

Village of Combined Locks Comprehensive Plan Update 2040



Draft
October 2022

Village of Combined Locks Comprehensive Plan 2040

Village of Combined Locks, Outagamie County

Adopted: xx,xx 2022

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ABSTRACT

TITLE: Village of Combined Locks Comprehensive Plan 2040

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Village of Combined Locks Plan Commission

SUBJECT: Comprehensive Plan Update for the
Village of Combined Locks

ADOPTION DATE: **ENTER DATE**

PLANNING AGENCY: East Central Wisconsin Regional Planning Commission

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This report describes existing conditions, projects future growth and offers recommendations to guide future development in the Village of Combined Locks, Outagamie County.

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Chapter 1: Introduction



Combined Locks is an attractive place to live with well-kept homes, good schools and convenient access to shopping and recreational opportunities. McKinley Paper is the major employer in the community with other economic opportunities to develop a new high-end Business Park along CTH CE which offers smooth 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, and has a market area population in excess of 260,000 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 and municipal offices. The Fox River mall, which is the largest shopping mall in Wisconsin north of Milwaukee is located 14 miles to the west. The Appleton International Airport is less than a 20-minute drive away.

Location and History

The Village of Combined Locks is located in the southeastern corner of Outagamie County, east of US Highway 441 and north of County Trunk Highway CE (College Ave). The Village of Combined Locks is bordered by the Fox River and the Village of Little Chute to the north, the Village of Kimberly to the west, the City of Kaukauna to the east, and County Trunk Highway CE and the Town of Buchanan on its southern border. See Map 1-1 as it relates to the neighboring communities in the region.

The Village has a population of 3,634 (2020 census) permanent residents who are a portion of the 260,000 plus population of the Fox Cities metropolitan area. The Village is largely developed

and has a relatively stable residential, commercial, and industrial base. Population has experienced a growth rate of approximately 16 percent between 2010 and 2020. Combined Locks is a well-established riverfront community with a pre-settlement Native American history. 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 incorporated as a village after having been a company settlement for the pulp and paper mill built by the Combined Locks Paper Company in 1889.

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 served the Village well and many of the strategies outlined within the plan had been implemented. The 2030 Comprehensive Plan was adopted in 2010 and followed the “Smart Growth” 2000 legislation (Wisconsin Statutes 66.1001) to create a revised plan addressing the nine planning elements required by the state statute.

Plan Requirements

The Village Plan 2040 is guided by six themes drawn from the American Planning Association’s (APA) Best Practices for Comprehensive Plans. The APA identifies six principles necessary to ensure a sustainable community. This plan extends those principles into themes that target pressing community concerns, while anticipating Combined Locks’ future needs. These themes will ensure a holistic planning approach that addresses environmental, social, and economic well-being. The following six themes will be incorporated into the nine planning elements required for comprehensive plans by the state of Wisconsin planning statutes.

1. Interwoven Equity
2. Healthy Community
3. Harmony with Nature
4. Livable Built Environment
5. Responsible Regionalism
6. Resilient Economy

The Village of Combined Locks Comprehensive Plan also contains the nine elements required by §66.1001:

1. Issues and Opportunities
2. Economic Development
3. Housing & Neighborhoods
4. Transportation & Mobility
5. Community Facilities, Technology, & Utilities

6. Agricultural, Natural, and Cultural Resources
7. Existing and Future Land Use
8. Intergovernmental Cooperation
9. Implementation

Purpose and Intent

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 and community facilities; and agricultural, natural, and cultural resources;
3. Visions, goals, and objectives; and
4. A set of land use maps that depict zoning, existing land use, and the vision for future land use.

Plan Structure

The Plan is divided into ten chapters. Each chapter focuses on the nine required elements. The sections begin with background information which is followed by the Village's 2040 vision statement. A vision statement was developed for each planning element. Chapters discuss potential growth areas, future land uses, current challenges facing the Village today, and feedback from the community. The Implementation Chapter describes the goals and objectives for each element and the adoption and amendment procedures in accordance to the State Statutes.

Goals are broad statements that express general public priorities about how the Village should approach development issues during the next 20 years. These goals are based on key issues, opportunities, and problems that affect the community.

Objectives are more specific than goals and are usually attainable through planning and implementation of various courses of action. The accomplishment of an objective contributes to the fulfillment of a goal.

In addition to the Goals and Objectives, the Village of Combined Locks Comprehensive Plan incorporates 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 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 phases. The phases included Organization, Visioning, Inventory and Analysis, Public Engagement, Plan Implementation, Intergovernmental Cooperation, and Adoption. The Plan Commission met 14 times over the course of the planning process to discuss aspects of the nine elements to complete the Comprehensive Plan and present materials to the intergovernmental entities and to host a public hearing. Table 1-1 lists the meetings.

Community Engagement

The first Village of Combined Locks Comprehensive Plan meeting was held on July 7, 2021 at the Village of Combined Locks Civic Center. The Plan Commission participated in a visioning exercise to answer questions on the current issues and opportunities in the Village. Commissioners discussed what aspects of the community they valued and what they felt were the key issues that should be addressed in the plan. This was completed using a 6-question visioning format.

Actively involving the community through the entire plan process helped ensure the Village of Combined Locks Comprehensive Plan 2040 accurately reflects the vision, goals, and values of the community. The Public Engagement Plan, (PEP) was used as the strategy for the engagement opportunities. Below are the methods used to involve the public:

1. Plan Commission Meetings with Ad Hoc Members
2. Online Web Survey
3. Visioning Portal
4. Community Events – Election Day
5. Public Hearing

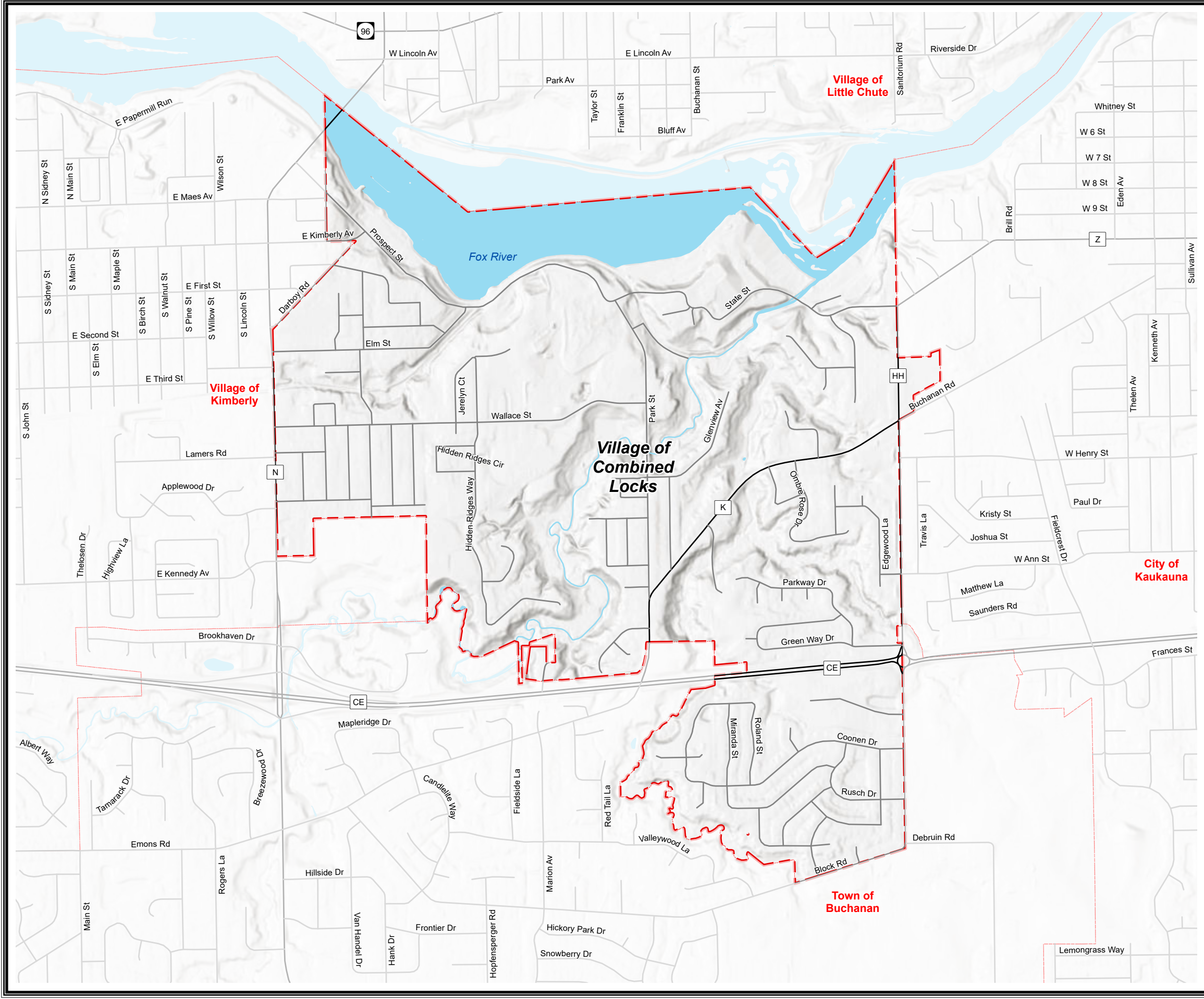
The public survey ran from June 2021 through April 2022. There were 52 Survey respondents. An online web portal was developed to create a space for residents to provide feedback on the future land use map and ideas for future development. Posters with maps and QR codes were posted at the Civic Center during Election Day, 2022. Plan Commission members were present to answer questions from the community. Public feedback from the survey and visioning portal are included in each chapter as it relates to one of the nine elements.

Table 1-1: Meeting Dates and Topics Over the Planning Period.

Meeting Date	Topic Covered	Committee/Board
July 7, 2021	Kickoff and Visioning Exercise	Plan Commission
August 18, 2021	Issues and Opportunities	
October 6, 2021	Economic Development	
November 3, 2021	Economic Development and Housing	
December 1, 2021	Transportation	
January 5, 2022	Community Facilities	
February 2, 2022	Community Facilities Continued	
March 2, 2022	Environment and Culture	
April 6, 2022	Existing Land Use	
June 1, 2022	Future Land Use	
July 13, 2022	Visioning Portal and Community Engagement	
September 7, 2022	Goals and Objectives	
October 5, 2022	Intergovernmental Meeting	
November 2, 2022	Plan Commission Recommendation to Village Board	Village Board
December 6, 2022	Village Board Public Hearing	

Map 1-1

Village of Combined Locks Municipal Boundary



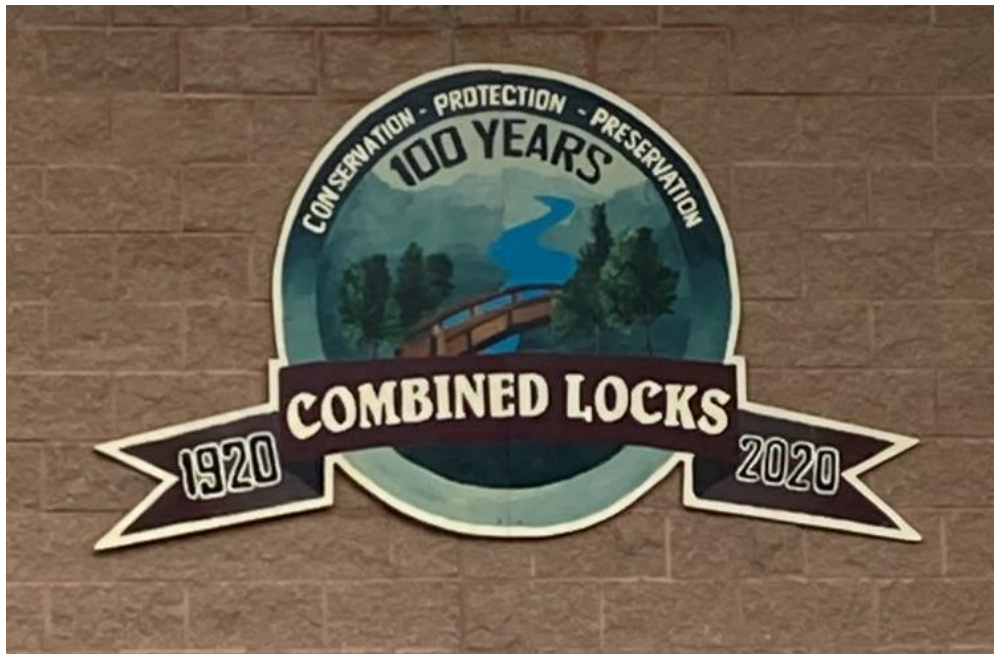
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Source:
Base data provided by Regional Counties 2021

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

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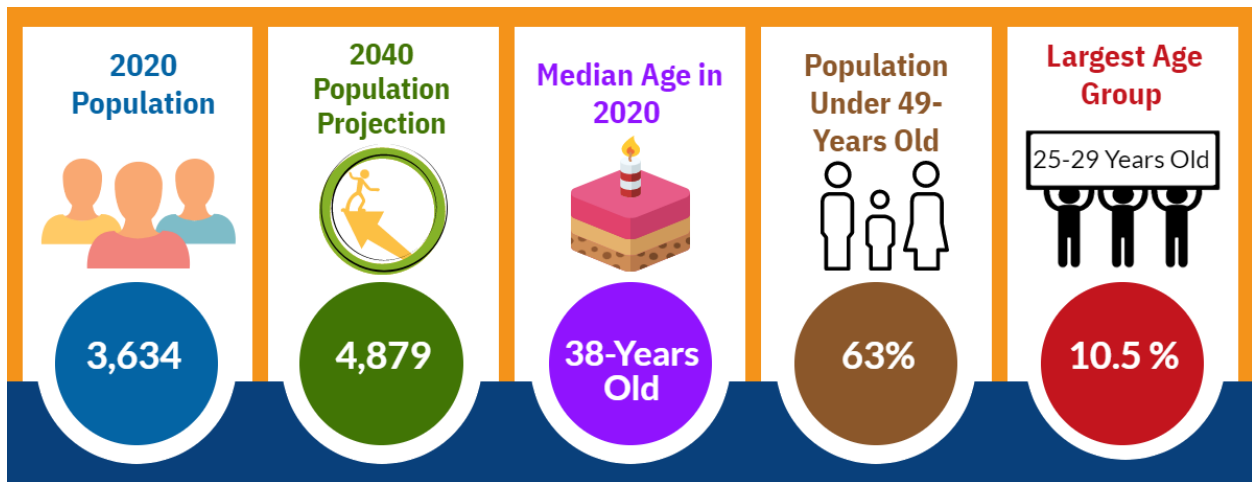
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Chapter 2: Issues & Opportunities



Key Indicators:



Introduction

Identifying socioeconomic conditions and growth patterns within the Village of Combined Locks help discover what issues exist and what opportunities are available for the future. Recognizing changes in population and household characteristics, existing development patterns, and policy choices will guide the Village of Combined Locks in efforts to meet the future needs of its residents. An inventory of the demographic trends as well as economic opportunities that the Village possesses is analyzed below. This includes population, housing, employment forecasts, age of the community, education, income and employment characteristics. To illustrate the Village of Combined Locks' current state and projected future, we must first look at what puts the Village on the map. What are the key indicators and trends that make up this community?

Population Profile

The Village population continues to grow at a steady but slow rate according to demographics. According to the American Community Survey (ACS) 5-Year average from 2016 to 2020, age groups of 15-19, 25-29, and 50-54-year-old include the highest percentage of the entire population base in Combined Locks, at 27 percent. Approximately 55 percent of the population is female and 45 percent are male. See Table 1-1.

Table 2-1: Combined Locks Age & Sex Distribution, 2016-2020

	Total		Male		Female	
	Estimate	Percent	Estimate	Percent	Estimate	Percent
Total population	3,588	100.00%	1,611	44.90%	1,977	55.10%
Under 5 years	210	5.85%	58	1.62%	152	4.24%
5 to 9 years	246	6.86%	91	2.54%	155	4.32%
10 to 14 years	245	6.83%	81	2.26%	164	4.57%
15 to 19 years	280	7.80%	84	2.34%	196	5.46%
20 to 24 years	127	3.54%	59	1.64%	68	1.90%
25 to 29 years	376	10.48%	201	5.60%	175	4.88%
30 to 34 years	184	5.13%	115	3.21%	69	1.92%
35 to 39 years	246	6.86%	120	3.34%	126	3.51%
40 to 44 years	172	4.79%	72	2.01%	100	2.79%
45 to 49 years	194	5.41%	70	1.95%	124	3.46%
50 to 54 years	320	8.92%	149	4.15%	171	4.77%
55 to 59 years	201	5.60%	111	3.09%	90	2.51%
60 to 64 years	173	4.82%	130	3.62%	43	1.20%
65 to 69 years	172	4.79%	79	2.20%	93	2.59%
70 to 74 years	114	3.18%	20	0.56%	94	2.62%
75 to 79 years	118	3.29%	54	1.51%	64	1.78%
80 to 84 years	190	5.30%	117	3.26%	73	2.03%
85 years and over	20	0.56%	-	0.00%	20	0.56%

Source: ACS 2016-2020 B01001

Note: Green shaded cells represent top three results within column, red shaded cells represent bottom three results within column.

Growth History

Historic population change shows the biggest growth of residents occurred between the years 2000 to 2010, (37.4%). Growth is difficult to predict from the stand point of infill, redevelopment, and changes in household size. The Village is also “land locked” where there are little green and vacant spaces remaining to develop. When comparing Combined Locks to other municipalities of similar size we see similar patterns emerge. Location and amenities offered play a big role in where people choose to live and work.

Analyzing similar communities’ population bases for a 10-year growth period using census data (2010-2020), Combined Locks has a comparable, but lowest percentage of growth at 9.2 percent compared to other incorporated communities of similar size or proximity. The Town of Buchanan had the lowest percentage increase, while the Village of Sherwood had the highest percentage increase in 10 years at 21 percent. Table 1-2 shows the comparison.

Table 2-2: Historical Census Population Comparisons, 1999-2020

Jurisdiction	1990	2000	2010	2020	% Change 1990 - 2000	% Change 2000 - 2010	% Change 2010 - 2020
V. Combined Locks	2,190	2,422	3,328	3,634	10.6%	37.4%	9.2%
T. Buchanan	2,484	5,827	6,755	6,857	134.6%	15.9%	1.5%
C. Kaukauna	11,982	12,983	15,462	17,089	8.4%	19.1%	10.5%
V. Kimberly	5,406	6,146	6,468	7,320	13.7%	5.2%	13.2%
V. Little Chute	9,207	10,476	10,449	11,619	13.8%	-0.3%	11.2%
V. Sherwood	837	1,550	2,713	3,271	85.2%	75.0%	20.6%

Source: 1990, 2000, 2010, 2020 Census (P001001)

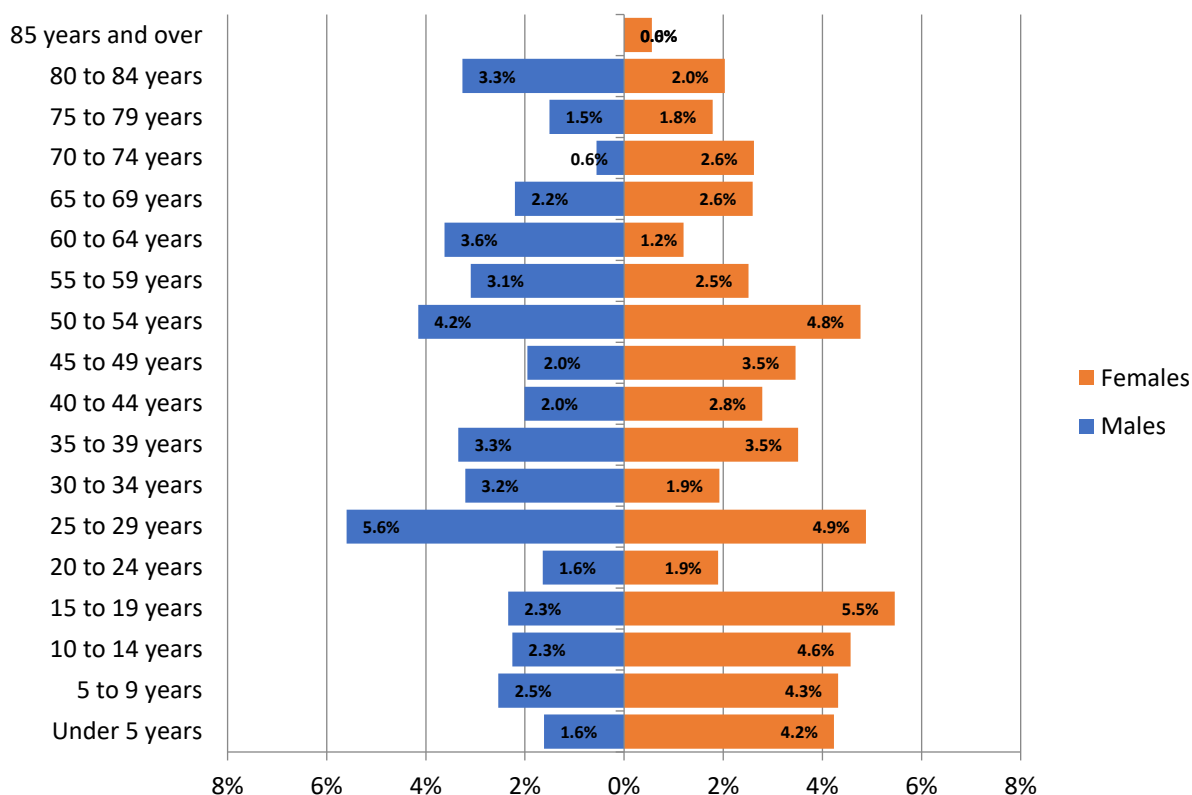
Age

The median age for the Village has remained pretty consistent at an average age of 40 in 2010 to 38 years in 2020. See Table 1-3. Figure 1-1 shows the ACS 5-year Average population by age cohort in 2020. The overall trend shows the population is getting younger, with approximately 37 percent of the population 50-years old and older, and 63 percent of the population 49-years old and younger.

Table 2-3: Combined Locks Population and Median Age

	2008-2012		2016-2020	
	Estimate	Median Age	Estimate	Median Age
Combined Locks	3,310	39.8	3,588	37.9
Outagamie County	176,777	37.3	186,829	38.4
Wisconsin	5,687,219	38.5	5,806,975	39.6

Sources: ACS 2008-2012 & 2016-2020; B01001, B01002



Sources: ACS 2016-2020 B01001

Figure 2-1: Population by Age Cohort in Combined Locks, 2020

Race Characteristics

The Village of Combined Locks is not racially diverse with approximately 97.5 percent of the population in 2020 identifying as white. Only 3 percent of the population is Hispanic or Latino, and 1 percent is some other race.

Diversity and Inclusion

In defining what diversity is, an index¹ is used on a scale of 1 to 100 that represents the likelihood that two persons, chosen at random from the same area, belong to different races or ethnic groups. If an area's entire population belongs to one race AND one ethnic group, then the area has zero diversity. An area's diversity index increases to 100 when the population is evenly divided into two or more race/ethnic groups. Combined Locks has a very low diversity index of 14 according to a July 1, 2021 report of the Wisconsin Gazetteer, indicating a less diverse population. The racial characteristics of Combined Locks can be seen in Table 1-4.

¹ "Wisconsin Gazetteer", 2022, <https://wisconsin.hometownlocator.com/wi/outagamie/combined-locks.cfm#demographic>

Table 2-4: Combined Locks Racial Characteristics 2000-2020

Subject	Combined Locks					
	2000		2010		2016-2020	
RACE	Number	%	Number	%	Estimate	%
Total population	2,422	100%	3,328	100%	3,588	100%
ONE RACE	2,411	99.5%	3,307	99.4%	3,543	98.7%
White	2,380	98.3%	3,217	96.7%	3,497	97.5%
Black or African American	4	0.2%	8	0.2%	1	0.0%
American Indian and Alaska Native	10	0.4%	20	0.6%	0	0.0%
Asian	11	0.5%	49	1.5%	0	0.0%
Native Hawaiian and Other Pacific Islander	0	0.0%	4	0.1%	0	0.0%
Some Other Race	6	0.2%	9	0.3%	45	1.3%
TWO OR MORE RACES	11	0.5%	21	0.6%	45	1.3%
HISPANIC OR LATINO						
Hispanic or Latino (of any race)	30	1.2%	66	2.0%	113	3.1%
Mexican	15	0.6%	52	1.6%	113	3.1%
Puerto Rican	-	0.0%	1	0.0%	6	0.2%
Cuban	-	0.0%	-	0.0%	-	0.0%
Other Hispanic or Latino	15	0.6%	13	0.4%	-	0.0%
Not Hispanic or Latino	2,392	98.8%	3,262	98.0%	3,475	96.9%

Source: U.S. Census 2000/2010 (P3,P4,PCT11) and ACS 2016-2020 B02001 and B03001

Growth Forecast

The Wisconsin Department of Administration's (DOA) population estimates for the Village of Combined Locks, surrounding municipalities, Outagamie County, and the State of Wisconsin forecast that Combined Locks will continue to experience modest growth. The Village's population is projected to increase by 1,245 persons from 2020 to 2040. The Village's population projections in relation to land use are discussed in more detail in Chapter 8. Population projections can provide valuable information for community planning but have particular limitations. Projections are typically based on historical growth patterns and the composition of the current population base. To a large extent, the reliability of the projection is dependent on the continuation of past growth trends. A strong economic base for new employment may attract more growth as people want to live close to their job.

Table 2-5: Combined Locks Current and Projected Population.

	2010*	2020*	2025	2030	2035	2040
V. Combined Locks	3,328	3,634	4,170	4,475	4,705	4,879

Source: Wisconsin Department of Administration Vintage 2013 and 2020 Projections, *2010 and 2020 Census Actual

Village Assessment

There are many concerns facing the Village today but also great opportunities as well. A visioning exercise was performed at the July 7, 2021 Plan Commission meeting to get feedback from the Commissioners. Here is what was discussed:

Current Issues

- Land locked, long-term boundary agreements are in place so growth is limited.
- Population density is declining.
- Housing variety is lacking, more multi-family units are needed.
- Railroad barrier that prevents access to the Fox River on the Village's north side.
- Commercial businesses need to be more centralized.
- Some roads are in poor condition and need repairs.
- Diversity is lacking.
- Current housing stock is aging.
- Current utilities need an upgrade.
- Trails all need maintenance and updating.
- More public participation from residents is desired to make informed decisions.
- Inform Business Park tenants of what is in the development plan and promote future growth of vacant lots.

Best Opportunities

- Shared services with the Town of Buchanan would be financially beneficial.
- A water contingency plan would assist in future utilities.
- Promotion of the "Quality of Life" for aesthetic beauty and a great place to live.
- Location is centralized in the heart of the Fox Cities.
- Trail connections should be continued to the surrounding communities with emphasis placed on the Little Chute and Kaukauna Loop the Locks trail and trestle.
- Business Park development has the potential to be 100% occupied.
- Continue the development along DeBruin Road.
- Future access to the Fox River.
- Great recreational services and parks space.

Future Changes

- Tools to address important issues that include residential feedback, i.e. light up informational board.
- Continue to increase the recreational programming by adding yoga and other classes.
- Utilize the Ryan School property if it becomes available.
- Replacement of streets to concrete with curb and gutter to reduce maintenance and control stormwater runoff.

What to Preserve

- Aesthetically pleasing green spaces and well-maintained parks.
- Strong residential footprint.
- Historic homes and existing housing with new offerings.
- Access to kid's activities.
- Bicycling and walking trails.
- Safety within the Village.
- Forward thinking philosophy of the Village Board and other Committees to serve the community in providing the needed services while offering transparency and input.
- Maintain identity and sense of place with civic spirit.

This Plan also identified more specific issues and opportunities within each planning element. Those can be found in the chapters that follow. The Plan identifies Goals and Objectives that the Village can work on over the next 5 to 20 years to solve any concerns, encourage preservation, make the most of the opportunities, and work toward the future vision for the Village. Goals and Objectives are described in the Implementation Chapter.

Issues and Opportunities 2040 Vision

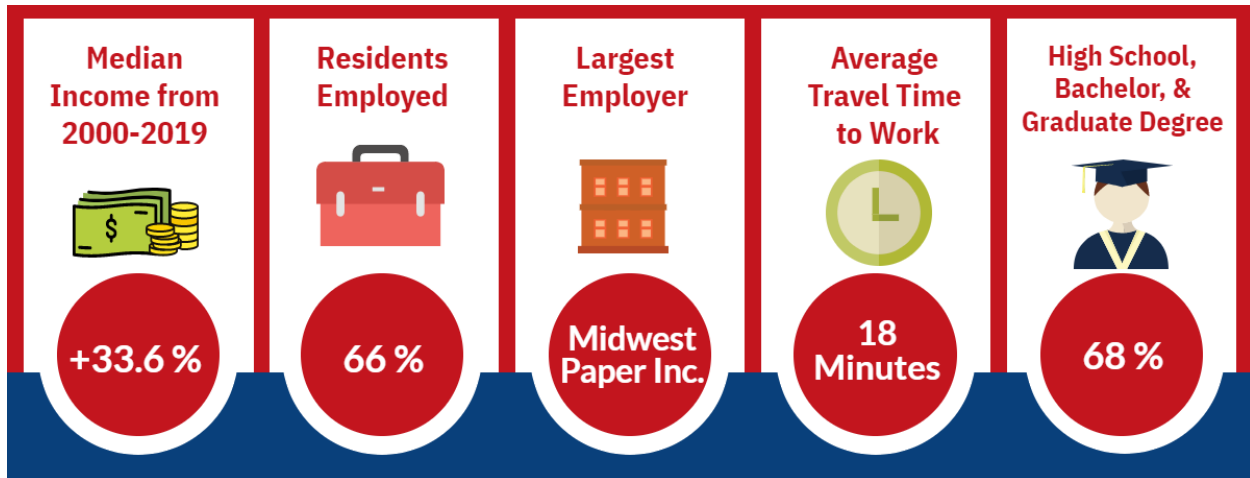
Combined Locks envisions a future welcoming economic and population growth that reflect the “quality of life” principal that has traditionally identified our community and is open to new ideas that include housing options, redevelopment areas, creative zoning, parks and conservancy, with a continued emphasis on well-kept neighborhoods.



Chapter 3: Prosperity & Economic Development



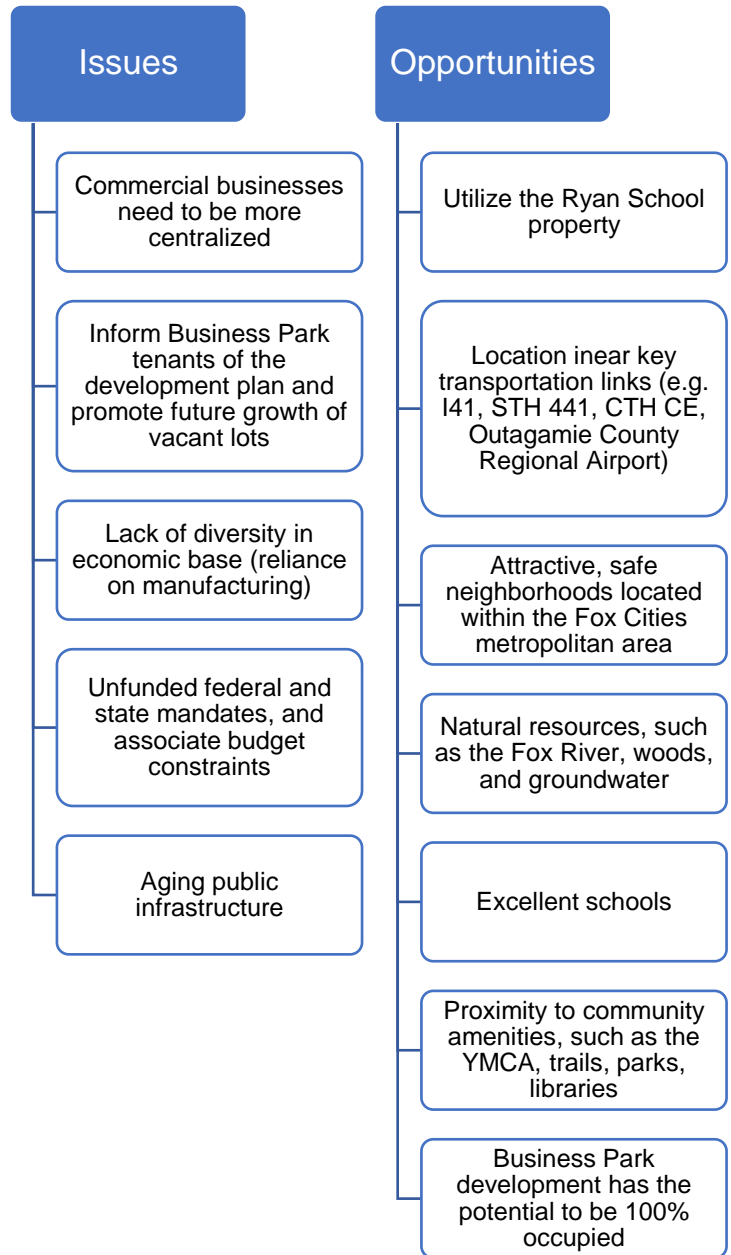
Key Indicators:



Introduction

Economic prosperity of a community plays an important role in establishing and retaining residents and businesses. Combined Locks is an ideal location for those looking for a quiet area close to larger city amenities. The community is located within minutes of State Highway 441 and Interstate 41, making it convenient for commuting. Many stores and shops are also only a short drive away. One of the largest companies within the Village limits is the McKinley Paper located on Prospect Street in Combined Locks. The mill provides many employment opportunities for Village residents. Due to the close proximity of Combined Locks to neighboring communities there are many alternate sources of employment for those in the Village residents as well.

Planning for economic development is an ongoing process in which a community organizes for the creation and maintenance of an environment that will foster both the retention and expansion of existing businesses and the attraction of new businesses in the future. It is important to understand the existing resources which serve as assets for economic development. This section inventories the labor force, income, education, businesses and industrial companies in Combined Locks.



Economic Profile

Currently, there are two active tax incremental districts (TID) located within the Village boundaries, (Map 3-1). Tax Incremental Financing (TIF) is a technique to fund improvements and redevelopment projects within a defined district. Public funds can only be invested within a TID for planned improvements to encourage development or redevelopment. What the land was worth before the TID is considered the tax base. What the land is worth, above the base, after the property is improved, is the increment. Taxes that were being paid to other taxing entities besides the municipality (school district, county, etc.) prior to the creation of the TID, will continue to be paid at the existing rate on the day of the TID's creation. The municipality retains taxes from the increment due to the district's new higher assessed value, to reimburse expenses made for property improvements (roads, sewer, streets, etc.).

McKinley Paper, formerly Midwest Paper Group, is the largest employer in the Village with approximately 321 workers. The mill was shut down in 2017 and then reopened when Industrial Assets Corp. and Maynard's Industries USA invested \$21,000,000 to upgrade the mill. The site is within the TID #002 at 540 Prospect Street in the northeast part of the Village.

TID #003 is the Locks Business Park located on the corner of County Highway CE and DeBruin Road, with 11 lots and an additional lot on the corner. It is designated as a TID for mixed use development. The Village hopes to realize \$11,000,000 in assessed value when the business park is fully developed.

Table 3-1: Tax Incremental Districts

TID #	Location	Size / Acres	Start Date	End Date	Summary	Assessed Value
002	Prospect St. / State St.	56.73	9/15/2015	9/15/2042	Type 3 Rehabilitation or Conservation McKinley Paper	\$15,000,000
003	CE / HH / Martineau Rd.	25.62	7/2/2019	7/2/2039	Type 6 Mixed-Use	\$11,000,000

Source: Combined Locks, 2021, Department of Revenue DOR.

Income Distribution and Education Attainment

Median household income in the Village of Combined Locks was \$72,102 in 2020 according to the ACS 2020 5-Year estimates. Compared to the County, State, and neighboring communities, the Village had the highest per capita income at \$41,265. The Village had the second highest median household income compared to the County, States, and local communities to the Town of Buchanan at \$101,667. See Table 3-2.

Table 3-2: Median Household Income and Per Capita Income Comparison

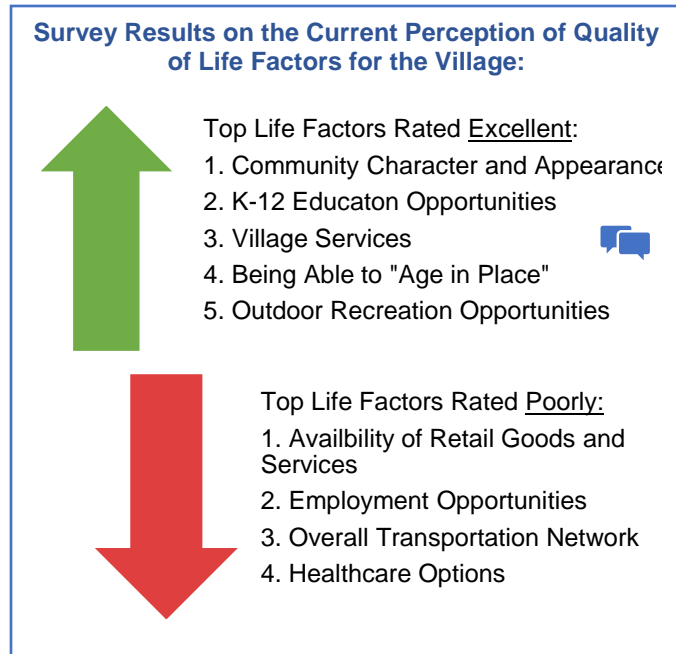
	Median Household Income	Per Capita Income
Village of Combined Locks	\$72,102	\$41,265
Village of Kimberly	\$61,534	\$28,881
City of Kaukauna	\$66,010	\$32,508
Village of Little Chute	\$65,170	\$35,291
Town of Buchanan	\$101,667	\$39,670
Outagamie County	\$68,441	\$34,815
Wisconsin	\$63,293	\$34,450

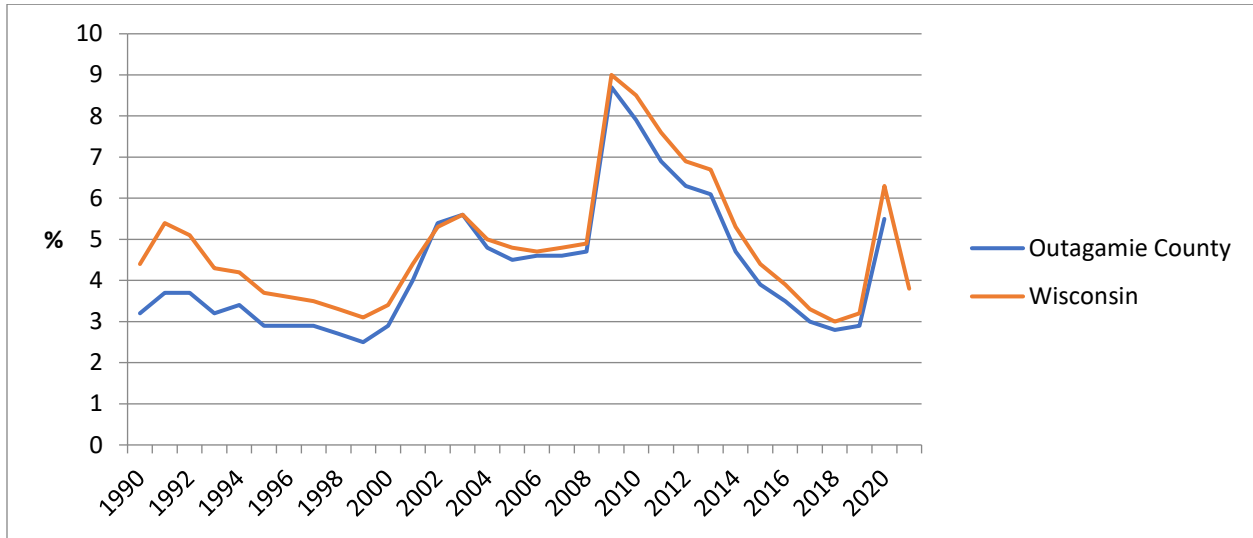
Sources: ACS 2016-2020 B19013, B19113, and B19301

Educational attainment refers to the highest level of education that an individual has completed. This is distinct from the level of schooling that an individual is attending. 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. According to the ACS 2020 5-Year estimates, 35.8 percent of people 25-years and older have a high school or equivalent degree in Combined Locks. This is higher than the County and the State averages, both estimated at 30 percent. 21 percent have some college education without a degree, and 21 percent have a bachelor's degree in the Village. Those are approximately the same percentages at the County and State level. 11 percent of the population over 25 years in the Village has a graduate or professional degree, approximately one percentage point higher than the County and State.

Labor Force

Labor force trends can demonstrate the rate of growth and the extent potential workers are able to find jobs. Labor force is defined as individuals currently with a job (the employed); and those without a job and actively looking for one (unemployed). Labor force trends are one indicator of the economy's performance. The unemployment rate is the number of unemployed as a percent of the labor force. Figure 3-1 compares unemployment rates from the County to the State.





Source: <https://jobcenterofwisconsin.com/wisconomy/query>, ACS 2016-2020 B15002

Figure 3-1: Annual Average Unemployment Rates, 1990-2021

According to the Bureau of Labor Statistics current population survey (CPS), the unemployment rate for Wisconsin fell in June 2021 to 3.9%. The unemployment rate in Wisconsin peaked in April 2020 as a result of the COVID-19 pandemic and began dropping in 2021. Table 3-3 shows the labor force for the population 16 years and older in 2019, prior to the pandemic.

Table 3-3: Labor Force, 2015-2019

	Combined Locks		Outagamie County		Wisconsin	
	Estimate	%	Estimate	%	Estimate	%
Population 16 and over	2,819	100.0%	146,727	100.0%	4,659,582	100.0%
In labor force	1,872	66.4%	103,268	70.4%	3,097,113	66.5%
Civilian labor force	1,872	66.4%	103,212	70.3%	3,093,923	66.4%
Employed	1,860	66.0%	100,360	68.4%	2,982,359	64.0%
Unemployed	12	0.4%	2,852	1.9%	111,564	2.4%
Armed Forces	0	0.0%	56	0.0%	3,190	0.1%
Not in labor force	947	33.6%	43,459	29.6%	1,562,469	33.5%

Sources: ACS 2015-2019 B23025

Industries and Businesses

Table 3-4 shows the top employers in the Village of Combined locks. McKinley Paper is by far the largest employer. The Kimberly School District follows far behind, and then there are several other various industries providing employment.

Table 3-4: Top Largest Public and Private Employers in Combined Locks

Rank	Employer	Industry	# of Employees
1	McKinley Paper Inc.	Paper Manufacturing	500-999
2	Kimberly School District	Elementary and Secondary Education	50-99
3	Lox Club, Inc.	Full-Service Restaurant	20-49
4	Village Government Employees	Executive and Legislative Offices	20-49
5	JT Schmidt Plumbing, Inc	Plumbing Service	20-49
6	Kwik Trip	Automotive, Retail	20-49
7	Chico's Cafe	Full-Service Restaurant	10-19
8	United Steel Workers, Local 114	Labor Union	10-19

Source: Dun & Bradstreet Business Directory Data, 2021, Village of Combined Locks Administration.

Figure 3-2 shows Combined Locks' employment by occupation compared to Outagamie County and the State. The highest percentage of jobs are within the management, business, science and arts fields at 36 percent. That percentage is comparable to the County and State percentages. Approximately 25 percent of the Village's employees are in the sales and office occupations, and 25 percent in the production, transportation, and material moving occupations. These are both higher than the County and State percentages, where they have more employees in the service, natural resources, construction, and maintenance occupations.

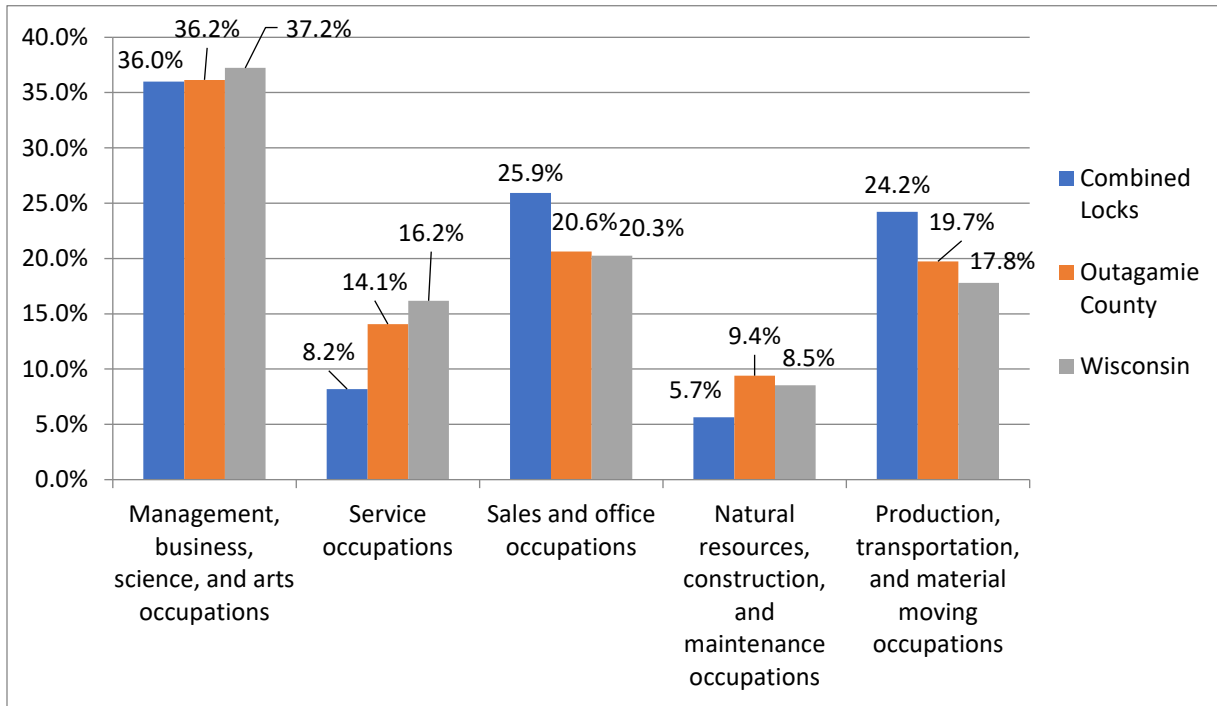


Figure 3-2: Employment by Occupation for Combined Locks, Outagamie County, and the State of Wisconsin.

Commuting Patterns

Commuting patterns provide an indication where residents find employment, and the distance residents travel to work. Table 3-5 illustrates where Combined Locks residents work. The top workplace destination for residents is the City of Appleton (19 percent) followed by the Cities of Neenah and Kaukauna (both approximately 6 percent) and the City of Green Bay (5 percent).

Table 3-5: Top 10 Municipalities of Employment for Combined Locks Residents, 2019

Rank	Jurisdiction	Workers	Percent
1	City of Appleton	349	18.8%
2	City of Neenah	106	5.7%
3	City of Kaukauna	102	5.5%
4	City of Green Bay	90	4.8%
5	Village of Little Chute	80	4.3%
6	Village of Fox Crossing	69	3.7%
7	City of Menasha	65	3.5%
8	City of Oshkosh	63	3.4%
9	Village of Kimberly	57	3.1%
10	Village of Ashwaubenon	54	2.9%
	Other Locations	824	44.3%
	Totals:	1,859	100.0%

Source: US Census, On the Map Data 2019.

The average travel time to work for a Combined Locks resident was 17.8 minutes based on ACS 2020 5-year estimates in Table 3-6. This was less than Outagamie County and the States. Approximately 24 percent of residents have a 10-14-minute commute, 21 percent have a 15-19-minute commute, and 19 percent have a 20-24-minute commute. 18 percent of residents travel over 30 minutes to get to work.

Table 3-6: Travel Time to Work for Village Residents

Travel Time	Combined Locks		Outagamie County		Wisconsin	
	Estimate	%	Estimate	%	Estimate	%
Workers 16 years +	1,819	100%	99,275	100%	2,938,013	100%
Workers 16 years + and who did not work at home	1,741	95.7%	93,559	94.2%	2,747,826	93.5%
Less than 10 minutes	218	12.5%	15,463	16.5%	488,206	17.8%
10 to 14 minutes	415	23.8%	16,955	18.1%	445,325	16.2%
15 to 19 minutes	372	21.4%	18,568	19.8%	460,154	16.7%
20 to 24 minutes	328	18.8%	16,184	17.3%	403,418	14.7%
25 to 29 minutes	100	5.7%	6,906	7.4%	191,935	7.0%
30 to 34 minutes	125	7.2%	9,806	10.5%	301,060	11.0%
35 to 44 minutes	147	8.4%	4,914	5.3%	173,023	6.3%
45 to 59 minutes	36	2.1%	2,241	2.4%	152,574	5.6%
60 or more minutes	0	0.0%	2,522	2.7%	132,131	4.8%
Workers 16 years + and worked at home	78	4.3%	5,716	5.8%	190,187	6.5%
Mean travel time (Min.)	17.8		19.9		22.2	

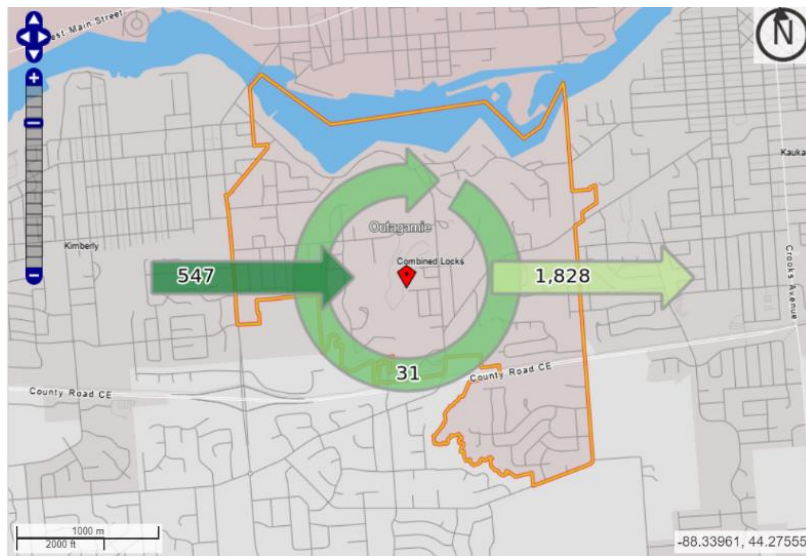
Source: ACS 2016-2020, B08006, B08012, B08013

In 2019, there were 547 workers who commuted into Combined Locks for their jobs and 1,828 who travel outside of Combined Locks for employment. In analyzing the commuting patterns, the data illustrates the interconnectedness with the communities of the Fox Cities and beyond. According to On the Map Census Data in 2019, Figure 3-4 shows there were only an estimated 31 workers employed and living within the Village. Table 3-7 displays the top ten places Combined Locks employees reside. The largest number of employees working in Combined Locks are traveling from the Cities of Kaukauna and Appleton. Followed by the Villages of Little Chute and Harrison.

Table 3-7: Top 10 Places of Residence for Community Employees, 2019

Rank	Jurisdiction	Workers	Percent
1	City of Kaukauna	78	13.5%
2	City of Appleton	75	13.0%
3	Village of Little Chute	52	9.0%
4	Village of Harrison	47	8.1%
5	Village of Kimberly	37	6.4%
6	Village of Combined Locks	31	5.4%
7	City of Menasha	14	2.4%
8	Village of Fox Crossing	12	2.1%
9	City of Neenah	5	0.9%
10	Village of Hortonville	4	0.7%

Source: US Census, On the Map Data 2019.



Source: Onthemap, U.S. Census Data, 2019.

Figure 3-3: Number of Commuters To and From Combined Locks, 2019

Brownfields

The Wisconsin Department of Natural Resources keeps an online database called the Bureau for Remediation and Redevelopment Tracking System (BRRTS) on the Web (BOTW) of all the contaminated properties in Wisconsin. The database includes information such as the kinds of spills, environmental investigations, cleanup sites, superfund sites, and funding assistance. A site can be contaminated for a number of different reasons and sources.

For example, a site could have a leaking underground storage tank (LUST) which is contaminating the groundwater and/or soil with contaminants such as petroleum or toxic substances. Other contaminated sites might have been sites where industrial spills or releases and require investigations over a long time. These activities are referred to as environmental repair program (ERP) sites.

The Village has several closed sites, and one open LUST site in the BRRTS. The soil samples indicated petroleum contamination after two underground storage tanks (UST) were removed in 2020 at the corner of Elm Street and Williams Street and is still being investigated.¹

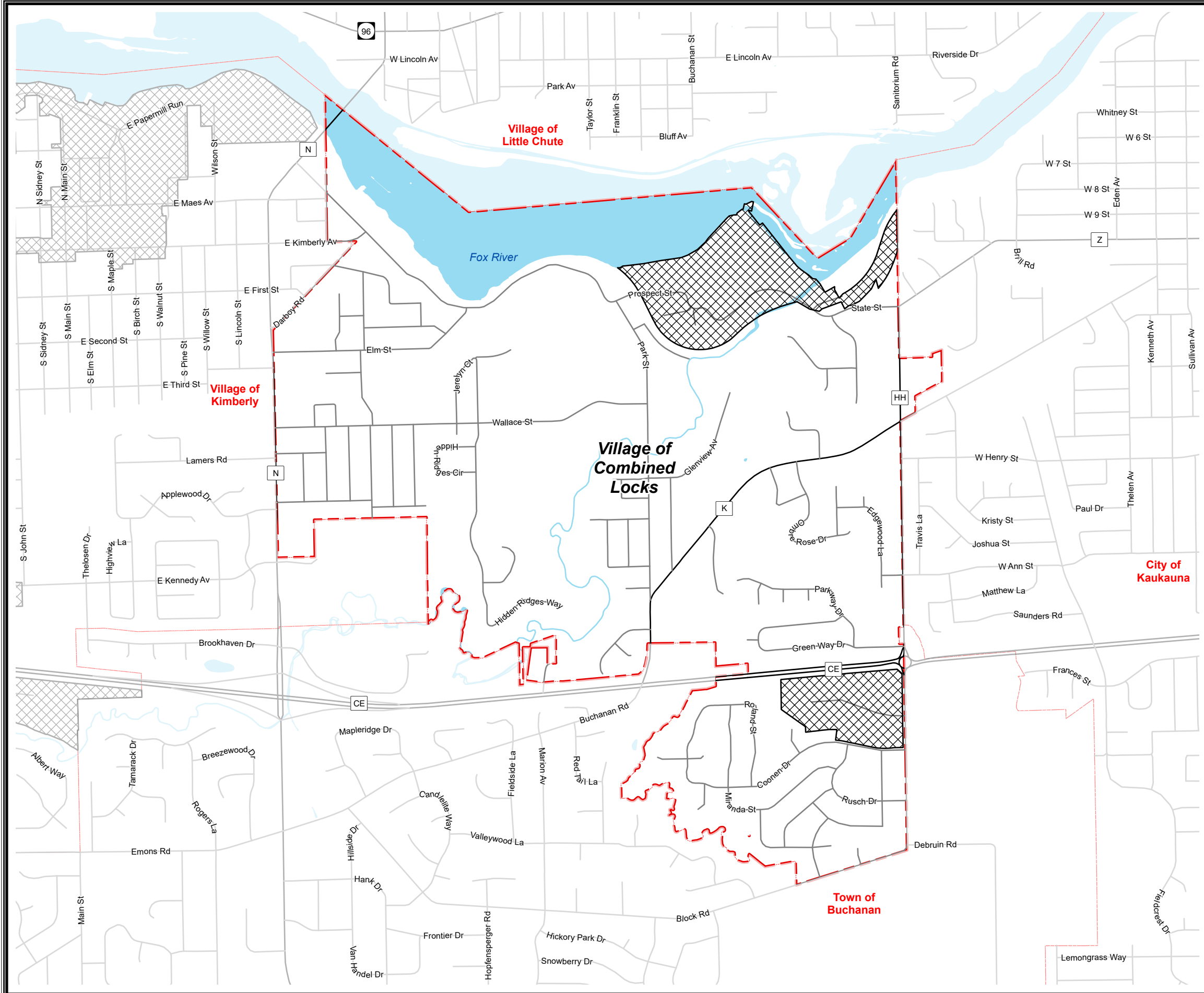
Redevelopment of brownfield sites offers a unique opportunity to preserve greenspace in other areas of the Village and encourage “in-fill” development.

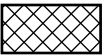
Economic Development 2040 Vision

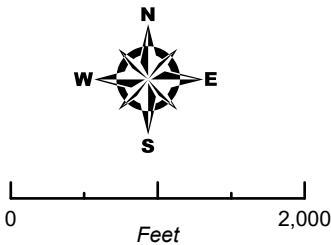
The Village of Combined Locks has been successful in both retaining businesses within its community and an environment that is favorable to entrepreneurial startup businesses that complement the more traditional employers. These employment opportunities and competitive wages they offer, have helped to attract younger members in the community’s workforce. The Village’s location along the Fox River is leveraged as an asset for continued economic development.

¹ Activity Details, Environmental Cleanup & Brownfield Redevelopment BRRTS on the Web, <https://dnr.wi.gov/botw/GetActivityDetail.do?dsn=586493&siteId=33386000&crumb=1>

Map 3-1 Village of Combined Locks Economic Development



 Tax Incremental Districts



Source:
Base data provided by Regional Counties 2021.

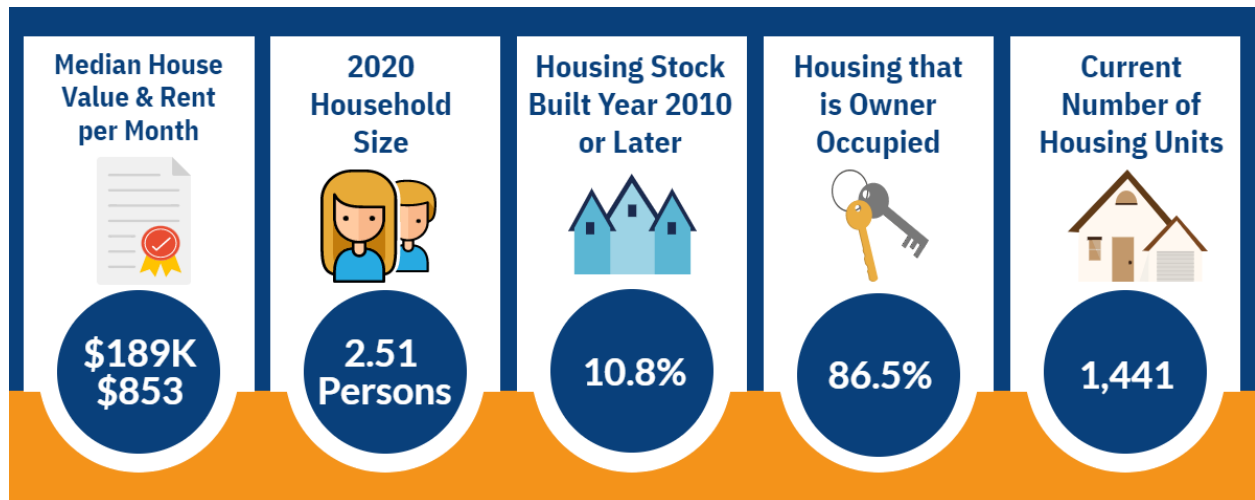
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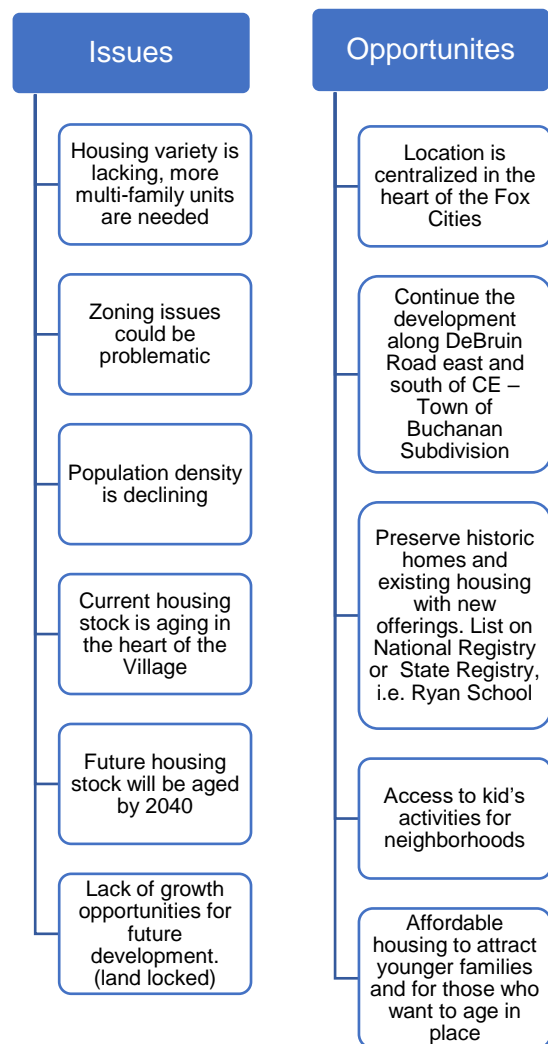
Chapter 4: Housing & Neighborhoods



Key Indicators:



Introduction



Housing is a basic need, providing shelter from the elements, a source of stability, long-term investment. It is an economic driver and contributes to the creation of complete neighborhoods. This plan seeks to strengthen the Village of Combined Locks' neighborhoods and its housing while recognizing that the community is constantly evolving.

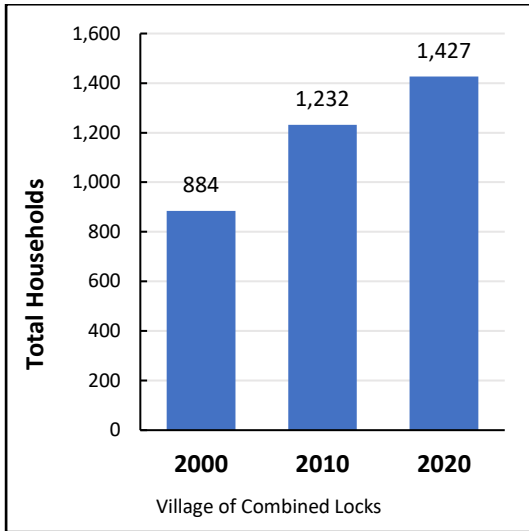
The neighborhoods in the Village of Combined Locks differ depending on development pattern, housing mix, and accompanying features. However, 91 percent of the Village's housing stock is comprised of single-family homes. Less-dense neighborhoods can contribute to an auto-dependent lifestyle, increased traffic congestion, and greater consumption of undeveloped land. As neighborhoods continue to develop, a larger diversity of housing options will be needed. Available space for development also needs to be analyzed as vacant lots are a premium in a land locked community.

To determine growth areas, an assessment is required of what demands exist for the growing population base. This Chapter analyzes the current housing stock in the Village including a breakdown of owner vs. rental structures and what type of housing demand is needed for people with different incomes, age groups, and those with special needs.

Historical Demand

The total number of households in the Village of Combined Locks is steadily growing; however, the average household size is shrinking. From 2000 to 2020, the number of households in the Village has grown by 61 percent. During the same time period, household size decreased from 2.74 persons per household to 2.51. See Figures 4-1 and 4-2 for more details.

Because there are fewer persons per household, the rate of increase for new households generally outpaces the rate of increase in population. This 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, adult children moving out of their parents' homes, and the increased prominence of single person households.



Source: 2000 and 2010 U.S. Census, 2016-2020 American Community Survey

Figure 4-1: Total Households, 2000-2020

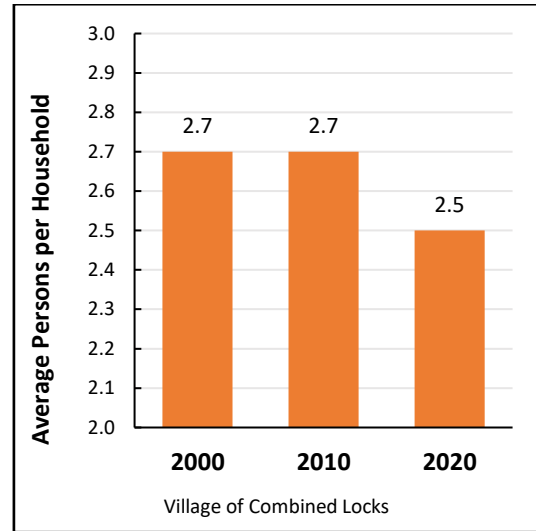
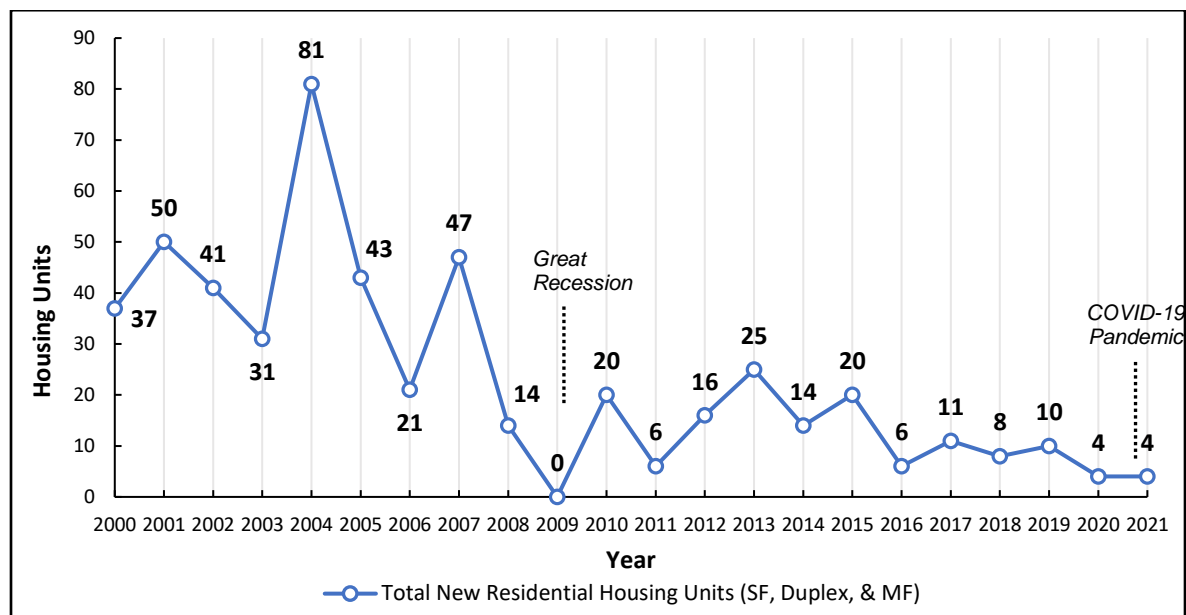


Figure 4-2: Household Size, 2000-2020

The peak of annual new construction occurred in 2004 during a national housing boom. However, the rate of new construction decreased significantly during and after the Great Recession of 2008, which brought job loss and economic uncertainty to the Village. For example, from 2000 to 2007, the average number of new housing units per year was 44. From 2008 to 2021, the average number was 11. The COVID-19 Pandemic has further disrupted the rate of new residential construction, as only four new housing units were built in 2021.

As the total number of households continues to increase in the Village of Combined Locks, substantial pressure is being placed on the existing housing stock. The total number of households grew by 543 from 2000 to 2020, but only 505 new housing units were constructed during the same time period, as seen in Figure 4-3.



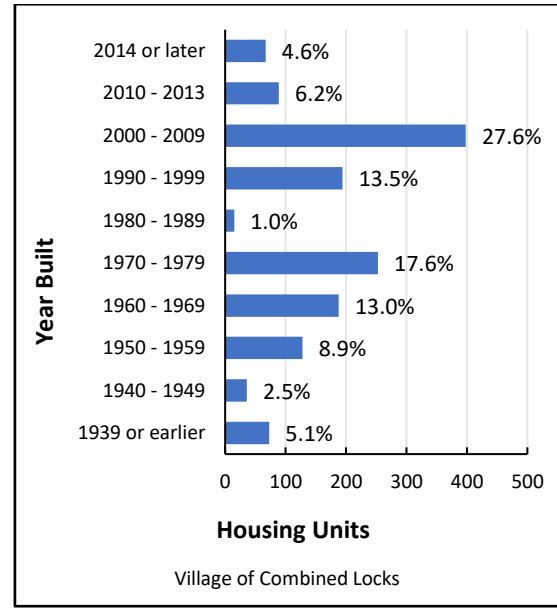
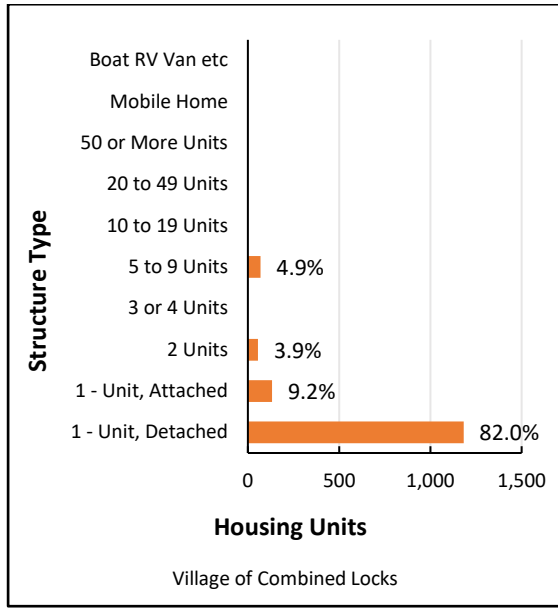
Source: Wisconsin Department of Administration 2021

Figure 4-3: New Residential Housing Units, 2000-2021

Current Housing Profile

In order to meet a variety of income, lifestyle, and generational needs of residents, the Village must prioritize diversifying its housing stock. Single-family structures are the dominant residential type in the Village of Combined Locks, accounting for 91 percent of units in 2020. As seen in Figure 4-4, only four percent of structures are duplexes and five percent are multi-family buildings. Therefore, the multi-family housing stock in the Village is very low. Building structures like duplexes, townhouses, or multiplex apartments can increase density and economic opportunity in Combined Locks.

The age of a home can indicate a need for costly updates like electric, foundation, or plumbing. The median year built of housing in the Village of Combined Locks is 1991. However, a third of the Village's housing stock is over 50 years old, as seen in Figure 4-5. With limited room for new development in Combined Locks, reinvesting in aging homes will secure quality housing options for current and future residents.



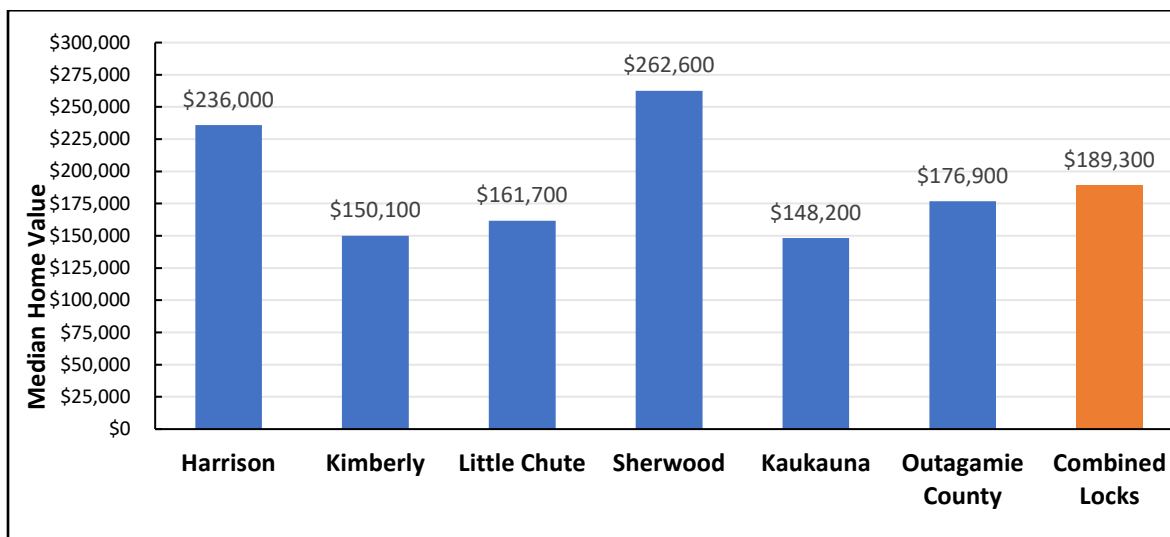
Source: 2016-2020 American Community Survey

Figure 4-4: Housing Units by Structure Type **Figure 4-5: Housing Units by Year Built**

Housing Value

The median value of an owner-occupied home in the Village of Combined Locks is \$189,300. This is 12% above the County's median value of \$169,400, as seen in Figure 4-6. The value of a home is based on the current market, appraised assessment, and the assessment rate.

Home values in the Village of Combined Locks have increased by 90 percent from 2000 to 2020 according to the American Community Survey. Due to low mortgage rates, a rise in the cost of building materials and labor, and changes in housing needs during the COVID-19 pandemic, home values continued to rise through 2021. According to the Wisconsin Department of Revenue, there were 77 sales of single-family homes in the Village of Combined Locks in 2021. The median purchase price was \$266,000.



Source: 2016-2020 American Community Survey

Figure 4-6: Median Value of Owner-Occupied Homes

Housing Affordability

In order for housing to be considered affordable, a household must not spend more than 30 percent of their pre-tax income on rent or a mortgage. Households that spend over 30 percent on their rent or mortgage are considered “burdened”, and households that spend over 50 percent on their rent or mortgage are considered “severely burdened”. Six percent of home owners and 27 percent of renters in the Village of Combined Locks find their housing costs not affordable. See Table 4-3 for more details.

Table 4-1: Housing Affordability, ACS 2016-2020

	Households with Mortgage for which Owner Costs Are Not Affordable		Households without Mortgage for Which Owner Costs Are Not Affordable		Households for Which Renter Costs Are Not Affordable	
	Estimate	Percent	Estimate	Percent	Estimate	Percent
Combined Locks	85	6.1%	60	5.7%	48	26.7%
Outagamie County	7,090	10.6%	2,281	6.2%	6,936	33.8%
Wisconsin	247,160	12.7%	72,373	6.4%	318,363	43.2%

Sources: ACS 2016-2020 B25070 and B25091

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.

As seen in Table 4-2, owner occupied housing units constitute 87 percent of Combined Locks housing stock while 13 percent are rentals. For a healthy housing market, communities should have a vacancy rate of 1.5 percent for owner-occupied units and 5 percent for seasonal and other vacant units depending on the community’s economic base. It is estimated that the vacancy rate of housing in the Village of Combined Locks is zero percent.

Table 4-2: Occupancy & Vacancy Characteristics

	Combined Locks		Outagamie County		Wisconsin	
	Estimate	%	Estimate	%	Estimate	%
Total Housing Units	1,441	100.0%	77,529	100.0%	2,709,444	100.0%
Occupied Housing Units	1,427	99.0%	74,597	96.2%	2,377,935	87.8%
Owner Occupied	1,247	86.5%	53,209	68.6%	1,596,500	58.9%
Renter Occupied	180	12.5%	21,388	27.6%	781,435	28.8%
Vacant Housing Units	14	1.0%	2,932	3.8%	331,509	12.2%
For Rent	-	0.0%	602	0.8%	40,488	1.5%
Rented not occupied	-	0.0%	239	0.3%	7,744	0.3%
For Sale Only	-	0.0%	421	0.5%	16,515	0.6%
Sold Not Occupied	-	0.0%	142	0.2%	5,916	0.2%
Seasonal Use	-	0.0%	514	0.7%	191,920	7.1%
Migrant Workers	-	0.0%	-	0.0%	453	0.0%
Other Vacant	14	1.0%	1,014	1.3%	68,473	2.5%
Homeowner Vacancy Rate	0.0%		0.8%		1.0%	
Rental Vacancy Rate	0.0%		2.7%		4.9%	
Sources: ACS 2016-2020 B25001, B25002, B25003, and B25004						

Definitions¹: 1-Unit Detached – open space to all four sides of the structure, 1-Unit Attached – common walls to a separate house structure from ground to roof, 2 or More Units – multi-family, duplexes, apartment buildings

Subsidized & Special Needs Housing

Extended family structures and finances may allow families or individuals to manage independently with special needs. In most instances some form of assistance is needed. Subsidized and special needs housing serve 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. Housing options of these populations vary based on their circumstances, health, economic conditions and success of educational, training, treatment or counseling programs. The “Villas of Combined Locks”, located at 334 Wallace Street has 24 units and offer senior independency. Maynard Adult Family Home is located at 107 Lamine Lane and has four beds for the elderly, developmentally disabled, or physically disabled.

Table 4-3: Subsidized & Assisted Living Units, 2021

	Combined Locks		Outagamie County	
	Number	Capacity	Number	Capacity
Adult Day Care	-	-	2	80
Adult Family Home	1	4	41	162
Community Based Residential Facilities	-	-	31	601
Residential Care Apartment Complexes	1	24	9	398
Total Units		28	83	1,241

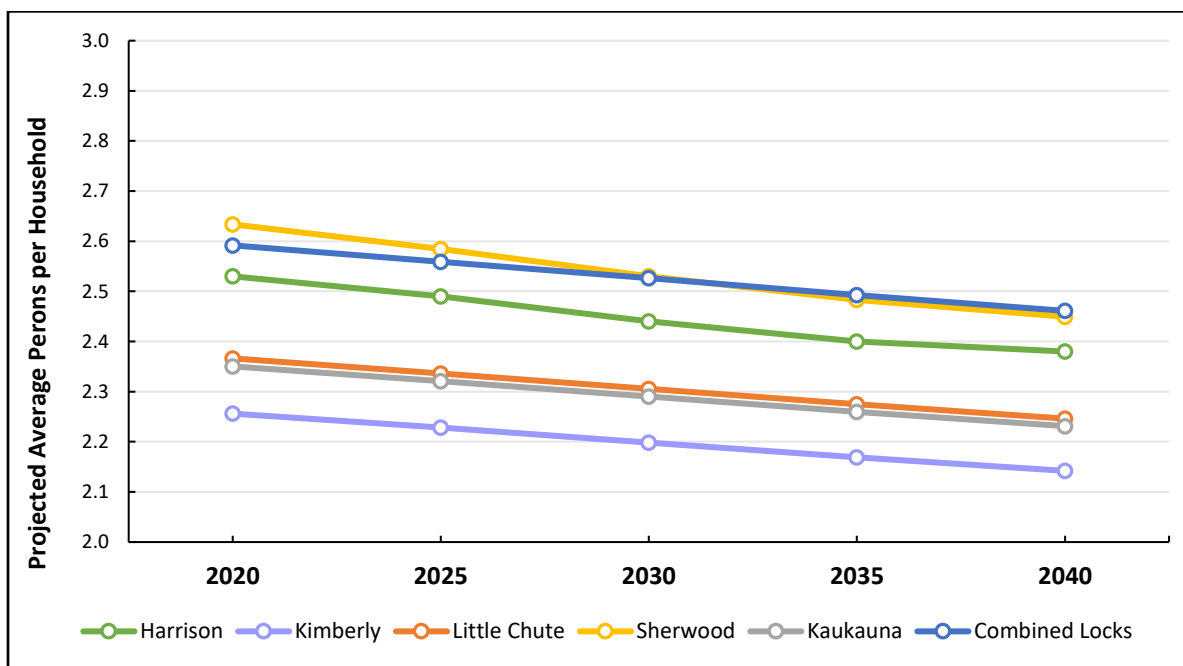
Source: Wisconsin Department of Health Services. Data accessed 9/22/21

¹ Census Demographics Terms, http://www.mapdata2go.com/Demographics/dictionary_of_demographics_terms.php

Forecasted Demand

Demand for housing can be influenced by a number of factors including interest rates, income levels, family structures, proximity to places of work, and population growth. To determine the 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.

In the Village, an average of 2.46 persons per household is projected in the year 2040. Compared to nearby communities, the household size in the Village is slightly higher. However, as seen in Figure 4-7, the persons per household is decreasing across all communities. This downward trend is also consistent with the decrease from 2000 to 2020 as shown in Figure 4-2. The village is projecting new single-family residential development to increase by about 20 acres by the year 2040. This could meet the continued demand for single-family homes due to a project increase in the population and the downward trend in persons per household. Projections are based off the existing situation. It is good to also plan for multi-family residential development in order to prepare for a possible shift in demand due to changes in the economy, the workforce, the environment, or family structures.



Source: U.S. Census 2010 and WI DOA Household Projections, 2013 Vintage

Figure 4-7: Projected Household Size, 2020-2040

Housing 2040 Vision

The Village of Combined Locks is a community of predominantly single-family residences with an expanding choice of Life-Cycle housing options in livable neighborhoods with easy access to recreation, schools, attractive and convenient parks, and regional systems that encourage people to remain within the community and build life-long ties.

This has been accomplished while maintaining a focus on preserving and protecting the Village's unique natural features with a well-designed balance between nature and infill development. Historic buildings, landmarks and artifacts link the present and future, and provide context and meaning to the life of the community.

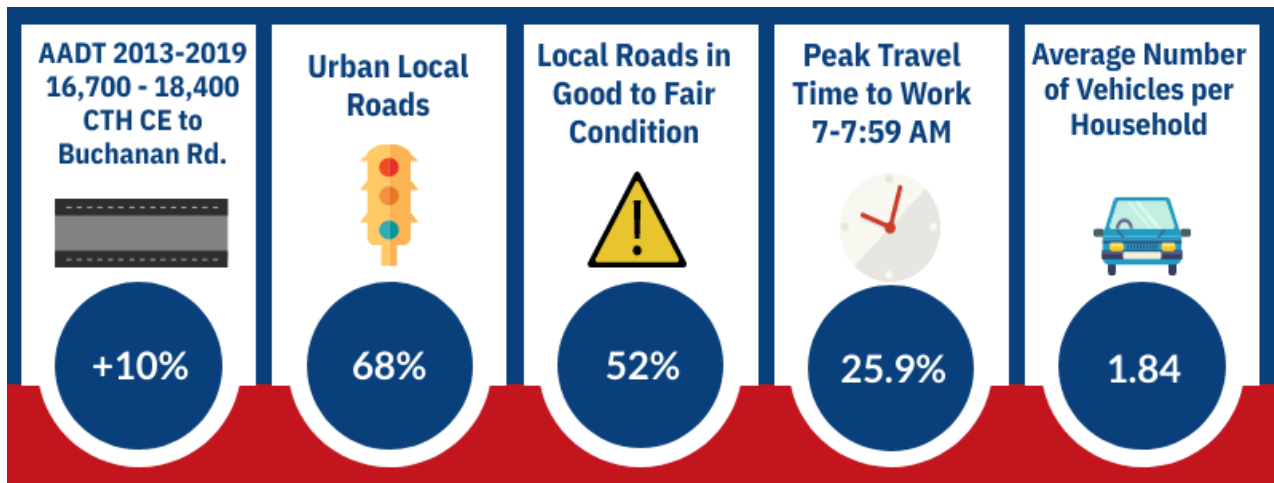
(Life-Cycle Housing refers to Starter Home, to Mid-Level house, to a Condo or Retirement Assisted Living Unit.)



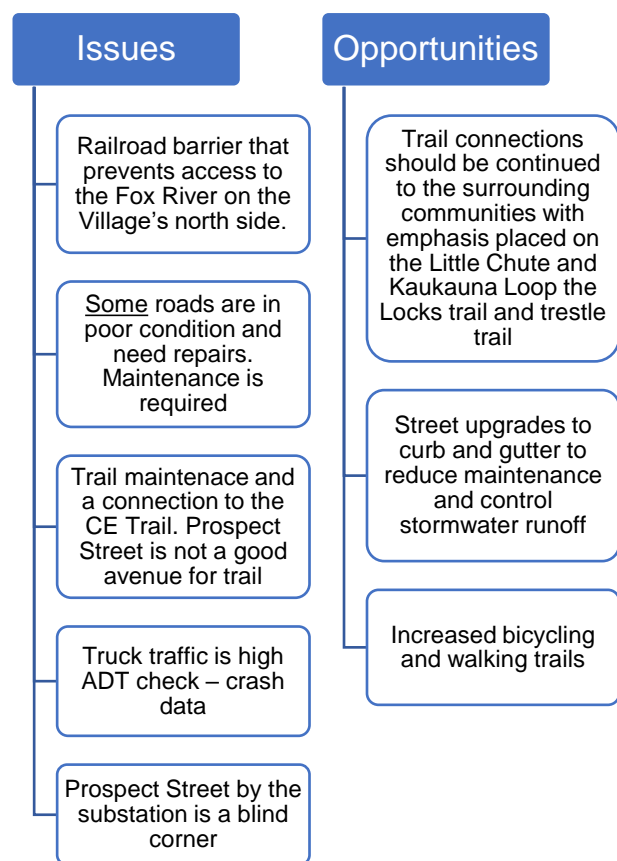
Chapter 5: Transportation and Mobility



Key Indicators



Introduction



Transportation and mobility are interconnected elements that directly affect land use. An efficient, compact development pattern that is reliable and consistent to support the Village's growing population is essential. Places need to be accessible, active, engaging, and safe. A local street system that is well designed supports walkability, access to amenities, and provides gathering spaces. 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 movement of goods and people. Choice and affordable travel services attract new businesses, residents, and visitors to Combined Locks and the region.

An inventory of the current conditions in the Village identifies which roadways are currently lacking, over capacity, underutilized, or are meeting current and future needs. It guides the Village in order to develop meaningful goals and objectives to address current problems and build upon existing strengths.

Streets and Highways

Functional classification is defined as the process by which roads, streets, and highways are grouped into classes according to the service they provide. It explains the hierarchy of use in a road's ability to move traffic efficiently and quickly from place to place. The three general categories of functional classification used by transportation officials include arterials, collectors, and local roads. There are 20.09 miles of road within the Village's boundary of which 13.57 are local streets. A compact development pattern with well-connected streets requires communities to build fewer roads and thereby reduce their overall maintenance costs.

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 were taken in 2013 and 2019. Map 5-1 and Table 5-1 display the AADT counts and the functional classification of each roadway in and around Combined Locks.

Table 5-1: Miles by Functional Class System in the Village of Combined Locks

Functional Classification	Miles
Urban Principal Arterials	1.27
Urban Minor Arterials	1.78
Urban Collectors	3.47
Urban Local	13.57
Total	20.09

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. These are high traffic volume corridors that carry most of the travel mileage in and around the Village. There are two (2) major corridors, County Highways CE and N, linking Combined Locks to the rest of the Fox Cities and consisting of 1.27 miles of roadway.

County Trunk Highway CE (College Avenue extended east), connects the Village of Combined Locks to the Village of Kimberly on the east and the City of Appleton to the south and west. State Highway 441 lies just a short distance (1.5 miles) to the west with convenient access at the CTH CE interchange to several communities which comprise the Fox Cities metro area. CTH CE runs along the southern edge of the community and is two lanes in each direction across the entire east-west length of Combined Locks. There are three opportunities for direct access onto CTH CE. These



CTH CE / DeBruin Road Roundabout

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 redesigned the CTH HH intersection with a roundabout to accommodate the traffic spurred by the Locks Business Park and allow for bicycle and pedestrian crossing needs. Crosswalks on the northside lead to the CE Trail allowing for safe passage for those on the southside of CE.

County Trunk Highway N is a north-south county 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. AADT counts on CTH CE to CTH K have increased 10% from 2013 to 2019. The growth of the shopping district in the Darboy area has increased the number of cars traveling to Combined Locks by an extra 1,500 vehicles per day within the 6-year span.

Urban Minor Arterials

Minor arterials interconnect with the urban principal arterial system and provide service for trips of moderate length at a somewhat lower travel mobility than principal arterials. Ideally, they should not enter identifiable neighborhoods. The spacing of minor arterial streets should not be more than one mile in fully developed areas. Prospect Street and State Street are considered urban minor arterials and make up 1.79 miles of roadway in Combined Locks. They are located between CTH N and the City of Kaukauna at De Bruin Road.

Prospect Street (CTH Z) 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. The street runs from Park Street on the east to N. Washington Street on the west, linking the Village of Kimberly to the City of Kaukauna.

Prospect and State Streets provide access to the McKinley Paper, which is a major employer in the Village of Combined Locks. With the improvements made to CTH CE, the Prospect / State Street route across the north side of the municipality is no longer the quickest or most convenient route to where the majority of people are traveling. Consequently, traffic counts on these two streets have dropped from 700 to 600 hundred cars per day. Nevertheless, Prospect Street and State Street are still important roadways for employees working at this major company.

Urban Collectors

Urban collectors provide service to connect neighborhoods with other neighborhoods and are community traffic generators. Their function is to feed traffic out to arterials or higher function routes. There are 3.47 miles of roads under this classification in Combined Locks.

- **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 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 runs diagonally through the eastern portion with these two roadways intersecting each other just north of CTH CE.
- **De Bruin Road (CTH HH).** CTH HH runs north-south along the eastern border. It provides an important access connection for traffic to the City of Kaukauna to the east.

Table 5-2: Annual Average Daily Traffic (AADT)

	2013	2019	%Change	Counts
CTH CE (College Ave.)				
CE to Buchanan Rd.	16,700	18,400	10.18%	1,700
CTH N to Buchanan Rd.	17,400	18,900	8.62%	1,500
Northeast of N Ramp	1,400	1,900	35.71%	500
Southeast of N Ramp	1,800	1,800	0.00%	-
CTH K (Buchanan Rd.)				
HH to Park St.	1,100	820	-25.45%	(280)
CTH N (Washington St.)				
North of E. Kennedy Ave.	14,200	11,300	-20.42%	(2,900)
South of E. Kennedy Ave.	13,800	11,700	-15.22%	(2,100)
North of Wallace St.	10,900	12,200	11.93%	1,300
CTH Z (Prospect and State Sts.)				
CTH HH to Park St.	2,400	2,600	8.33%	200
E Kimberly Ave. and Darboy Rd.	740	670	-9.46%	(70)

Source: Wisconsin Highway Traffic Volume Data, WisDOT, 2013 and 2019.

Urban Local Streets

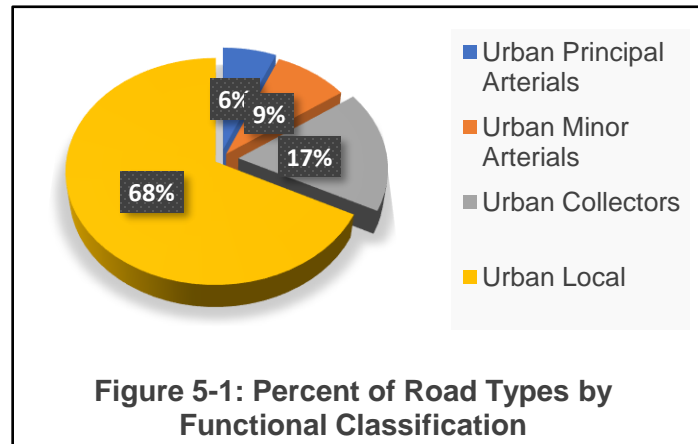
Urban Local Streets make up 13.57 miles and provide access to adjacent land and provide for travel over relatively short distances. All roads not classified as arterials or collectors are local streets. These streets provide access to residential, recreational, community schools and commercial uses within the community. WisDOT does not generally conduct official traffic counts for local streets; 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.

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 new road. This inventory provides the basis for developing a planned maintenance and reconstruction program and helps 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 odd numbered year to WisDOT. Map 5-2 and Table 5-3 provide a breakdown of the PASER ratings, conditions and maintenance needs. The majority of roads in the Village are in fair to good condition at 68 percent. 23 percent are in very good to excellent condition, and 9 percent are in fair condition. The average PASER rating in the Village is 6.7, which is in good condition.¹



¹ "Wisconsin Information System for Local Roads (WISLR) – Wisconsin Department of Transportation (WisDOT)", 2022, <https://transportation-ecwrpc.opendata.arcgis.com/pages/regional-transportation-program-clone>

Table 5-3: PASER Maintenance Needs Per Rating

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 - patching and recycling or overlay
3	Poor	Structural improvement - patching and recycling or overlay
2	Very Poor	Reconstruction with extensive base repair
1	Failed	Total reconstruction

Source: Transportation Information Center, UW-Madison

Public Transit²

Public bus service is currently provided by Valley Transit (VT) 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 is Route 11 (East College / Buchanan) going east on CE off of Eisenhower Drive, south of CE. The current cash fare is \$2.00 for and adult rider. VT also has a connector route (Northeast Transfer Point) in Little Chute at the Piggly Wiggly grocery store.

Non-Motorized Transportation - Bicycle and Pedestrian Network

Currently there are off-road unpaved trails that connect Lindberg Park on the eastside to Memorial Park, and south to the CE Trail. This provides a connection to the off-road paved CE Trail along E. College Avenue, which includes an underpass in the Village. An off-road paved trail also exists on the westside of CTH HH to the CE Trail, Map 5-3. Planned facilities include a trail along Buchanan Road and on the south side of CE connecting to the Coonen Subdivision. ECWRPC, in its *Appleton TMA and Oshkosh MPO Bicycle and Pedestrian Plan, 2021*, includes these new routes and other connections to the Village. A “rails to trails” campaign on the northside along the Fox River would be ideal but currently Canadian National Railroad utilizes this for movement of freight.

Recommendations for bicycle and pedestrian accommodations include:

- CTH CE, Newberry Trail - 8.94 miles Outagamie / Brown County line
- CTH Z, South of Fox River and Railroad – 7.34 miles Outagamie / Brown County line
- Bicycle safety at river crossing areas
- Trail system within the Village

Air Transportation - Domestic and Non-Business Service

Passenger and freight air transportation is served by the Appleton International Airport (ATW). The regional facility presently offers scheduled passenger air service from Allegiant Air, American Airlines, Delta, and United 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. It is the third largest airport in Wisconsin.

² “ValleyTransit”, 2022, <https://myvalleytransit.com>

Air Freight Service

Appleton International Airport (ATW) is federally certified for commercial service and offers air cargo through FedEx. The airport has two runways with lengths of 8,002 and 6,501 feet to allow for these flights. It is difficult to predict the amount of air cargo flowing through, but travel demand forecasts freight will only increase as population needs grow

Busses and Rail

There is currently one railroad running through the northern portion of the Village along the Fox River. 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 approximately 5 miles from the Combined Locks Civic Center. The Greyhound Bus station is within the Valley Transit Center at 100 E. Washington Street. Greyhound transports both passengers and packages.

Rail Passenger Service

Amtrak utilizes the Canadian Pacific rail 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.

The McKinley 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.” The plan calls for a rail corridor connecting Green Bay to Milwaukee and Chicago. This corridor may include stops in Appleton, Neenah, and Oshkosh which are all easily accessible to Combined Locks residents.

Rail Freight Service

Freight service is provided on the Wisconsin Southern rail line that traverses the community. Due to projected increases in the trucking industry’s share of freight shipments, WisDOT anticipates that by 2045, 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.

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.

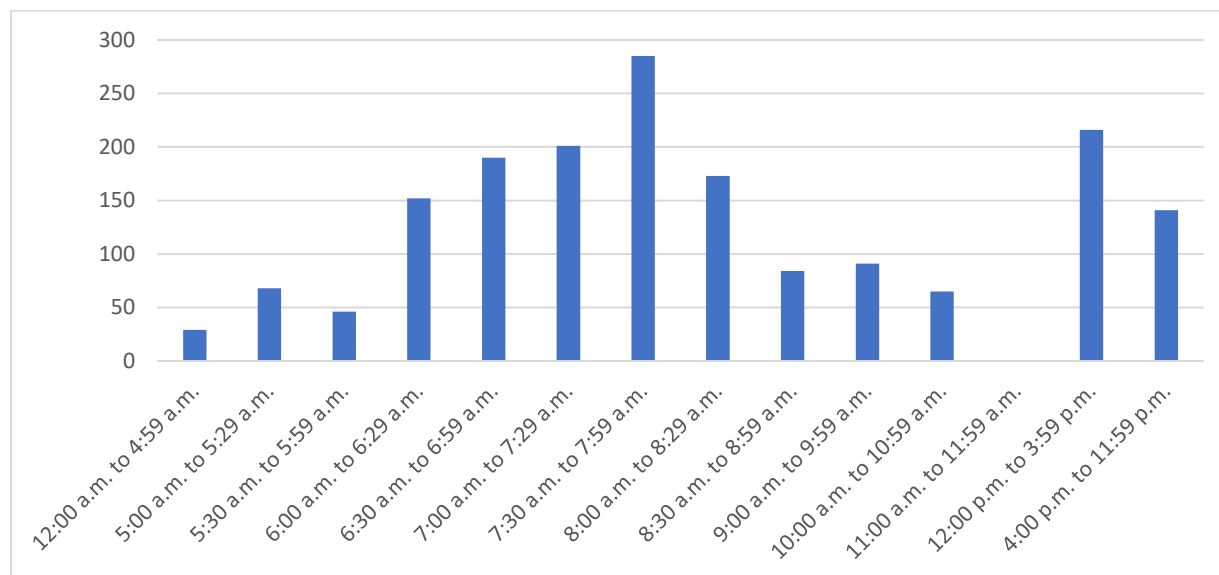
Trucking and Freight

Several designated truck routes exist within the municipal limits. These are located on the County Highways of CE, and N (Washington St.), and local road State Street which are heavy carriers of trucking for the mills located next to the river. 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 McKinley Paper located just north of where Prospect Street becomes State street. Warehouse Specialists Inc. (WSI) also operates a truck terminal which is located in the northwest corner of the Village between the Fox River and Prospect St., Map 5-4.

Traffic Congestion

Congestion in areas near Kimberly High School and for vehicles exiting CTH CE and turning north to CTH N have been problematic for morning and afternoon peak traffic times. Traffic regularly is backed up in the northbound lane on CTH N from the high school entrance at Kennedy Avenue all the way down to the Buchanan Road roundabout. The road from Hidden Ridges Way has only limited access for emergency and maintenance vehicles. The Janssen School intersection of Wallace Street and Park Street also gets congested during peak times for school hours.

Sidewalks on CTH N linking the CE Trail gives an alternative mode of transportation to alleviate some of the congestion. Since the Buchanan Road roundabout has been created, average daily traffic numbers at the Kennedy Ave and CTH N intersection has decreased from 14,200 (2013) to 11,300 (2019), Map 5-1. Mixed use areas within complete neighborhoods can also offer shorter commute times. Peak traffic times are 7:30 a.m. to 7:59 a.m. and 12:00 p.m. to 3:59 p.m. See Figure 5-2 for more details.



Sources: ACS 2016-2020 B08011

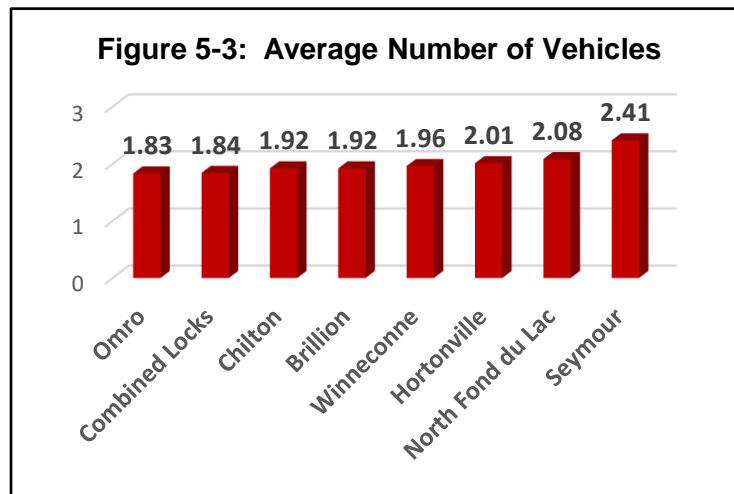
Figure 5-2: Village Resident's Daily Time of Departure for Work

Crash Analysis

The Traffic Operations and Safety Lab, (TOPS)³ provides Wisconsin crash data and copies of police crash reports as a service to the Wisconsin Department of Transportation (WisDOT) Bureau of Traffic Operations. Three modes of transportation are charted: bicyclist, motorist, and pedestrian accidents. Records are updated frequently as police reports for incidents are released to the lab and added to the database. Combined Locks, from the years 2017 to 2021, had a total of 152 crashes, depicted on Map 5-5, with the greatest number of crashes occurring in 2018 with 35 crashes. There were 30 crashes in 2019, 25 in 2020, and 30 in 2021.

Transportation Means

Most households have two vehicles available accounting for 46.9% of the population base. The average number of vehicles per household is 1.84, which is compared to other communities of similar size in Figure 5-3. As patterns with both spouses working outside the home developed, the need for more than one vehicle in the household followed. For individual travel, the car, truck, and van are the most popular vehicles used in this area to get from one place to another. With the recent pandemic, the onset of working remotely could cause new vehicle ownership trends with less vehicle use causing less traffic congestion at peak times.



³ UW-Wisconsin TOPS Lab data request, <https://topslab.wisc.edu/research/tds/>




Transportation and Mobility 2040 Vision

Combined Locks residents have good access to a well-maintained system of streets and roadways that provide them with easy-to-use travel options both within and beyond the community. New technologies to improve the Village's transportation safety and efficiency have been evaluated and adopted as they are shown to be effective, efficient, affordable, and feasible.

Traffic congestion at key arterials has been reduced through a combination of innovative design and alternative solutions, efficiently and safely accommodating future increased traffic demand. Our well-connected, safe and efficient pedestrian and bicycle networks include amenities that make these travel choices practical and fun, allowing our residents of all ages and abilities to travel safely through our neighborhoods and recreational areas.

Map 5-5 Village of Combined Locks Crash Analysis 2017 - 2020

Crashes

-  Bicyclist (2)
-  Pedestrian (1)
-  Motorist (161)

Fatal Crashes

-  Motorist (1)



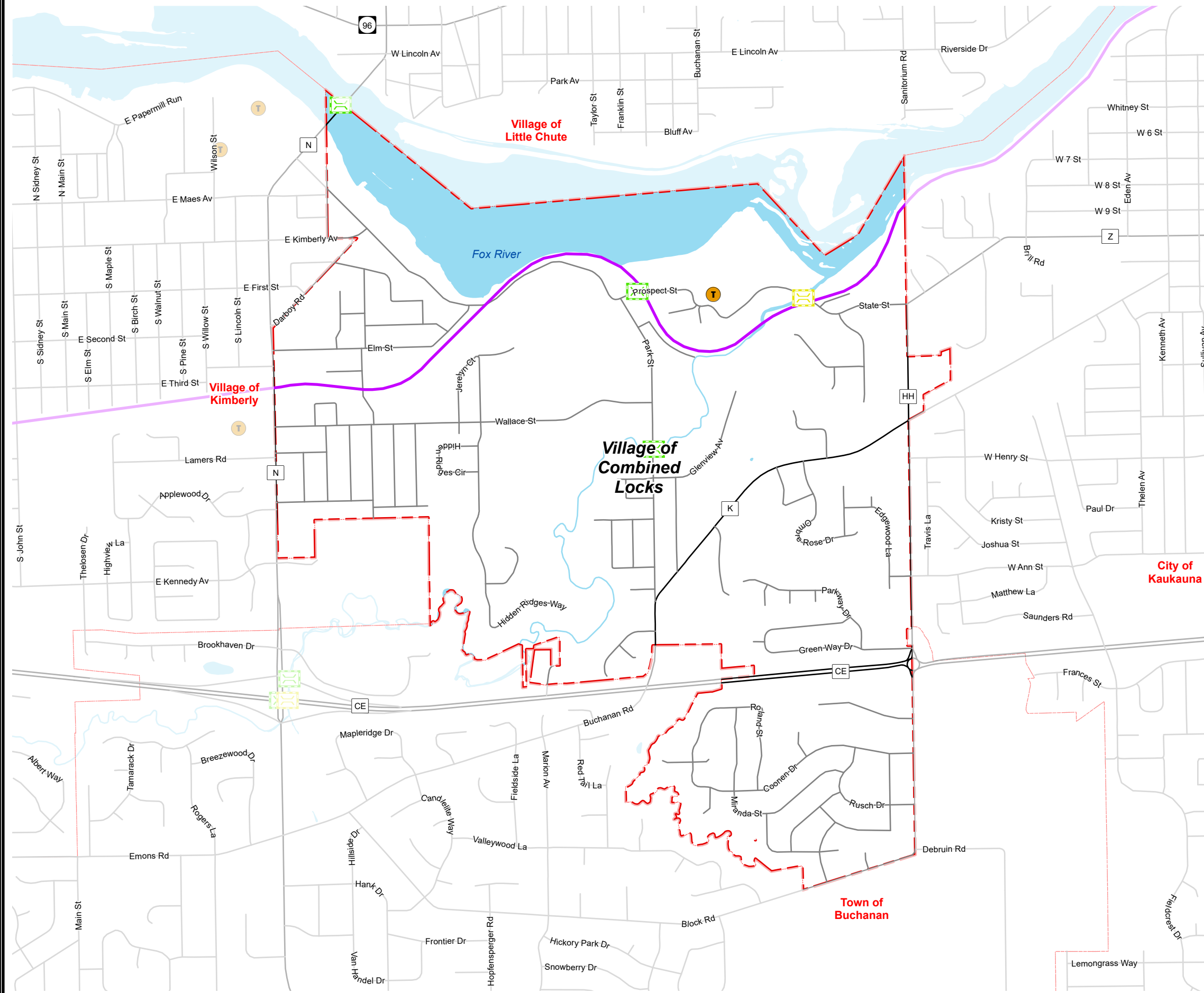
Source:
Crash data provided by Wisconsin Traffic Operations and Safety Laboratory
2021. Base data provided by Regional Counties 2021

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PREPARED SEPTEMBER 2022 BY:



Map 5-4
Village of Combined Locks
Trucking & Freight




T TruckTerminals

— 286,000 Pound Rail Cart Limit

Bridge Sufficiency Ratings

 Replacement Funding Eligible Rehabilitation Funding Eligible

 Sufficient

 Not Eligible

A horizontal number line is shown with the word "Feet" centered below it. The line has vertical tick marks at 0, 500, 1,000, 1,500, and 2,000. The numbers 0 and 2,000 are written below the line at their respective positions.

Source:
Bridge Sufficiency and Railroad data provided by WisDOT 2020
Base data provided by Regional Counties 2021

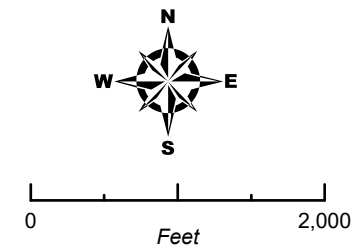
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Source:
Bicycle & Pedestrian Facilities provided by ECWRPC 2022
Railroad data provided by WisDOT 2017
Base data provided by Regional Counties 2021

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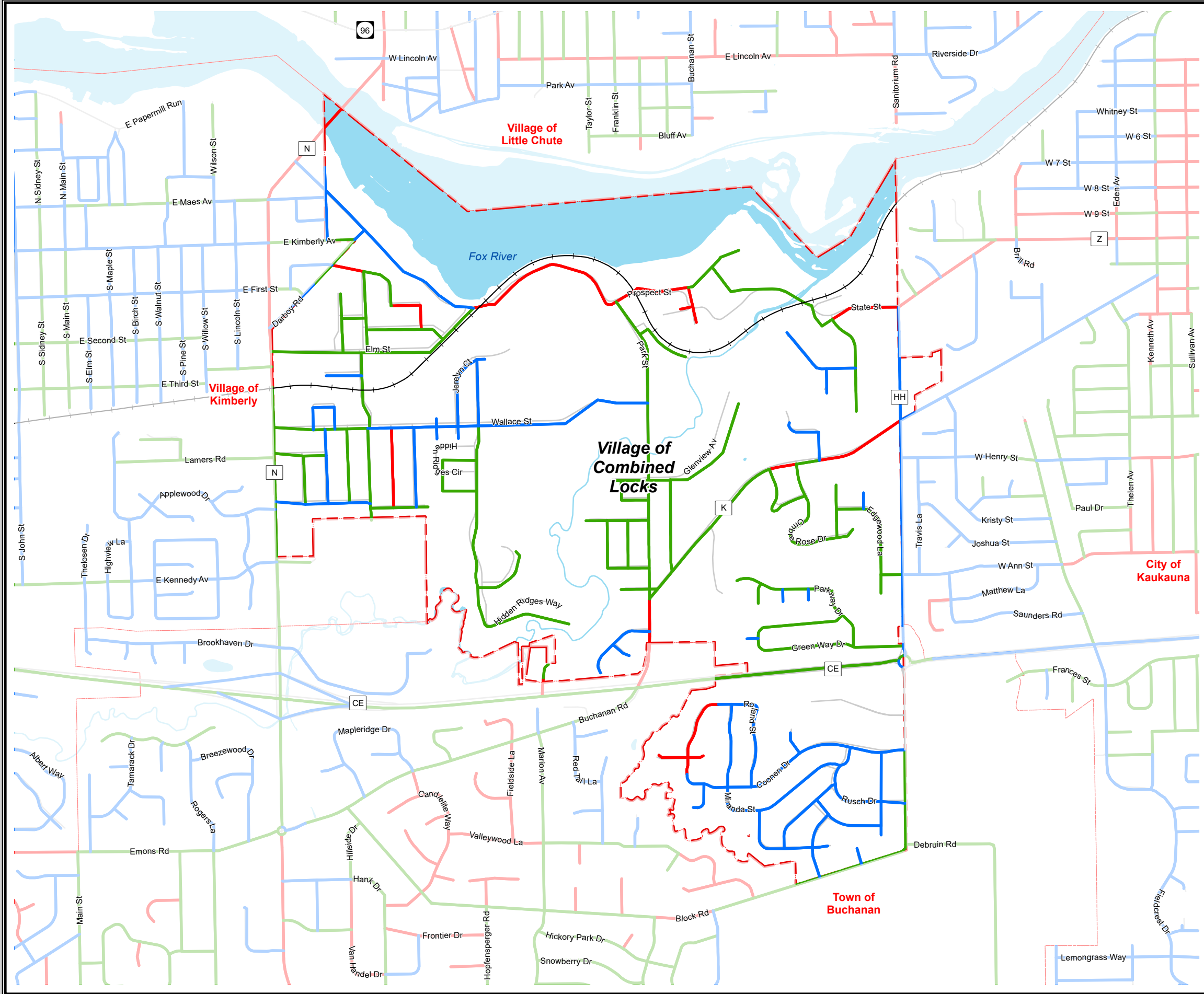


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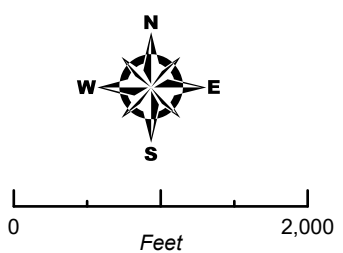


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Map 5-2 Village of Combined Locks 2019 PASER Ratings



- Fail to Fair (1 - 4)
- Fair to Good (5 - 7)
- Very Good to Excellent (8 - 10)
- Not Rated; 0
- Railroad
- Airport



Source:
PASER data from WisDOT 2020
Base data provided by Regional Counties 2021

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Map 5-1 Village of Combined Locks Transportation Facilities

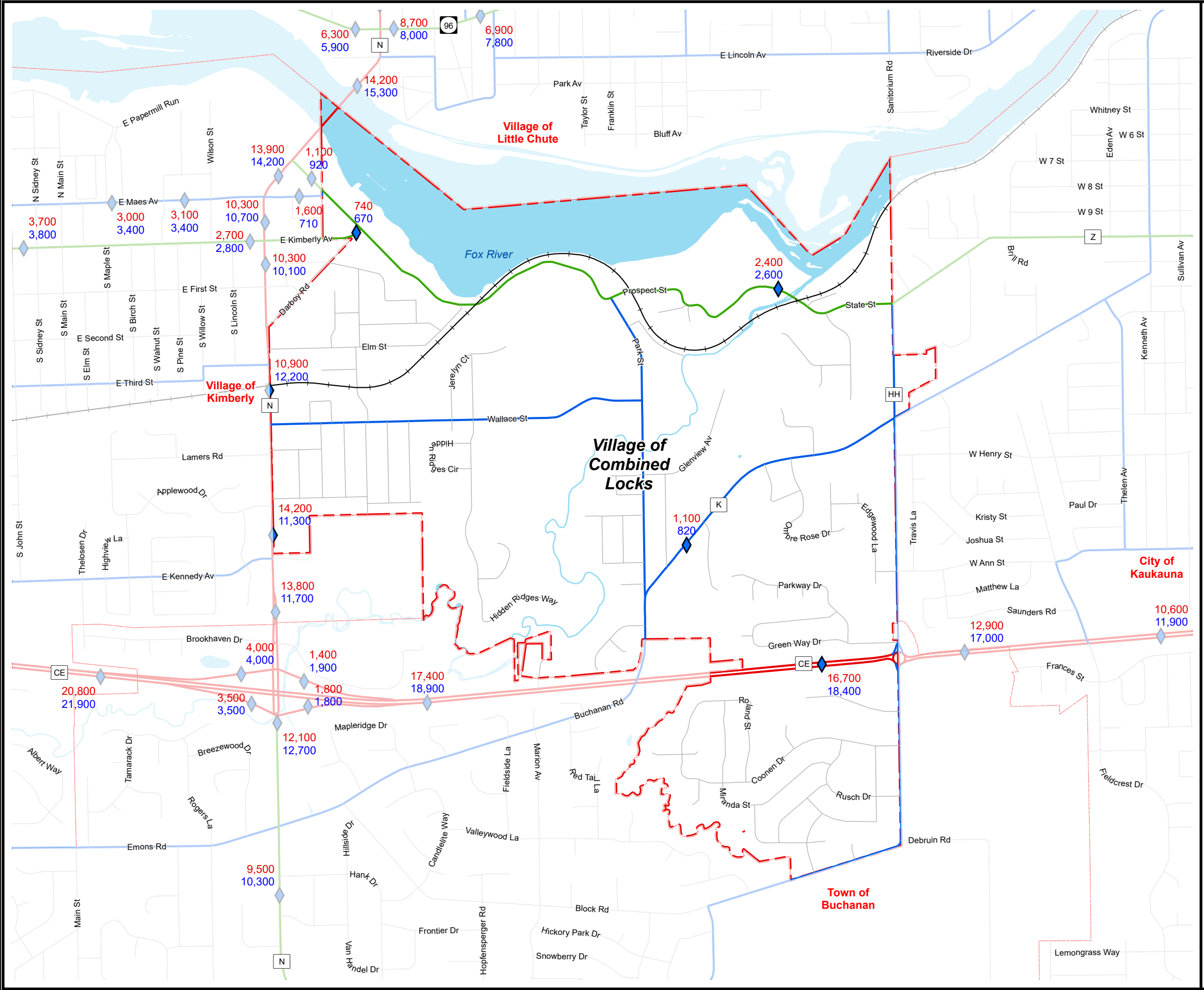


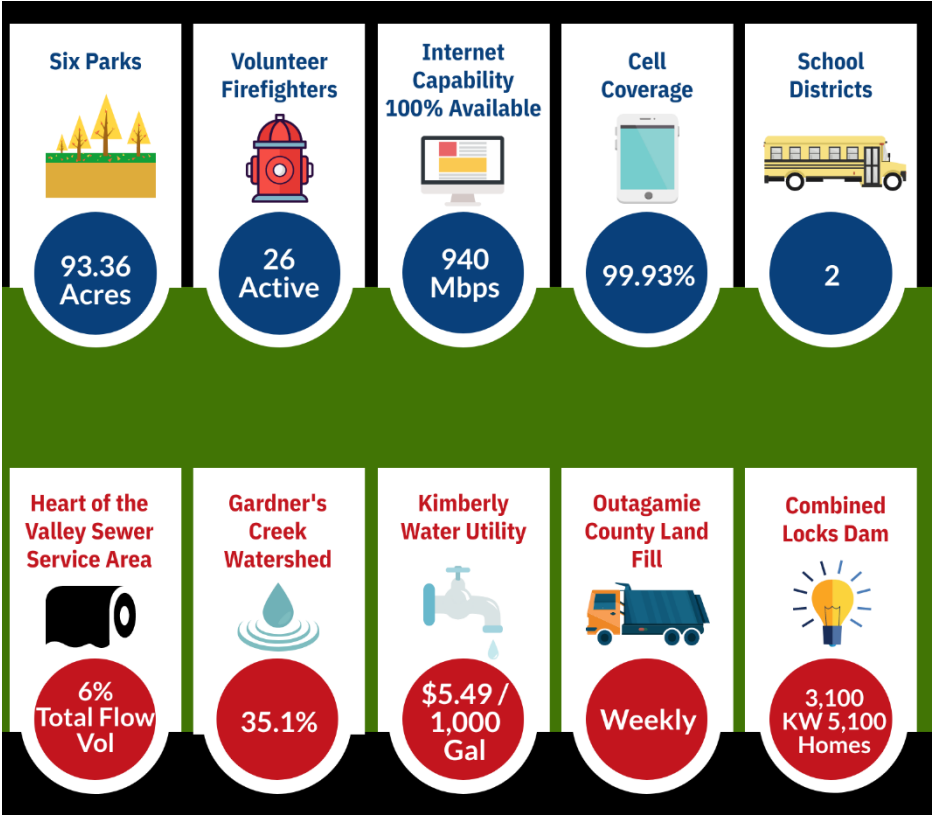


Photo Credit: Village of Combined Locks

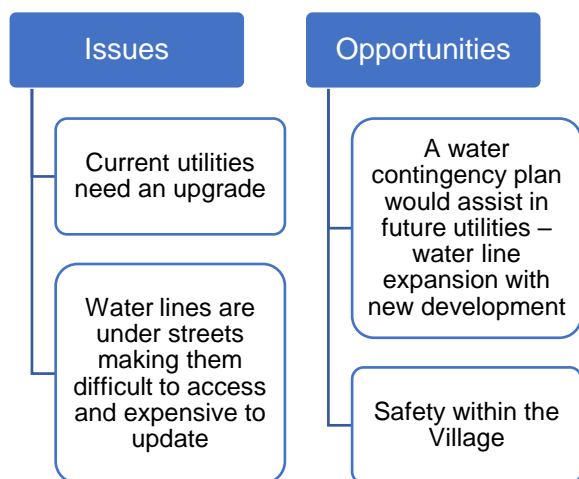
Chapter 6: Community Facilities, Technology, & Utilities



Key Indicators:



Introduction



In order to facilitate and encourage growth, a community needs to maintain public services to support its population base. Maintenance and upgrades are important as the community continues to grow. Water contingency plans with new street repairs will assist the Village with any future improvements. As technological advances occur, the Village must keep up with the everchanging digital world and broadband capability.

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.

Parks and Recreation

There are six parks located within the Village boundaries. Along with park space, there is a community center that houses the Village offices. The Plan Commission regularly participates in planning for park improvements and has recently approved renovations for Van Zeeland Park. The last Comprehensive Outdoor Recreation Plan (CORP) was completed in 2015 and is currently being updated. A CORP should be updated every five years to be eligible for Wisconsin Department of Natural Resources (WDNR) grants and other funding. There is a total of 93.36 acres of parkland in the Village. Park and recreational facilities are shown on Map 6-1 and discussed below. A portion of the CE Trail runs through the southside of Village and a large internal trail network has also been established in Memorial Park.

The Combined Locks Advancement Association (CLAA) is heavily involved in the youth sports and recreational activities in the Heart of the Valley, focusing mainly on softball, baseball, and tee-ball leagues.

"[Memorial Park has] so much to do and [is a] well-designed sports complex."

"The urban forested trail system is a true gem and should be promoted more."



Resident Comments from the
Combined Locks Visioning
Portal



Memorial Park Trailhead

Memorial Park

Size: 60.5 Acres (Includes the Civic Center)

Type: Community Park

Location: South of Wallace Street and East of Park Street

Amenities: Complete transformation in 2004 - Lighted Baseball

Fields, Volleyball and Basketball Courts, Children Play Area, Restrooms, Shelter, Soccer Fields,

Lighted Pathways, Wooded Hiking Trails, Ice Skating Rink and Sledding Hill, Archery Range, GaGa Pit, Picnic Areas, and Veterans Memorial.

Van Zeeland Park

Size: 5.7 Acres

Type: Community Park

Location: Darboy Road

Amenities: Soccer Fields, Child Play Area with improved rubber surfacing, Open Play Area, Restrooms with Shelter, and GaGa Pit,
Upgrades: ADA accessible, paved paths, new lighting – renovation completed in 3-year phase span.

Lindberg Park – Village’s Oldest Park

Size: 16.28 Acres

Type: Community Park

Location: East of Park Street at the end of Wallace Street (abuts Memorial Park)

Amenities: Lighted Tennis Court with option for Pickleball, Restroom and Shelter, 13 acres of wooded, undeveloped property.



Lindberg Park Entrance

Blaese Park

Size: 0.77 Acres

Type: Mini-Park

Location: North side of Jean Street between Richard and Steven Streets

Amenities: Child Play Area and Open-air Shelter.

Green Way Park

Size: 4.42 Acres

Type: Neighborhood Park

Location: North Side of Parkway Drive in the Green Way Village Subdivision

Amenities: Child Play Area and Open-Air Shelter.



Don Fries Park Entrance

Don Fries Recreational Area

Type: Community Park

Location: Park Street

Amenities: Soccer Fields, Wooded Hiking Trails, Sledding Hill, Picnic Table Area.

Coonen Park

Size: 6.15 Acres

Type: Neighborhood Park

Location: North of Coonen Drive in the Coonen Subdivision

Amenities: Tot Lot and Playground Areas, Lighted Pathway, GaGa Pit, Open Play Space, Basketball Courts, and Restrooms

Civic Center

Size: 5.51 Acres

Type: Community Center

Location: 405 Wallace Street

Amenities: Room rentals and meeting space.

Cemeteries

The Village of Combined Locks has one cemetery, St. Paul Catholic Cemetery, shown on Map 6-1, located on the east side of Ryan Street. The cemetery was established in 1923. 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.

Health Care¹

There are no hospitals within the Village, however four hospitals are located within a 30-minute drive. The three General Medical-Surgical hospitals are:

- Appleton Ascension NE Wisconsin, St. Elizabeth Campus
- ThedaCare Regional Medical Center - Appleton
- ThedaCare Regional Medical Center - Neenah

The Children's Hospital of Wisconsin-Fox Valley is located on ThedaCare's Neenah campus and operates independently of the hospital. Aurora BayCare clinics are also close in Kaukauna, at 1500 Arbor Drive, and available for urgent care and other medical needs. Table 6-1 outlines the hospital accommodations.

Elderly Care

The Outagamie Health and Human Services Department aids elderly residents through its Aging and Disability Resource Center (ADRC), Economic Support Unit, and public health and volunteer services. The ADRC of Calumet, Outagamie, and Waupaca Counties provide resources for long-term care, living arrangements, physical and mental health, adult protective services, employment and training for persons with disabilities, transportation, supportive home care and maintenance, care giver support, and nutrition.²

The Village of Combined Locks has an independent living apartment. The Villas of Combined Locks, located at 334 Wallace Street, contains 24 units with more units being planned. Maynard Adult Family Home is located at 107 Lamine Lane and has four beds for the elderly, developmentally disabled, or physically disabled. There are no assisted living facilities located within the Village.

Childcare

Childcare plays a critical role in economy and lives of Combined Locks residents. Currently there are no licensed childcare facilities within the Village, however, Appleton and Kimberly have a number of options that families can choose from that are close by. According to the Child Care Resources & Referral of the Fox Valley, (CCR&R), a group center holds the greatest number of children (9 or more) with smaller, licensed in-home family child care and certified providers that have a maximum of 8 children.³ Ratios of caregivers of children must be adhered to according to Wisconsin's childcare regulations.

¹ "Wisconsin Hospitals Provider Directory", Wisconsin Health Department, 2022
<https://www.dhs.wisconsin.gov/guide/hospitaldir.pdf>

² "ADRC", Wisconsin Health Department, 2022, <https://www.dhs.wisconsin.gov/adrc/index.htm>

³ "Child Care Resources & Referral", 2019, <https://ccrfoxvalley.org/>

The Village of Kimberly has Cradle to Crayons Learning Center, KinderCare, Rising Sun Child Care, and the Caring 4 Kids Child Learning Center, LLC. Preschool, school-aged, and head start programs are also available. The Heart of Valley YMCA located in Kimberly, also offers early learning, child care, camps and before/after school programs.

Table 6-1: Area Hospitals and Level of Service and Accommodations.

Accommodations	Appleton Ascension NE Wisconsin - St. Elizabeth Campus	ThedaCare Regional Medical Center - Appleton	ThedaCare Regional Medical Center - Neenah	Children's Hospital of WI -Fox Valley
Distance from Village (miles)	8	6	17	17
Beds	332	160	182	42
General Med-Surg.				
Adult Med-Sur, 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.-Sur.	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.

Police Service

The Village of Combined Locks contracts with the Outagamie County Sheriff's Department for police service. Officers patrol both the Town of Buchanan and the Village under a joint contract. In addition, the Village of Combined Locks has a contracted sergeant/investigator for service. Outagamie County Sheriff's Department staff consist of the Sheriff, Chief Deputy, Corrections Division Captain, Law Enforcement Division Captain, and four Lieutenants.

Correctional Facilities

The Outagamie County Correctional Facility serves as the dedicated prison for Village offenders. The County prison is located in Appleton. The correctional facility ranks 7th as the largest in Wisconsin for prisoner capacity. As of 2018, there were 357 inmates housed at the facility.⁴

Fire

The Village of Combined Locks Fire Department was organized in 1923 and has 26 active volunteer firefighters. Fire protection is adequately served through the department, keeping residents and businesses safe. With the firefighting unit within the Village boundaries, the insurance rates are kept low. Average response time is between 6 to 9 minutes. Current fire equipment consists of a new 2021 Pierce PUC Rescue Pumper Truck with a 1500GPM Fire Pump and 1,000-gallon water tank, and a 2012 Pierce PUC Rescue Pumper Truck with a 1500GPM Fire Pump and 750-gallon water tank. A 2019 F350 Support Truck assists with personnel transport, EMS calls, and support functions for staff.⁵

"We are blessed to have an excellent Fire Department and First Responders"

EMS

The current Fire Chief also serves as the EMS Chief. An EMS Division is under the Fire Department and has been responding to 9-1-1 calls since 2017. Onsite EMS crews assist in handling emergency situations quicker than area hospitals or the County Sheriff's office.

Libraries

Residents are served by the OWLS net system (Outagamie, Waupaca Library System), where they can access any of the 52 libraries in the consortium. It is one of the 16 federated library systems designed to provide expanded library service to more people without making additional large expenditures. There are 17 libraries under the OWLS net system. Combined Locks residents physically closer to the Kimberly Public Library, Kaukauna Public Library, Little Chute Public Library or the Appleton Public Library. Table 6-2 provides relevant information for the library's level of service.⁶

Table 6-2: Library Level of Service

Library Statistics	Kimberly	Appleton	Kaukauna	Little Chute
Region Borrowers	6,502	76,383	11,064	5,048
Children's Materials	69,667	235,600	65,591	49,450
Other Media	2,932	7,457	2,999	2,585
Wireless Users	3,982	26,743	11,113	8,246
E-book	10,959	77,613	12,347	7,896
E-audio	9,427	61,951	10,501	6,256
E-Video	2	45	4	0
Children's E-works	1,362	10,817	1,481	814
Total in Circulation	133,723	535,532	124,447	89,565

Source: Department of Public Instruction 2019 Library Data

⁴ "Corrections Division", Outagamie County, <https://www.outagamie.org/government/departments-n-z/sheriff/corrections-division>

⁵ "Fire Apparatus", Village of Combined Locks, <https://combinedlocks.org/clerk-treasurer/fire/fire-apparatus>

⁶ "Libraries", Wisconsin Department of Public Instruction, <https://dpi.wi.gov/pld/data-reports/service-data>

Public Schools

The Village of Combined Locks is serviced by both the Kimberly Area School District and the Kaukauna Area School District. There are nine public schools within the Kimberly District and seven in the Kaukauna District. Janssen Elementary School is located within the Village boundaries and is part of the Kimberly School District. Table 6-3 provides a breakdown of the grades and number of students at each school according to the District. There are no private schools located within the Village.

Table 6-3: School District 2020-2021 Enrollment Numbers⁷

Kimberly School District	Grades	DPI 2020-21 Enrollment	Serves Combined Locks
4K Center for Literacy	4K-EC	311	
Janssen Elementary	5K-4th	418	Yes
JR Gerritts Middle School	7th-8th	766	Yes
Kimberly High	9th-12th	1586	Yes
Mapleview Intermediate	5th-6th	406	Yes
Sunrise Elementary	5K-4th	451	
Westside Elementary	5K-4th	463	
Woodland Elementary	5K-4th	479	
Woodland Intermediate	5th-6th	316	
Total District Enrollment		5196	
Kaukauna School District	Grades	DPI 2020-21 Enrollment	Serves Combined Locks
Victor Haen Elementary	1st-4th	282	
Kaukauna High School	9th-12th	1,207	Yes
New Directions Learning Center	4K-4th	233	
Park Community Charter School	K-4th	253	
Quinney Elementary School	2nd-4th	339	Yes
River View Middle School	5th-8th	1,105	Yes
Tanner Early Learning Center	EC - 1st	514	Yes
Total District Enrollment		3,933	

Source: Wisconsin Department of Public Instruction, 2020-2021, School Enrollment Dashboard

Fox Valley Technical College (FVTC)

FVTC 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.

University of Wisconsin School System

⁷ “Wisconsin Information System for Education Data Dashboard”, <https://wisedash.dpi.wi.gov/Dashboard/dashboard/22275>

The University of Wisconsin system operates three campuses within a 30-minute drive 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 master's degrees in a wide range of fields. UW-Fox Valley primarily offers two-year associates degrees.

Private Colleges

There are many private post-secondary schools within a one-hour drive from Combined Locks. Both Lawrence University and Globe University in Appleton, and Ripon College in Ripon offer bachelor's degrees in a variety of disciplines. Green Bay hosts Saint Norbert College, Bellin College, Silver Lake, and Globe University of Green Bay. South of Combined Locks is Marian College in Fond du Lac. There is also Lakeland College in Plymouth, and the College of Menominee Nation in Keshena.

Village Facilities

The Combined Locks Civic Center, located at 505 Wallace Street, was constructed in 1976 and totally remodeled in 2005. The building serves as the administrative headquarters for the Village, housing clerk, administrator, recreation department, 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 Public Works Department is located at 300 Park Street, the public garage was built in 1921 and went through several additions throughout 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 Combined Locks U.S. 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 residents for mail services.

Internet

According to the Public Service Commission, Combined Locks has fixed internet speeds of 100+ Mbps download speeds with 20+ Mbps uploads.⁸ Table 6-4 shows the breakdown of providers by type, availability, and speed.

⁸ "Wisconsin Broadband Map", <https://maps.psc.wi.gov/apps/WisconsinBroadbandMap/>

Table 6-4: Internet Services

Connection Type	Internet Providers	Download Speeds	Upload Speeds	Availability
Cable (Covering 100% of Combined Locks)	Spectrum	1000 Mbps	35 Mbps	100%
DSL (Covering 99.6% of Combined Locks)	AT&T Internet	100 Mbps	20 Mbps	99.60%
	EarthLink	100 Mbps	20 Mbps	99.60%
	TDS	1000 Mbps	600 Mbps	100%
Fixed Wireless (Covering 100% of Combined Locks)	Cellcom	12 Mbps	5 Mbps	100%
	Bertram	50 Mbps	5 Mbps	100%
Satellite (Covering 100% of Combined Locks)	Viasat Internet	35 Mbps	3 Mbps	100%
	HughesNet	25 Mbps	3 Mbps	100%
	Starlink	500 Mbps	26 Mbps	100%

Telecommunications⁹

The provider AT&T has the best and fastest cell phone coverage in Combined Locks. The Village has an average of 99.93% coverage across the three major carriers, AT&T, Verizon, T-Mobile-Sprint. Combined Locks is 27th in Wisconsin for cell reception ahead of Little Chute, Kaukauna, Appleton, and Menasha, but behind Kimberly. The Village has 52 cell towers within 25 miles of the city center.

Sanitary Sewer

A Sewer Service Area (SSA), according to Wis. Admin. Code NR-121, 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.” The Wisconsin Department of Natural Resources (WDNR) directs and is responsible for the implementation of the Areawide Water Quality Management (WQM) Planning Program. As a part of the WQM Program, East Central Wisconsin Regional Planning Commission (ECWRPC) has a contractual agreement with the WDNR to serve as the designated sewer service area planning agency for the Fox Cities. The entire Village of Combined Locks is located in the Heart of the Valley Sewer Service Area (HOVSSA), one of the four SSAs associated with the four wastewater treatment plants in the Fox Cities. The Fox Cities SSA is scheduled for an update in 2021-2022. Village Utilities are depicted in Map 6-2.

Stormwater

Pollutant loadings need to be reduced from entering the Fox River to meet permit requirements (20% reduction rate) imposed by the Wisconsin Department of Resources regulations NR 216. Garners Creek Watershed is 35.1% of the watershed acreage. Garners Creek is listed on the DNR’s 303(d) list of impaired waters due to its high total phosphorus and chloride concentrations, and high load of suspended solids. It was approved a Total Maximum Daily Load (TMDL) status in 2012 and is the maximum amount of a pollutant that can enter the waters and still meet the water quality standards. Construction of retention ponds will assist in this reduction of nonpoint source pollutants by providing a location for the pollutants to filter out of the stormwater instead of flowing directly into the nearby Fox River. Stormwater management is

⁹ “Cellular Status”, <https://www.cellularstatus.com/coverage-wi/combined-locks>

an important tool to help meet the permitting requirements for the Lower Fox River Total Maximum Daily Load (TMDL).¹⁰

In 2010, the Village received 35.1% of the stimulus money (based on the watershed acreage) to assist in the Cortland Court Pond construction along with the Village of Kimberly for the benefit of pollutant reduction. Chapter 4 of the Village Ordinance states the necessity for this regulation and the criteria, penalties, rates, assessments and charges for producing stormwater ponds. The Northeast Stormwater Consortium (NEWSC) is a network of communities that equitably share resources to cost-effectively address stormwater issues and ultimately achieve behavior change, thereby improving watershed health. It was formed in 2005 as a subsidy of the Fox-Wolf Watershed Alliance. The Village of Combined Locks is a member of this consortium

Water Supply

Combined Locks purchases its water from the Kimberly Water Utility. Three wells supply the water from the underlying Cambrian Sandstone Aquifer. The current water charge for Village residents is \$5.49/1,000 gallons (for the first 50,000 gallons).

The 2020 Annual Consumer Confidence Report states that the Kimberly Water Utility has three active groundwater sources that Combined Locks purchases from the Utility. They range in depths of 740 to 804 feet to reach the water table.

Testing for contaminants is usually done on an annual basis and is relayed to residents in the Consumer Confidence Report (CCR) via the newsletter. The DNR Bureau of Drinking Water and Groundwater manages activities that affect the safety, quality and availability of drinking water to protect public health and Village water resources. EPA/CDC guidelines also provide resources to lessen the risk of infection by cryptosporidium and other microbial contaminants, and are available from the Environmental Protection Agency's safe drinking water hotline.

Solid Waste and Recycling

The Village of Combined Locks provides municipal curbside collection of all waste materials. 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 must be disposed of properly and is placed in the Outagamie County Landfill.

As required by Outagamie County, residents are mandated to participate in a recycling program¹¹. Combined Locks provides curbside pickup for selective types of glass, cans, plastics, and paper which are then taken to Tri-County Recycling Facility. Yard waste and waste oil may be dropped off at 400 Park Street. Hazardous materials can be disposed of at the landfill or at a variety of event locations throughout the year. Pickup of materials can be arranged.

Energy Supply

American Transmission Company (ATC) owns and maintains electrical trans-mission lines in the area. Wisconsin Electric Power Company (WE Energies) and Kaukauna Utilities provide electric power to the Village of Combined Locks. Kaukauna Utilities operates seven

¹⁰ "Garners Creek Watershed", WDNR, <https://dnr.wi.gov/water/waterDetail.aspx?WBIC=127700>

¹¹ "Outagamie County Recycling & Solid Waste", <https://www.recyclemoreoutagamie.org/>

hydroelectric facilities along the Fox River. Two of the facilities, Little Chute and the Combined Locks are located in the Village of Combined Locks. Kaukauna Utilities provides power to over 16,000 customers over a 50 square-mile radius. Their service area encompasses residents east of Stevens Street.

The Little Chute Powerhouse was constructed in 1948. 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 of power. The Little Chute Powerhouse is located east of the Community Bridge. At ideal water conditions, the Little Chute Hydro plant can produce enough energy to power over 2,500 homes.

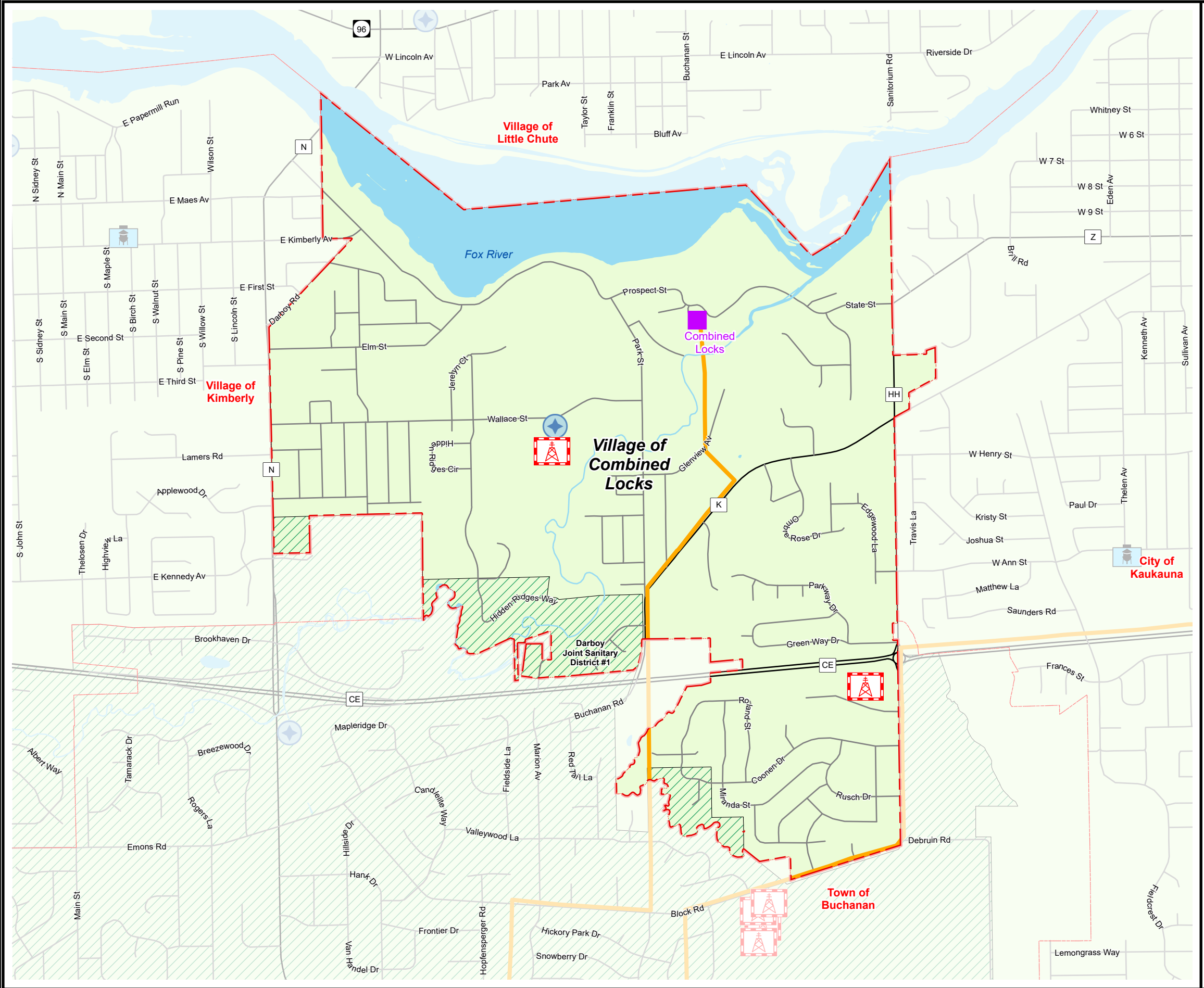
The Combined Locks Dam was constructed in 1889. It was reconstructed in 1912 and the overflow spillway was re-faced in the 1940's. Updates to the spillway were done in 1991 and the tainter gates were replaced in 1998. Until the 1970's, the power was primarily used for paper mill operations. A new reinforced power house was constructed in 1987. It contains two turbines that can generate 3,100 kW to provide energy to 5,100 homes.



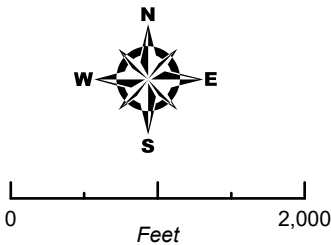
Community Facilities, Technology, & Utilities 2040 Vision

In 2040, the Village of Combined Locks is an attractive community with strong property values and a competitive tax rate, a well-maintained public infrastructure that provides quality, cost effective and valued Village Services. This is accomplished by dedicated Village leaders who use collaboration, innovation and technology to optimize productivity and service excellence. Costs have been reduced and efficiencies in services improved through successful collaborations with neighboring communities when appropriate, while maintaining our independent Village identity.

Map 6-2 Village of Combined Locks Utilities



- Substations
- Water Towers
- FCC Towers
- Wellheads
- 138 Kilovolt Transmission Line
- Darboy Sanitary District #1
- Heart of the Valley Planning Area




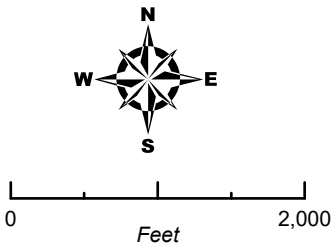
Source:
Utility data provided by ATC & Public Service Commission, 2018. FCC data provided by FCC, 2017.
Base data provided by Regional Counties 2021.

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PREPARED SEPTEMBER 2022 BY:
 East Central Wisconsin Regional Planning Commission
ECWRPC
Calumet • Fond du Lac • Menominee • Outagamie
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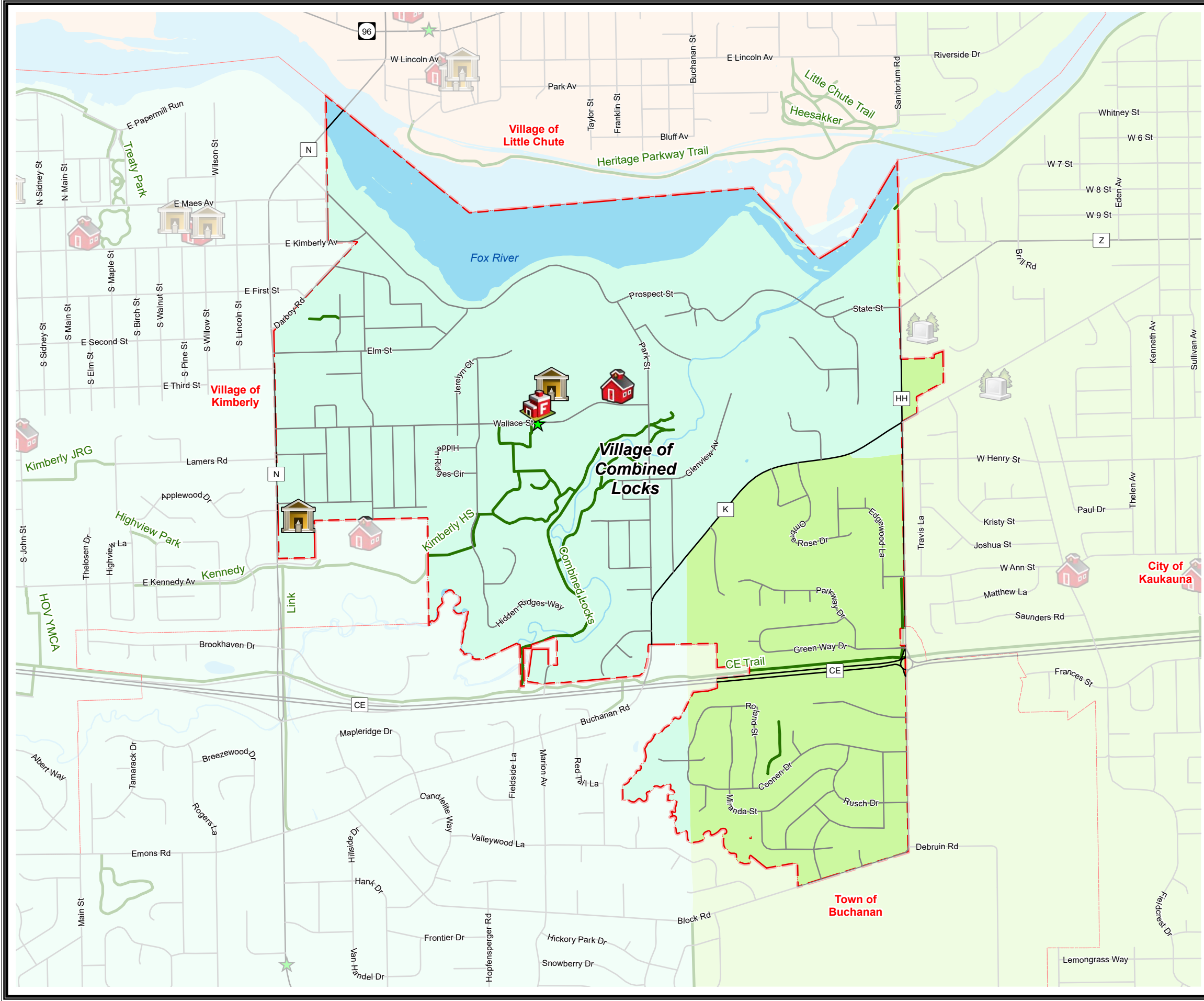
Map 6-1 Village of Combined Locks Community Facilities

- ★ City/Town/Village Hall
- Community Center
- Library
-  Fire Department
-  Cemetery
-  Church
-  School
- Off Road Trail
- Kaukauna Area School District
- Kimberly Area School District
- Little Chute Area School District



Source:
Community data provided by ECWRPC, 2021.
Base data provided by Regional Counties 2021.

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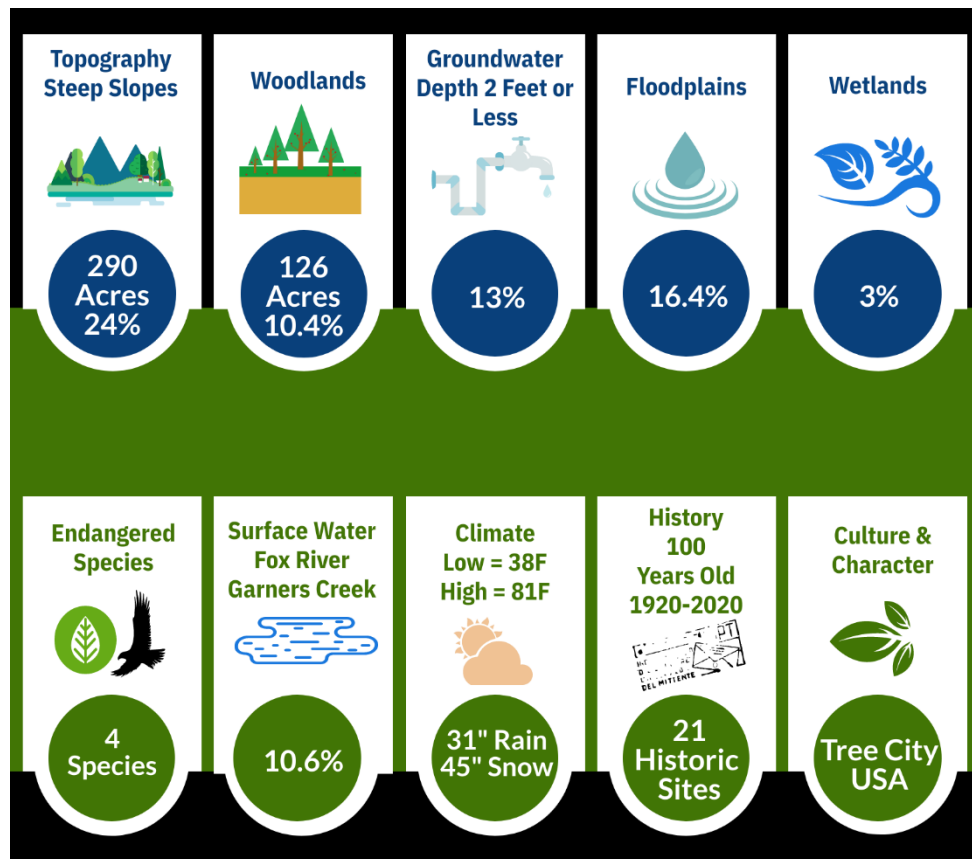




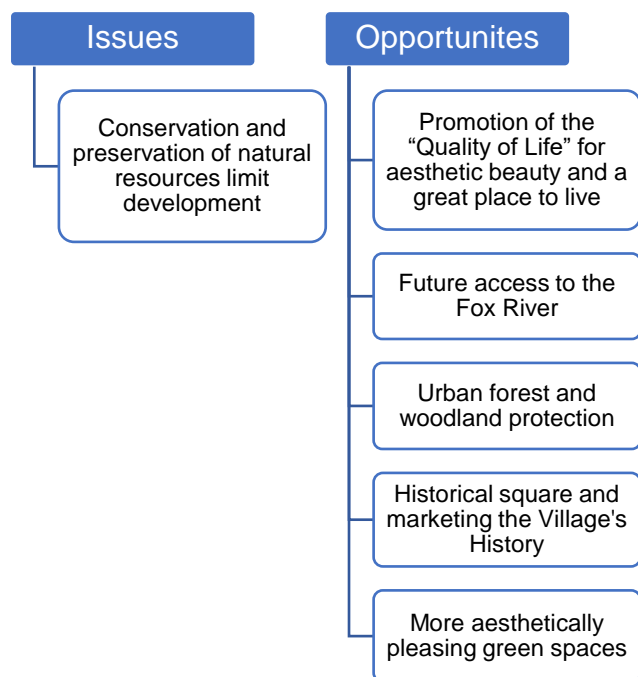
Chapter 7: Environment and Culture



Key Indicators:



Introduction



Understanding the relationship between environmental characteristics and their physical suitability to accommodate specific types of activity or development is a key ingredient in planning the Village's future land use. 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 in the region. The natural features along the Fox River corridor show historic and industrial land use and development patterns. The community is nestled within a 125-acre wooded ravine conservancy area within the Garners Creek corridor and offers a multitude of wildlife habitat and walking trails as part of its unique character.

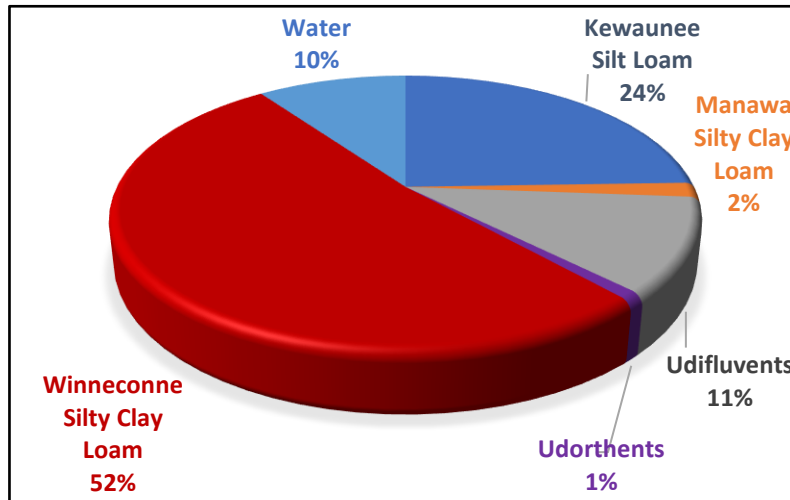
NATURAL RESOURCES

Agriculture

As an urbanized community, agriculture is not a main focus within the Village. Farms and farmland losses are usually a result of economic pressures for residential, commercial, and industrial developments. According to ECWRPC's 2022 land use calculations, there are no longer any farmstead in the Village. Historically, the land was prime agriculturally productive before development took place. Map 7-1 shows the areas of soils that is prime farmland. The next section discusses the soil types and capabilities that are in this area.

Soils

Soils support the physical base for building development within the Village. Knowledge of their limitations and potential difficulties is helpful in evaluating land use alternatives such as residential development, utility installation, construction, and additional engineering needed if the soil is limited. According to the Natural Resources Conservation Service (NRCS) U.S. Department of Agriculture (USDA) soil data, there are a total of five soil types located within the Village's boundaries. Map 7-6 Shows the Village's Soil Classifications. Winneconne silty clay loam and Kewaunee silt loam are the most prominent, Figure 7-1. Together they comprise over 75 percent of the soil base. There are five soil types present and classified within the Winneconne-Manawa Soil Association: Kewaunee Silt Loam, Manawa Silty Clay Loam, Udifluvents, Udorthents, and Winneconne Silty Clay Loam. Generally, these soils are nearly level or gently sloping. In addition, they have a silty clay and clay subsoil.



Source: USDA, NRCS soil survey for Outagamie County

Figure 7-1: Percent of Soil Types in the Village of Combined Locks

Steep Slopes

Approximately 24.0 percent (289.85 acres¹) of the Village's total acreage has a slope of over 12 percent designated as a steep slope. Steep slopes are generally found along the Fox River and Garners Creek corridors within the wooded ravine area. The Kewaunee silt loam soil classification falls within slopes that are greater than 12 percent and in some cases 20 to 45 percent. Depending on the runoff conditions and the proximity of the slope to a body of water, the water quality could be affected more severely by pollutants. Steep slopes can also cause severely eroded stream banks.

Mining and Bedrock

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. The Village does not have any active non-metallic mining sites. The structure of the bedrock and historic Ordovician Age glacial events are largely responsible for the landscape. The Ordovician age spans a geologic age of 41.6 million years and is named after the Welsh Ordovices Tribe. Elevations range from about 700 feet above sea level to approximately 730 feet above sea level. Bedrock geology in this area is made up of three distinct formations:

1. Prairie du Chien Group² is comprised of dolomite with some sandstone and shale. The rock is sedimentary in nature and was formed from consolidated clay sediments.
2. 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 the groundwater, potentially affecting drinking water.
3. Sinnipee Group is comprised of dolomite with some limestone and shale.

¹ USDA, NRCS soil survey for Outagamie County, <https://www.nrcs.usda.gov/wps/portal/nrcs/surveylist/soils/survey/state/?stateId=WI>

² USGS Geologic Data, <https://mrdata.usgs.gov/geology/state/sgmc-unit.php?unit=WI0p%3B0>

Woodlands

Trees provide clean air, erosion control, wildlife habitat, and serenity. Woodlands covered much of Outagamie County before development took place. 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 woodland areas are primarily associated with park areas. Woodlands cover approximately 9 percent of the total acreage. This is a 16 percent decrease from the 2015 historical acres. See Table 8-1 for details.

Endangered Species

Numerous habitat types within the Village have the potential to support varied and abundant wildlife and fish communities. These habitats consist of streams, small ponds, rivers, woods, and wetlands. See Map 7-3 for the conservation areas in the Village. The largest areas of undeveloped lands are associated with the Village's parks. Much of the remaining wildlife habitat is threatened by the negative effects of development. This can occur directly by removing trees and vegetation of animals that depend on certain species for habitat and food.

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)³:

- Peregrine Falcon – Endangered
- Migratory Bird Concentration Sites – Special Concern
- Southern Dry-mesic Forest (plant) – Special Concern; and
- Snow Trillium (plant) – Threatened.

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.

Environmental Corridors

Environmental corridors across a landscape connect environmentally sensitive lands such as woodlands, wetlands, and habitat areas. ECWRPC's criteria for classification include stream buffers of 75 feet and lake body buffers of 300 feet conducive of shoreline zoning. They often lie along streams, rivers, or other natural features. Combined Locks has close to 98 acres of stream buffers. These corridors 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.

³ NHI data accessed October 13, 2021

Air Quality

Pollutants in the air can cause a host of health problems. The Air Quality Index, (AQI), is a scale from 0-300 measuring the outside air for activities. Combined Locks air quality measures on average between 26-67 depending on season⁴. Spring and Fall generally have worse air quality than winter, but still fall within the moderate category. Respiratory and cardiovascular effects from irritants can cause breathing problems and ultimately heart and lung diseases. Those with asthma and bronchitis can be more sensitive to these pollutants.

Development patterns can impact increased traffic emissions, which in turn impacts air quality. Discharges in the air from certain industries can also impact air quality. With the location of jobs and housing becoming more segregated and distant from one another, commuters are traveling into urban areas. This is highly apparent in Combined Locks. Since alternative modes of transportation are less viable or unavailable in some instances, people rely more on their personal vehicle. Local decisions about what types, where, and how new development occurs can have an impact on air quality based on industrial uses and traffic patterns.

Weather and Climate⁵

Weather is how the atmosphere is behaving and its effects upon life and human activities. Weather can change from minute-to-minute. Examples include temperature, humidity, precipitation, cloudiness, brightness, visibility, wind, and atmospheric pressure. Climate is defined as the long-term pattern of weather. Climate can mean the average weather for a particular region and time period taken over 30 years. Combined Locks on average, gets 31 inches of rainfall per year. The U.S. average is 38 inches. Temperatures can range from an average of 81 degrees in the summer to single digits in the winter. The Village averages about 45 inches of snow per year. January is the snowiest month in Combined Locks with 12.1 inches of snow.

WATER RESOURCES

Surface Water

The Village does not have any lakes, however, the WDNR does list the Fox River Little Chute Lock Channel and the Cedars Lock Channel in close proximity to the Village. There are also a few existing unnamed ponds which are primarily manmade stormwater detention ponds. Approximately 11 percent of the Village is water. Two named waterways are located in the Village of Combined Locks, along with a series of unnamed streams, Map 7-2. The WDNR lists the following waterways in their database:

- 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, with very low levels during the summer months.
- 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. When paper mills flourished in the mid-1800s, the

⁴ AirNow Website Query,
<https://www.airnow.gov/?city=Village%20of%20Combined%20Locks&state=WI&country=USA>

⁵ https://www.bestplaces.net/weather/city/wisconsin/combined_locks

Lower Fox River became very contaminated. Additional development pressure removed wetlands and further increased runoff. Conditions started to turn around following the 1972 Federal Clean Water Act. Pollution control efforts were more available and point- and nonpoint-source discharges were regulated by total maximum daily loads (TMDLs). Ongoing monitoring and implementation of stormwater management methods help protect Wisconsin's waterways.⁶

Watersheds and Drainage

Consuming over 1,200 acres, the Village of Combined Locks is located entirely within the Plum Creek-Fox River Watershed which is part of the Lower Fox River Sub-Basin. The major drainage system for the watershed flows from the Fox River to the Bay of Green Bay and to Lake Michigan. The Lower Fox Basin Integrated Management Plan⁷ indicates that the Plum and Kankapot sub-watershed is ranked high for impaired streams. This rating is considered low for fish and aquatic life primarily due to the heavy clay soils that cover the bottom sediment. Low dissolved oxygen and high nutrient levels 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. Streambanks in the watershed are also eroded in many places due to flooding issues.

"Keep the environment a high priority"



"Create a sustainable natural environment along the riverfront and parks"

"Preserve and restore as much of the natural areas as possible"



"PROTECT the Fox River Corridor from development"

"Continue and expand the example of a Village emphasizing nature/support the reduction of pollution"

Groundwater

Depth to groundwater where it is less than 2 feet from the surface⁸ are located along streams and creeks that flow from the Fox River. There are 158 acres, or 13% of the total acres, throughout the Village that exhibit this low depth. Adequate supplies of uncontaminated groundwater play an important part in maintaining the current quality of life and economic growth of a community. Precipitation in the form of rain and snow is the source of nearly all of 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. Lower water levels cause the pumping lifts to increase and may reduce the yields of some of the wells. Groundwater supplies are important since the regional system is under significant pressure due to overall growth and water usage in the Fox Valley metropolitan area. Map 7-4 depicts the groundwater contamination susceptibility. 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 Combined Locks

⁶ "Lower Fox River Watershed", WDNR, <https://dnr.wi.gov/water/waterDetail.aspx?WBIC=117900>

⁷ "Lower Fox River Basin Integrated Management Plan, WDNR, <https://dnr.wi.gov/topic/watersheds/documents/basins/lowerfox/lowerfox.pdf>

⁸ USDA, NRCS soil survey for Outagamie County, <https://www.nrcs.usda.gov/wps/portal/nrcs/surveylist/soils/survey/state/?stateId=WI>

and the Fox River Valley's groundwater supply is protected. Map 7-5 shows the groundwater resources in the Village.

Arsenic Contamination

Arsenic contamination of the groundwater supply became known in northeastern Wisconsin in the 1980's. The main area of arsenic contamination is closely associated with the St. Peter Sandstone bedrock. Typical sources of contaminants are from erosion of natural rock deposits, runoff from orchards, and runoff from glass and electronics production. High levels of arsenic can cause cancer risks of skin, bladder, lung, liver, colon and kidney. According to the 2020 Consumer Confidence Report⁹, 10 is the maximum contaminant level allowed. The last test showed a range from 0 to 1, which is well below the 10-maximum level. The residents of the Village of Combined Locks are served by a public water supply and are not included in the WDNR's Arsenic Advisory Area Map.

Floodplains

Areas susceptible to flooding are considered unsuitable for development due to potential health risks and property damage. The most recent Outagamie County Flood Insurance Rate Maps (FIRM) created by the Federal Emergency Management Agency (FEMA) for Combined Locks was in July of 2010¹⁰.

Table 7-1 shows the acres and percent of floodplains in Combined Locks. Approximately 16 percent of the acres are located within a 100-year flood and 14.8 percent have parcels within the floodway zone. As can be seen in Map 7-2, the floodplains are associated with areas along the Fox River and the Garners Creek Corridors.

Table 7-1: Flood Areas

Category	Acres	Percent
100 Year Floodplain	200.15	16.4%
500 Year Floodplain	2.23	0.2%
Floodway	180.44	14.8%
Village Acres	1219.46	100.0%

Source: ECWRPC Land Use

Wetlands

Wetlands act as a natural filtering system for nutrients such as phosphorus and nitrates, serving as a natural buffer to protect shorelines and stream banks. Wetlands are also essential in providing wildlife habitat, flood control, and groundwater recharge. According to the Wisconsin Department of Natural Resources GIS data, the wetlands located within the Village are classified as forested, broad-leaved deciduous¹².

⁹ "Village of Combined Locks", <https://combinedlocks.org/wp-content/uploads/2021/07/2021-Summer.pdf>

¹⁰ WDNR Well Casing Requirements for Arsenic, <https://dnr.wisconsin.gov/topic/Groundwater/arsenic/casingRequirements.html>

¹¹ FEMA Flood Map Service <https://msc.fema.gov/portal/search?AddressQuery=Combined%20Locks%2C%20WI#searchresultsanchor>

¹² WDNR wetlands data accessed February 17, 2022

The wetlands shown on Map 7-2 are based on the Wisconsin DNR Wetlands Inventory Map. Approximately 3.5 percent of the Village (42.4 acres) is classified as wetlands that are greater than 5 acres in size. If a specific parcel survey is done for development, more wetland areas could be located through a detailed delineation of the site and permits would need to be issued accordingly.

CULTURAL RESOURCES

State and National Register of Historic Places

The Wisconsin Historical Society's Division of Historical Preservation (DHP) is a database of the State's cultural resources including buildings and archaeological sites. The DHP administers the State and National Register of Historic Places programs. In addition, the National Register is the official national list of historic properties in the United States that are significant and worthy of preservation and is maintained by the National Park Service in the U.S. Department of the Interior. At present, the Wisconsin State Registry lists 21 properties, seen in Table 7-3.¹³ There are no properties within the Village of Combined Locks listed on the National Register.

Table 7-2: Historic Buildings and Places

#	Survey Date / Year Built	Location	Property Record	Historic Name	Use	Architectural Style
1	1988	Fox River	Combined Locks Dam		Dam	Concrete
2	1993	531 Prospect St.	McKinley (Midwest Paper Appleton Locks) Plant	Combined Locks Paper Co.	Industrial Building	A-stylistic Utilitarian Building / Brick
3	1988	515 State St.	--	--	House	Front Gabled
4	1988	517 State St.	--	--	House	Front Gabled
5	1988	519 State St.	--	--	House	Front Gabled
6	1988	521 State St.	--	--	House	Front Gabled
7	1988	541 State St.	--	--	House	Front Gabled
8	1988	543 State St.	--	--	House	Front Gabled
9	1988	547 State St.	--	--	House	Front Gabled
10	1988	549 State St.	--	--	House	Front Gabled
11	1988	550 State St.	--	--	House	Front Gabled
12	1988	553 State St.	--	--	House	Front Gabled
13	1988	555 State St.	--	--	House	Front Gabled
14	1988	349 Prospect St.	--	--	House	Front Gabled
15	1993 / 1887	511 State St.	Midwest Papers Farm Guesthouse	Berghuis Farm	House	Gabled Ell / Brick
16	1988	513 State St.	--	--	House	Bungalow

¹³ "Wisconsin Historical Society", 2022, <https://www.wisconsinhistory.org/>

17	1993 / 1924	Prospect and Park, SW Corner	--	Village Hall	Village Hall	French Provincial / Brick
18	1977	Darboy St., N Side, 200-ft W of Jefferson Place	--	--	House	Gabled Ell / Brick
19	1993	Prospect St.	Ryan's	Ryan School	Elementary, Middle, Jr. High, or High School	Colonial Revival / Brick
20	1977	307 1/2 Prospect St.	--	--	House	Gabled Ell / Brick
21	1996 / 1948	On the Fox River, 750-ft SE of Washington St.	Little Chute Hydroelectric Plant	Little Chute Hydroelectric Plant	Power Plant	A-stylistic Utilitarian Building / Brick

Historic homes along the Fox River exhibit the gabled style of architecture. The Appleton Papers Farm Guesthouse has this type of roof gable as one of the welcoming features. In the Victorian era, this was quite popular and more brightly colored as well.

Many roofing styles in the Fox Valley follow this type of style.

Village residents and participants of the Survey

highlighted a desire for historical places to be better identified and celebrated. Posting signage and trails leading from one historical site to another, such as the Farm Guest House, is one way to connect residents to the history of the Village. Residents recommended highlighting the Village's first families and historical building sites.

"[There is an] opportunity to bridge the 'old' Combined Locks with the 'new' / south of CE; I don't feel like there is a connection between the two sides of CE when it comes to 'community'"

"Historic places [need] to be more identified"



Midwest Papers Farm Guesthouse

Archaeological Sites

The Archaeological Sites Inventory (ASI) charts burial sites. 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 and if a development is taking place. Dated 1842 from historical records, one known site in the Village is Garner's Landing¹⁴ by the Fox River. In a book called the "*Earliest Settlers, Land of the Fox, by Lillian Mackesy*", she lists ten families who came from Germany and established a community above Garner's Landing which is



"The Village is a physically attractive place. We have the opportunity to attract lots of different types of people to live here and create a more vibrant community. I'd love to see it grow into a more artistic community"

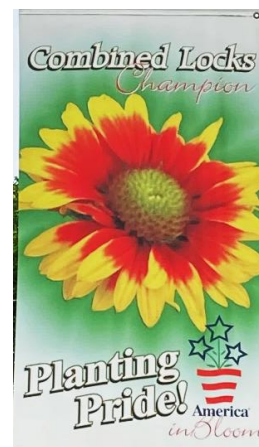
¹⁴ Garner's Landing, <https://images.library.wisc.edu/WI/EFacs/AppletonPlats/aplFox/reference/wi.aplfox.i0011.pdf>

now known as Combined Locks. Outagamie County is primarily of French and German descent. Archaeological sites are added to ASI as they are discovered; discovery is a continual process.

Community Character and Design

Combined Locks is a quiet community with easy access to shopping and services. The streets are not congested and there are plenty of parks to provide recreational needs. Residents take great pride in their community which is expressed through landscaped areas and clean neighborhoods. The wooded character, heritage, natural areas, and history of the Village form valued features that make Combined Locks a great place to live.

Since 1993, the Village has been recognized as a “Tree City USA” by the National Arbor Day Foundation. As an America in Bloom 2015 Champion and Participant in 2018¹⁵, residents became more involved in their community in freshening up the landscape, tree care, reducing waste, and celebrating heritage and history. In 2020, Combined Locks turned 100 years old with a celebration (Centennial Paperfest event) held in the summer of 2021 to commemorate the history and development of the community. Community pride is a forward-looking philosophy to maintain civic spirit and village identity.



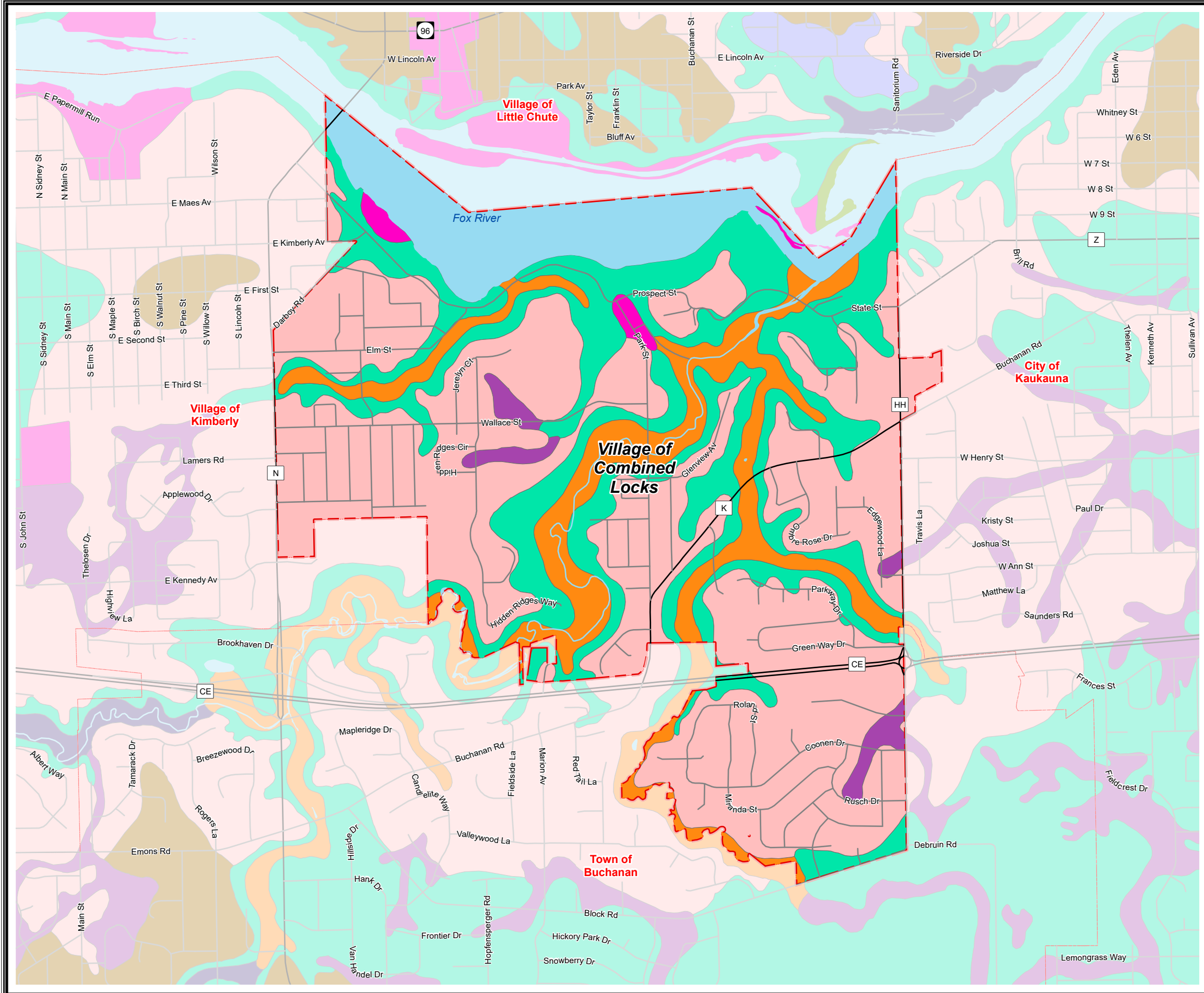
Combined Locks
Street Banner

Environment and Culture 2040 Vision

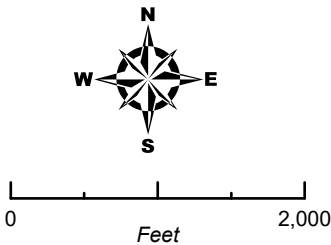
The Village of Combined Locks is a community that uses sustainable best practices to protect the community's natural and cultural resources. Combined Locks has been progressive in protecting its surface and groundwater resources and effectively managing stormwater. The Village has taken measures to reduce surface and groundwater, air, light, and sound pollution to create a safe and pleasant environment for residents.

¹⁵ “America in Bloom”, Village of Combined Locks, <https://combinedlocks.org/community/community-values/>

Map 7-6 Village of Combined Locks Soil Classifications



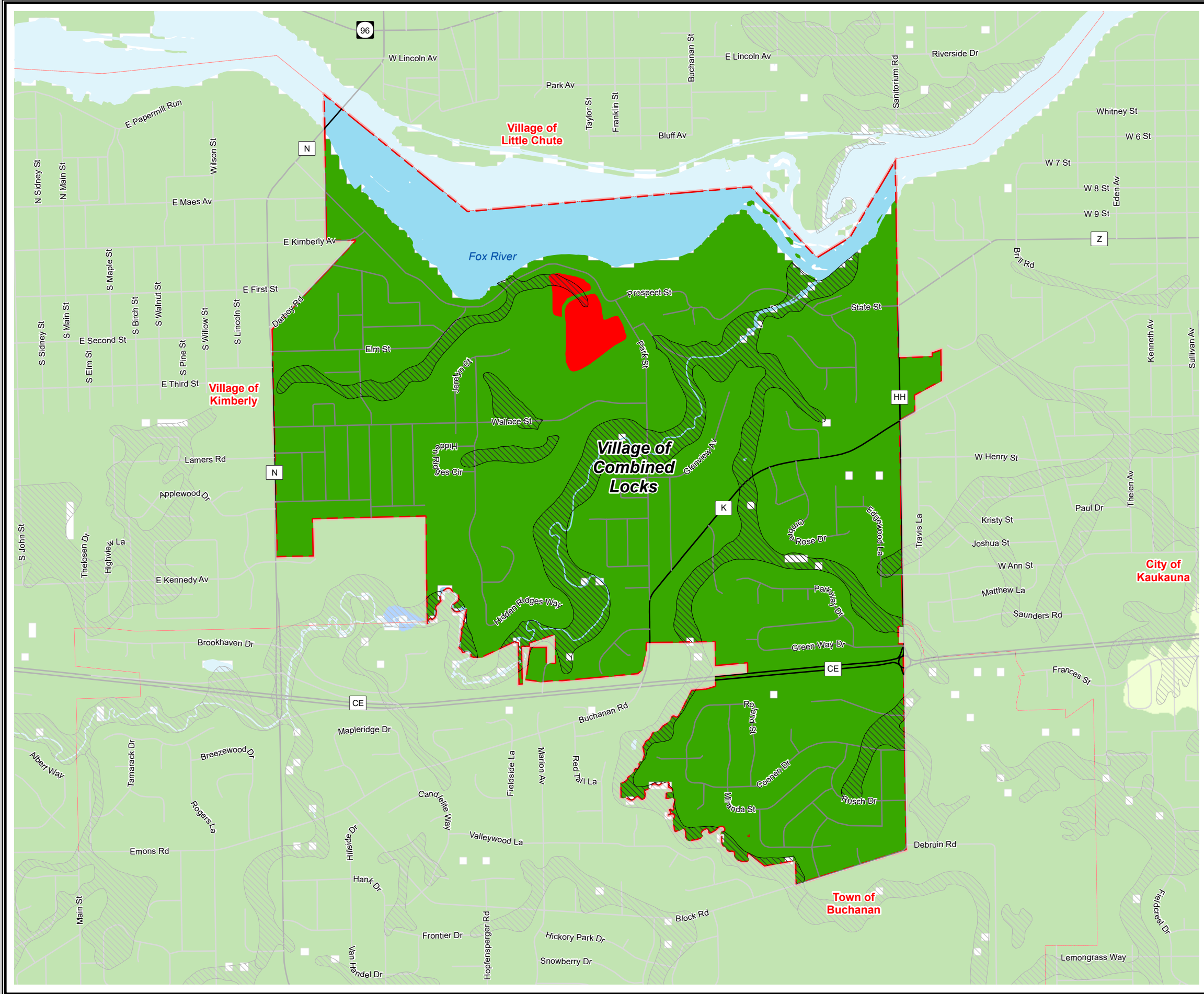
- Bellevue silt loam
- Briggsville loam
- Fluvaquents
- Kaukauna silty clay loam
- Kewaunee loam
- Manawa silt loam
- Udifluvents
- Udorthents
- Winneconne silty clay loam
- Water



Source:
Soil data provided by NRCS-USDA Web Soil Survey (WSS), accessed 2013.
Base data provided by Regional Counties 2021.

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Map 7-5 Village of Combined Locks Groundwater Resources



Groundwater less than 2 ft

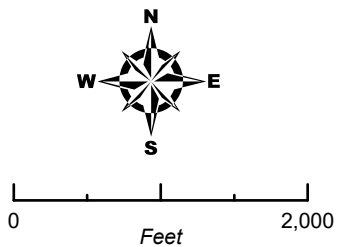
Solid Waste Sites and Historic Landfills

Groundwater Recharge Potential

Medium

High

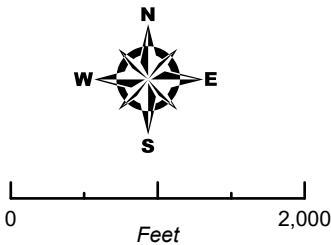
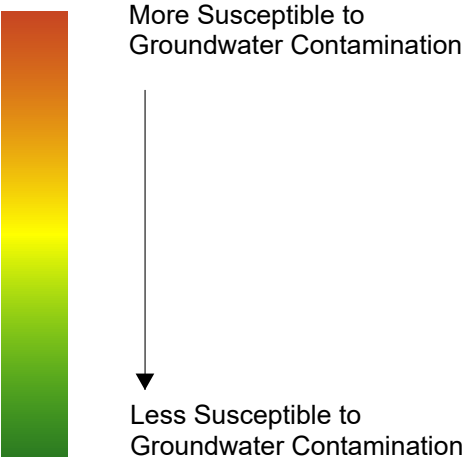
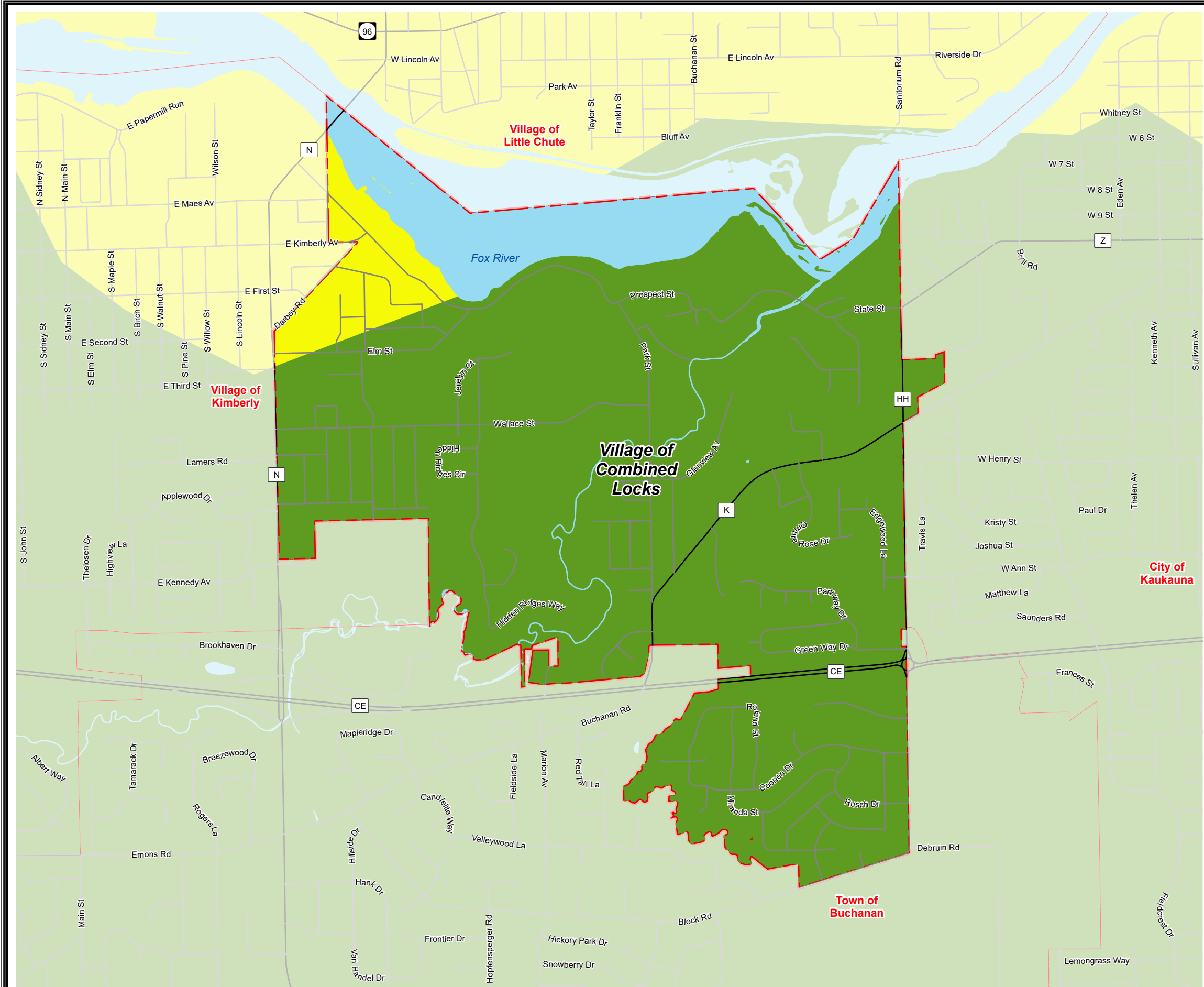
Very High



Source:
Recharge data provided by Wisconsin Geological and Natural History Survey, 2012-2014.
Base data provided by Regional Counties 2021.

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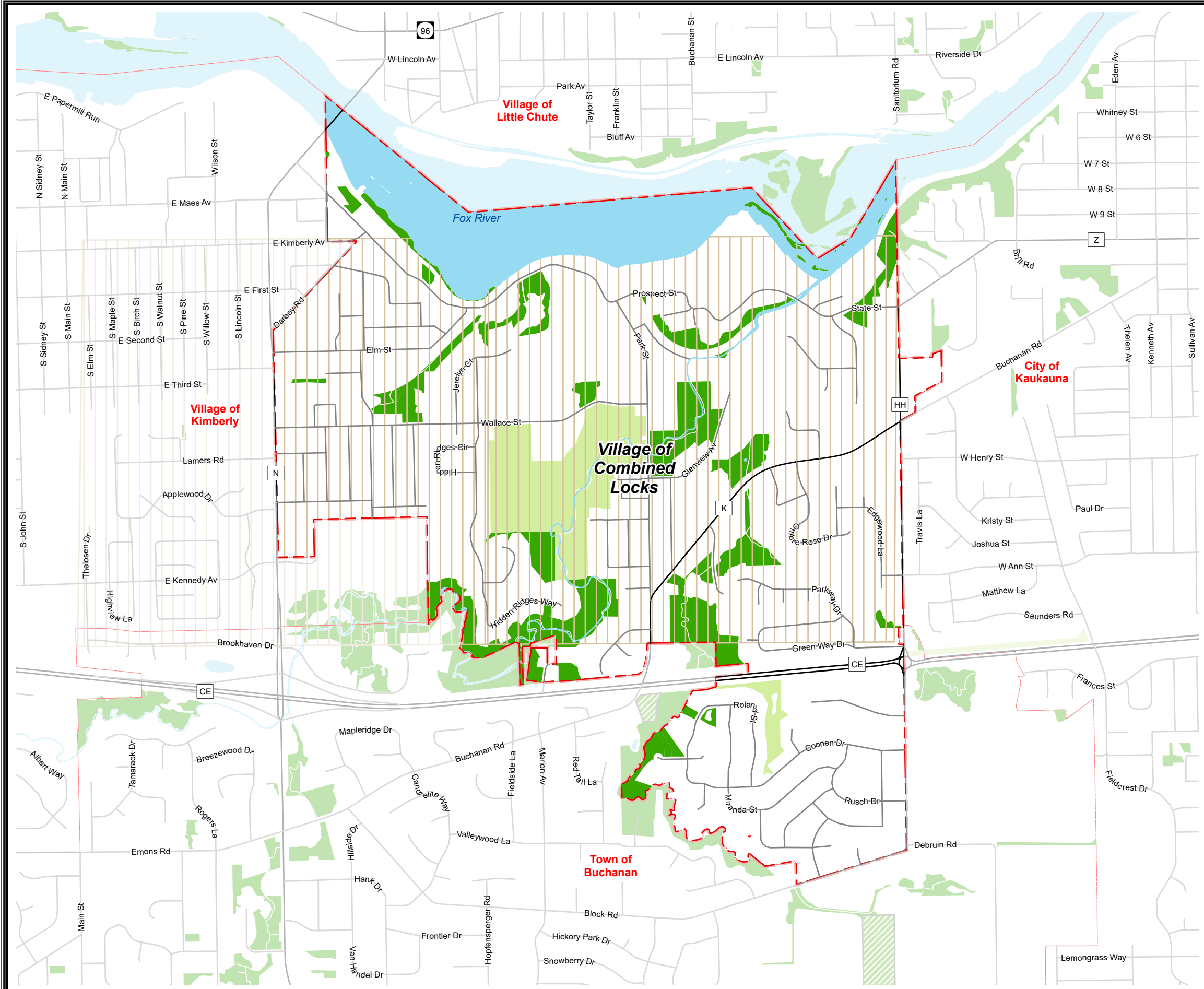
Map 7-4 Village of Combined Locks Groundwater Contamination Susceptibility



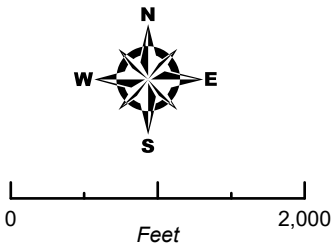
Source:
Soil data provided by NRCS-USDA Web Soil Survey (WSS), accessed 2013.
Base data provided by Regional Counties 2021.

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Map 7-3 Village of Combined Locks Conservation



- US Fish & Wildlife Service Areas
 - General Woodlands
 - Planted Woodlands
 - Recreational Parks
- DNR Endangered Species Areas**
- Terrestrial Habitat



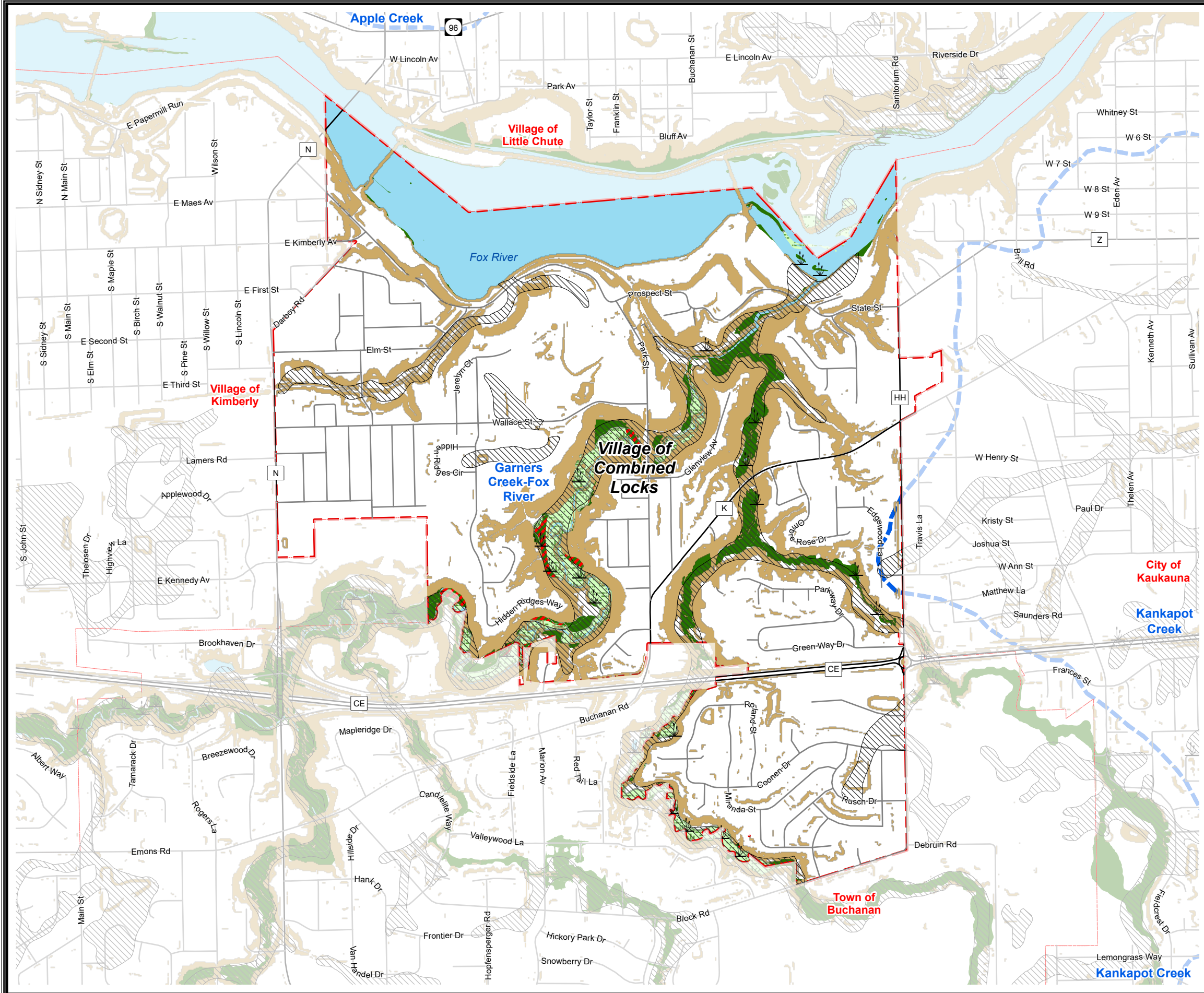
Source:
DNR Managed Lands data WDNR 2019
Endangered Species data WDNR 2016
US Fish & Wildlife Service Lands data USFWS 2019
Woodland data ECWRPC 2021
Base data provided by Regional Counties 2021

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

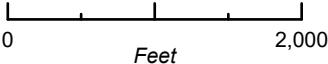
PREPARED SEPTEMBER 2022 BY:



Map 7-2 Village of Combined Locks Surface Water Resources



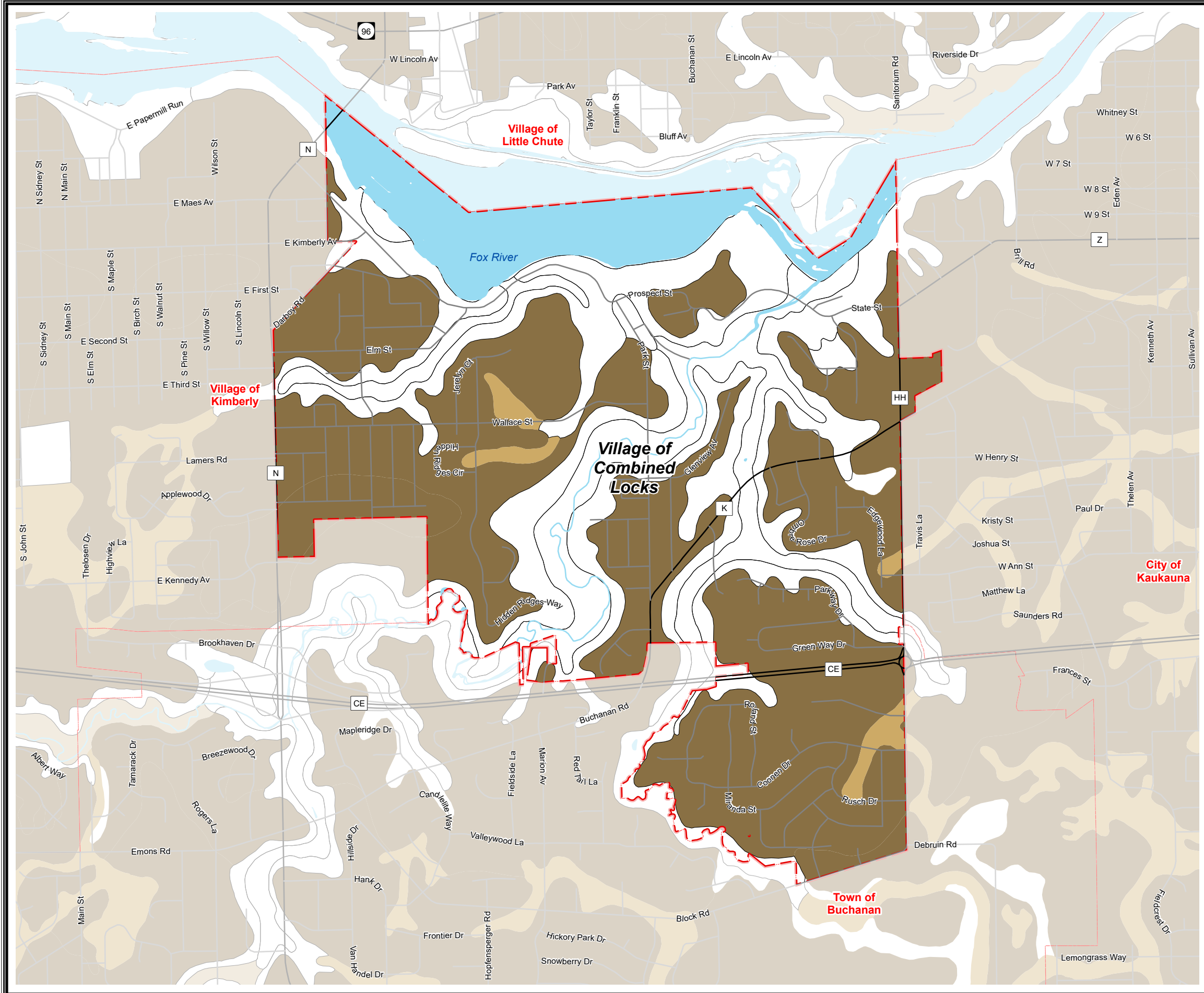
- Wetlands (< 5 Acres)
- Subwatershed Boundary
- Groundwater less than 2 ft
- Wetlands (> 5 Acres)
- 100 Year Floodplain
- Floodplain and Wetlands



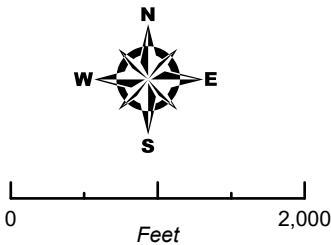
Source: Wetland data, WDNR 2015. Floodplain data, FEMA 2017. Watershed data, USDA - NRCS 2017. Base data provided by Regional Counties 2021.

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Map 7-1 Village of Combined Locks Prime Farmland



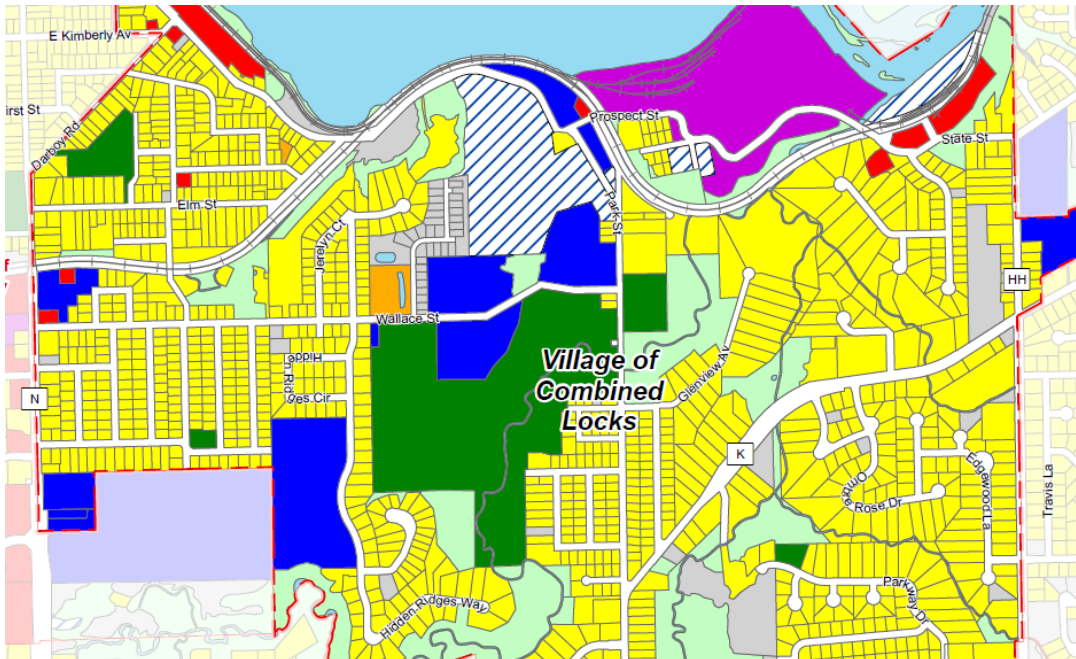
- All areas are prime farmland
- Prime farmland if drained
- Prime farmland if protected from flooding or not frequently flooded during the growing season
- Not prime farmland



Source:
Soil data provided by NRCS-USA Web Soil Survey (WSS), accessed 2017.
Base data provided by Regional Counties 2021.

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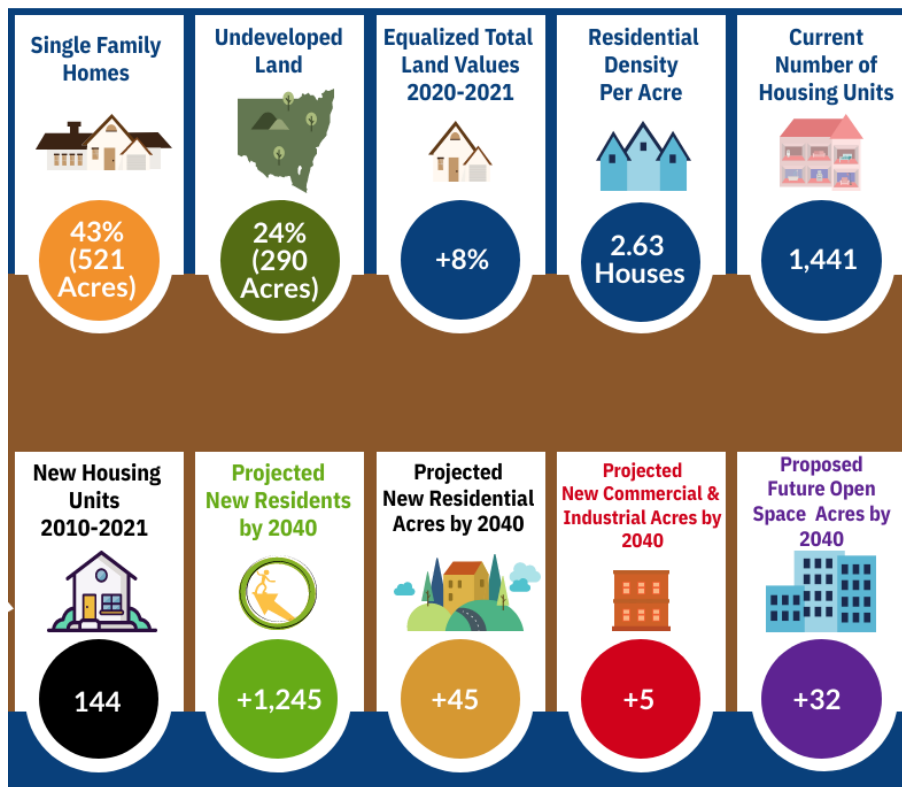
PREPARED SEPTEMBER 2022 BY:
East Central Wisconsin
Regional Planning Commission
ECWRPC
Calumet • Fond du Lac • Menominee • Outagamie
Shawano • Waupaca • Waushara • Winnebago



Chapter 8: Land Use



Key Indicators:



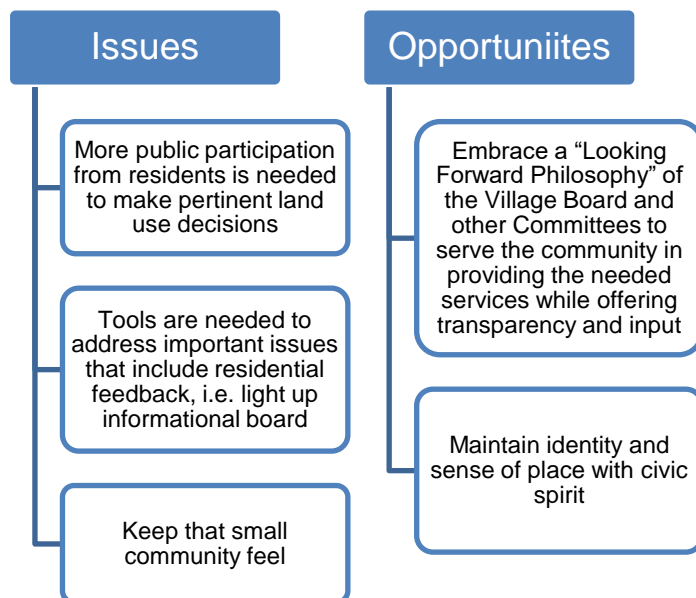
Introduction

Development and land use affect housing, economics, recreational opportunities, education, access to work, and transportation alternatives. Smart planning can assist in creating safe neighborhoods, a healthy economy, and a high quality of life, fostering community growth.

The Land Use chapter guides the future development and redevelopment of all property, public and private. An inventory of the historical trends and current land use characteristics is included. In addition, this chapter looks ahead to the future of Combined Locks. Calculations using the current land use are utilized to project land use consumption and future land use maps are developed accordingly.

Mixing land uses means building homes, offices, schools, parks, shops, restaurants, and other types of development near one another, on the same block, or within the same building.

This intermingling brings more people to a neighborhood throughout the day, which supports businesses, improves safety, and enhances the vitality of an area. It also makes it possible for people to live closer to where they work and run errands, creating opportunities to bike or walk. Mixed-use neighborhoods are in demand, meaning they can both boost property values and stabilize values. This protects the investment of homeowners as well as tax revenues for municipalities.



Existing Land Use¹

A map was prepared for the Village's existing land uses in the Spring of 2022. The parcels in Map 8-1 are categorized into 11 separate land use groups. Land use is not about parcel ownership, rather a description of the current land function on the ground during the most recent inventory. It is a snapshot in time as development changes from year to year. ECWRPC's land use categories are described below.

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, and animal and poultry husbandry.

Commercial land uses represent the sale of good and services including: wholesale and retail (vehicle dealers, furniture, electronics, building equipment, garden supplies, grocery and liquor

¹ ECWRPC, *Land Use categories, digital mapping standards*.

stores, gasoline stations, clothing stores, etc.), services (financial institutions, real estate, insurance agencies, waste management, restaurants, etc.), and other related uses.

Industrial land uses represent a broad category of activities which involve the production of goods. Industrial uses include manufacturing (factory or mill operations), construction, warehousing operations, and trucking.

Institutional Facilities land is for public and private facilities dedicated to serving the public. These include schools, hospitals, government buildings, cemeteries, post offices, assemblies, fire stations, and municipal offices.

Residential land is classified as land that is used primarily for human habitation. Residential land uses are divided into single family, two-family (duplex), multifamily, farmstead, and mobile home parks.

Recreational facilities are defined as land uses which provide the public with leisure activity spaces. This category encompasses both active and passive activities. Recreational areas include parks, designated hunting and fishing areas, nature areas, playgrounds, etc.

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, public transit facilities, bicycle and pedestrian facilities, and rail related facilities.

Open Other land 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 may include areas that are wet, rocky, or outcrop areas.

Utilities and communications are classified as any land use which aids in the generation, distribution, and storage of electric power, natural gas, and telecommunications. It also includes facilities associated with water treatment plants, wastewater treatment plants, landfills, and recycling facilities.

Water features consist of all surface water including lakes, streams, rivers, ponds, and intermittent waterways.

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. Planted woodlands include forestry and timber track operations where trees are typically planted in rows such as orchards.

Existing Land Use Patterns

Existing land use acreages are calculated to gather a complete picture of the current status of the Village. The Village encompasses 1,220 acres of land and water in total. 76 percent is developed and 24 percent is undeveloped, consisting of open space, general woodlands, and water. Current land use breakdown amounts are shown in Table 8-1 and Figure 8-1.

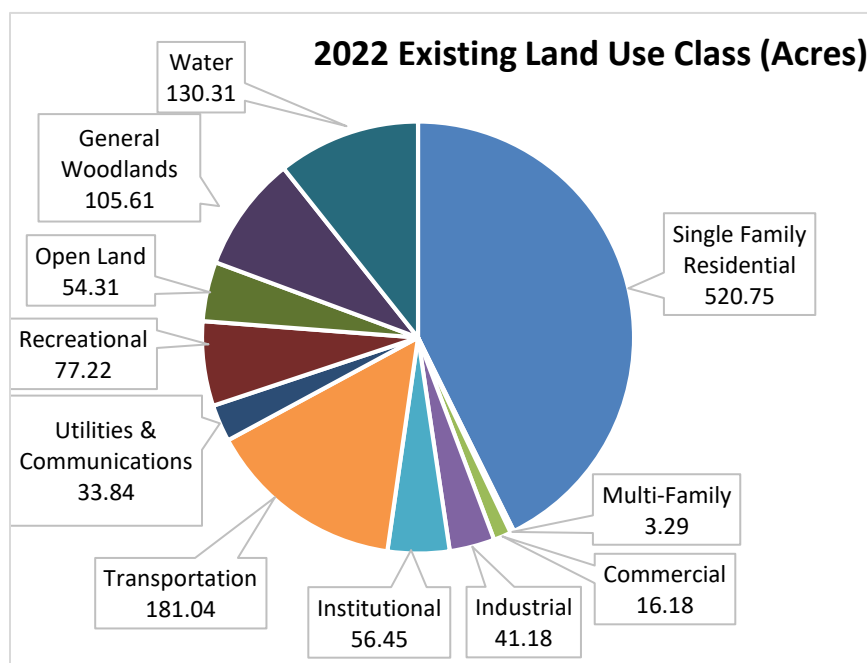


Figure 8-1: 2022 Village Existing Land Use Acreage.

The largest land use class is single family residential, approximately 521 acres or 43 percent of the total Village acreage. This is an increase of 7 percent from 2015 when the last land use totals were determined. The Village is primarily landlocked and there are few available acres to expand and grow. Therefore, compact development will be key to attract additional population base to the Village.

Cropland has declined to zero acres since 2015. There are also no farmsteads in the Village. Other declines in land use since 2015 include industrial acres by 7 percent, open land by about 19 percent, and general woodlands by about 16 percent. This makes for an approximate 11 percent decrease in the total undeveloped land since 2015. By contrast, large increases in acres from 2015 to 2022 include commercial and institutional land use classes. The current acreage for multi-family homes at three acres, also increased from zero acres in 2015, and transportation increased by 2.6 percent.

Table 8-1: The Village of Combined Locks Existing 2022 and Historical 2015 Land Use Acreage with Percent Change Over Time.

Land Use Class	2022 Acres	2022 % of Developed / Undeveloped Area	2022 % of Total Village Acres	2015 Acres (Historical)	% Change from 2015 to 2022
Single Family Residential	520.75	56.0%	42.68%	488.47	6.61%
Mobile Home Park	0	0%	0%	0	0%
Multi-Family Residential	3.29	0.35%	0.27%	0	0%
Commercial	16.18	1.74%	1.33%	13.9	16.38%
Farmsteads	0	0%	0%	0	0%
Industrial	41.18	4.43%	3.37%	44.47	-7.4%
Institutional	56.45	6.07%	4.63%	49.02	15.16%
Transportation	181.04	19.47%	14.84%	176.37	2.65%
Utilities & Communications	33.84	3.64%	2.77%	42.76	-20.86%
Recreational	77.22	8.30%	6.33%	77.2	0.03%
Total Developed Land	929.95	76.21%	76.21%	892.19	4.23%
Non-irrigated Cropland	0	0%	0%	5.28	-100%
Open Land	54.31	18.71%	4.45%	66.83	-18.73%
General Woodlands	105.61	36.39%	8.66%	125.36	-15.75%
Planted Woodlands	0	0%	0%	0	0%
Quarries	0	0%	0%	0	0%
Water	130.31	44.9%	10.68%	129.8	0.4%
Total Undeveloped Land	290.24	23.79%	23.79%	327.27	-11.32%
Total Acres	1,220.19				

Source: East Central Wisconsin Regional Planning Commission, 2015, 2022.

Growth Trends

The Village's last Comprehensive Plan was approved in 2010. Since then, there have been a total of 68 new lots created across multiple subdivision plats, consuming approximately 42 acres in total, as seen in Table 8-2. In the 2030 Comprehensive Plan, there were a total of 371 new lots created from the year 2000 through 2009. This shows a rapid increase in development in the early 2000s, and a slower growth period from 2010 to 2021. Residential building permits are another measure of growth in a community. 140 residential permits were issued by the Village from 2010 to 2020, which includes single-family, two-family, and multi-family units. By contrast, 448 residential permits were issued between 1999 and 2008. This decrease in the permits issued provides additional support that residential growth has slowed in the Village over the past 12 years. Map 8-2 represents the current zoning in the Village.

Table 8-2: Village of Combined Locks Subdivision Plat Statistics from 2010 to February 2022.

Year	Plat Name	Total Acres	Lot Acres	# of Lots
2019	Riverview Ridge	14.83	14.23	11
2016	Ruys Woods	20.34	16.98	25
2012	Replat of Second Addition to Coonen's	2.54	2.54	9
2010	Second Addition to Coonen's	4.63	4.63	23
Total Certified Plats From 2010 to 2021		42.34	38.38	68

Source: Wisconsin Department of Administration Certified Final Plats, 2022.

While the total undeveloped land in 2022 is approximately 290 acres, 45 percent of that is designated as water. There are only approximately 160 acres of open land and general woodlands that are available for potential development. Presently, the Village is approaching full development capacity, with the majority of land represented by single family homes. Significant residential growth is not expected within the current municipal boundary by 2040.

Land Use Conflicts

In November of 2000, an Intergovernmental Agreement was signed to repair municipal boundaries by identifying a growth area and restricting future annexation into the Town of Buchanan and the Darboy Sanitary District 1.² The growth area is bordered on the north by CTH CE, on the south by the centerline of Block Road, the east by the centerline of DeBruin Road and west by the ravine between Block Road and CTH CE. The agreement refers to the sanitary district boundaries, sewer service provision, further annexations unless agreed upon, easements for use, shared emergency services, and effective street planning across borders. The agreement remains in effect for 30 years, with a November 2030 sunset date, unless a new mutual amendment is agreed upon.

Land Market Trends

The recent housing market is very competitive, impacted by low inventory and the COVID-19 pandemic. Houses have been typically selling above list price within a quick timeframe, usually 30 to 45 days after the house is put on the market.³ In September 2021, local home prices were up 43.9 percent since 2020 and 13.6 percent nationwide. Cost per square foot of housing (\$144), has also increased by 19 percent since 2020.

Table 8-3 shows the total equalized value of all property in the Village of Combined Locks and Outagamie County from 2015 to 2021. History shows that the Village aligns with the County. The total equalized valued increased by 39.5 percent in the County, with a slightly smaller increase of 35.2 percent in the Village.

² *Municipal Boundary Review (MBR)* <https://mds.wi.gov/View/BoundaryAgreement?ID=56>

³ "Combined Locks Housing Market", Redfin, <https://www.redfin.com/city/4297/WI/Combined-Locks/housing-market#trends>

Table 8-3: Total Equalized Values of all Property in the Village and Outagamie County

Village of Combined Locks		Outagamie County	
Year	Total Equalized Value	Year	Total Equalized Value
2021	\$ 365,266,100	2021	\$ 19,041,095,200
2020	\$ 337,746,300	2020	\$ 17,772,577,200
2019	\$ 321,121,600	2019	\$ 16,570,536,900
2018	\$ 297,130,800	2018	\$ 15,601,113,200
2017	\$ 285,923,400	2017	\$ 14,882,910,000
2016	\$ 265,689,300	2016	\$ 14,067,089,500
2015	\$ 270,174,100	2015	\$ 13,650,745,000
2015-2021 Percent Change	35.2%	2015-2021 Percent Change	39.5%

Source: Wisconsin Department of Revenue, 2021.

Residential Density

Residential densities are defined as the number of housing units per acre. Single-family residential development is typically a less intense land use than multi-family residential development, as more units occupy a smaller base area. The current number of homes equates to 1,371 for single family homes and 70 units for multi-family.⁴ For land use calculations, single-family homes include both single-family and two-family homes. The existing single-family residential acreage in the Village is 520.75 acres. With the total number of homes at 1,371, the current single-family housing density is 2.63 houses per acre. With a total of 70 multi-family units, the current multi-family unit density is 21.28 units per acre.

Projected Land Use Supply and Demand

A summary of existing acreage and future forecasts from 2020 to 2040 provide a snapshot of the projected land use depletion, otherwise known as the land consumption by 2040. Table 8-4 provides a forecast of future land consumption according to each land use type, based on the Department of Administrations (DOA) population projections and the existing land use acreage as of April 2022. A market factor value and 10% population increase are included in the calculations to account for an unanticipated increase in population.

Based on these calculations, the total residential increase in acres “used up” or consumed by 2040 would be about 45 acres, the total commercial and industrial acres would be about 4 acres. This means a total of 50 acres of developed land consumption is projected. Based on the 290 acres of undeveloped land in 2022, if all 50 acres were developed by 2040, it would be a decrease in 17 percent of the undeveloped land. As demonstrated in Table 8-1, from 2022 to 2015, only a 7-year difference, there was an 11 percent decrease in undeveloped land. Currently, the only undeveloped land available are 54 acres of open land, 106 acres of woodlands, and 130 acres of water. There is a limited amount of developable land available.

It is important to note that projections are typically based off of historical data, and is therefore not a prediction. For the projections to be reliable, past growth trends would need to remain consistent. For small communities, since the numbers are smaller, any minor change could cause a significant impact on the growth rate and consumption.

⁴ Sources: ACS 2016-2020 B25024, B25001, B25002, B25003, and B25004

Table 8-4: Projected Land Use Acreage Consumption by Single-Family and Multi-Family Residential, Commercial, and Industrial Land Use Classes.

Population Projections*	3,634**	4,170	4,475	4,705	4,879	Additional Acres from 2022 to 2040
Land Use (in acres)	2022***	Projected 2025	Projected 2030	Projected 2035	Projected 2040	
S.F. Residential (includes mobile homes and duplexes)	520.75	543.17	553.54	560.46	565.27	44.52
M.F. Residential	3.29	3.43	3.50	3.54	3.57	0.28
Commercial	16.18	16.88	17.20	17.41	17.56	1.38
Industrial	41.18	42.95	43.77	44.32	44.70	3.52

* Sources: Wisconsin Department of Administration Vintage 2013 and 2020 Projections

** 2020 Census Actual

*** Existing Land Use, 2022

Future Land Use

Examining existing land use patterns and analyzing development trends can help guide the desired future land use pattern. Map 8-3 shows future land use patterns which the Village values and plans to move toward in the future. Table 8-5 demonstrates the acreage value of the existing land use, the proposed changes over the next 20 years, and the proposed future land use. Land use categories that are expected to increase in the future include single-family residential (20 acres) and commercial uses (17 acres), mixed use (3 acres), and Recreational facilities (32 acres).

Table 8-5. Future Land Use Proposed Acreage Changes from Future Land Use Goals and Future Land Use Proposed Total Acreage.

Land Use Class	2022 Existing Land Use	Future Land Use: (Proposed Acreage Changes)	Future Land Use: Proposed Totals
Commercial	16.18	+16.78	32.96
General Woodlands	105.61	-0.92	104.69
Industrial	41.18	-	41.18
Institutional Facilities	56.45	-3.04	53.41
Multi-Family	3.29	-	3.29
Open Other Land	54.31	-40.66	13.65
Recreational Facilities	77.22	+31.91	109.13
Single Family Residential	520.75	+20.44	541.19
Transportation	181.04	-	181.04
Utilities/Communications	33.84	-27.19	6.65
Water	130.31	-	130.31
Mixed Use	N/A	+2.69	2.69
Total Acreage	1220.20	+71.81	1220.20
		-71.81	

Source: East Central Wisconsin Regional Planning Commission, 2022

Numbers in Green Indicate an Increase in Acreage for the Future

Numbers in Red Indicate a Decrease in Acreage for the Future

Map 8-3 highlights areas with ideas for specific development which aim to benefit the community. For example, the business park and mixed-use development areas provide employment opportunities. Single-family housing is planned to accommodate the increase population projected. The Comprehensive Plan recommends pedestrian facilities be included in the new subdivisions. Providing pedestrian access from neighborhoods on the South side of CE through the underpass enabling safe travel to the Elementary and High Schools is also desired.

The Village has proposed various redevelopment land uses. The former landfill site is projected to be the future location of a mixed use ecological / outdoor recreation area (soccer, lacrosse). This location could also be the site of a trail system connected to the Farm Guest House as a way to highlight the history of the Village. Highlighting the Village's history is discussed in more detail in Chapter 7: Environment and Culture.

Participants who took the online survey ranked the protection of natural resources, enhancing access to parks and public spaces, and enhancing access to opportunities for biking and walking, all very high on the scale of importance. The proposed increase in recreational facilities over 20-years is consistent with the community's desires expressed in the survey.

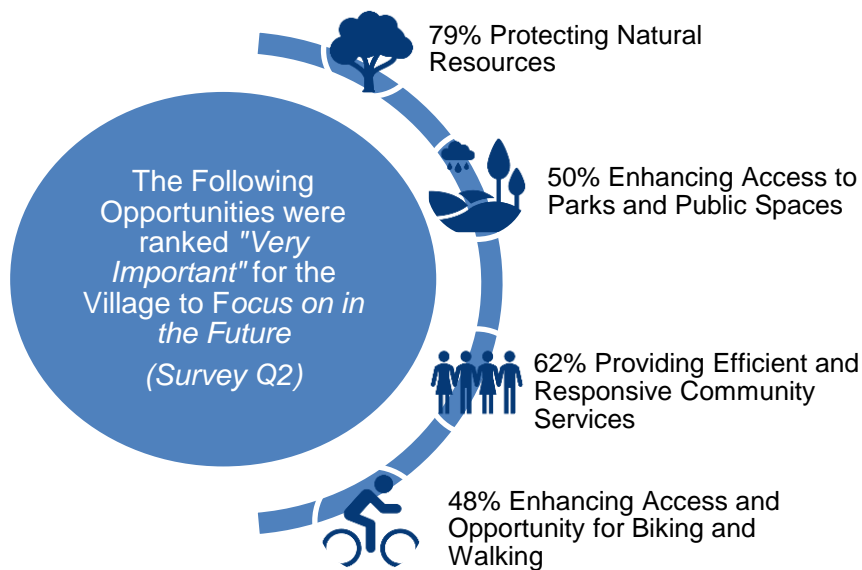


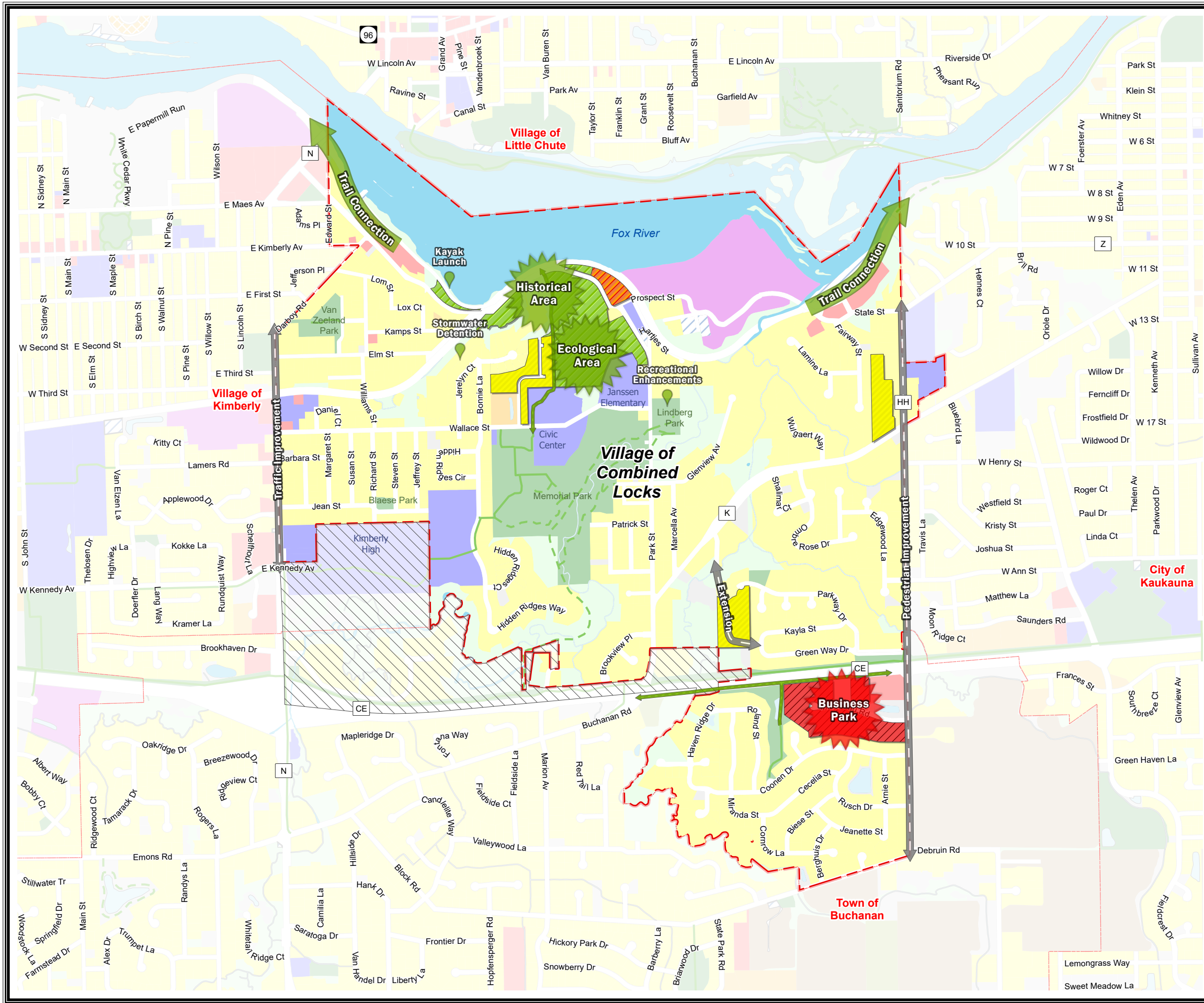
Figure 8-2: Results from Question 2 in the Online Survey.

Further ideas expressed for recreation activities include a kayak launch on the Fox River, and enhancements at Lindberg Park such as a lookout at the east end of the Park. Residents expressed that Lindberg Park be upgraded in ways to utilize currently un-used areas of the park. Other recreational ideas include trails on the south side of CE, and a trail connection from the Civic Center to Prospect Road. Through the online visioning portal, residents highlighted Buchanan Road, Block Road, DeBruin Road, and CTH KK as bike and pedestrian connections to consider in the future.

Land Use 2040 Vision

In 2040, the Village of Combined Locks is a desirable and vibrant community of well-maintained residential neighborhoods, exceptional parks and trails, and a high-quality business park. Village leaders guide innovative Land Use and Growth Management Strategies to ensure that the quality of life associated with Village history is maintained. Redevelopment of outmoded land use parcels to higher value new development has allowed the tax base to grow while minimizing the investment in new infrastructure. Recreational opportunities continue to expand with development of new areas along the riverfront. New residential in-fill development of open land has aligned with sustainability practices that respect the natural environment while maintaining the feel and character that defines the Village of Combined Locks.

Map 8-3
Village of Combined Locks
2050 Land Use



Source:
Future Land Use provided by ECWRPC and Village of Combined Locks 2022.
Base data provided by Regional Counties 2021.

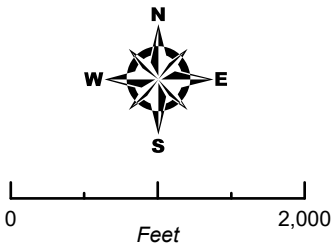
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PREPARED SEPTEMBER 2022 BY:



Map 8-2 Village of Combined Locks Existing Zoning

- Residential Single Family
- Residential Neighborhood Conservancy
- Residential Two-Family
- Residential Temporarily Unclassified
- Industrial
- Commercial
- Business Park
- Institutional
- Conservancy
- Right of Way
- Water
- Residential Multi-Family



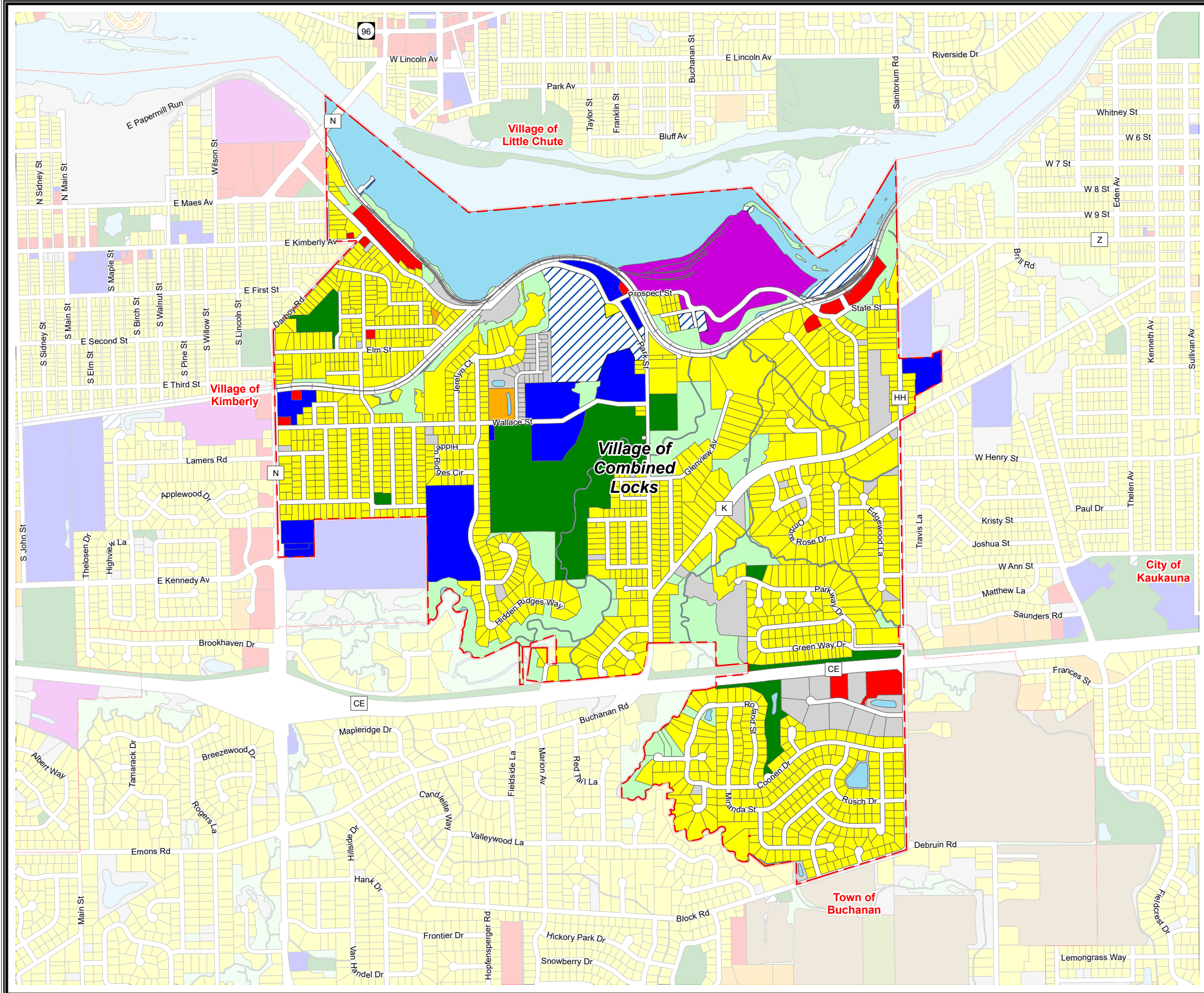
Source:
Base data provided by Regional Counties 2021.
Zoning provided by ECWRPC and V Combined Locks 2022.

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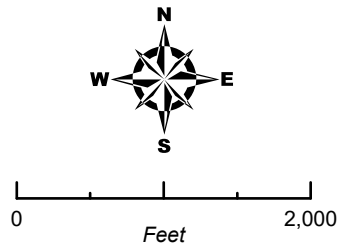
PREPARED SEPTEMBER 2022 BY:



Map 8-1 Village of Combined Locks Existing Land Use



- Single Family Residential (1-2 units)
- Farmsteads
- Multi-Family (3+ units)
- Mobile Home Parks
- Commercial
- Industrial
- Quarries
- Institutional Facilities
- Transportation
- Utilities/Communications
- Non-Irrigated Cropland
- Recreational Facilities
- Planted Woodlands
- General Woodlands
- Open Other Land (undeveloped or vacant)
- Water



Source:
Base data provided by Regional Counties 2021.
Land Use provided by ECWRPC 2021.

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

PREPARED SEPTEMBER 2022 BY:

East Central Wisconsin
Regional Planning Commission
ECWRPC
Calumet • Fond du Lac • Menominee • Outagamie
Shawano • Waupaca • Waushara • Winnebago

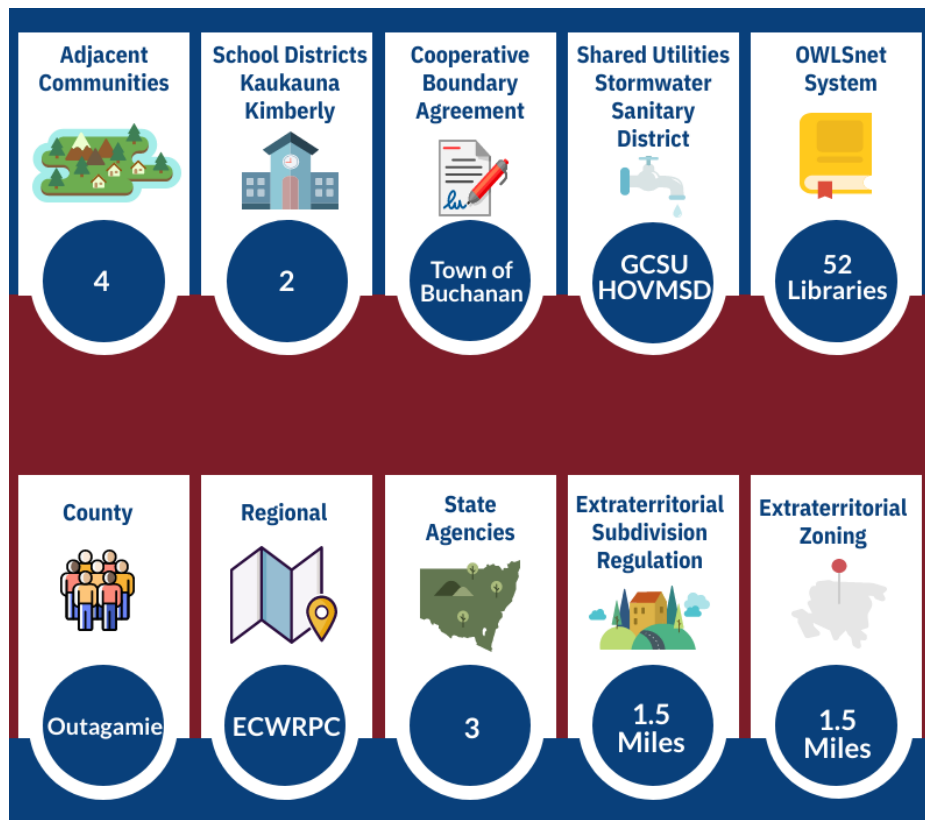


Photo Credit: Town of Buchanan Fire and Rescue Facebook

Chapter 9: Intergovernmental Cooperation



Key Indicators:



Introduction

Combined Locks recognizes that its individual success depends much on the triumphs of the region and neighboring localities. In order to continue growing and thriving, it is important to have a marketable regional identity, good relationships with neighboring localities, and coordinated amenities. Policies for area collaboration include improving connections between Heart of the Valley governments, promoting assets such as outdoor recreation, and pursuing opportunities to collaborate on public services to reduce costs.

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.

Adjacent Communities and Cooperative Agreements

The Village of Combined Locks shares its borders with the Village of Kimberly, City of Kaukauna, Town of Buchanan, and the Village of Little Chute across the Fox River in Outagamie County. 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.

Cooperative boundary plans and agreements are shared 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 criteria¹. 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.

School Districts

The area is served by two different public-school districts: the Kimberly School District covers the vast majority of the Village, and the Kaukauna School District covers the southwest corner of the Village. The Kimberly District currently maintains only one school facility 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 in which they can work together. Mutual 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 10 miles west of the Village.

¹ Wisconsin State Statutes s.66.0307.

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 residents.

JURISDICTIONAL

Outagamie County Collaboration

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.

Regional

Outagamie County is a member of the East Central Wisconsin Regional Planning Commission (ECWRPC) and thus the Village of Combined Locks, is a member municipality. The ECWRPC provides planning contracts and assistance to counties, communities, businesses, and interest groups across its region. These services include environmental management, housing, demographics, economic development, transportation, community facilities (including Sewer Service Area planning responsibilities), land use, 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, zoning map updates, transportation plans, sewer service area planning, and the current comprehensive plan.

State Agencies

The Wisconsin Department of Natural Resources (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. The WDNR also maintains environmental corridors which enhance surface water quality and stream habitat throughout the planning area.

The Department of Agriculture, Trade, and Consumer Protection (DATCP) 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 a strong economic industry within the Village due to the land use, many of the programs DATCP offers will not apply to the Village or local residents. Communication related to the opportunities and programs regarding ‘urban agriculture’ may be beneficial for the Village.

Wisconsin Department of Transportation (WisDOT) handles projects related to transportation uses in the planning area. WisDOT evaluates existing transportation infrastructure for bicycle and pedestrian trails as well as assistance in planning efforts for future trails. The Village of Combined Locks shall continue to collaborate with WisDOT to address current and future transportation issues within the Community as well as with future opportunities for road access and improvements.

Extraterritorial Subdivision Regulation

Incorporated municipalities can exercise plat review authority in unincorporated areas adjacent to their communities.² This allows incorporated areas the same authority to approve or reject a specific plat or certified survey map (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 (which includes the Village), and 3 miles for cities with a population of greater than 10,000. The incorporated 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.³ 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 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.

² *Wisconsin State Statutes s.236.10.*

³ *Wisconsin State Statutes s.62.23.*



Chapter 10: Implementation



Plan Adoption

The first step in implementing the Village of Combined Locks Comprehensive Plan is ensuring the Plan is adopted under the Wisconsin State Statutes Section 66.1001(4). The Village followed this process and included all necessary elements for the Plan to be adopted. It was formally adopted through a resolution by the Village Board on **ENTER DATE**.

Plan Monitoring

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. As such, the Plan Commission must promote good planning practices within the Village. Commission member should be knowledgeable about the contents, vision, goals, objectives, and recommendations of the Plan. The Plan Commission must also promote active citizen participation in future planning efforts, and should strive to keep the citizens and elected officials informed of any proceedings regarding current planning issues.

Table 10.1 outlines the comprehensive plan goals and objectives by element. The objectives provide statements and tasks to be implemented and applied over the next 20 years as the Village works toward achieving the goals outlined in this comprehensive plan per Wisconsin State Statutes Section 66.1001(2)(i). The Plan Commission is responsible for monitoring the

progress of implementation and achieving the goals outlined in this chapter. However, others may also check the progress of the Plan including community members, Village staff, zoning administrators, planners, and citizen groups.

Implementation of the Plan also consists of individual decisions made on an ongoing basis regarding annexation, zoning, land division, public investments, and intergovernmental relations. Zoning and subdivision ordinances are the two commonly utilized land uses planning tools. The Future Land Use Map shows the intended use of land at the end of the planning period, which could be many years in the future and may vary over time. Alternatively, the Zoning Map shows the land as it is intended to be used today.

The Future Land Use Map should be consulted when proposed zoning map amendments and land divisions arise. Zoning is intended to carry out the land use portion of the comprehensive plan. Land use activities are regulated by zoning ordinances which set standards for efficient development. The Village will work to have an updated zoning map which is reflected in the comprehensive plan. The Village may consider developing new zoning districts to reflect the future goals identified in the plan. It may be appropriate for the precise location of boundaries and specific timing to vary from the Future Land Use Map and goals established in the Plan depending on the project type and nature of existing and planned land uses.

The Village of Combined Locks' Subdivision Ordinance regulates the division of raw land into lots for the purpose of sale for building development and can help implement the comprehensive plan goals through the construction standards and timelines for projects. In addition, the Village enforces the Uniform Dwelling Code which can assist in the Plan's implementation. The Uniform Dwelling Code promotes health, safety, and general welfare, while also protecting property values. All of these are important facets for the Village.

The Village of Combined Locks maintains an official map. The map identifies future road corridors, continued maintenance of roads, parkways, parks, historic districts, railroad right of ways, waterways, and public transit facilities. 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 important functions to ensure future land use decisions will remain compliant with the comprehensive plan. These include: future costs for land acquisitions for streets are lowered because the land will remain vacant, future subdivisions will be streamlined, and that developers are required to adhere to guidelines in the map unless amended by ordinance.

Consistency

The comprehensive plan was developed sequentially with supportive goals and objectives. The background information contained in the chapters was used as a basis to identify key issues and opportunities for each of the key elements. The goals and objectives were developed from the raw data, Plan Commission discussions, and public feedback. They were crafted to be an achievable list of specific actions the Village will take throughout the planning period.

The actions are consistent with each other. Some objectives build off others, working together to achieve the common vision and goals of the comprehensive plan. The Future Land Use Map was prepared over several working group meetings, integrating aspects from the nine key elements.

According to s. 66.1001, effective as of January 1, 2010, if a town, village, city, or county enacts or amends an official mapping, subdivision, or zoning ordinance, it must be consistent with that community's comprehensive plan. The Village must ensure that the land use decisions are consistent with the Plan.

It is also important to be aware of external planning documents and maintain consistency wherever possible. It is recommended that intergovernmental meetings occur regularly to keep open communication with neighboring municipalities and understand the relevance of other documents to the Village's comprehensive plan. Some of these plans include both the neighboring communities and the County's comprehensive plans, bicycle and pedestrian plans, outdoor recreation plans, and ECWRPC's Comprehensive Plan.

Plan Amendments and Updates

The Plan can be amended and changed. The goals and objectives may change as the Village experiences a shift in its vision and growth goals over time. It is also recommended that they schedule a regular review of this comprehensive plan so as to ensure it remains a useful tool for growth and development decisions. The Plan Commission is responsible for periodic amendments to the Comprehensive Plan so that regulations and ordinances comply with the Plan. They shall review all new and existing ordinances to verify they are complaint with the goals, objectives, and recommendations of the Comprehensive Plan.

The comprehensive plan is a living document which should be updated with new demographic, economic, and housing data as released by the U.S. Census Bureau. The land use element in particular is expected to require updating over the course of the planning period as the Village experiences growth and development changes. A public participation is required for any plan update. Per the State Statutes, the Plan should be updated no less than once every 10 years per the state statutes. However, it is strongly recommended that the Plan Commission annually review both the implementation table and current planning decisions to ensure compliance with the overall vision of the Village. The annual review will also help determine if a major plan amendment is required.

Table 10-1: Comprehensive Plan Implementation Table - Goals and Objectives by Planning Element

Prosperity and Economic Development

	Goal 1: To attract, sustain, and diversify the economic and employment base of the Village of Combined Locks.
Objectives:	
a.	Facilitate development of the business park with funding from the existing Tax Incremental Districting to get 100 percent occupied.
b.	Communicate with existing businesses to retain and expand current employment opportunities.
c.	Continue to work with the Heart of the Valley Chamber of Commerce and the Fox Cities Economic Development Partnership to support business retention.
d.	Encourage and support the cleanup and redevelopment of brownfields in the Village.
e.	Celebrate the overall high quality of life and sense of place that the Village and surrounding region have to offer.
f.	Find ways to promote Combined Locks as an economic center and recruit new businesses and residents.

	Goal 2: To ensure that transportation infrastructure planning is supportive of economic development efforts.
Objectives:	
a.	Promote Combined Locks as a regional economic center within the larger Fox Valley / I-41 Corridor market.
b.	Support programs designed to enhance and develop workforce skills and productivity.
c.	Strengthen and improve major entryways into the Village along CTH N and CTH HH as well as other commercial and retail corridors within the Village.
d.	Market mixed-use development as pedestrian-friendly development.
e.	Blend two or more residential, commercial, cultural, institutional, and/or industrial uses (Could include a policy element).
f.	Examine major employment destinations in the Village and determine if they are adequately served by existing infrastructure.

Housing and Neighborhoods




Goal 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.


Objectives:

- a. Encourage compact design: Identify available infill lots and market these properties to developers/nonprofits and others as appropriate to meet affordable housing demands.
- b. Use zoning and land use tools to protect existing neighborhoods from intrusion by incompatible or undesirable land use activities (Could include a policy element).
- c. Recognize that the provision of affordable housing is an integral part of a comprehensive economic development strategy for the Village.
- d. Promote the use of underutilized facilities for affordable housing and diversify housing options within existing neighborhoods to provide more housing choices for residents.
- e. Update the subdivision ordinance if necessary to promote quality neighborhood design and include pedestrian facilities such as sidewalks.
- f. Identify commercial and industrial properties that can be re-zoned for multi-use development to include variety of housing options.
- g. Identify additional funding sources and encourage better utilization of existing programs to make the most efficient use of housing dollars.


Transportation and Mobility


	Goal 1: To improve the accessibility, safety, and maintenance of the Village's roads and bike and pedestrian routes.
Objectives:	
a. Ensure ongoing communication regarding transportation safety, maintenance, and activities between the Village and the residents.	
b. Continue to conduct annual PASER evaluations of the existing Village road network.	
c. Continue to work closely with Outagamie County and WisDOT to ensure coordination on regional and statewide road planning that may affect the Village.	
d. Continue to use capital improvements program planning to establish appropriate funding levels.	
e. Ensure a bicycle/pedestrian sidewalk system is available to allow residents of all ages to walk safely to schools, parks, shopping, and workplace destinations.	
f. Adequately address existing and future traffic congestion issues within the Village.	
g. Update the Village's Capital Improvement Program to include pedestrian improvements on County Highway HH.	
h. Work with the School Districts and encourage students to participate in ECWRPC's Safe Routes to School Program for safe travel to and from school.	
i. Refer to and consider Utilization of Complete Streets Policies (Could include a policy element).	

Community Facilities, Technology, and Utilities

	Goal 1: Expand and maintain utility and community facilities and services provided by both public and private entities that support economic and residential development.
Objectives:	
a. Promote growth and redevelopment of property included within the service areas of the existing infrastructure and service system.	
b. Design facilities and services for an adequate level of service, based on standards for population and demand for those facilities and services.	
c. Promote neighborhoods designed to include pedestrian and bicycle friendly facilities and public gathering places.	
d. Utilize environmentally sensitive methods and systems.	
e. Encourage more sustainable methods of providing infrastructure and services within the Village.	
f. Seek efficiencies through participation in regional services.	
g. Provide transparent government services for an efficient, approachable, and responsive government.	
h. Maintain high standards for public safety services.	

Environment and Culture

	Goal 1: Preserve the community's important cultural resources and ethnic heritage.
	Objectives:
	a. Protect key natural features and resources such as natural woodlands, ravines, and the riverfront.
	b. Incorporate natural features, historic structures, public art, and placemaking to distinguish a place and support a vibrant community for residents.
	c. Encourage preservation and protection of the historic built environment.
	d. Provide a link for the historical areas and ecological trail connections throughout the Village.
	e. Cooperate with local non-profit/ conservation agencies to develop historical markers and trail to celebrate the Village's historical monuments and locations.
	f. Work with other governments and agencies to support local festivals and farmers markets that celebrate the Village's heritage and build a sense of community.
	g. Pursue the development of a committee to investigate the history of Combined Locks.
	h. Boost the America in Bloom initiatives.

	Goal 2: Maintain and improve the water quality of surface waters including the Fox River.
	Objectives:
	a. Continue efforts to reduce stormwater pollutant discharge to the Fox River to meet the DNR permit requirements jointly with surrounding communities within the Garners Creek Watershed (Could include a policy element).
	b. Maintain vegetative buffers along surface waters and wetland buffers to reduce stormwater runoff and erosion.
	c. Improve and increase public access to the waterfront using environmentally sound methods (Could include a policy element).
	d. Acquire land, when applicable, to develop the Fox Riverfront with trail connections and a kayak launch.
	e. Incorporate principles of sustainability into all future land use changes and land policy decisions.
	f. Consider creating a "Sustainability Community" to review requirements and options for more green building techniques and clean air policies to foster sustainable actions in the Village.

Land Use



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

Objectives:

- a. Maintain existing residential neighborhoods as attractive places to live.
- b. Site new residential development in appropriate areas of the community.
- c. Maintain and preserve the viability of existing neighborhood development.
- d. Follow the future land use recommendations that are mapped and discussed in this Plan.
- e. Update and modify local development ordinances, when applicable, to meet the goals and objectives in this Plan (Could include a policy element).
- f. Re-vitalize areas of the Village as infrastructure and housing stock ages.




Goal 2: 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.


Objectives:

- a. Accommodate new and expanded commercial and industrial development in a well-planned manner which respects surrounding land uses.
- b. Maximize the potential benefits of having waterfront access to the Fox River.
- c. Promote mixed-use development in appropriate areas mapped in this Plan.
- d. Enhance recreational and outdoor facilities recommended in this Plan.
- e. Incorporate principals of sustainability into all future land use changes and land use policy decisions (Could include a policy element).

Intergovernmental Cooperation

	Goal 1: Continue building mutually beneficial intergovernmental relations with surrounding and overlapping governments.
Objectives:	
a. Work with governmental agencies and stakeholders to develop a future trail connection with surrounding communities creating areas for the public to engage along the Fox River.	
b. Plan, coordinate, and monitor urban development activities with potentially affected agencies and entities.	
c. Continue to work cooperatively with adjoining governmental jurisdictions when considering an annexation of adjoining lands.	
d. Ensure ongoing communication regarding intergovernmental issues and activities.	
e. Work with the Kaukauna and Kimberly School Districts to ensure cohesive activities for residents of Combined Locks that attend either District.	
f. Work with Outagamie County and ECWRPC to help advance core areas of the Plan that could support regional connections and promote economic vitality.	

Implementation

	Goal 1: Consider the Year 2040 Comprehensive Plan to be flexible in nature so as to reflect changes in current conditions and community values.
Objectives:	
a. Periodically review aspects of the Comprehensive Plan for applicability and necessary changes.	
b. Continue efforts to establish high standards and expectations for development within the Village	
c. Support and promote the development of a transparent and participatory process which involves the residents of the Village.	



APPENDIX A

PUBLIC ENGAGEMENT PLAN

2040

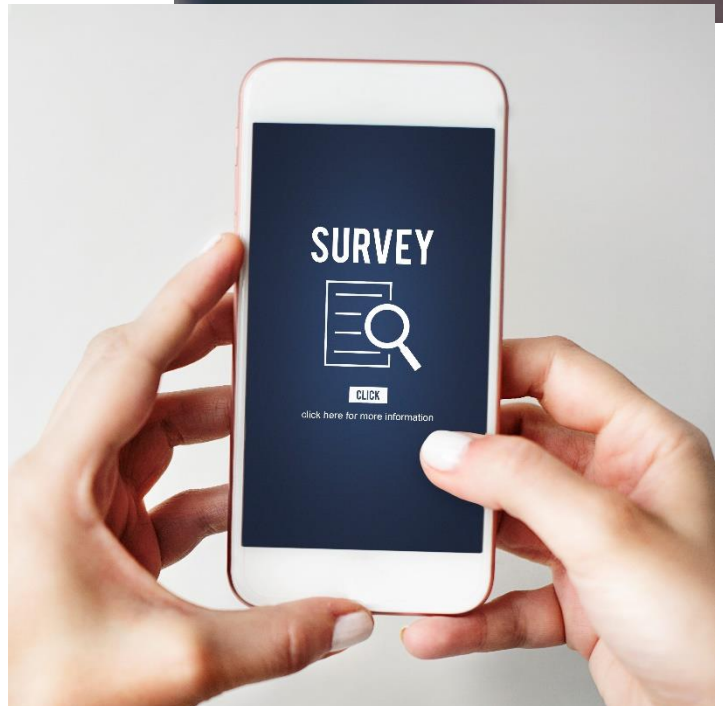
VILLAGE OF COMBINED LOCKS COMPREHENSIVE PLAN



Survey Results

AUGUST 22, 2022

ECWRPC
400 Ahnaip Street, Suite 100
Menasha, WI 54952



2040 Comprehensive Plan Update

“Combined Locks, the next 20 years!”

At the start of the planning process, a public survey was set up in May of 2021 to get feedback from village citizens. There were 15 base questions that asked about collaboration, issues, opportunities, sense of place description, future trends, and demographics. There were 52 survey respondents with 44 who completed all of the questions. (87% completion rate) from June 2021 to April 2022. The online survey was formally closed on April 20, 2022. This report represents the raw data. Information provided from this survey will be used to formulate Part B: Implementation Strategy to assist in developing goals, strategies, and recommendations for the Village.

A. Who We Are and Sense of Place

Q1. Who are we? Fill in the boxes below with up to five words or short thoughts for each row which you feel contributes to or explains the “identity” of Combined Locks.

HISTORIC

When we think of about how the Village developed, it is clear that the Fox River, manufacturing, paper production, and a small community feel is what comes to mind when thinking about this area.

Survey Comments:

• Mill, family, small hometown
• Historic features waning, opportunities for more community involvement
• Conservation, trails, woods, caring community
• Paper making hub, small community
• The paper mill and the church
• Small walking town
• The woods/park
• Caring about villagers
• Tight-knit, mill family community.
• The Fox River
• Small town feel.
• Historic places to be more identified
• Paper mills, water amenities
• Green Spaces, Parks
• Preserve historical buildings,
• Friendly people, affordable housing
• Paper industry, church, community, sidewalks/walking
• The Locks
• Papermill Town

- Safe, friendly, beautiful nature

CURRENT

Current trends give way to a family-oriented life style with a quiet, friendly and welcoming community.

Survey Comments:

• Small Town feel - nice
• Family, mill re-emergence
• Tale of two cities: historic but neglected on the north side, out of control building on the south side. No open spaces.
• Caring community, responsive and efficient government services
• Nice walking paths
• Small community, clean, nice place to live, great municipal services
• Welcoming and friendly community
• Walking trails close knit community
• Outdoor Trails
• Small, Neighborly
• Attractive welcoming landscaping/private & public
• Family oriented, safe, clean
• Wooded, quiet, community focused
• A quiet place to live
• Small town feel with large town amenities.
• More community involvement with each other
• Safe atmosphere, a good police presence, walking and bike trails
• Great community events- need more
• Pretty wildlife areas, conservative, lacks diversity, doesn't value education
• Lovely parks, clean streets
• Wonderful family living
• Community Driven, Fun, Excellent Neighbors
• high quality, clean, courteous
• Quiet, safe, friendly
• A vibrant, beautiful village maximizing the beautiful nature, while also the benefits of being in a city.

FUTURE

The future of Combined Locks looks to maintain a welcoming feel with more economic growth, affordable housing, expanded trail system, preserving natural areas, and keeping that small community feel. Education opportunities were also important as well as neighborhoods and access to the Fox River.

Survey Comments:

• Keep environment a high priority

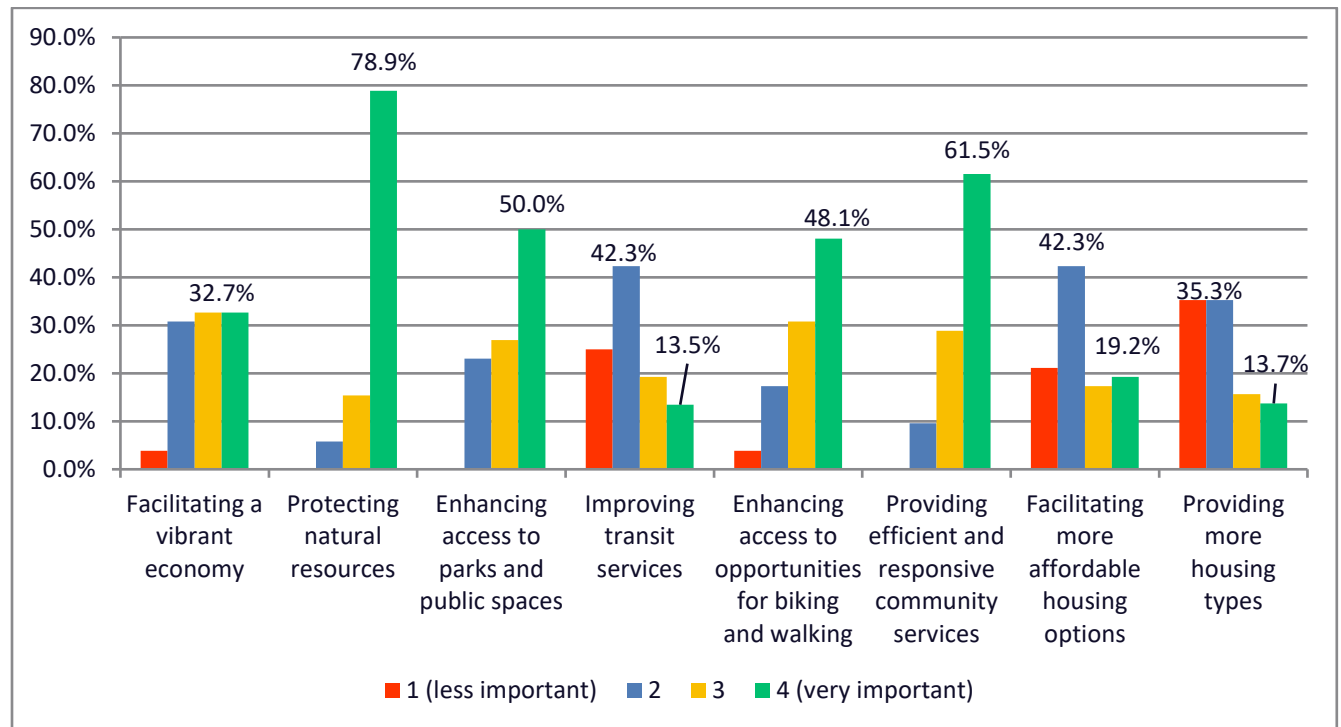
• Nature, climate, education
• Make a real plan to preserve and restore as much of the natural areas as possible. Once they are gone, they are gone.
• Inclusive, diverse and welcoming, accepting, outdoor recreation
• Outdoor enthusiast sanctuary
• Keep that small-town feel, maintain exceptional municipal services,
• Expand walking trails and businesses
• Keep small community ideation
• Desirable to live it, better neighborhoods,
• Riverfront development, but maintain beauty and small-town feel.
• Affordable living through low taxes
• Small town feel, growing community
• Bigger food pantry, kindness
• Vehicle traffic flow
• Remain vibrant, strong sense of community
• Grocery store
• Better infrastructure
• Pretty wildlife areas, progressive, diverse, educated
• Maintain all that we have
• Church, community, sidewalks/trails/walking
• Inclusive & Welcoming Community
• Maintain it the way it is. Safe, friendly and beautiful nature
• Continue/expand the example of a village emphasizing nature/support the reduction of pollution.

B. Future Opportunities

Q2. Please indicate the importance of the following areas Combined Locks should focus on in the future. (Scale of 1-4, with 1 being not at all important and 4 being very important.)

Residents felt that improving transit services and providing more housing types were less important to focus on for the future. Residents rated protecting natural resources, enhancing access to parks, as well as biking and walking opportunities as very important. They also value efficient and responsive community services for the future.

Figure 1: *Level of Importance for the following areas that Combined Locks should focus on in the future (Scale 1-4, where 1 is poor and 4 is excellent).*



C. Current Opportunities

Q3. What is your current perception of the following quality of life factors for the Village?
(Scale of 1-4, where 1 is poor and 4 is excellent.)

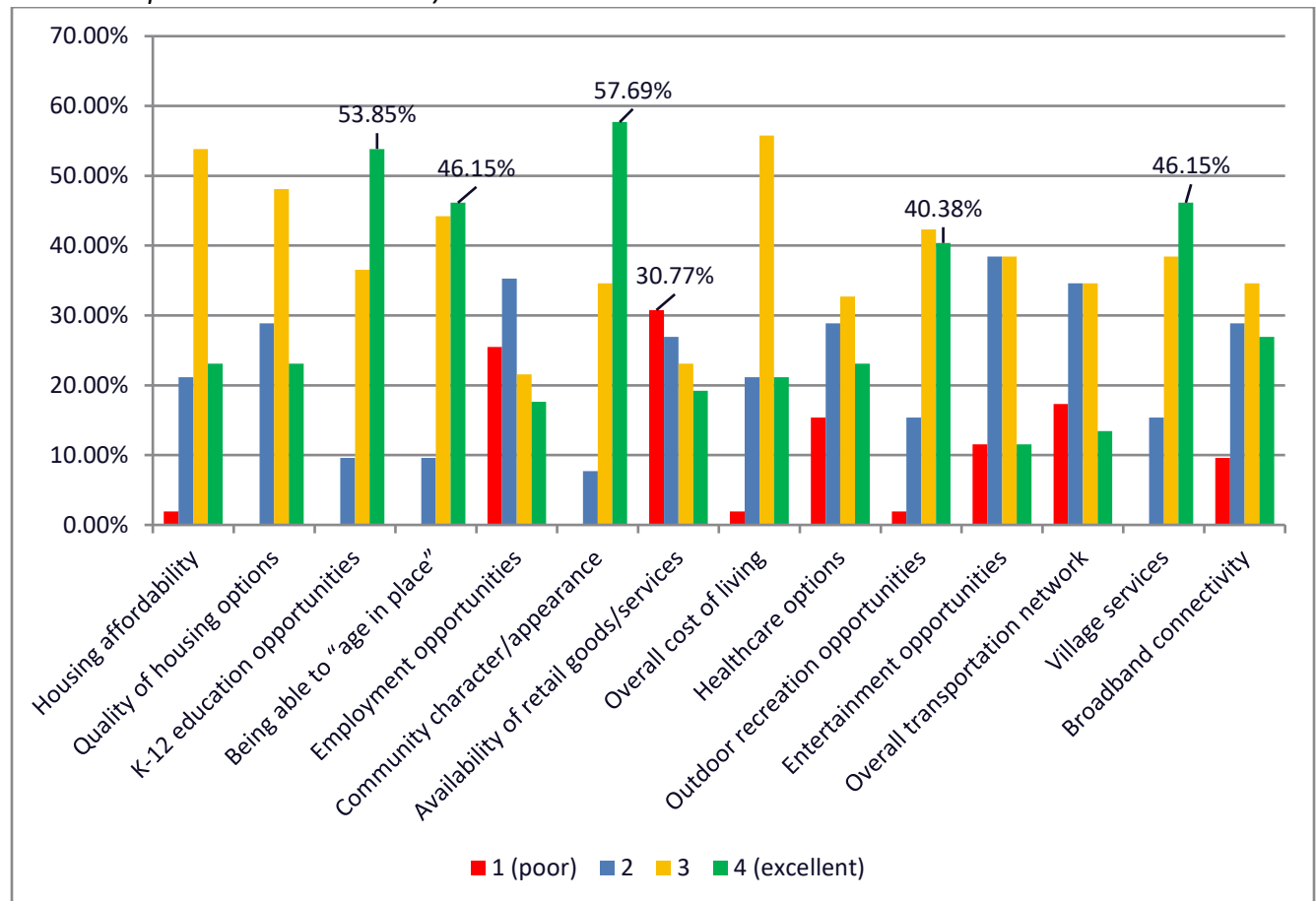
The top five life factors that rated excellent were:

1. Community Character and Appearance = 58%
2. K-12 Education Opportunities = 54%
3. Village Services = 46%
4. Being able to “age in place” = 46%
5. Outdoor recreation opportunities = 40%

The top four life factors that rated poorly were:

1. Availability of Retail Goods and Services = 31%
2. Employment Opportunities = 25%
3. Overall Transportation Network = 17%
4. Healthcare options = 15%
5. Entertainment opportunities = 12% (39% rated it at 2 and 39% rated it at 3)

Figure 2: Current perception of the following quality of life factors for the Village (Scale 1-4, where 1 is poor and 4 is excellent).



Survey Comments:

<ul style="list-style-type: none"> Taxes too high!
<ul style="list-style-type: none"> Some of us don't like Paperfest in the Village.
<ul style="list-style-type: none"> Would like to see the mill relocate and remove warehouse on Prospect St. Then remove railroad and turn it into a walking trail on the river. Also, a walking bridge across the river to connect to trail on Little Chute side.
<ul style="list-style-type: none"> It would be great for the mill to relocate their warehouse and get rid of railroad and put in a trail
<ul style="list-style-type: none"> Having a tiny portion of the village in Kaukauna school district is ridiculous, redraw the lines so the entire village is in on school district.
<ul style="list-style-type: none"> More bike lanes/village supply internet for all and collect revenue
<ul style="list-style-type: none"> Allow TDS like Kimberly
<ul style="list-style-type: none"> Many streets have homes or duplexes that are run down and bring the overall perception of the neighborhood down. Similar level neighborhoods in Harrison, Darboy and Kimberly are more desirable than Combined Locks.
<ul style="list-style-type: none"> Taxes are too high. People are moving away. Spend less money.

<ul style="list-style-type: none"> • This is not Madison, WI and let's keep it that way. We need more broadband options to drive the price down.
<ul style="list-style-type: none"> • The Village looks like a great place to live on the surface. The longer I'm here, though, the more I realize how closed-minded people are. The school board (Kimberly) isn't great. Educators aren't valued, and education comes second to athletics. Very few people of color live here, and the ones who do live here don't feel very welcome. It's a boring place for kids (unless they love football), a terrible place to be a single adult, and not a great place to retire due to limited social opportunities and limited transportation and senior housing options.
<ul style="list-style-type: none"> • We don't need community employment opportunities. CL is a housing community. Church, community, recreation opportunities, trails/sidewalks. Employment, stores, etc. are readily accessible nearby.

Q4. What new opportunities do you think will arise in the future as the Village continues to grow and develop?

parks community village comes opportunities new
businesses old development

Survey Comments:

<ul style="list-style-type: none"> • Recreational, contribute to climate awareness
<ul style="list-style-type: none"> • Additional entertainment opportunities, restaurants/bars.
<ul style="list-style-type: none"> • Opportunities to create a sustainable natural environment along the riverfront and parks that still have some semblance of nature. Too many of our open spaces are gone forever to "development".
<ul style="list-style-type: none"> • More economic development, more recreation opportunities, technology improvements to facilitate ease of doing business and better quality of life
<ul style="list-style-type: none"> • We are currently at our village limits for growth. Efforts to maintain quality of life should be paramount
<ul style="list-style-type: none"> • New businesses
<ul style="list-style-type: none"> • More businesses.
<ul style="list-style-type: none"> • The opportunity to focus on green energy and access to cutting edge technology (fiber optic internet, etc.)
<ul style="list-style-type: none"> • Not sure
<ul style="list-style-type: none"> • Land locked....
<ul style="list-style-type: none"> • Senior living condos
<ul style="list-style-type: none"> • Pool.
<ul style="list-style-type: none"> • No ideas
<ul style="list-style-type: none"> • Proximity to schools is key to our village's future success.
<ul style="list-style-type: none"> • Development of Riverfront. Add shops, dining, entertainment.

• We need nothing more.
• Can the village grow? I thought the village was land locked. Keep village government small.
• Job growth
• I hope to see more businesses, especially restaurants.
• new and affordable housing especially for the elderly. more transportation choices and more employment opportunities as the economy comes out of the recession and inflation drops
• Continuing to attract young families to the Village - turnover of older housing
• Combined Locks is almost at capacity. now focus on keeping this village looking great.
• more business and more high paying jobs
• The Village is a physically attractive place. We have the opportunity to attract lots of different types of people to live here to create a more vibrant community. I'd love to see it grow into a more artistic community.
• More roads to access coming and going
• Opportunity to bridge the 'old' combined Locks with the new/south of CE; I don't feel like there is any connection between the two sides of CE when it comes to 'community'.
• No suggestions
• Incorporate swimming into our parks - Bring in local artist to beautify public spaces throughout the Village
• Fiber internet, increased recycling and pick up, decorations, holiday celebrations
• Wild life, public gardening,
• Splash pad/ pool, also better parks all our parks are so old and run down compared to others in the area
• Expansion to the beauty of the woods.

D. Current Issues

Q5. What new issues do you think will arise in the future as the Village continues to grow and develop?

costs issues crime roads area needs community becoming
village taxes will park housing future increased

Survey Comments:

• I'm concerned about too much of the village becoming income/rental properties. Areas with widespread rentals historically decrease in value and quality of living.
• How do we continue to pay for what the village needs while keeping taxes reasonable?
• Losing the small community feel and values if additional housing is created.

<ul style="list-style-type: none"> • PROTECT the Fox River Corridor from development Invasive species are already out of control work on - phragmites, buckthorn, garlic mustard, and the rest. Restore Police Department - crime is on every block Restore Police Department - roads are becoming race tracks Complete loss of wildlife habitat
<ul style="list-style-type: none"> • A dog park with a hiking area. Need for more options for rentals. Not just for low income, but all incomes. Those seniors who are not wealthy, but still are above the low income level, is an underserved population, and needs some options. More recreation opportunities. Preservation of the wild areas in the Memorial Park.
<ul style="list-style-type: none"> • Maintaining services & infrastructure in a community with limited options to pay for increased costs of doing business.
<ul style="list-style-type: none"> • Would like to see these utility lines buried. I feel this should of been done when they put in new sewage lines on Prospect St. The issue is my homes value in the future compared to the newly constructed homes elsewhere in the village
<ul style="list-style-type: none"> • Definitely getting Fox Valley Metro back into our community.
<ul style="list-style-type: none"> • Controlling tax escalation will be a problem as there is aging infrastructure in the future. Unless the Village finds a way to generate revenues besides increasing residential tax assessment this will likely become an issue for residents. As Cities like Appleton are bringing in refugees from other cultures/countries, there will be migration into the smaller villages like CL that may not be prepared to provide services that bridge language and cultural boundaries required. CL is also not currently very diverse and there could be more issues with residents accepting and responding appropriately to diversity which may cause more issues for the police, etc.
<ul style="list-style-type: none"> • Overall costs will increase
<ul style="list-style-type: none"> • Traffic. Poor drivers, excessive speeds especially on our side streets.
<ul style="list-style-type: none"> • Not enough green space.
<ul style="list-style-type: none"> • Cost of living increases
<ul style="list-style-type: none"> • Bigger city feel
<ul style="list-style-type: none"> • Internet
<ul style="list-style-type: none"> • Will private property be compromised by government dictates?
<ul style="list-style-type: none"> • Less desirable compared to other areas. Unable to build new homes. High water and sewer costs.
<ul style="list-style-type: none"> • Unknown
<ul style="list-style-type: none"> • People will move away as taxes are too high. Water bills are outrageous!! Have 4 neighbors who have left to escape these bills.
<ul style="list-style-type: none"> • More crime.
<ul style="list-style-type: none"> • Road quality, broadband quality
<ul style="list-style-type: none"> • I could see the cost of housing becoming too high for the average family.

<ul style="list-style-type: none"> • Housing parking lack of resources roads
<ul style="list-style-type: none"> • Crime and petty crime or vandalism needs to be handled proactively. I have never encountered it first hand, but have heard it being experiences on various social medias and the NextDoor app. Possibly a "Village presence" on the NextDoor app would benefit residences.
<ul style="list-style-type: none"> • Potential stagnation of growth due to availability of land for residential development
<ul style="list-style-type: none"> • We need more input from all residents on village decisions. not just a elite few,
<ul style="list-style-type: none"> • Pollution, Crime
<ul style="list-style-type: none"> • As more people with different socioeconomic and ethnic backgrounds move in to the area, we're going to see just how closed minded and entitled people are in this community.
<ul style="list-style-type: none"> • May have traffic problems in future.
<ul style="list-style-type: none"> • Not sure of future issues, but we should always keep safety, community cleanliness, well-kept parks and trails, and minimal residential clutter in the forefront of goals. These are issues that will determine the richness of our community.
<ul style="list-style-type: none"> • Road maintenance and services
<ul style="list-style-type: none"> • Crumbling Streets & lack of room to grow the community
<ul style="list-style-type: none"> • I worry about the increased online shopping resulting in a lot of boxes and possibly needing more recycling garbage pickup days.
<ul style="list-style-type: none"> • Building houses in the last of its land
<ul style="list-style-type: none"> • Public safety
<ul style="list-style-type: none"> • Lack of space if letting businesses/large housing departments are allowed.

E. Other Comments

Question 6: Did we miss anything? Please use the area below to add additional comments and concerns.

continue Also Thank see many interest government need make
maintained people live community things village
neighborhood keep hall small welcome good potlucks etc want
events park

Survey Comments:

<ul style="list-style-type: none"> • I'll say it again. Please bring back our Police Department. Also want to say that we are blessed to have an excellent Fire Department and First Responders.
<ul style="list-style-type: none"> • I'd like to see winter potlucks so we can get to know our neighbors. And, if there's interest, hold a multicultural event, maybe in the winter of Jan and Feb, to share all the cultures and foods and welcoming all the diverse families and backgrounds in CL. We have many diverse

<p>people who've moved into the village during the past 100 years, changing the face and culture of the village. But often we only emphasize the Dutch heritage. We have people of color, immigrants, and many new faces that we need to welcome and not make them feel like outsiders. We could develop and find more ways to support each other in our village - doing yardwork, having potlucks, etc., cultural exchange - rather than just having the big outdoor events in the summer. Smaller events, potlucks at the Village Hall, language classes at the hall, cultural craft demos at the hall, etc.</p>
<ul style="list-style-type: none"> • We have an exceptional, well maintained, well governed community. I hope that we all keep our eyes on maintaining those qualities that set our community apart. I hope that local government does not become a partisan battleground where the best interests of the community are overshadowed by party politics.
<ul style="list-style-type: none"> • I realize our crime rate in the village is low but as we grow so will crime. I would like to see Fox Valley Metro back in our village and also a neighborhood watch program.
<ul style="list-style-type: none"> • The relatively reasonable property taxes and utility costs are something that makes out community an attractive place to live. We need to work to keep those things affordable because they keep people living here.
<ul style="list-style-type: none"> • No, I think the village is in a good spot and should continue to do the things they are doing. Outside of the Mill and a few commercial buildings, Combined Locks is primarily a residential village. The only thing that would be interesting is possibly building apartments and condos behind Janssen. Maybe reclaim and remediate the dump land if possible.
<ul style="list-style-type: none"> • Keep it small, less government positions... let residents vote on most all issues.
<ul style="list-style-type: none"> • Water cost too high
<ul style="list-style-type: none"> • Many neighborhoods have rental properties that generally do not meet the quality of the neighborhood. There is little signage to attract people to our park systems or trails, and nothing to keep them investing in small businesses within the area. No shops, stores. Etc... With having the mill staff and majority middle-class working families, there's little to do that makes people spend money or continuing to invest in the Village.
<ul style="list-style-type: none"> • Government (federal and state) over reach is a very real danger.
<ul style="list-style-type: none"> • Thanks for all the Village does for our community.
<ul style="list-style-type: none"> • Please keep the village small with limited government. We like it that way.
<ul style="list-style-type: none"> • All good. Thank you
<ul style="list-style-type: none"> • Although we've had our house here for 2 3/4 years, we just moved here last fall (after retirement) and are still learning about the community. There is no doubt in our minds that we picked the right location to retire in.
<ul style="list-style-type: none"> • Such a beautiful community. Keep the small-town feel, that is why so many people want to live here. Bigger is not better.
<ul style="list-style-type: none"> • Village ordinances are too restrictive and limit homeowners' ability to maintain/improve their homes. Prohibiting storage units and dumpsters to be temporarily placed on the street, no leeway for setback rules on older homes, etc. make making improvements more challenging

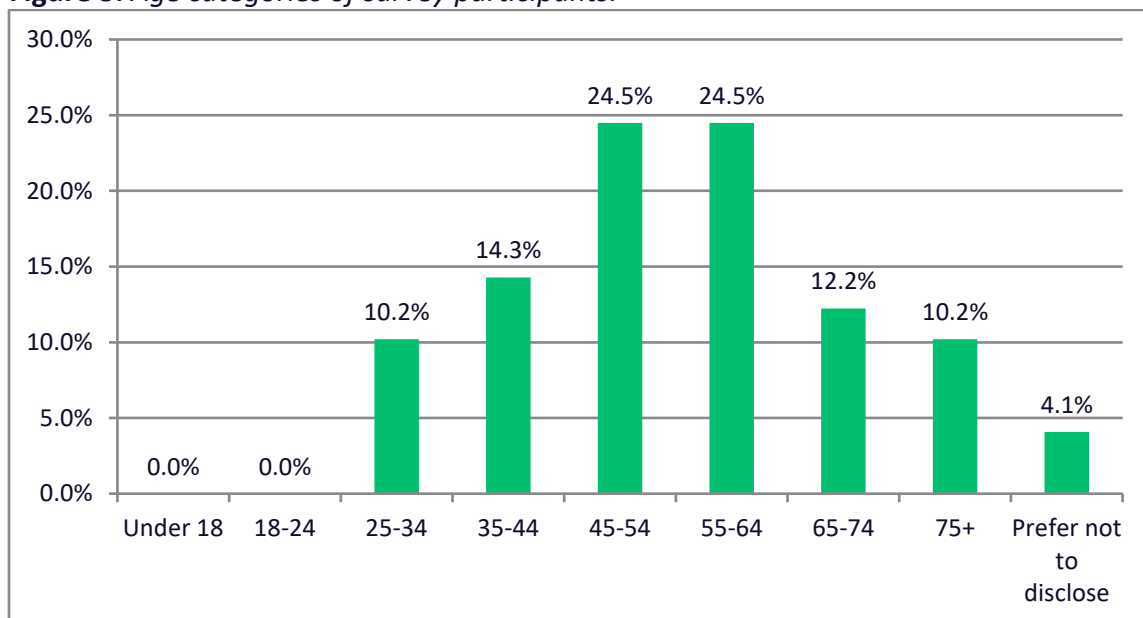
than they should be. We should be doing everything we can to help residents improve their properties if we want the Village to continue to be a nice-looking community.
<ul style="list-style-type: none"> • I do wish property taxes were less.
<ul style="list-style-type: none"> • Would like to see ways to welcome more diversity to our community utilizing our public spaces...events like food truck rallies or music festivals
<ul style="list-style-type: none"> • Thank you for all you do!
<ul style="list-style-type: none"> • I think we need to focus on areas for our children to play. All our parks are old and not up to date with nearby communities. Also, a splash pad or pool in memorial park would be a nice add to our community.
<ul style="list-style-type: none"> • There was not much brought out to the concern of our environment, and Combined Locks ideas to contribute to the pollution crises.

F. Demographics of Survey Participants

Q7. What age category do you fall in?

Three people skipped the question, but of the 49 who responded, 24.5% were in the 45-54 age group, and 24.5% were in the 55-64 age group. 10% of responders, or five people were in the 25-34 age category.

Figure 3: Age categories of survey participants.



Q8. What is your gender identity?

Over half of the participants were female. 60% of the participants were female, 32% identified as male, and 8% preferred not to disclose.

Q9. What is your race identity?

The Village is predominantly white in this area of those who took the survey. Little diversity exists within the boundaries. 92% of the survey participants identified as white or Caucasian and 8% preferred not to disclose.

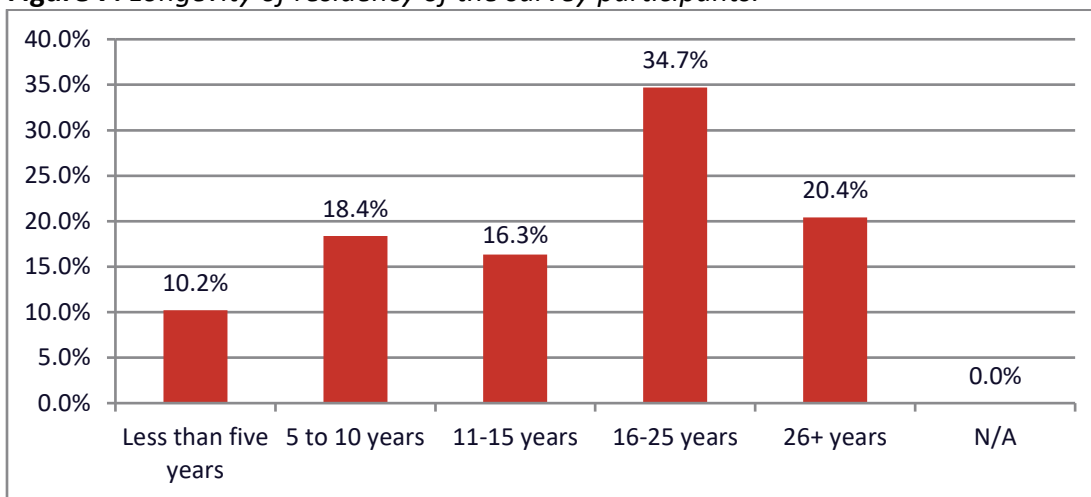
Q10. Please indicate your residency status.

100% of the survey participants live in the Village of Combined Locks.

Q11. If you are a resident of Combined Locks, how long have you lived here?

Over 50% of residents who took the survey have lived in the Village 16 years or longer.

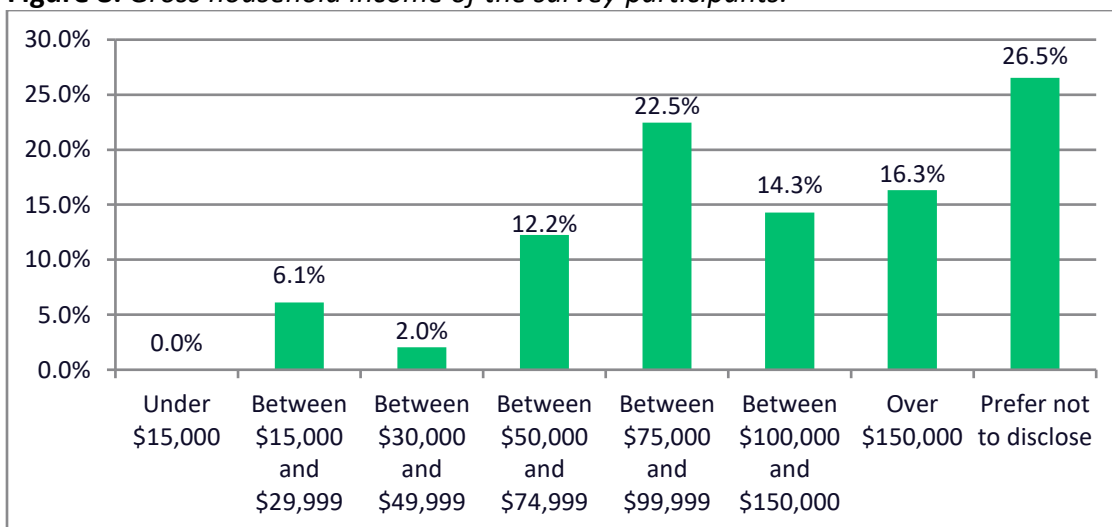
Figure 7: Longevity of residency of the survey participants.



Q12. What is your total gross household income?

Most residents were not below poverty level with the 23% of households making between \$75,00 and \$99,000.

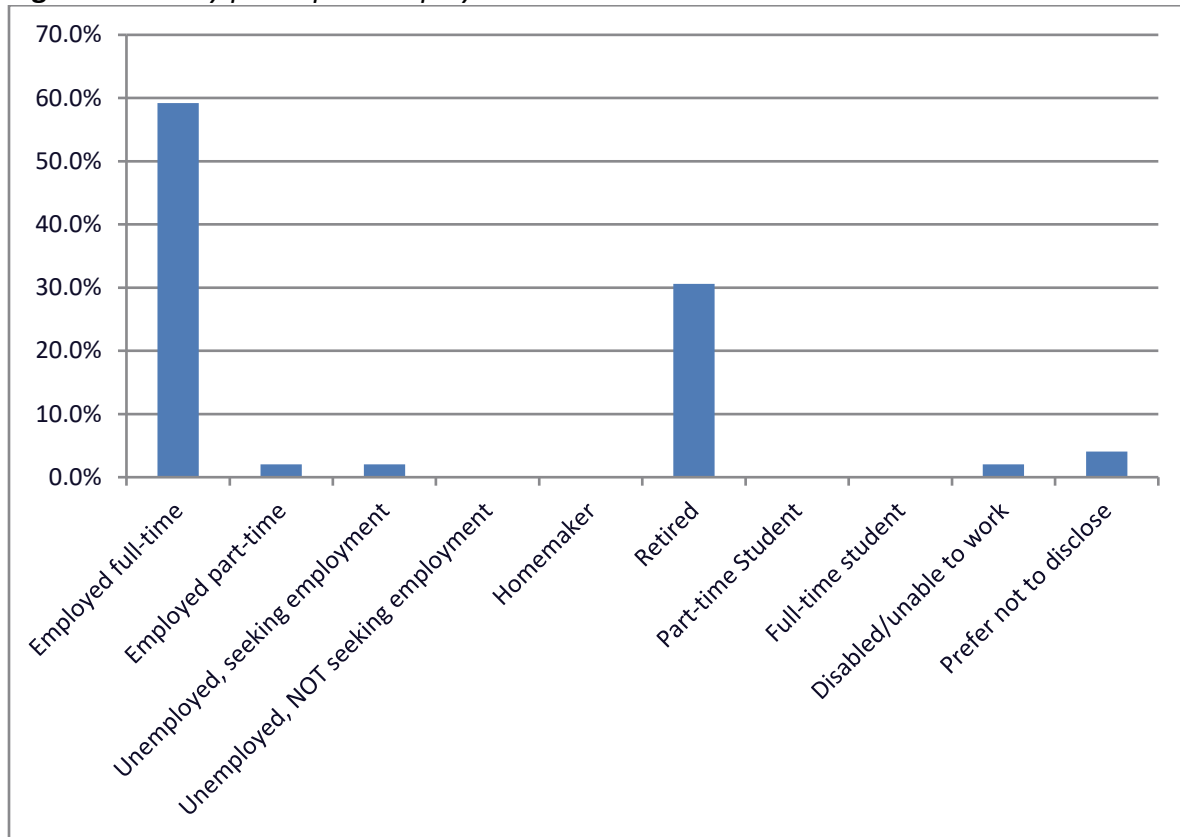
Figure 8: Gross household income of the survey participants.



Q13. Which of the following best represents your employment status?

Most survey responders were employed full time at 59%. 31% of the responders were retired.

Figure 9: Survey participant employment status.



Summary

After reviewing the comments and data received from residents, it is apparent there is a sense of small community living with many commenting on the small town feel in the Village. Residents also value and want to preserve green space as shown in question 2. Walking trails, the paper mill, businesses, schools, village services, and current recreational areas make Combined Locks a great place to live and raise a family. Survey participants also expressed that being able to “age-in-place was an important quality of life factor (question 3). This is supported with the results showing over 50% of the respondents have lived in the Village for 16 years or longer, and only 10% living in the community less than 5-years. That correlates to the 10% of the responders were in the age category from 25-34-years. Small growth potential is expected with no room for expansion unless a new boundary agreement with the Town of Buchanan and the Darboy Sanitary District is created.



APPENDIX B

PLAN ADOPTION

EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION

Jeff Nooyen, Chair

Alice Connors, Vice-Chair

Melissa Kraemer Badtke, Secretary-Treasurer

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Appointee

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Robert Keller, County Board Supervisor
Robert Schmeichel, Town of Neenah Chairman

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