplex residential with the exception of 24 multi-family units constructed in 2007. Commercial and industrial land uses have remained relatively stable in numbers and locations. Agricultural uses in the Village have declined significantly from the 1992 acreage figures, and today, the agricultural influence in the village is insignificant. In 2008, the village is approaching full development with the majority of "other undeveloped land" being in recreational and parklands use. Table 8-2 illustrates land uses changes from 1980 to 2008. **Today, single**

family residential homes still account for the greatest amount of acreage in the Village (388.5 ac.), with the next largest land use categories being transportation (streets & roadways with 188.1 ac.); natural woodlands (172.9); water features (129.7 ac.); and other open land (109.9 ac.) Over time, the natural woodlands and other open land categories have decreased, due to the development & growth of residential, commercial, industrial, and roadways needed to serve these uses.

It is important to understand the limitations of the data presented in Table 8-2. Between 1980 and 2006, the technology used to create the land use inventories has changed immensely (e.g. from manual interpretation in the 1970's and 1980's to computerized GIS interpretation in 2008), and definitions of land use classes have changed slightly as well. In an effort to overcome this, Table 8-2 combined more detailed land use classifications into fewer more basic ones. Nevertheless, the information is still useful in its ability to show general land use trends.

Table 8-2. Village of Combined Locks Land Use Trends, 1980-2008

Land Use	1980	1992	2008	1980-1992	1992-2008
Agriculture	54	59	0	8.9%	-100.0%
Residential	222	210	393	-5.4%	87.1%
Commercial	22	10	19	-55.8%	100.5%
Industrial	31	84	38	168.7%	-54.3%
Util/Communic/Transp.	2	110	226	6005.6%	105.6%
Public Facilities	3	30	48	782.4%	58.5%
Recreation/Vacant/ Other Land	294	281	337	-4.4%	19.9%
Water Features	111	111	130	--	17.4%
Total*	628	894	1,191	--	--

Source: East Central Wisconsin Regional Planning Commission, 1980, 1992, 2008

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

CHAPTER 8: LAND USE

LAND MARKET & DEVELOPMENT

Development Trends

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

Building permit records for the village show that 448 Residential Permits were issued between 1999 and 2008. This means that an average of 45 permits were issued per year for the construction of new residential structures within the Village of Combined Locks. Figure 4-1 in Chapter 4: Housing, illustrates residential building permit trends from 1999 to 2008.

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 8-3 illustrates the number of lots created by platted subdivisions between 1999 and 2009. ***Overall, a total of 371 new lots were created between 1999 and 2009. This means, on average, approximately 37 new lots were created annually in the Village of Combined Locks.*** This varies substantially from year to year and is a function of the market demand and interest costs. 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.

Table 8-3. Lots Created in the Village of Combined Locks, 1999-2008

Year	Lots Created by Subdivision	Subdivision Name	Total New Lots Created
1999	0		0
2000	102	Hidden Ridges	102
2001	0		0
2002	10	Serenity Ridge	10
2003	145	Coonen's Subdivision	145
2004	16	Hideaway Ridges	16
2005	87	1st Addition to Coonen's Sub.	87
2006	11	Lock's Business Park	11
2007	0		0
2008	0		0
2009*	0		0
Total	371		371

*Source: Village of Combined Locks records, Administration, Through June 30, 2009**

CHAPTER 8: LAND USE

Table 8-4. Village of Combined Locks Equalized Values (Land Only)

Year	Equalized Land	Increase	Land Value	Increase
2002	\$34,201,000	--	\$1,788,330,800	--
2003	\$36,757,300	7.5%	\$1,911,752,900	6.9%
2004	\$41,803,900	13.7%	\$2,014,269,100	5.4%
2005	\$45,736,300	9.4%	\$2,158,908,000	7.2%
2006	\$51,811,900	13.3%	\$2,312,241,500	7.1%
2007	\$54,093,900	4.4%	\$2,543,277,900	10.0%
2008	\$55,271,500	2.2%	\$2,641,113,900	3.8%

Source: Wisconsin Department of Revenue, 2002-2008; Statement of Equalized Values

Table 8-5. 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
Vill. Of Combined Locks	1.5	738	484.9	912	599.2
Vill. Of Kimberly	1.9	2,069	1,099.4	2,591	1,376.8

Source: US Census SF3, 1990 & 2000

Market Trends

Equalized value is the best proxy for determining land market trends at the village level of analysis. Table 8-4 shows the equalized value of all classes of land in the Village of Combined Locks and Outagamie County. Overall, both the Village and County have experienced progressively greater increases in land value between 2003 and 2008. ***From 2004 to 2006, the Village land values increased at a considerably greater rate than the County, indicating that land in the village, which is limited in supply, is appreciating more rapidly than in the county.*** There is a healthier demand for land in the village, than is found in the county in general. The only notable exception to this 4 year trend occurred in 2007 and 2008 when the reverse was the case. The closure of the NewPage Mill in the adjoining Village of Kimberly in 2008 could

partially account for some of this change because some Combined Locks residents were employed at the closed NewPage mill.

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 Village of Combined Locks, neighboring communities, and Outagamie County (see Table 8-5). As the population of the area has grown, so has residential density. This could partly be attributed to the recent trend towards more affordable (ie: smaller) lot residential development in the Village. ***Overall, the Village of Combined Locks' total number of housing units and residential density has increased by***

CHAPTER 8: LAND USE

23.6 percent. The Village of Combined Locks' rate of increase in density was slightly lower than neighboring Kimberly (at 25%) but still higher than that of the County (20.6%). The number of units/square mile in Combined Locks (599 units/sq. mi.) is considerably less than half of the density of Kimberly (1,376 units/sq. mi.).

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 Village of Combined Locks. 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 2008, single-family land use intensity is estimated at 3.0 units per acre, while multi-family land use intensity is estimated at 10.2 units per acre. (See Table 8-6).

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 a public sanitary sewer system is available, as is the case in the Village of Combined Locks. 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 Village of Combined Locks, with the exception of a few farmhouses, has very little housing developed during this period.

Table 8-6. Land Use Intensity, 2008*

MCD	Single-Family		
	Units	Acres	Units/Acre
Combined Locks	1,156	388	3.0
MCD	Multi-Family		
	Units	Acres	Units/Acre
Combined Locks	44	4	10.2

Source: U.S. Census 2000 SF3 plus bldg. permits through 200

* 2008 land use acreages were used because it is the best data available to compare to 2008 unit totals.

FUTURE LAND USE

Future Land Use Map

The "Short Term" & "Long Term" maps illustrate the preferred land use plans, as developed by the Plan Commission, with input from Combined Locks residents and Village officials. These two plans reflect the community's vision for the next 20 years, but are intended to be revisited and updated at 5 year intervals as conditions change.

In brief, the Short Term plan (Map 8-2) is predicated on the assumption that the existing mill industry will remain and expand on its' present location; a high end business park will be developed along CTH Highway CE on the southeast side of the community; and improvements will be made to the CE & HH intersection, and other street, sidewalk and pedestrian bicycle trails as noted on the plan.

The Long Term plan (Map 8-3) is similar except that it considers additional possibilities that could conceivably occur in the future. Unexpected changes in the present use of the riverfront could open up the potential for new riverfront redevelopment opportunities. It also considers the prospect of the existing rail corridor doubling as a commuter rail transit line.

CHAPTER 8: LAND USE

INSERT MAP 8-2: SHORT TERM PLAN

CHAPTER 8: LAND USE

BACK OF MAP

CHAPTER 8: LAND USE

INSERT MAP 8-3: LONG TERM PLAN

CHAPTER 8: LAND USE

BACK OF MAP

CHAPTER 8: LAND USE

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.ⁱ The projections for the Village of Combined Locks can be seen in Table 8-7.

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 are 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. Migration is not a big factor in Combined Locks because it is relatively stable.

The actual rate of growth and amount of future growth communities will 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 Village of Combined Locks is situated on the eastern edge of the Highway 41/441 ring road that serves the Fox Cities. ***As a result of this ideal location, the village has convenient access to employment opportunities anywhere in the Fox Cities, as well as convenient shopping and recreational facilities nearby. These same locational advantages also mean that as an establish community which is nearly all built out and surrounded by other communities, much of the growth in the tax base of Combined Locks will come from redevelopment of existing uses to higher value uses.***

This plan seeks to describe how the Village can maximize the potential of its existing land and public infrastructure in both the short term and long term with a thoughtful land use plan and good policy recommendations.

Table 8-7. Village of Combined Locks Land Use Projections, in Acres

	2005	2010	2015	2020	2025	2030
S.F. Residential	N/A	12.8	25.5	38.5	51.3	64.1
M.F. Residential	N/A	1.0	0.0	0.0	0.0	0.0
Commercial & Indus.	N/A	4.9	9.8	14.8	19.7	24.6
Agricultural	N/A	N/A	N/A	N/A	N/A	N/A

Source: ECWRPC 2008

**Acreage consumptions were taken from Agricultural, Planted & General Woodlots & Open Other Land on a pro-rated basis (based on 2008 share of acreage)*

CHAPTER 8: LAND USE

EXISTING ZONING

The Village has adopted a zoning ordinance and map to regulate the use of land within the Village. This map is updated regularly to reflect changes in zoning and will be reviewed against the adopted comprehensive plan for possible changes. The existing zoning is shown in Map 8-4.

KEY LAND USE SUMMARY POINTS

- The northern edge of the Village of Combined Locks has considerable frontage on the Fox River, and also a centrally located park which is located in a series of interconnected ravines. These are very desirable natural assets that give the community its own wonderfully unique character. Businesses and residents in Combined Locks also have the advantage of convenient access to the Outagamie County Regional Airport which is less than a 20 minute drive away.*
- Approximately one third (33%) of the total land of the Village is in Residential use.*
- Another third (34%) is undeveloped (primarily woodlands, water features and other open land).*
- Today, single family residential homes still account for the greatest amount of acreage in the Village (388.5 ac.),*
- About two-thirds (65%) of the Village's land is developed.*
- Building permit records for the village show that 448 Residential Permits were issued between 1999 and 2008. This means that an average of 45 permits were issued per year for the construction of new residential structures within the Village of Combined Locks.*
- Overall, a total of 371 new lots were created between 1999 and 2009. This means, on average, approximately 37 new lots were created annually in the Village of Combined Locks.*
- From 2004 to 2006, the Village land values increased at a considerably greater rate than the County, indicating that land in the village, which is limited in supply, is appreciating more rapidly than in the county.*
- Overall, the Village of Combined Locks total number of housing units and residential density has increased by 23.6 percent.*
- In 2008, single-family land use intensity is estimated at 3.0 units per acre, while multi-family land use intensity is estimated at 10.2 units per acre.*
- The actual rate of growth and amount of future growth communities will experience can be influenced by local policies which can slow or increase the rate of growth.*
- As a result of this ideal location, the village has convenient access to employment opportunities anywhere in the Fox Cities, as well as convenient shopping and recreational facilities nearby.*
- These same locational advantages also mean that as an established community which is nearly all built*

CHAPTER 8: LAND USE

out and surrounded by other communities, much of the growth in the tax base of Combined Locks will come from redevelopment of existing uses to higher value uses.

GOALS, STRATEGIES & RECOMMENDATIONS

Goal LU-1: Manage overall community growth and development consistent with principles of smart growth.

Strategy LU-1.1: Recognize the potential for continued growth and an expansion of the commercial /industrial/residential tax base by growing up, not out, and by replacing less valuable properties with higher value redevelopment uses.

Recommendation LU-1.1.1:
Identify areas which could accommodate an increased intensity in land use over the life of the plan.

Strategy LU-1.2: Encourage annexation of adjacent properties only as services are required to develop.

Recommendation LU-1.2.1:
As per the boundary agreement with The Town of Buchanan, a parcel of land lying east of the creek adjacent to the looped extension of Coonen Drive and Roland Street could be annexed to the Village of Combined Locks.

Recommendation LU-1.2.2:
Utilize the adopted NR-121 based 20-year Sewer Service Area plan, and the capacity of the Heart of the Valley physical plant to review and evaluate

future potential annexations to the village.

Goal LU-2: Maintain existing residential neighborhoods as attractive places to live.

Strategy LU-2.1: To prevent neighborhood deterioration and/or property value loss by using a combination of code enforcement and a proactive neighborhood support initiatives.

Recommendation LU-2.1.1:
Ensure that zoning, subdivision and official map ordinances are reviewed and updated to reflect recommendations and strategies listed in the Comprehensive Plan.

Recommendation LU-2.1.2:
Ensure an effective coordinated system of development review procedures among Village departments and officials.

Recommendation LU-2.1.3:
Maintain The building code referencing the outdoor storage of vehicles, equipment, and other hazardous or unsightly materials in residential areas should be enforced in select instances.

Goal LU-3: Site new residential development in appropriate areas of the community.

Strategy LU-3.1: Identify areas for new single-family residential development.

Recommendation LU-3.1.1:
Identify large parcels with a single home located on them which have the physical

CHAPTER 8: LAND USE

potential for greater intensity of use, if the ownership would change hands.

Strategy LU-3.2: Multi-family housing should take a low priority in the village.

Recommendation LU-3.2.1:
Limit the amount of lands zoned for multi-family uses.

Goal LU-4: Accommodate new and expanded commercial and industrial development in a well planned manner which respects surrounding land uses.

Strategy LU-4.1: Encourage the development of a high end business park at the southwest corner of the CTH CE and CTH HH intersection where public utilities, good visibility and convenient access are available (See Chapter 3 Economic Development for more specific recommendations).

Strategy LU-4.2: The village should generally discourage new commercial development north of CTH CE.

Recommendation LU-4.2.1:
Limit the amount of lands zoned for commercial uses north of CTH CE.

Recommendation LU-4.2.2:
The village should not encourage the conversion of residential uses to commercial use within its present corporate limits.

Goal LU-5: As opportunities arise, encourage conversion or redevelopment of an existing outmoded land use to a more viable use which has greater value, and is more compatible with the surrounding land uses.

Strategy LU-5.1: Encourage urban in-fill and redevelopment opportunities for areas where the land use is evolving and urban services are already in place.

Recommendation LU-5.1.1:
Monitor needs and opportunities for municipal involvement in identified redevelopment areas

Strategy LU-5.2: Implement design standards for infill commercial and industrial development to protect property values and encourage quality design in the community.

Recommendation LU-5.2.1:
Review, update and amend as appropriate current ordinance provisions pertaining to building design, landscaping, signage, and lighting for commercial and industrial properties.

Strategy LU-5.3: Promote the re-use of contaminated properties (brownfields) where possible.

Recommendation LU-5.3.1:
Work with the East Central Wisconsin Regional Planning Commission, WDNR, and EPA on the development of a regional brownfields planning/funding program.

Goal LU-6: Maximize the potential benefits of having waterfront access to the Fox River.

Strategy LU-6.1: To maximize the benefits of having waterfront access by replacing existing land uses which have outlived their usefulness, with new developments that utilize the waterfront as an asset.

CHAPTER 8: LAND USE

Recommendation LU-6.1.1:

Consider options for improved public access for any new development or redevelopment proposal which abuts the Fox River.

Strategy LU-6.2: The Village should work closely with Appleton Coated to sustain the viability of its facility, and in the future plan for redevelopment of the riverfront property as a valuable community asset.

Recommendation LU-6.2.1:

The Berghuis farmstead which Appleton Coated uses as a guest farmhouse should be kept in a related use.

Recommendation LU-6.2.2:

The landfill should be suitably screened from public view to avoid land use conflicts, and the recreational potential of the property should be considered as decisions are made for planning the community's future (in the next 20-30 years).

Recommendation LU-6.2.3: *Consider options for converting the existing semi-truck parking area to a higher and better use.*

POLICIES AND PROGRAMS

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

CHAPTER 8: LAND USE

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CHAPTER 8: LAND USE

INSERT MAP 8-4 – EXISTING ZONING

CHAPTER 8: LAND USE

BACK OF MAP

CHAPTER 9: INTERGOVERNMENTAL COOPERATION

CHAPTER 9: INTERGOVERNMENTAL COOPERATION

INTRODUCTION

INVENTORY AND ANALYSIS

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 Village of Combined Locks is a community which has built strong working relationships with neighboring municipalities, districts, and government bodies. The Village 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 Village has explored joint services and regional service opportunities in an effort to create a win-win situation for all involved.

GOVERNMENTAL UNITS & RELATIONSHIPS TO THE VILLAGE OF COMBINED LOCKS

Adjacent Communities

The Village of Combined Locks shares its borders with the Village of Kimberly, City of Kaukauna, Town of Buchanan, and Village of Little Chute in Outagamie County. The borders between the Village of Combined Locks and the Town of Buchanan are fixed through an intermunicipal boundary agreement which limits the ability of the Village to annex properties.

School Districts

The area is served by two different public school districts: the Kimberly School District covers the vast majority of the Village, while the Kaukauna School District covers the southwest corner of the Village (see Map 6-1). The Kimberly District currently maintains only one school facilities within the Village, while the Kaukauna District has none. The Village of Combined Locks and the two school districts should continue to establish methods of communication and explore ways in which they can work together. 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 Village is also served by the Fox Valley Technical College (FVTC). The FVTC main campus is located in the Town of Grand Chute, approximately 5 miles west of the Village of Combined Locks.

CHAPTER 9: INTERGOVERNMENTAL COOPERATION

Special Districts & Systems

Garner's Creek Stormwater Utility. This regional (watershed-based) utility was created in 1998 and serves a majority of the Village of Combined Locks. The Village has representation on the Utility District Board and therefore has a direct avenue to communicate recommendations within this plan that may impact the Utility's operation.

Heart of the Valley Metropolitan Sewerage Commission. This regional entity governs the use and maintenance of the regional sewerage collection and treatment facility, of which the Village's system discharges to. The Village has a representative on the HOVMSD Board of Commissioners which makes short and long-term decisions affecting the regional system. Communication on local land use and future growth issues is a must with this entity as it can affect aspects related to plant operation, capacity, and financing.

OWLSnet Library System. As the Village does not maintain its own library, residents can utilize any library within the OWLSnet system; typically, residents use the Kimberly or Little Chute public libraries, however; they also have access to any of the 52 libraries in the consortium. Continued communication with these libraries, and OWLSnet, regarding desired service levels will help ensure adequate library service for the Village.

County

The Village of Combined Locks is located in Outagamie County. The Village presently has its own zoning ordinance under which decisions are not subject to the review and approval of Outagamie County. However, the Village and County must interact and cooperate regarding special zoning (e.g. including shoreland-wetland, floodplain areas) and matters pertaining to County highways which run through, or are adjacent to the

Village. The Village works with the various county departments to coordinate road construction and maintenance; solid waste and recycling efforts, and other social services. The Village 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 Village of Combined Locks, is a member of the 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, economic development, transportation, community facilities (including SSA planning responsibilities), land use, contract planning, and others. ECWRPC has worked with the Village of Combined Locks on several projects over the years including the preparation of local open space plans, transportation plans, sewer service area planning, and the current comprehensive plan. The Village should maintain communication with East Central and contact them as the need arises to assist in dealing with land use and transportation issues.

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, urban forestry and other programs.

CHAPTER 9: INTERGOVERNMENTAL COOPERATION

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 is not an important economic industry within the Village, many of the programs DATCP offers will not apply to the Village or local residents. Information and programs regarding ‘urban agriculture’ may however be beneficial for the Village and they should work with DATCP as needed on these opportunities.

Wisconsin Department of Transportation (WisDOT). WisDOT deals with issues related to all transportation uses in the planning area. WisDOT evaluates existing transportation infrastructure for bicycle and pedestrian trails as well as assists in planning efforts for future trails. The Village of Combined Locks should continue to collaborate with WisDOT to address current and future transportation issues within the Community as well as with future opportunities for “Park & Ride” lots.

INTERGOVERNMENTAL COOPERATION PLANNING EFFORTS

The Village of Combined Locks 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 Village’s Comprehensive Plan, and pertinent county and regional plans and studies.

After the draft plan was completed and published for public review, the Village of Combined Locks ensured that all adjacent and overlapping governmental jurisdictions were notified as required by State Statute. The purpose of this notification was to inform the entities of the draft plan’s contents and ensure that they were aware of opportunities to publicly comment on the plan. A summary of comments received from these jurisdictions can be found in Appendix A.

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 Village of Combined Locks has a cooperative boundary agreement with the neighboring Town of Buchanan.

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

CHAPTER 9: INTERGOVERNMENTAL COOPERATION

area must have a subdivision ordinance in place in order to exercise 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 has not established extraterritorial zoning into the Town of Buchanan.

GOALS, STRATEGIES & RECOMMENDATIONS

Goal INT-1: Plan, coordinate and monitor urban development activities with potentially affected agencies and entities.

Strategy INT-1.1: Ensure that short and long-term development plans are shared with other governmental entities.

Recommendation INT-1.1.1: *Work with and coordinate sewer service area planning, transportation planning, economic development activities, and other development matters as appropriate with the East Central Wisconsin Regional Planning Commission.*

Recommendation INT-1.1.2: *Ensure that future planning and development activities are*

shared and coordinated with the Heart of the Valley Metropolitan Sewerage District (HOVMSD), the Garner's Creek Stormwater Utility, Valley Transit, Outagamie County and neighboring communities.

Recommendation INT-1.1.3: *The Village should coordinate an annual 'intergovernmental cooperation' meeting with neighboring and overlapping jurisdictions so as to review progress on plan implementation and identify current and upcoming land use and transportation issues.*

Strategy INT-1.2: *Seek to straighten out the Village's municipal boundaries over time in a manner which increases its efficiency for providing services.*

Recommendation INT-1.2.1: *Continue to work cooperatively with adjoining governmental jurisdictions when considering an annexation of adjoining lands.*

POLICIES AND PROGRAMS

Policies and programs related to the Intergovernmental Element can be found in Appendix C.

REFERENCES:

- i Wisconsin State Statutes s.66.0307.
- ii Wisconsin State Statutes s.236.10.
- iii Wisconsin State Statutes s.62.23.

CHAPTER 10: IMPLEMENTATION

CHAPTER 10: PLAN 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 Village of Combined Locks, 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 Village of Combined Locks as their best and most consistent tool in ensuring it provides for the type of community desired by their residents. The Village 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.

ROLE OF THE PLAN

All land controls governing the Village of Combined Locks must be consistent with the adopted Comprehensive Plan. The Village's Plan Commission is responsible for ensuring that this plan is used as a guide to update and/or replace ordinances and regulations to reflect the goals of the plan. In reviewing any petitions for development, the proposal should be reviewed against the plan's recommendations identified goals, strategies, recommendations, visions, and proposed land use patterns (map). If the Plan Commission determines inconsistencies with the plan, then consideration for a plan amendment(s) must be made to reflect any change in policy.

RESPONSIBILITY

Village Board

Village Board members will have to make complex land use decisions based upon the Comprehensive Plan, the goals of the applicant, technical advice from Village 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 to assure that they provide the support and resources to ensure the plan remains viable.

Plan Commission

The powers and duties of plan commissions have been established by Wisconsin Statutes. The Village of Combined Locks Plan Commission is the primary entity responsible for implementing and updating this Comprehensive Plan.

CHAPTER 10: PLAN IMPLEMENTATION

As such, the Plan Commission must promote good planning practices within the Village. Commission members should be knowledgeable about the contents, visions, goals, strategies and recommendations of the Comprehensive Plan. Moreover, the Plan 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 Plan Commission is responsible for periodic amendments to the Comprehensive Plan so that regulations and ordinances are in compliance with plan. Likewise, the Plan 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 (Maps 8-2 and 8-3). 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, Village, 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 Village should also be aware of other planning documents and their relevance to the Village'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 Bicycle Transportation Plan 2020
- Connections 2030 (WisDOT statewide transportation plan)

Regional Plans:

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

County Plans:

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

Local Plans:

- Village of Kimberly Comprehensive Plan.

CHAPTER 10: PLAN IMPLEMENTATION

- Village of Little Chute Comprehensive Plan.
- City of Kaukauna Comprehensive Plan
- Town of Buchanan Comprehensive Plan

MONITORING PLAN PROGRESS

It is the Plan 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 Village Board. Additionally, the Plan 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 Plan Commission's responsibility to monitor progress, others may also check progress, including community members, Village staff, zoning administrators, planners and citizen groups.

In order to assist the Plan 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 Village Board/Village Administrator);
- Development of an annual 'work plan' for the Plan Commission;
- Placing the comprehensive plan as an item on every Plan Commission meeting agenda so that either the public and/or Plan 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 Village 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 Plan 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. The comprehensive plan is a dynamic document.

ADOPTION OF THE PLAN & AMENDMENTS

The first "major" update of the plan, by law should be completed by 2019. 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 Village 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 plan

CHAPTER 10: PLAN IMPLEMENTATION

Table 10-1. 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

update process, but should include public participation. A recommended review timeline is presented in Table 10-1.

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 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 re-

commended 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 Plan Commission.

CHAPTER 10: PLAN IMPLEMENTATION

- The public library that serves the area in which the local government unit is located.
- Others identified in the adopted public participation procedures.

The Village Board and Plan Commission may spend time reviewing, revising and requesting revisions to the recommended plan. The Village 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 Village 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 Village Board must approve the ordinance. Finally, the adopted plan and the ordinance must be re-distributed to the list of entities 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 Village may wish to modify existing or establish new ordinances which regulate new development.

Zoning

The Plan Commission and Village 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 Maps 8-2 and 8-3).

- Compare intended future land uses with existing zoning. Amend current zoning to reflect the intended future uses for all areas within the Village. The current zoning map is shown on Map 8-4.
- Encourage local citizens and elected officials to actively participate in ongoing Village meetings regarding all zoning and planning issues.
- Cooperate with Outagamie County as necessary to amend existing ordinances and develop new ordinances which are reflective of the goals, strategies and recommendations of all elements in the Village’s Comprehensive Plan.

Official Map

The Village of Combined Locks 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 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

CHAPTER 10: PLAN IMPLEMENTATION

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 bypass for a major state highway can also be delineated..

Subdivision Ordinance

Wisconsin State Statutes and the Village of Combined Locks Subdivision Ordinance 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 Village of Combined Locks 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.

GOALS, STRATEGIES & RECOMMENDATIONS

Goal IMP-1: Consider the Year 2030 Comprehensive Plan to be flexible in nature so as to reflect changes in current conditions and community values.

Strategy IMP-1.1: Periodically review aspects of the Comprehensive Plan for applicability and necessary changes (if any).

Recommendation IMP-1.1.1: *Evaluate/review progress of plan implementation, major growth targets and changes in market conditions on an annual basis.*

Recommendation IMP-1.1.2: *Future, more detailed 'neighborhood-level' plans, if developed, should be considered for adoption as a formal amendment to the Comprehensive Plan.*

Recommendation IMP-1.1.3: *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 in the near future.*

Recommendation IMP-1.1.4: *Every 10 years, conduct a comprehensive update of the Comprehensive Plan policy and background elements as necessary.*

CHAPTER 10: PLAN IMPLEMENTATION

Strategy IMP-1.2: Develop formalized procedures for the amendment of the Comprehensive Plan (text and map)

Recommendation IMP-1.2.1: *The Village 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.*

Recommendation IMP-1.2.2: *The Village 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 IMP-1.3: The Village Plan Commission should work toward establishing high standards and expectations for development within the Village.

Recommendation IMP-1.3.1: *The Village should support a minimum level of continuing education for its Plan Commission members so as to keep current with planning issues and solutions.*

Recommendation IMP-1.3.2: *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).*

Strategy IMP-1.4: Support and promote the development of a transparent and participatory process which involves the residents of the Village of Combined Locks.

Recommendation IMP-1.4.1: *The Village should ensure that opportunities for public engagement in development and planning issues are provided through the adoption of formal public participation standards and methods.*

Strategy IMP-1.5: Respect legitimate property rights issues and arguments during the implementation of the Comprehensive Plan's vision(s).

Recommendation IMP-1.5.1: *During their development, evaluate new regulations for their potential impact on private property rights, seeking legal opinions where necessary.*

Recommendation IMP-1.5.2: *Identify opportunities for the creation of incentives or payments which may be used to offset real or perceived impacts on property rights, where appropriate.*

CHAPTER 10: PLAN IMPLEMENTATION

IMPLEMENTATION SCHEDULE

The goals established in the implementation schedule (Table 10-2) should be applied over the planning period which begins in 2010 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 Plan 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 Plan Commission and Village Board to assure that they are feasible expectations.

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

POLICIES AND PROGRAMS

Policies and programs related to the Intergovernmental Element can be found in Appendix C.

Abbreviations

CGP:	Community Gardens Partnership
DATCP:	Department of Agriculture, Trade & Consumer Protection
ECWRPC:	East Central Wisconsin Regional Plan Commission
FCEDP:	Fox Cities Economic Development Partnership
HOVMSD:	Heart of the Valley Metropolitan Sewerage Commission
INFOCIS:	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
UWEX:	University of Wisconsin-Extension
WDNR:	Wisconsin Department of Natural Resources
WisDOT:	Wisconsin Department of Transportation
WHS:	State of Wisconsin Historical Society

CHAPTER 10: PLAN IMPLEMENTATION

Table 10-2: Comprehensive Plan Implementation Summary

ISSUES & OPPORTUNITIES

Related Strategy	Plan Recommendation	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
Goal S-1: Incorporate principles of sustainability into <u>all</u> future land use changes and land use policy decisions.					
S-1.1	Recommendation S-1.1.1: The Village should consider the development and adoption of a formal resolution to become an 'eco-municipality' and/or a resolution similar to the U.S. Mayor's Climate Protection Agreement. Appendix B contains samples of such resolutions.	Adopt resolution	Village Board	Plan Commission	2010
	Recommendation S-1.1.2: The Village should consider creating a 'community footprint' analysis to improve knowledge about land use practices and sustainability.	Conduct analysis	Plan Commission	Sustainability Committee	2011
	Recommendation S-1.1.3: Utilize "The Natural Step" framework along with other information and methods when considering changes in land uses, including aspects of regulation and policy.	Conduct Natural Step sessions	Plan Commission	Sustainability Committee	2011
	Recommendation S-1.1.4: The Village should create a "Sustainability Committee" comprised of public and private entities as well as interested citizens to foster sustainable actions within the Village.	Form committee	Village Board	Village Administrator	2010
	Recommendation S-1.1.5: Begin reviewing requirements and options for the increased use of 'green building' techniques for all public and private construction and development activities.	Review example policies & regulations	Village Board	Plan Commission / Sustainability Committee	2010/2011

ECONOMIC DEVELOPMENT

Related Strategy	Plan Recommendation	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
Goal ED-1: To sustain and diversify the economic and employment base of the village of Kimberly.					
ED-1.1	Recommendation ED-1.1.1: Continue to work closely with the Heart of the Valley Chamber of Commerce and the Fox Cities Economic Development Partnership to support a business retention effort in general, with a particular focus on the Combined Locks Mill, a significant employer in the community	Attend meetings / activities as necessary	Village Board	Village Administrator	Ongoing
	Recommendation ED-1.1.2: Continue the Village's participation in the Fox Cities Economic Development Partnership's efforts to support employers with implementation of recommendations found in the "Targeted Industry Cluster Program".	Attend meetings / activities as necessary	Village Board	Village Administrator	Ongoing
	Recommendation ED-1.2.1: Support regional economic development efforts (see Chapter 3 for more details).	Attend meetings / activities as necessary	Village Board	Village Administrator	Ongoing

CHAPTER 10: PLAN IMPLEMENTATION

Related Strategy	Plan Recommendation	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
Goal ED-2: Market the community in order to attract 'new economy' businesses and residents.					
ED-2.1	Recommendation ED-2.1.1: Maintain an association with the Fox Cities Economic Development Partnership organization.	Attend meetings / activities as necessary	Village Board	Village Administrator	Ongoing
	Recommendation ED-2.1.2: Expand the Combined Locks web presence with a marketing piece which extols the many benefits of living and working in Combined Locks.	Prepare marketing piece	Village Board	Village Administrator	2011
Goal ED-3: To provide appropriately zoned available land in a business park to attract and facilitate new business development & jobs.					
ED-3.1	Recommendation ED-3.1.1: If needed the Village should help to facilitate removal of the existing farmstead buildings on the proposed CTH CE and CTH HH business park site in order to expedite the availability of business park sites.	Participate as required.	Village Board	Plan Commission / Village Administrator	As required
	Recommendation ED-3.1.2: Facilitate development of the business park with funding from the existing TIF district.	Identify projects as needed	Village Board	Village Administrator	As required
Goal ED-4: To ensure that transportation infrastructure planning is supportive of economic development efforts.					
ED-4.1	Recommendation ED-4.1.1: Examine major employment destinations in Kimberly and determine if they are adequately served by existing roadways, bus, pedestrian and bicycle routes.	Review maps and assess improvements	Plan Commission	Village Administrator	2011
	Recommendation ED-4.1.2: Recognize the importance of the Outagamie County airport to existing and future businesses, and encourage the County to adequately support its operations.	Provide support as needed	Village Board	Village Administration	Ongoing
	Recommendation ED-4.1.3: Work with other entities as appropriate in the future to plan for potential commuter rail transit. Begin by preserving rail corridors and potential station locations for future use.	Attend meetings as needed	Plan Commission	Village Administrator	As required
	Recommendation ED-4.2.1: Work with East Central Wisconsin Regional Planning Commission and local industries and shippers to monitor and improve freight transportation needs.	Attend meetings as needed	Village Board	Village Administrator	2010-2012
	Recommendation ED-4.2.2: Work with Canadian National Railroad to address freight movement needs.	Contact CN as needed	Village Board	Village Administrator	As needed.

HOUSING

Related Strategy	Plan Recommendation	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
Goal H-1: To maintain and improve the quality of existing residential neighborhoods and encourage the provision of an adequate supply and choice of housing for all residents.					
H-1.1	Recommendation H-1.1.1: Use zoning and land use tools to protect existing neighborhoods from intrusion by incompatible or undesirable land use activities.	Apply codes	Village Board	Plan Commission	Ongoing
	Recommendation H-1.1.2: Encourage the rehabilitation of substandard homes in the community in order to provide a decent and safe living environment for all residents.	Promote programs	All Village representatives	n/a	Ongoing

CHAPTER 10: PLAN IMPLEMENTATION

Related Strategy	Plan Recommendation	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
H-1.2	Recommendation H-1.2.1: Provide non-threatening educational opportunities to teach people how to maintain their homes and yards, and finance the cost of maintenance.	Conduct / Coordinate programs	UW-Extension	Village Administrator	2011
	Recommendation H-1.2.2: Refer individuals to educational opportunities that assist with tenant training for life skills including property maintenance.	Referral	All Village representatives	n/a	Ongoing
	Recommendation H-1.2.3: Encourage better landlord/tenant communication in cooperation with UW-Extension which offers a class to landlords that will provide them with information on how to better manage landlord/tenant communication on responsibilities and maintenance issues.	Coordinate classes / send invites	UW-Extension	Village Administrator	2012
	Recommendation H-1.2.4: Help landlords recognize that maintaining properties is a good business decision.	Promote educational materials	All Village representatives	n/a	2012
	Recommendation H-1.2.5: When needed, continue to enforce the health, safety, and structural building codes to ensure that rental properties are being properly maintained.	Conduct inspections	Building Inspector	Village Administrator	Ongoing
Goal H-2: Recognize that the provision of affordable housing is an integral part of a comprehensive economic development strategy for the Village.					
H-2.1	Recommendation H-2.1.1: Actively seek out opportunities for the incorporation of affordable housing units in new development and re-development projects.	Integrate into new dev. Plans	Village Board	Plan Commission / Village Administrator	Ongoing
	Recommendation H-2.1.2: Promote the use of underutilized facilities for affordable housing.	Conduct inventory	Plan Commission	Student / Intern	2011
	Recommendation H-2.1.3: The Village should identify available infill lots and market these properties to developers/nonprofits and others as appropriate to meet affordable housing demands.	Conduct inventory / develop marketing	Plan Commission	Student / Intern	2011
Goal H-3: Identify additional funding sources and encourage better utilization of existing programs to make the most efficient use of housing dollars.					
H-3.1	Recommendation H-3.1.1: Identify funding sources that allow seniors, who wish to do so, to remain in their homes longer.	Inventory and publish list on website	Village Administrator	UW-Extension	2011
	Recommendation H-3.1.2: Invite funding agencies, consultants and nonprofit agencies to attend a Village Board meeting to explain their programs.	Invite to meetings annually	Village Board	Village Administrator	2012-2030
	Recommendation H-3.1.3: Identify and promote housing repair assistance programs for the elderly or fixed income residents to help them with rehabilitation of deteriorating home.	Promote programs	UW-Extension	n/a	Ongoing

CHAPTER 10: PLAN IMPLEMENTATION

TRANSPORTATION

Related Strategy	Plan Recommendation	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
Goal T-1: Ensure that the local streets, bike and pedestrian routes are well maintained, available and safe for residents of the village.					
T-1.1	Recommendation T-1.1.1: Encourage residents to report any specific areas where safety or maintenance is of concern.	Publish article in newsletter	Village Administrator	n/a	Annually
	Recommendation T-1.1.2: Continue to conduct annual PASER evaluations of the existing village road network.	Conduct inventory	Public Works Director	ECWRPC	2011
	Recommendation T-1.1.3: Continue to use capital improvements program planning to establish appropriate funding levels.	Update CIP Annually	Village Board	Village Administrator	Annually
	Recommendation T-1.1.4: Continue to work closely with Outagamie Co. and WisDOT to ensure coordination on regional and statewide road planning that may affect the Village.	Attend / participate in meetings	Village Administrator	Plan Commission	Ongoing
Goal T-2: To improve the accessibility and safety of the Village's adjoining major arterial streets.					
T-2.1	Recommendation T-2.1.1: Redesign and reconstruct the CTH CE and CTH HH (De Bruin Road) intersection in partnership with the Town of Buchanan, Outagamie County and the City of Kaukauna to address traffic congestion issues and the needs of the traffic generated by the future business park.	Meet with other jurisdictions and formulate plan	Village Board	Plan Commission / Village Administrator	2010-2012
	Recommendation T-2.1.2: Improve and reconstruct the CTH HH (De Bruin Road) profile from the CTH CE intersection north to better accommodate autos, bicycles, and pedestrians.	Integrate into plan	Village Board	Plan Commission / Village Administrator	2010-2012
	Recommendation T-2.1.3: As traffic demands increase, continue to monitor the need for access controls or other design improvements that may be needed at the intersection of CTH CE and CTH K.	Meet with other jurisdictions and formulate plan	Village Board	Plan Commission / Village Administrator	2010-2012
	Recommendation T-2.1.4: Support the widening and improvement of CTH HH from CE <u>north</u> to CTH K.	Meet with other jurisdictions and formulate plan	Village Board	Plan Commission / Village Administrator	2010-2012
	Recommendation T-2.1.5: Improve and reconstruct CTH HH (De Bruin Road) just <u>south</u> of the CTH CE intersection to accommodate turning movements in and out of the proposed business park.	Meet with other jurisdictions and formulate plan	Village Board	Plan Commission / Village Administrator	2010-2012
	Recommendation T-2.2.1: New single family residential subdivisions should be encouraged to make loop connected streets.	Monitor during plan review.	Village Board	Plan Commission / Village Administrator	Ongoing
	Recommendation T-2.2.2: In existing and new subdivisions extend dead ended streets to connect through to provide multiple access routes for public protection vehicles such as fire trucks and emergency vehicles, and delivery of public services, (such as snow plowing, sanitary sewer and water distribution systems).	Monitor during plan review.	Village Board	Plan Commission / Village Administrator	Ongoing

CHAPTER 10: PLAN IMPLEMENTATION

Related Strategy	Plan Recommendation	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
	Recommendation T-2.2.3: Officially map all through streets which are essential to maintaining a logical and convenient traffic flow.	Officially map streets as required	Village Board	Plan Commission / Village Administrator	Ongoing
Goal T-3: Adequately address existing and future traffic congestion issues within the Village.					
T-3.1	Recommendation T-3.1.1: Work with the Village of Kimberly to agree on the best traffic control solution for the intersection of Wallace Street with Washington Street (CTH N) to address traffic flow and public safety issues.	Meet with other jurisdictions and formulate plan	Village Board	Plan Commission / Village Administrator	2010-2012
	Recommendation T-3.1.2: Work cooperatively with the Village of Kimberly and the Town of Buchanan to address traffic congestion issues generated by peak hour Kimberly High School traffic at the intersection of Washington Street (CTH N) and Kennedy Avenue.	Meet with other jurisdictions and formulate plan	Village Board	Plan Commission / Village Administrator	2010-2012
	Recommendation T-3.1.3: The village should officially map and participate in the construction of a loop street which would extend south from Buchanan Road at Skylark Lane, envelop and cross the ravine, and return to Buchanan Road. This action should also include an access street to DeBruin Road.	Officially map streets as required	Village Board	Plan Commission / Village Administrator	2010
Goal T-4: Ensure that a bicycle/pedestrian sidewalk system is available to allow residents of all ages to walk safely to schools, parks, shopping and workplace destinations.					
T-4.1	Recommendation T-4.1.1: Construct sidewalk along Prospect Street from the intersection with Maes Avenue to a point just east of the intersection with Darboy Road.	Design / construct	Village Board	Plan Commission / Public Works	2011
	Recommendation T-4.1.2: Install a new section of sidewalk along Ryan Street between CTH K and CTH Z (State Street).	Design / construct	Village Board	Plan Commission / Public Works	2012
	Recommendation T-4.1.3: Construct sidewalk along Prospect Street from the intersection with Maes Avenue to a point just east of the intersection with Darboy Road and Kimberly Avenue.	Design / construct	Village Board	Plan Commission / Public Works	2013
	Recommendation T-4.1.4: The village should continue to advance an interconnected trail system which connects the residents of the village to the CE Trail, the Fox River Trail, and High Cliff State Park.	Design / construct	Village Board	Plan Commission / Public Works	By 2015
	Recommendation T-4.1.5: The concept of limited public use easements along the ravine floors should be applied to new subdivisions which may be developed north of CTH CE.	Amend policies	Village Board	Plan Commission / Public Works	2010
	Recommendation T-4.1.6: If the Canadian National would ever abandon their rail line through the Village of Combined Locks, consider the potential of this transportation corridor as a commuter transit line into the urban center of the Fox Cities, <u>or</u> as an urban recreational bicycle/pedestrian trail.	Design / construct	Village Board	Plan Commission / Public Works	As needed.
	Recommendation T-4.1.7: Improve and reconstruct the CTH HH (De Bruin Road) road profile from the CTH CE intersection north to better accommodate autos, bicycles and pedestrians.	Design / construct	Village Board	Plan Commission / Public Works / Outagamie County	By 2015

CHAPTER 10: PLAN IMPLEMENTATION

Related Strategy	Plan Recommendation	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
	Recommendation T-4.1.8: The concept of limited public use easements connecting village trails to the CE Trail and beyond should be applied to new subdivisions which may be developed, and should be used to facilitate connections to an existing trail system south of CTH CE.	Design / construct	Village Board	Plan Commission / Public Works	2011
	Recommendation T-4.1.9: Consider the development of a bicycle/pedestrian trail along the south side of CTH CE connecting the proposed Martineau Road Business Park, West through the Town of Buchanan natural area to the existing trail along Buchanan Road and the CTH CE underpass crossing.	Meet with jurisdictions / design / construct	Village Board	Plan Commission / Public Works	2010-2015
Goal T-5: Accommodate public mass transportation opportunities as needs arise.					
T-5.1	Recommendation T-5.1.1: Continue to encourage the availability of taxi's, medi-van, and mini-van types of services in the village.	Promote services	All Village representatives	n/a	Ongoing
	Recommendation T-5.1.2: Encourage private carpooling by coordinating with area municipalities and businesses to create park-and ride lots.	Investigate opportunities	Plan Commission	Village Administrator	2013-2015
	Recommendation T-5.1.3: Consider Valley Transit route possibilities when planning for transportation needs and developing street construction/re-construction projects.	Consider options for transit	Village Board	Plan Commission	Ongoing
	Recommendation T-5.1.4: If the Canadian National would ever abandon their rail line through the Village of Combined locks, acknowledge the potential for use of this rail corridor to support adjoining businesses and residences with a commuter transit line connecting Combined Locks to the other of Fox Cities.	Protect rail corridor	Village Board	Plan Commission	Ongoing

COMMUNITY FACILITIES

Related Strategy	Plan Recommendation	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
Goal CF-1: Maintain public services and utilities as needed during the planning period.					
CF-1.1	Recommendation CF-1.1.1: Monitor sewer infrastructure maintenance and replacement costs and budget appropriately for improvements so as moderate the need for rate increases.	Monitor infrastructure	Public Works	Village Board / Village Administrator	Ongoing
	Recommendation CF-1.1.2: Encourage more efficient use of existing sewer/water system infrastructure by increasing the overall density of development where capacity exists.	Identify appropriate locations & promote	Plan Commission	Public Works / Village Administrator	Ongoing
	Recommendation CF-1.1.3: Maintain existing parks and provide improvements as indicated in the Village's 2007 Open Space & Recreation Plan.	Budget funds for park maintenance	Village Board	Parks Committee / Village Administrator	Ongoing

CHAPTER 10: PLAN IMPLEMENTATION

Goal CF-2: Expand services and facilities as needed during the planning period.					
Related Strategy	Plan Recommendation	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
CF-2.1	Recommendation CF-2.1.2: Additional full-time police officers should be considered as growth warrants over the life of the plan.	Monitor needs	Village Board	Village Administrator / Police Dept.	Ongoing
	Recommendation CF-2.1.3: Major firefighting equipment should be replaced, and added to, as necessary over the life of the plan.	Monitor needs	Village Board	Village Administrator / Fire Dept.	Ongoing
	Recommendation CF-2.1.4: Additional staffing should be considered in the Public Works Department based on needs and demands resulting from new growth and development during the planning period.	Monitor needs	Village Board	Village Administrator / Public Works	Ongoing
CF-2.2	Recommendation CF-2.2.1: The Village should continue to implement recommendations contained in its 2006 Stormwater Management Plan.	Review and implement	Village Board	Village Administrator	Ongoing
	Recommendation CF-2.2.2: The Village should attempt to integrate limited public use easements into its drainage and/or utility easements.	Amend policies	Village Board	Plan Commission / Village Administrator	2011
	Recommendation CF-2.2.3: Utility and drainage easements should be officially mapped on and adjacent to the channel way of existing ravines.	Amend policies	Village Board	Plan Commission / Village Administrator	2011
Goal CF-3: Encourage more sustainable methods of providing infrastructure and services within the Village.					
CF-3.1	Recommendation CF-3.1.1: The Village should incorporate provisions for solar, small wind, geothermal, and other alternative energy provisions into its zoning and subdivision ordinances.	Modify zoning ordinance	Plan Commission	Village Administrator	2011
	Recommendation CF 3.1.2: Actively promote energy efficiency and conservation practices throughout the village.	Develop / distribute materials	Plan Commission / Public Works	Village Administrator	Ongoing
Goal CF-4: Seek efficiencies through participation in regional services.					
CF-4.1	Recommendation CF-4.1.1: Work with the HOVMSD and ECWRPC to continually monitor the Village's needs for wastewater treatment through its regional system.	Monitor and communicate with HOVMSD	Village Board	Village Administrator / Public Works. / HOVMSD	Ongoing
	Recommendation CF-4.1.2: Begin working with the East Central Wisconsin Regional Planning Commission and others to evaluate the need/ability to interconnect municipal water systems so as to limit the effects of individual aquifer pumping.	Attend meetings	Public Works	Village Administrator	2012
	Recommendation CF-4.1.3: The Village should continue its policy of underwriting costs associated with oversized or extra deep utility lines.	Implement as needed.	Village Board	Public Works / Village Administrator	Ongoing
CF-4.2	Recommendation CF-4.2.1: Monitor, participate, and support the implementation and expansion of the INFOCIS College Ave. Corridor Wireless project.	Monitor and attend mtgs.	Village Administrator	n/a	2010-2015

CHAPTER 10: PLAN IMPLEMENTATION

AGRICULTURAL, CULTURAL, AND NATURAL RESOURCES

Related Strategy	Plan Recommendation	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
Goal NR-1: Help to maintain the economic viability of the area's agricultural community.					
NR-1.1	Recommendation NR-1.1.1: Adopt and use policies which encourage and accommodate development with the urban area where public utilities and services are available. This will serve to take the development pressures off of prime agricultural soils in the surrounding agricultural area.	Direct growth	Village Board	Plan Commission	Ongoing
	Recommendation NR-1.1.2: Solicit the expansion and/or creation of new complementary industrial and commercial agribusinesses and support local farm product processing and marketing initiatives.	Market village properties	All Village representatives	Village Administrator	Ongoing
	Recommendation NR-1.1.3: Organize a local famer's market and accommodate the sale of locally grown seasonal produce.	Organize market	Local Non-profit group TBD	UW-Extension	2011
	Recommendation NR-1.1.4: Encourage local restaurants to buy, use and promote local products in their meals.	Promote concept	All Village representatives	UW-Extension	Ongoing
	Recommendation NR-1.1.5: Encourage local stores to market and sell products that are produced locally.	Promote concept	All Village representatives	UW-Extension	Ongoing
Goal NR-2: Preserve the community's important cultural resources and ethnic heritage.					
NR-2.1	Recommendation NR-2.1.1: Work with interested citizens and property owners to develop a greater appreciation for Combined Locks architecturally and culturally significant historic sites.	Identify interested group/indiv.	Plan Commission	Village Administrator	2013
	Recommendation NR-2.1.2: Support community organizations and events which celebrate the community's cultural and ethnic heritage.	Provide support	Village Board	Village Administrator	Ongoing
	Recommendation NR-2.1.3: Develop and utilize existing local expertise on historic preservation issues.	Identify local contacts	Village Administrator	UW-Extension	2012
	Recommendation NR-2.2.1: The Village of Combined Locks should include cultural resources and historic preservation in any sub-area land use or transportation plans that it may undertake in the future.	Incorporate into sub-plans	Plan Commission	Village Administrator	Ongoing
	Recommendation NR-2.2.2: Provide educational materials related to the benefits available to properties enrolled on the National Register	Make materials available	Village Administrator	Plan Commission	2013-2030
	Recommendation NR-2.2.3: Work with owners of historic properties to seek available grants and other favorable funding sources.	Provide support	Village Administrator	WSHS	Ongoing
	Recommendation NR-2.3.1: Actively participate in the planning and implementation process for the Fox-Wisconsin Heritage Parkway plan update being worked on by the ECWRPC.	Attend / participate in meetings	Village Board / Plan Commission	Village Administrator	2010 - 2030

CHAPTER 10: PLAN IMPLEMENTATION

Related Strategy	Plan Recommendation	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
Goal NR-3: Preserve the quality and quantity of the area's natural groundwater supplies.					
NR-3.1	Recommendation NR-3.1.1: Protect existing and future municipal wellhead locations from land uses that could potentially contaminate the groundwater.	Adopt improved ordinances	Plan Commission	Village Administrator	2012
	Recommendation NR-3.1.2: Work with the Water Utility to initiate efforts for the conservation of water by residents, businesses and governmental entities.	Promote concepts	Water Utility	Plan Commission	Ongoing
	Recommendation NR-3.1.3: Work towards the increased use of stormwater management controls which facilitate groundwater infiltration (i.e. rain gardens, bioswales, etc.)	Promote concepts / adopt ordinances	Village Board	Plan Commission	2011
Goal NR-4: Maintain and improve the water quality of surface waters including the Fox River.					
NR-4.1	Recommendation NR-4.1.1: Control storm water runoff from construction activities and impervious surfaces.	Implement best mgt. practices	Village Board	Plan Commission	Ongoing
	Recommendation NR-4.1.2: Maintain a vegetative buffer along the Fox River banks shoreline and along natural and artificial storm water detention/retention ponds and wetlands.	Ensure regulations are in place	Village Board	Plan Commission	Ongoing
	Recommendation NR-4.1.3: Minimize nutrient contributions from public and private sources. (public facilities, parks and private lawns) through the reduction of fertilizer applications.	Modify management practices	Village Board	Parks Committee	2012
Goal NR-5: Protect key natural features and resources such as natural woodlands, ravines, and the riverfront.					
NR-5.1	Recommendation NR-5.1.1: When reconstructing streets make every attempt to save existing street trees.	Review protocols	Village Board	Plan Commission / Public Works	Ongoing
	Recommendation NR-5.1.2: On the public portions of the riverfront, maintain the wooded tree cover to protect the visual character of the waterfront.	Ensure regulations in place	Village Board	Plan Commission	Ongoing
	Recommendation NR-5.1.3: Consider adopting a 'dark skies' ordinance which regulates new or modified exterior lighting fixtures and schemes to reduce reflected light.	Develop ordinance	Village Board	Plan Commission	2013
	Recommendation NR-5.2.1: Consistent with past practices, an assessment of environmentally sensitive areas should be included in the review of all preliminary and final plats.	Review subdivision ordinance	Village Board	Plan Commission / Village Administrator	Ongoing
	Recommendation NR-5.2.2: Recent policy of field marking disturbance limits for building sites and recording of this information on the plats should be mandatory.	Implement practice	Village Administrator	Plan Commission	Ongoing
	Recommendation NR-5.3.1: Encourage residents to work with the UWEX and DNR to educate landowners on available incentives and technical assistance programs for protecting remaining natural woodlands.	Referral	All Village representatives	UW-Ext. / WDNR	Ongoing
	Recommendation NR-5.4.1: Where appropriate, assist private landowners in the management of soil and bank erosion along the shores of the Fox River.	Referral	All Village representatives	UW-Ext. / WDNR	Ongoing

CHAPTER 10: PLAN IMPLEMENTATION

Related Strategy	Plan Recommendation	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
	Recommendation NR-5.5.1: Aggressively manage invasive species on publicly owned properties.	Adopt policies & procedures	Village Board	Plan Commission	Ongoing
	Recommendation NR-5.5.2: Develop programs to educate and inform Village residents and business of the impacts of invasive species and how they can control them on their own properties.	Promote information	All Village representatives	UW-Ext. / WDNR	2010-2030

LAND USE

Related Strategy	Plan Recommendation	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
Goal LU-1: Manage overall community growth and development consistent with principles of smart growth.					
LU-1.1	Recommendation LU-1.1.1: Identify areas which could accommodate an increased intensity in land use over the life of the plan.	Identify areas and promote.	Village Board	Plan Commission / Village Administrator	2012
	Recommendation LU-1.2.1: As per the boundary agreement with The Town of Buchanan, a parcel of land lying east of the creek adjacent to the looped extension of Coonen Drive and Roland Street could be annexed to the Village of Combined Locks.	Annex when requested	Village Board	Village Administrator	As required.
	Recommendation LU-1.2.2: Utilize the adopted NR-121 based 20-year Sewer Service Area plan, and the capacity of the Heart of the Valley physical plant to review and evaluate future potential annexations to the village.	Review plans against HOVMSD capacities	Village Board	Village Administrator	As required.
Goal LU-2: Maintain existing residential neighborhoods as attractive places to live.					
LU-2.1	Recommendation LU-2.1.1: Ensure that zoning, subdivision and official map ordinances are reviewed and updated to reflect recommendations and strategies listed in the Comprehensive Plan.	Update ordinances	Village Board	Plan Commission / Village Administrator	2010-2012
	Recommendation LU-2.1.2: Ensure an effective coordinated system of development review procedures among Village departments and officials.	Review procedures	Plan Commission	Village Administrator	2010-2011
	Recommendation LU-2.1.3: Maintain The building code referencing the outdoor storage of vehicles, equipment, and other hazardous or unsightly materials in residential areas should be enforced in select instances.	Implement code	Building Inspector	Village Administrator	Ongoing
Goal LU-3: Site new residential development in appropriate areas of the community.					
LU-3.1	Recommendation LU-3.1.1: Identify large parcels with a single home located on them which have the physical potential for greater intensity of use, if the ownership would change hands.	Inventory parcels	Plan Commission	Village Administrator	2010
	Recommendation LU-3.1.2: Upscale housing should be encouraged along the crests overlooking ravine areas while upland areas, such as the tract west of Memorial Park, should be developed to encourage the construction of more modest housing.	Promote area	All Village Representatives	Village Administrator	Ongoing

CHAPTER 10: PLAN IMPLEMENTATION

Related Strategy	Plan Recommendation	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
	Recommendation LU-3.2.1: Limit the amount of lands zoned for multi-family uses.	Limit changes to zoning map.	Village Board	Plan Commission	Ongoing
Goal LU-4: Accommodate new and expanded commercial and industrial development in a well planned manner which respects surrounding land uses.					
LU-4.1	Recommendation LU-4.2.1: Limit the amount of lands zoned for commercial uses north of CTH CE.	Limit changes to zoning map.	Village Board	Plan Commission	Ongoing
	Recommendation LU-4.2.2: The village should not encourage the conversion of residential uses to commercial use within its present corporate limits.	Limit conversions	Village Board	Plan Commission	Ongoing
Goal LU-5: As opportunities arise, encourage conversion or redevelopment of an existing outmoded land use to a more viable use which has greater value, and is more compatible with the surrounding land uses.					
LU-5.1	Recommendation LU-5.1.1: Monitor needs and opportunities for municipal involvement in identified redevelopment areas.	Monitor opportunities	Village Board	Plan Commission	Ongoing
	Recommendation LU-5.2.1: Review, update and amend as appropriate current ordinance provisions pertaining to building design, landscaping, signage, and lighting for commercial and industrial properties.	Review/update ordinances	Village Board	Plan Commission	2010-2011
	Recommendation LU-5.3.1: Work with the East Central Wisconsin Regional Planning Commission, WDNR, and EPA on the development of a regional brownfields planning/funding program.	Attend / participate in meetings	Plan Commission	Village Administrator	2010 -
Goal LU-6: Maximize the potential benefits of having waterfront access to the Fox River.					
LU-6.1	Recommendation LU-6.1.1: Consider options for improved public access for any new development or redevelopment proposal which abuts the Fox River.	Review projects	Village Board	Plan Commission / Parks Committee	As needed
	Recommendation LU-6.2.1: The Berghuis farmstead which Appleton Coated uses as a guest farmhouse should be kept in a related use.	Maintain use	Village Board	Plan Commission	As needed
	Recommendation LU-6.2.2: The landfill should be suitably screened from public view to avoid land use conflicts, and the recreational potential of the property should be considered as decisions are made for planning the community's future (in the next 20-30 years).	Monitor needs	Village Board	Plan Commission / Parks Committee	As needed
	Recommendation LU-6.2.3: Consider options for converting the existing semi-truck parking area to a higher and better use.	Work with Appleton Coated	Village Board	Plan Commission / Parks Committee	As needed

CHAPTER 10: PLAN IMPLEMENTATION

INTERGOVERNMENTAL COOPERATION

Related Strategy	Plan Recommendation	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
Goal INT-1: Plan, coordinate and monitor urban development activities with potentially affected agencies and entities.					
INT-1.1	Recommendation INT-1.1.1: Work with and coordinate sewer service area planning, transportation planning, economic development activities, and other development matters as appropriate with the East Central Wisconsin Regional Planning Commission.	Communicate / coordinate with ECWRPC	Village Administrator	ECWRPC	Ongoing
	Recommendation INT-1.1.2: Ensure that future planning and development activities are shared and coordinated with the Heart of the Valley Metropolitan Sewerage District (HOVMSD), the Garner's Creek Stormwater Utility, Valley Transit, Outagamie County and neighboring communities.	Communicate / coordinate with entities	Village Board	Village Administrator	Ongoing
	Recommendation INT-1.1.3: The Village should coordinate an annual 'intergovernmental cooperation' meeting with neighboring and overlapping jurisdictions so as to review progress on plan implementation and identify current and upcoming land use and transportation issues.	Establish meeting	Village Administrator	Plan Commission / UW-Extension	Annually
INT-1.2	Recommendation INT-1.2.1: Continue to work cooperatively with adjoining governmental jurisdictions when considering an annexation of adjoining lands.	Meet with reps. As needed	Village Board	Village Administrator	Ongoing

IMPLEMENTATION

Related Strategy	Plan Recommendation	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
Goal IMP-1: Consider the Year 2030 Comprehensive Plan to be flexible in nature so as to reflect changes in current conditions and community values.					
IMP-1.1	Recommendation IMP-1.1.1: Evaluate/review progress of plan implementation, major growth targets and changes in market conditions on an annual basis.	Monitor plan progress	Plan Commission	Village Administrator	Annually
	Recommendation IMP-1.1.2: Future, more detailed 'neighborhood-level' plans, if developed, should be considered for adoption as a formal amendment to the Comprehensive Plan.	Adopt sub-plans as amendments	Village Board	Plan Commission	As needed
	Recommendation IMP-1.1.3: 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 in the near future.	Review plan	Plan Commission	Village Administrator	2015
	Recommendation IMP-1.1.4: Every 10 years, conduct a comprehensive update of the Comprehensive Plan policy and background elements as necessary.	Review / update plan	Village Board	Plan Commission / Consultant	2020
IMP-1.2	Recommendation IMP-1.2.1: The Village 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.	Process amendments	Village Board	Plan Commission / Village Administrator	June & December Annually

CHAPTER 10: PLAN IMPLEMENTATION

Related Strategy	Plan Recommendation	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
	Recommendation IMP-1.2.2: The Village 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 guide	Plan Commission	Village Administrator	2010
IMP-1.3	Recommendation IMP-1.3.1: The Village should support a minimum level of continuing education for its Plan Commission members so as to keep current with planning issues and solutions.	Attend training	Plan Commission	Village Administrator	Ongoing
	Recommendation IMP-1.3.2: 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).	Hold special meetings	Plan Commission	Village Administrator	Bi-annually
IMP-1.4	Recommendation IMP-1.4.1: The Village should ensure that opportunities for public engagement in development and planning issues are provided through the adoption of formal public participation standards and methods.	Develop / adopt updated document	Village Board	Plan Commission / UW-Extension	2010
IMP-1.5	Recommendation IMP-1.5.1: During their development, evaluate new regulations for their potential impact on private property rights, seeking legal opinions where necessary.	Assess policies	Village Board	Plan Commission	Ongoing
	Recommendation IMP-1.5.2: 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 incentives	Village Board	Plan Commission / Village Administrator	Ongoing

CHAPTER 10: PLAN IMPLEMENTATION

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APPENDICES

(Post This As A Class 1 Notice – **Saturday, December 12th, 2009** Times-Villager)

**Village of Combined Locks, Wisconsin
NOTICE OF PUBLIC HEARING
VILLAGE OF COMBINED LOCKS COMPREHENSIVE PLAN 2030**

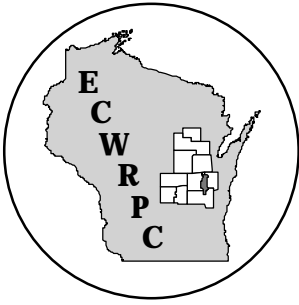
PLEASE TAKE NOTICE THAT the Village of Combined Locks Plan Commission will hold a public hearing on the proposed adoption of the Village of Combined Locks Comprehensive Plan 2030 by ordinance. The public hearing will be held on **Wednesday, January 13, 2009 beginning at 6:00 P.M.** at the Village of Combined Locks Municipal Offices at 405 Wallace St., Combined Locks WI. The Village Plan Commission will take action on the proposed adoption of the Village of Combined Locks Comprehensive Plan 2030 at this meeting and the Village Board will meet to approve the plan at their Tuesday, January 19, 2009 regular board meeting at 6:00 P.M.

The Comprehensive Plan is a statement of public policy concerning the conservation and development of the Village and provides a guide to where future growth and development should occur over the next 20 years. When the Village makes future decisions concerning land use and development, the plan will be consulted for consistency. The plan inventories and analyzes the Village's physical setting, natural features, land use, population figures, economics, housing stock, transportation, and community facilities. Using these inventories and the plan's goals and strategies, a preferred land use plan map for the Village was developed.

For additional information, please contact Mark Van Thiel, Village Administrator at (920) 788-7740 or Eric Fowle at East Central Wisconsin Regional Planning Commission (920) 751-4770 or email at efowle@eastcentralrpc.org. Written comments can be submitted to Mark Van Thiel, Village Administrator at 405 Wallace St., Combined Locks WI, 54113. Copies of the proposed Village of Combined Locks Comprehensive Plan 2030 are available for public review at the following locations:

- Village of Combined Locks Municipal Offices, 405 Wallace St., Combined Locks, WI
- Kimberly Public Library, 515 Kimberly Avenue, Kimberly, WI
- East Central Wisconsin Regional Planning Commission, 400 Ahnaip Street, Suite 400 Menasha, WI, or;
- By viewing it on-line at www.eastcentralrpc.org.

If special arrangements are necessary to accommodate individuals with disabilities, please contact the Village Administrator at (920) 788-7740 at least 2 days prior to the hearing.



EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION

400 Ahnaip St., Suite 100 Menasha Wisconsin 54952 (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-*



Press Release

For Immediate Release 12/11/09

Contact Person: Eric Fowle, Executive Director – (920)751-4770, efowle@eastcentralrpc.org

Public Hearing to be held on The Village of Combined Locks Comprehensive Plan 2030

The Village of Combined Locks is pleased to announce that the draft *Village of Combined Locks Comprehensive Plan 2030* is available for public review. Working with East Central Wisconsin Regional Planning Commission (ECWRPC), the Village of Combined Locks Plan Commission, along with elected officials and interested citizens developed a Comprehensive Plan that will provide guidance to elected officials as the Village moves into the future. The Village of Combined Locks Plan Commission will be holding a public informational meeting and public hearing on the proposed adoption of the plan on **Wednesday, January 13, 2009 at the Municipal Offices, 405 Wallace Street, Combined Locks WI. The Public Hearing will commence at 6:00 P.M.** The Village of Combined Locks Plan Commission will take action to forward the plan to the Village Board for their adoption on January 19, 2009 at 6:30 P.M.

Please consider attending the public informational meeting and/or public hearing to learn more about the comprehensive plan. It is not too late to provide input. The plan contains a detailed inventory and analysis of the Village of Combined Locks' demographic makeup, physical settlements, natural features, land use, economics, housing stock, transportation network, and community facilities. Utilizing input from citizens, state and regional agencies/organizations, and Outagamie County Departments; the Plan Commission developed a series of goals, strategies and recommendations for economic development; housing; transportation; utilities and community facilities; agricultural, natural and cultural resources; land use; intergovernmental cooperation; and implementation.

Comments on the comprehensive plan will be accepted in person at the public hearing or in writing no later than the public hearing date. Written comments can be submitted to Mark Van Thiel, Village Administrator at 405 Wallace Street, Combined Locks, WI 54113. For additional information, please contact Mark Van Thiel, Village Administrator (920) 788-7740 or Eric Fowle at East Central Wisconsin Regional Planning Commission at (920) 751-4770 or email efowle@eastcentralrpc.org.

Copies of the proposed plan are available at the Village of Combined Locks Municipal Offices; Kimberly Public Library; and at the East Central Wisconsin Regional Planning Commission offices, 400 Ahnaip St., Suite 100, Menasha WI or by viewing/downloading the document from www.eastcentralrpc.org.

Ordinance 2-6-1

**AN ORDINANCE TO ADOPT THE
VILLAGE OF COMBINED LOCKS COMPREHENSIVE PLAN 2030**

The Village Board of Trustees of the Village of Combined Locks, Wisconsin, do ordain as follows:

Chapter 6 of Title 2 is created to read: Village of Combined Locks Comprehensive Plan 2030.

Sec. 2-6-1 : Village of Combined Locks Comprehensive Plan 2030.

(a) Pursuit to sections 62.23(2) and (3) of the Wisconsin Statutes, the Village of Combined Locks 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.

(b) The Village Board of Trustees the Village of Combined Locks, 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.

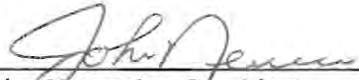
(c) The Plan Commission of the Village of Combined Locks, by a majority vote of the entire commission as recorded in its official minutes, has adopted a resolution recommending to the Village board the adoption of the document entitled Village of Combined Locks Comprehensive Plan 2030, containing all of the elements of section 66.1001(2) of the Wisconsin Statutes.

(d) The Village 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.

(e) The Village Board of Trustees of the Village of Combined Locks, Wisconsin, does, by the enactment of this ordinance, formally adopt the document entitled, Village of Combined Locks Comprehensive Plan 2030, pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.


(f) This ordinance shall take effect upon passage by majority vote of the membership of the Village Board and the publication/posting as required by law.

ADOPTED this 2nd day of February, 2010.


John Neumeier, President
Village of Combined Locks

Ayes 6 Nays 0 Absent 1

Published: 2-10-10
(Date)

Attest: 
Sean Hutchison, Administrator

ord sec 2-6-1.com

PUBLIC PARTICIPATION PLAN FOR COMPREHENSIVE PLANNING

The Village of Combined Locks

AND

The Village of Kimberly

INTRODUCTION

The Village of Kimberly and the Village of Combined Locks recognizing the need for comprehensive planning in accordance with the Wisconsin "Comprehensive Planning" legislation, and enjoying a long history of coordination and cooperation with each other and neighboring communities, 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. The Villages of Combined Locks and Kimberly, located in Outagamie County, Wisconsin will participate in a multi-jurisdictional planning effort, to develop a single comprehensive plan (to be adopted separately by each unit). A joint Kimberly/Combined Locks planning effort involving citizen and staff representatives from each community and their respective planning commissions will lead and oversee the comprehensive planning effort.

In order to facilitate public and community resident knowledge of, and involvement in, the Comprehensive Planning process the Combined Locks/Kimberly Plan Commission's have 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 bodies of the villages, and for the governing bodies 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 residents of Kimberly and Combined Locks to participate in the Comprehensive Planning Process.
- Meet the standards set forth in Section 66.1001(4)(a), Wisconsin Statutes.
- Establish a framework for public participation as adopted in the Village Of Combined Locks and Village of Kimberly Citizen Participation Resolution.
- Work with the Village of Kimberly and Village of Combined Locks Plan Commissions to create a thorough plan that can easily implement the goals and vision of each village.

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 – December 2007	<ul style="list-style-type: none"> ▪ Establishment of a joint Kimberly/Combined Locks Comprehensive Plan Committee ▪ Creation and Adoption of a Public Participation Plan ▪ Creation of Comprehensive Plan Website Address: www.eastcentralrpc.org/plan/CombinedLocks-Kimberly ▪ Kickoff Meeting with the Combined Locks / Kimberly Plan Commissions
Visioning	December 2007 – March 2008	<ul style="list-style-type: none"> ▪ Send out a press release ▪ Two Community wide Focus Group Meetings: 1) Kimberly Residents and Property Owners; 2) Combined Locks Residents and Property owners ▪ Meet with Combined Locks and Kimberly Plan Commissions ▪ Review of Visioning Session Results and Development of Vision Statements
Inventory/Analysis And Issue Identification	November 2007 – July 2008	<ul style="list-style-type: none"> ▪ Inventory of the physical, social, and economic resources of the two villages ▪ Identification of patterns, trends, needs and problems ▪ Development of background maps ▪ Meeting(s) with the joint Kimberly/Combined Locks Plan Commission Committee (1 or 2 required)

Plan/Goal Alternative Development	July – September 2008	<ul style="list-style-type: none"> ▪ Development of land use alternatives and draft goals ▪ Meet with The joint Kimberly/Combined Locks Plan Commission to review and select plan alternatives ▪ Send out press release ▪ Conduct one or two Community Focus Group Meetings per community to review the plan and goal alternatives, and to review the comprehensive plan status: 1) Combined Locks Property Owners; 2) Kimberly Property Owners
Plan Implementation	September – October 2008	<ul style="list-style-type: none"> ▪ Suggested development strategies, policies, guidelines, timeline, alterations to existing ordinances, and future planning activities to meet established comprehensive plan goals and objectives ▪ Meet with the joint Kimberly/Combined Locks Plan Commission (1 or 2 required)
Intergovernmental Cooperation	October - November 2008	<ul style="list-style-type: none"> ▪ Creation of specific techniques, programs, and activities to meet community needs. These will be developed as needed when they relate to broader jurisdictional planning issues ▪ Meet with Intergovernmental Group ▪ Meet with the joint Kimberly/Combined Locks Plan Commission

Adoption	September 2008 – March 2009	<ul style="list-style-type: none"> ▪ Development of draft comprehensive plan document ▪ Meet with the joint Kimberly/Combined Locks Plan Commission ▪ Send out press release ▪ Public Review of draft comprehensive plan document ▪ Hold a joint public informational meeting ▪ Hold a joint public hearing ▪ The joint Kimberly/Combined Locks Plan Commission to adopt individual resolutions recommending the comprehensive plan ▪ Separate Adoption of Comprehensive Plan by Village of Kimberly Board and Village of Combined Locks Board ▪ Plan printing and delivery
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Creation of Kimberly/Combined Locks Plan Commission

As approved previously by the Village of Kimberly and the Village of Combined Locks, their respective Plan Commissions shall have representation on a joint Kimberly/Combined Locks Comprehensive Plan Committee. The joint Kimberly/Combined Locks Comprehensive Plan Committee was approved by their respective Village boards as follows: Resolutions #_____ adopted by the Village of Kimberly Board on December 3rd, 2007 & Resolution #_____ adopted by the Village of Combined Locks Board on December 4th, 2007. The Joint Kimberly/Combined Locks plan committee shall consist of the following: the seven (7) members of the Village of Kimberly Plan Commission, and the Ten (10) members of the Village of Combined Locks Plan Commission; and the two Village Administrators. University of Wisconsin-Extension Staff from Outagamie County and the East Central Wisconsin Regional Planning Commission (ECWRPC) staff will be available to provide educational information on topics of concern to the joint Comprehensive Planning committee. A representative from ECWRPC will facilitate between six and nine meetings with the Joint Combined Locks/Kimberly Comprehensive Plan Committee with respect to the preparation of the comprehensive plan. Village Board Officials and local residents and interested parties are encouraged to attend the Joint Comprehensive Plan Committee meetings throughout the comprehensive planning process. The Committee members may choose to invite key citizens and guest speakers to address specific issues. The Joint Kimberly/Combined Locks Comprehensive Plan Committee duties will include:

- Review and comment on background information and analysis;
- Assist in the identification of key issues;
- Review and incorporate the results of the community visioning exercises into the plan;
- Review, develop, and select plan alternatives and goals;
- Formulate vision, objective and policy statements;

- Review plan implementation strategies and recommendations;
- Review draft plan document;
- Make recommendations to the Kimberly & Combined Locks Village Boards regarding adoption of the plan.

Notification Methods

All meetings on the comprehensive plan shall be open to the public. The Villages of Kimberly and Combined Locks shall post notice of all meetings in accordance with Chapter 985.02(2) of the Wisconsin Statutes. ECWRPC shall post a notice on the Combined Locks/Kimberly Comprehensive Plan website which can be accessed easily by anyone directly at www.eastcentralrpc.org/planCombinedLocks-Kimberly or through links on the two village's respective websites: www.combinedlocks.org and www.vokimberly.org. Meeting agendas shall be posted by the respective Village Clerks at the Village Halls. UW- Extension staff may also post meeting notices on their web site. Notice of the comprehensive planning process will be sent to owners of property, or to persons who have a leasehold interest in property pursuant to which the persons may extract non-metallic mineral resources in or on a property, in which the allowable use or intensity of use of the property is changed by the comprehensive plan (Chapter 66.1001 (4)(a) of the Wisconsin State Statutes. Notification to these individuals will be sent at the beginning of the process and during public comment and review prior to the plan adoption.

A news release shall be provided by the Village Clerks to all local media outlets to inform them of upcoming meetings. Press releases will be developed by ECWRPC and distributed by the Village Clerks for inclusion in the Post Crescent and Times-Villager newspapers at key points in the planning process as identified in the outline above.

Participation at Plan Development Meetings and Informational Meetings

Two Village workshops will be held during the planning process to assist in the identification of issues, visioning, and the review of plan alternatives/goals in each community. These workshops will target Village residents and property owners; business owners and major employers.

The first round of communitywide workshops will consist of approximately two meetings, one held in each community, and will be held at the beginning of the comprehensive planning process. A description of the comprehensive plan process and its relationship to local economic development and community planning efforts will be given. It will include a visioning session in which citizen participants will identify the strengths, weaknesses, opportunities and threats (SWOT) of each community and an analysis of these will be prepared by the ECWRPC staff. The purpose of the second workshop will be to identify key issues and opportunities as well as to create a vision for the Comprehensive Plan.

A second round of workshops in the two Villages will consist of several meetings which will be held later in the planning process to review plan alternatives and goals. They will provide an opportunity for the community to comment on the material that has been completed to date.

At the end of the comprehensive plan process a single public informational meeting will be held to provide the community with an opportunity to ask questions and comment on the draft comprehensive plan.

Written Comments

Written comments will be collected both electronically and on paper throughout the comprehensive planning process. A webpage (www.eastcentralrpc.org/planCombinedLocks-Kimberly) will be created to facilitate the electronic submission of comments. Written comments should be directed to ECWRPC at 132 main Street, Menasha, WI 54952-3100, or after April 1st at 400 Ahnaip Street, Menasha, WI 54952-3100, attention Ed Kleckner or emailed to ekleckner@eastcentralrpc.org. Copies of the comments will be routed to the consulting ECWRPC planners, the Joint Combined Locks/Kimberly Comprehensive Plan Committee, the two Community Administrators and the Two Village Clerks for distribution to other Village Officials as the Clerks deem appropriate, and UW-Extension staff. ECWRPC will respond to the written comments by acknowledging receipt of the document and that the comments have been shared with the parties stated above.

Website and Technology

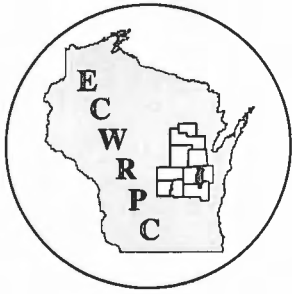
A website will be created and linked to the existing ECWRPC website (www.eastcentralrpc.org/planCombinedLocks-Kimberly). This Comprehensive Plan website will contain all documents and maps produced as part of the Comprehensive Planning process. The website will also contain progress reports of the comprehensive planning status and a calendar of comprehensive plan events. This website can be accessed directly or via the websites of the respective villages as follows: www.combinedlocks.org and www.vokimberly.org.

PLAN ADOPTION PROCEDURES

A draft plan shall be made available at the public libraries serving the Village of Combined Locks and Kimberly residents, the Village Clerk's offices, University of Wisconsin Outagamie County Extension Office, and the ECWRPC office. Within 30 days of the public hearing, written notice of when and where the comprehensive plan can be inspected and how a copy of the plan can be obtained shall be sent to all persons who have registered, obtained, made an application for or received a permit for a non-metallic mining deposit as specified in Chapter 66.1001(4) of the Wisconsin Statutes. The Villages shall provide a copy of the draft plan to adjacent and overlapping governments as required by statute, and to members of the participating public as requested. The Villages 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 Combined Locks and Kimberly Comprehensive Plan websites.

The Joint Combined Locks/Kimberly Comprehensive Plan Commission will adopt a resolution to recommend the draft plan to both the Town and County Boards, after the public informational meeting and public hearing. A public hearing will be held prior to the respective Village Board approvals of the comprehensive plans, in accordance with Wisconsin Statutes 66.1001(4)(d). The Village Clerks will publish a class one notice at least 30 days prior to the public hearing. The notice shall include the date, time, and location of the public hearing; a summary of the

comprehensive plan; as well as where the draft comprehensive plan document 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, each of the Village Boards shall enact an ordinance adopting the Combined Locks/Kimberly Comprehensive Plan. The Village Clerks of Combined Locks and Kimberly shall send a copy of the adopting ordinances and a copy of the adopted plan to all governmental units located in whole, or partially within the boundaries of the Villages (Outagamie County, HOV MSD, etc.), the clerk of all adjacent governmental units, the Wisconsin Department of Administration, and the local public libraries serving the residents of the Villages of Kimberly and Combined Locks.



EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION

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Press Release

For Immediate Release 12/13/07

Contact Person: Ed Kleckner, Principal Planner, - 920/751-4770 (ekleckner@eastcentralrpc.org)

The Village of Kimberly and the Village of Combined Locks are beginning development of a Comprehensive Plan 2030 planning effort.

The Villages of Combined Locks and Kimberly will be undertaking a 15 month long Comprehensive Plan development process in which a joint committee of their respective Plan Commissions, and staff, will work with the East Central Wisconsin Regional Planning Commission to develop a planning vision for the two established communities. The Village of Kimberly and the Village of Combined Locks Planning Commissions will be meeting jointly for the initial kick-off of their comprehensive planning effort on **Wednesday, December 19, 2007, at 6:00 PM**, in the Community Room of the Village of Combined Locks Civic Center, located at 405 Wallace Street. The joint committee will alternate meeting locations between the two villages.

Following introductions, a summary overview of the planning process will be provided by the East Central Wisconsin RPC staff planners. Then the joint 19 member committee will have a group discussion regarding general community values and trends in which committee members are encouraged to share their expectations for the plan. Maps of the existing land use and aerial photo's of Kimberly and Combined locks will be used by the committee to facilitate a discussion identifying future opportunities and planning issues challenges to be addressed in the plan, including providing for future public services, civic and recreational needs, economic development/redevelopment possibilities and land use issues.

The plan being developed by this committee is an opportunity for citizen input to develop a plan which will help position these communities for a stronger future. Change is inevitable, but change can be managed to be beneficial to a community when it is directed locally, and implement with regional considerations in mind. A thoughtful, well designed plan can be useful to provide guidance and continuity for elected officials.

Citizens are welcome to attend meetings which will be posted on the village websites www.vokimberly.org and www.combinedlocks.org and also can be found on the ECWRPC website, and through village website links that lead to <http://www.eastcentralrpc.org/planKimberlyCombinedLocks>. Interested residents can also be involved or follow the process by checking the ECWRPC website for current project news.

Village of Kimberly and Village of Combined Locks
Joint Plan Commission / Comprehensive Plan Kickoff Meeting
Village of Combined Locks Community Center - December 19th, 2007

Summary of statements expressed by members when asked.... *"What do you expect to get out of this planning process?"*

1. Meet minimum requirements of smart growth law. What are the issues that really apply to us – place emphasis on these.
2. Provide a road-map or 'blueprint' for future changes and increases in tax base. (What will the community look like in 20-30 years?)
3. Communities are constrained for growth and boundaries well-defined. Focus on issues related to social aspects and recreational opportunities that contribute to the quality of life in our communities. (seen as a "safe haven")
4. The need for broader diversity – we do ourselves a disservice if we do only the minimum required by the (comprehensive planning) law.
5. Plan for the next generation. Need to diversify community and obtain input from younger residents. Need to see the communities with "outside eyes". (take a new look at the visioning study done previously) Invite new residents, youth, women and service clubs.)
6. Should hold a "young peoples session" – try to involve more young people and women in the visioning process.
7. Think 3-dimensional.
8. Preserve unique identities of the communities (bedroom communities in the larger context). Unique items include:
 - ◆ Level of cooperation (yet separate images).
 - ◆ Small town feel (not too dense so as not to have traffic problems).
 - ◆ Safe communities.
 - ◆ Walkable communities.
 - ◆ Well defined neighborhoods.
 - ◆ High levels of youth involvement (community/recreation)
 - ◆ Adult recreational amenities (trails, etc.)
 - ◆ Environmental management – ravines, etc.
 - ◆ Well kept homes
9. Build upon existing good things done in the communities.
10. Younger people are making large investments in housing. Need to continue to make communities attractive to a variety of homebuyers.
11. What is best for these communities – value Cooperation and collaboration between communities (young people don't make much of a distinction)
12. People have picked this place for a reason, safe neighborhoods, and well kept homes.

13. Need to identify and discern between regional issues and local issues during the plan development process.
14. Need to maximize resources between the two communities (i.e., sharing library, police services, etc.).
15. Plan needs to serve as a 'backup plan' in case major changes occur (i.e., closure/removal of mills, etc.). Plan must be proactive, not reactive and serve as a contingency plan.
16. Plan needs to focus on redevelopment. Need for higher density development to accommodate changing demographics, increased gas prices, etc. Need to look to other similar communities for ideas. Small size can be an asset, adding to desirability.
17. What happens tomorrow if a bad change occurs – We need to be proactive, not reactive. Need to be ready to respond to adverse economic changes beyond our control. What can we do to keep businesses and industries here?
18. Public safety is important – good pedestrian access – safe bike trails.
19. Plan needs to look at keeping/maintaining existing jobs/level of employment.
20. Recreational values – what do we have for youths and adults?
21. Kimberly High School has a district wide volunteer program – “Service Learning”

Village of Combined Locks - SWOT Exercise & Analysis: January 16, 2008

Table	Strengths:	Weaknesses:	Opportunities:	Threats:
1	Well policed, Many village commodities (plowing), few taverns, easy access to many business (walkable), fair tax rate, part of a great school system.	No convenience stores, Poor postal hours.	Paper mill provides job opportunity.	Railroad - takes up valuable land, Water front - lack of development, High traffic.
1	Park system, Park usage, Access to County CE Trail.	Lack of recycle disposals beyond scheduled pickups, Lack of water consumptive (historical) usages subject to Kimberly Municipality water system. Safe movement across CE, Lack of shoreline ownership, railroad.	Leverage county services in Combined Locks, shore line improvement.	Loss of API.
1	Good landscaping, park system, size, school system	Handicap access in parks, community input, public transportation, railroad.	Waterfront usage, commercial development.	\$-tax base, economy, traffic.
1	Good services, parks, small size, clean, police & fire dept., schools.	Few stores, restaurant, traffic, (ambulance service)?	Mill expansion?, Waterfront.	Growth, traffic, get older housing rezoning.
2	Fox River, Good terrain - hills ravines, small community feel, good public areas.	Land locked prevents expansion, large industrial land use of riverfront, limited or no access to river, no commercial shopping area.	Intergovernmental cooperation to maintain quality of life without increasing taxes, Develop vacant commercial land.	Paper mills are large employers in area, reliance on other communities and county for services, dependence on property
2	Major manufacturers, major business, well maintained properties, nice parks, dependable services, access to highway corridors, well trained work force, education, recreation opportunities, safe environment.	No growth potential, no real diversity in tax base, apathy, little access to river, poor traffic control, current street assessment policy.	Business park, trail linkages, Innovation is required to maintain status quo, Intergovernmental cooperation - infrastructure, Reduce energy.	Economy, apathy, mandates - costs to meet Fed. State requirements, Current street assess policy, railroad - what is going thru communities, safe environment is eroding.
2	Attractive neighborhoods, home sales are usually quick, park system/parks are top notch.	Growth is finite, danger of "not in my backyard" (i.e. municipal-PW dept.), limited amount of commercial/retail space (hold up economic growth).	Community make-up is changing, bring in new ideas, Senior housing is a bright spot.	Land use arguments will increase.

Village of Combined Locks - SWOT Exercise & Analysis: January 16, 2008

Table	Strengths:	Weaknesses:	Opportunities:	Threats:
3	Parks and Recreation areas, wooded ravine area, good street maintenance, friendly administration, schools, good property management from neighbors. Geographically situated close to large & medium sized cities.	Lack of public transportation.	To keep a community identity - Conserve natural habitats. Getting more people involved in community - Green Community.	If more job losses occur, too many govt. mandates!, lack of community involvement.
3	Safety, parks, trail system, quality schools.	Land locked, inability to safely connect people living on the south side of CE to amenities north of CE.	Develop waterfront (recreational), collaborative services, integration of community trails, development of business park, "greening" our community, Revitalization of aging neighborhoods.	Losing major employers - outgrowing facilities, Storm water retention, Budget constraints.
3	Quality services (garbage, snow, streets), parks and recreation, quality schools, quiet neighborhoods, close enough to larger cities an venues, good working relations w/neigh. Comm.	Lack of commercial or industrial tax base, land locked - no room for expansion.	Future use of vestpocket park areas, community growth on CE, Fox River redevelopment.	Unfunded mandates (NR216).
4	Park facilities - both Kimberly and Combined Locks	More combined services.	Transportation.	
4	Parks, Green space and trails - Kaukauna elect.	Traffic at CE & HH.	Willingness of local gov. / New business park.	Loss of jobs.
4	Parks, recreational programs.	Landlocked, traffic on CTH "N".	Public transit.	
5		Lack of River Access.		
5		River Access.		

Village of Combined Locks Priority Issues

Issues	Table 1	Table 2	Table 3	Table 4	Table 5	Total No.
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Strengths

Park systems / Trails, Sunset Beach.				2		2
Natural Resources (River, Woods, Gr. Water, Parks					1	1
Attractive Safe Neighborhoods	1					1
Good concerned citizens			1			1
Good School System				1		1

Weaknesses

Stop Lights at Wallace & N & also CTH HH & CE			4		1	5
Traffic Control around CLHS	1					1
Aging Infrastructure					1	1

Opportunities

Fill Business Park / Commercial Growth		2				2
TIF Business Park		2				2
Riverfront Redevelopment.		1				1
Innovation From Challenge		1				1
Public Transportation				1		1
Tunnel under CE (WIP)				1		1
Consolidation of Joint Services					1	1

Threats

Traffic Issues (at "CE" & "N")		5				5
Fresh Water Source / Viability	1			3		4
Budget Constraints			2			2
Loss of Businesses & Jobs			1	1		2
Tax Base	1					1
Aging Housing Stock					1	1
Unfunded Fed/state Mandates		1				1
Invasive Species (Emerald Ash Borer)					1	1

Village of Combined Locks Priority Ranking

<u>Issue (How it is Perceived)</u>	<u>Ranking</u>	
Stop Lights at Wallace and N – Also CTH HH & CE (A Weakness)	1 st	5 votes
Traffic Issues at CE & N	2 nd	<u>5 votes</u>
Both Traffic Related Issues Combined		10 votes
Fresh (Clean) Water Source	3 rd	4 votes
Loss of Businesses & Jobs	4 th	2 votes
Fill Business Park / Commercial Growth	5 th	2 votes
TIF Business Park	6 th	2 votes
Budget Constraints	7 th	2 votes

All others identified “Priority Issues” received a single vote (that is have the same priority)

Village of Combined Locks Priority Issues by Grouped by Focus

Issues & Opportunities

- **Good concerned Citizens (1 vote)**
- **Riverfront Redevelopment (1 vote)**
- **Innovation from Challenge (1 vote)**
- **Tax Base (1 vote)**
- **Unfunded Federal & State Mandates (1 vote)**

Housing

- **Attractive safe neighborhoods (1 vote)**
- **Aging Housing Stock (1 vote)**

Transportation

- **Stop lights at Wallace & N and also at CTH HH & CE (5 votes)**
- **Traffic Issues at CE & N (5 votes)**
- **Traffic Control around CL High School (1 vote)**
- **Public Transportation (1 vote)**

Utilities and Community Facilities

- **Fresh water Source Viability (4 votes)**
- **Good School System (1 vote)**
- **Park Systems / Trails, Sunset Beach (2 votes)**
- **Aging infrastructure (1 vote)**

Agricultural, Natural & Cultural Resources

- **Natural Resources (River, Woods, Ground Water, Parks (1 votes)**
- **Invasive Species (Emerald Ash Borer, etc.) (1 vote)**

Economic Development

- **Loss of Businesses & Jobs (2 votes)**
- **Fill Business Park / Commercial Growth (2 votes)**
- **TIF Business Park (2 votes)**
- **Riverfront Redevelopment (1 vote)**

Intergovernmental Cooperation

- Consolidation of Joint Services (1 vote)
- Budget Constraints (2 votes)

Land Use

Implementation

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:



The U.S. Mayors Climate Protection Agreement
(As endorsed by the 73rd Annual U.S. Conference of Mayors meeting, Chicago, 2005)

- A. We urge the federal government and state governments to enact policies and programs to meet or beat the target of reducing global warming pollution levels to 7 percent below 1990 levels by 2012, including efforts to: reduce the United States' dependence on fossil fuels and accelerate the development of clean, economical energy resources and fuel-efficient technologies such as conservation, methane recovery for energy generation, waste to energy, wind and solar energy, fuel cells, efficient motor vehicles, and biofuels;
- B. We urge the U.S. Congress to pass bipartisan greenhouse gas reduction legislation that 1) includes clear timetables and emissions limits and 2) a flexible, market-based system of tradable allowances among emitting industries; and
- C. We will strive to meet or exceed Kyoto Protocol targets for reducing global warming pollution by taking actions in our own operations and communities such as:
 - 1. Inventory global warming emissions in City operations and in the community, set reduction targets and create an action plan.
 - 2. Adopt and enforce land-use policies that reduce sprawl, preserve open space, and create compact, walkable urban communities;
 - 3. Promote transportation options such as bicycle trails, commute trip reduction programs, incentives for car pooling and public transit;
 - 4. Increase the use of clean, alternative energy by, for example, investing in "green tags", advocating for the development of renewable energy resources, recovering landfill methane for energy production, and supporting the use of waste to energy technology;
 - 5. Make energy efficiency a priority through building code improvements, retrofitting city facilities with energy efficient lighting and urging employees to conserve energy and save money;
 - 6. Purchase only Energy Star equipment and appliances for City use;
 - 7. Practice and promote sustainable building practices using the U.S. Green Building Council's LEED program or a similar system;
 - 8. Increase the average fuel efficiency of municipal fleet vehicles; reduce the number of vehicles; launch an employee education program including anti-idling messages; convert diesel vehicles to bio-diesel;
 - 9. Evaluate opportunities to increase pump efficiency in water and wastewater systems; recover wastewater treatment methane for energy production;
 - 10. Increase recycling rates in City operations and in the community;
 - 11. Maintain healthy urban forests; promote tree planting to increase shading and to absorb CO₂; and
 - 12. Help educate the public, schools, other jurisdictions, professional associations, business and industry about reducing global warming pollution.

APPENDIX C: POLICIES AND PROGRAMS

Appendix C provides policies and programs, sorted by comprehensive planning element, that can be utilized by the Village of Combined Locks to implement the goals, strategies, and recommendations set forth in this plan. The following section numbers correspond with each elements chapter number, as follows:

- 2. Issues & Opportunities
- 3. Economic Development
- 4. Housing
- 5. Transportation
- 6. Utilities & Community Facilities
- 7. Agricultural, Cultural, and Natural Resources
- 8. Land Use

2. 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.

More specific vision and goal statements were prepared for each of the plan's elements. These are incorporated as part of the forty-two separate 'Plan Guideline Sheets' which discuss all of the regional planning issues that were identified. This information can be found at www.eastcentralrp.org.

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.

3. 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.ⁱ 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. 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 Village of Combined Locks 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 Village of Combined Locks is

in Region 3. The ADM is Dennis Russell and he can be reached at (920) 498-6302 or via email at Dennis.Russell@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>.
- **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, and 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).

Fox Cities Economic Development Partnership. The Fox Cities Economic Development Partnership (FCEDP), of which the Village of Combined Locks 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:

New North, Inc. New North is a private-sector initiative whose 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>

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>

4. 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 Village of Combined Locks 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 write downs, 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, down payment 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 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.

5. TRANSPORTATION

State, Regional, & Local Policies

State Policies:

Wisconsin Department of Transportation (WisDOT)

- **WisDOT Connections 2030.** Wisconsin's State Trunk Highway system, consisting of approximately 12,000 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 and approved (in 2009) the *Connections 2030* plan, a 20-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.

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.

- **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

Regional Policies.

Fox Cities Metropolitan Planning Organization (MPO). The Village of Combined Locks is 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. The entire Village of Combined Locks is located in the urbanized area as defined by this plan.

- **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.

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.

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 Village of Combined Locks Subdivision Ordinance 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 generally be laid out to provide for possible continuation wherever topographic and other physical conditions permit.

Federal, State, & Regional Programs

Federal Programs:

Department of Transportation (DOT).

- **Surface Transportation Program – Urban (STP-U).** This program allocates federal SAFETEA-LU funds to complete a variety of improvements to urban roads and highways.

More information can be found at <http://www.dot.wisconsin.gov/localgov/highways/stp-urban.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 the Village of Combined Locks is located within the Fox Cities MPO, several projects within the Village have been identified and included in the TIP.

6. 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:

Park, Tree, Water & Sewer Fees. Permit fees, fees for parks, trees, water and sewer are dictated by the Village's schedule or through 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.

- **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 Commerce

- **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 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 (WPDES) Storm Water Program.** The NPDES program is administered by the WDNR through NR-216. The Wisconsin Pollutant Discharge Elimination System (WPDES) 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 (\geq 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.

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 authorized under NR-121 and the Wisconsin Department of Natural Resources. 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.

7. AGRICULTURAL, CULTURAL, AND NATURAL RESOURCES

State, Regional, County & Local Policies

State of Wisconsin:

Wisconsin Administrative Code. .

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 Village of Combined Locks has adopted village powers under Wis. Stats. Ch 60, Sec 60.62.

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.

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.

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.
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- **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 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.ⁱⁱ
- **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.
- **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.

8. LAND USE

Regional, County, and Local Policies

Regional Policies:

East Central Wisconsin Regional Planning Commission, Year 2030 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 Sheets", 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. 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. All shoreland regulations (NR-115) within the State were reviewed, modified and adopted between 2007 and 2009. All decisions made locally will need to conform to the new provisions of NR-115.

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. This plan is due for an update in 2011 according to the new provisions of Wisconsin's "Working Lands Initiative".

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."ⁱⁱⁱ 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:

Village of Combined Locks Zoning Code. The Village of Combined Locks Zoning Code addresses regulations for numerous land uses within the community. The Zoning Code also includes permitting information & fees, site plan requirements, and guidelines for the Board of Appeals.

Village of Combined Locks Official Map. The Village of Combined Locks Code of Ordinances authorizes and contains guidelines for the Village's Official Map. The official map designates the Village'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 third comprehensive planning effort for the Village of Combined Locks. The first two, non-"smart growth" comprehensive plans were completed last in 1994. Several adjacent communities in Outagamie and have already adopted, or will shortly adopt, a smart growth comprehensive plan including the Town of Buchanan, City of Appleton, Village of Little Chute, and Village of Kimberly. 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.^{iv} 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.^v 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.^{vi} 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. Thusly, the State approved new statutory language in 2009 which directs the Public Service Commission to develop more specific siting rules for large-scale (utility) operations.^{vii}

ⁱ NorthStar Economic, Inc. 2004. *Northeast Wisconsin Economic Opportunity Study*. <http://www.neweconomyproject.org/Pages/NEWEconStudy.htm>.

ⁱⁱ Wisconsin State Statutes NR 135 and NR 216.

ⁱⁱⁱ Outagamie County. 2002. *Outdoor Recreation and Open Space Plan*.

^{iv} Wisconsin Legislative Reference Bureau. 1997. *Budget Brief 97-6*.

^v Wisconsin Legislative Reference Bureau. 2000. *Budget Brief 00-7*.

^{vi} Wisconsin Statutes 66.0401