

# Village of Winneconne Comprehensive Plan Update 2040



Adopted  
March 17, 2020

# **Comprehensive Plan Update 2040**

## **Village of Winneconne Winnebago County**

**Adopted March 17, 2020**

Prepared by the  
East Central Wisconsin Regional Planning Commission

**VILLAGE OF WINNECONNE GOVERNING BOARD MEMBERS**

**PLAN COMMISSION**

Chris Boucher, Chair  
Chris Ruetten  
Ted Kreuzer  
Peggy Larson

Jim Kubasta  
Kim Utschig  
John Broderick  
Carter Norton

**VILLAGE BOARD**

Chris Boucher, President  
Chris Ruetten  
Max Clifford  
Jacki Kasubaski

Randy Oliphant  
Brenda Kubasta  
Steve Foster  
Student, Caleb Boutin

## ABSTRACT

TITLE: VILLAGE OF WINNECONNE COMPREHENSIVE PLAN  
UPDATE 2040

CONTACT: Tom Baron, AICP, Principal Planner, ECWRPC  
David Porter, Village Administrator, Village of Winneconne

AUTHORS: Tom Baron, AICP, Principal Planner, ECWRPC  
Kathy Thunes, P.E., Principal Planner, ECWRPC  
Todd Verboomen, Associate Planner  
Anna Hogan, GIS Assistant  
Mike Zuege, GIS Coordinator

SUBJECT: Comprehensive Plan Update for the Village of Winneconne

DATE: March 17, 2020

PLANNING AGENCY: East Central Wisconsin Regional Planning Commission

SOURCE OF COPIES: East Central Wisconsin Regional Planning Commission  
400 Ahnaip Street, Suite 100  
Menasha, WI 54952  
(920) 751-4770  
[www.ecwrpc.org](http://www.ecwrpc.org)

This report describes existing conditions, projects future growth and offers recommendations to guide future development in the Village of Winneconne, Winnebago County, WI.

## TABLE OF CONTENTS

<b>Chapter 1: Introduction</b> .....	1-1
<i>An overview of the plan purpose, enabling legislation, format, and process.</i>	
<b>Chapter 2: Issues and Opportunities</b> .....	2-1
<i>An overview of a SWOT Analysis for the city and a summary of public input throughout the planning process.</i>	
<b>Chapter 3: Population and Housing</b> .....	3-1
<i>A compilation of the goals, objectives, policies, recommendations and applicable programs related to people and housing. An assessment of demographics and trends, existing housing stock including age, structural type, value, occupancy characteristics, tenure, senior housing and subsidized.</i>	
<b>Chapter 4: Transportation</b> .....	4-1
<i>A compilation of the goals, objectives, policies, recommendations and applicable programs related to transportation. An assessment of existing transportation facilities including highways, transit, systems for persons with disabilities, bicycles, walking, railroads, air transportation, trucking and water transportation.</i>	
<b>Chapter 5: Utilities and Community Facilities</b> .....	5-1
<i>A compilation of the goals, objectives, policies, recommendations and applicable programs related to utilities and community facilities. An inventory and assessment of utilities and community facilities such as wastewater, stormwater management, water supply, solid waste disposal, recycling facilities, parks, telecommunication facilities, power-generating plants and transmission lines, health and child care facilities, police, fire and rescue facilities, libraries, schools and other governmental facilities.</i>	
<b>Chapter 6: Agricultural, Natural and Cultural Resources</b> .....	6-1
<i>A compilation of the goals, objectives, policies and recommendations related to agricultural, natural and cultural resources. Background information for the conservation, and promotion of the effective management of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources, parks, open spaces, historical and cultural resources, recreational resources and other natural resources.</i>	
<b>Chapter 7: Economic Development</b> .....	7-1
<i>A compilation of the goals, objectives, policies and recommendations related to economic development. An inventory of the labor force, income characteristics, commuting patterns, economic base information to promote the stabilizations, retention or expansion of the economic base.</i>	

<b>Chapter 8: Intergovernmental Cooperation</b> .....	8-1
<i>A compilation of goals, objectives, policies and recommendations related to intergovernmental cooperation. An inventory of intergovernmental relationships, including school districts, state agencies, counties and adjacent local governmental units, special districts and local organizations for fostering intergovernmental cooperation, siting and use of public facilities and sharing public services.</i>	
<b>Chapter 9: Water</b> .....	9-1
<i>A compilation of goals, objectives, policies and recommendations related to water. An assessment of the surface waters, water front, protections and opportunities.</i>	
<b>Chapter 10: Land Use</b> .....	10-1
<i>A compilation of goals, objectives, policies and recommendations related to land use. An assessment of the amount, type, intensity and net density of existing land uses such as agricultural, residential, industrial and other public and private uses; an analyzes of the trends in supply, demand and the price of land, and opportunities for redevelopment. A discussion of the proposed future land use framework.</i>	
<b>Chapter 11: Implementation</b> .....	11-1
<i>A compilation of goals, objectives, policies and recommendations related to implementation. A listing of programs and specific actions to be completed in a stated sequence, including proposed changes to applicable zoning ordinances, official maps, sign regulations, erosion and stormwater control ordinances, building codes, mechanical codes, property maintenance and housing codes, sanitary codes, subdivision ordinances, to implement the objectives, policies and recommendation contained in the other elements.</i>	

**Appendices**

- A Plan Adoption
- B Meetings
- C Visioning
- D Policies and Programs
- E Public Participation Plan

## CHAPTER 1: INTRODUCTION



### INTRODUCTION

Located near the Fox Cities in northeast Wisconsin, Winneconne is located in the central portion of Winnebago County. With a population of over 2,400 people, the Village offers residents the friendliness and strong community spirit of a small town. The Village encompasses about 1,214 acres and includes a mix of residential, commercial, industrial and recreational land uses.

### PLANNING HISTORY

Winneconne enjoys a long history of land use and comprehensive planning. This plan updates an earlier comprehensive plan that was originally adopted by the Village in 2007. To comply with the “Smart Growth” legislation (Wisconsin Statutes 66.1001), a comprehensive plan “shall be updated no less than once every 10 years”. This update maintains compliance for this legislation.

### PLAN PURPOSE

The purpose of the Village’s comprehensive plan is to assist local officials in making land use decisions that are harmonious with the overall vision of the community’s future. Developing a comprehensive plan is a proactive attempt to delineate the ground rules and guidelines for future development. Comprehensive planning decisions evaluate existing facilities and future needs; promote public health, safety, community aesthetics, orderly development and preferred land use patterns; and foster economic prosperity and general welfare in the process of development. The plan evaluates what development will best benefit the community’s interests, while at the same time provide flexibility for land owners and protect property rights.

## **ENABLING LEGISLATION**

This plan was developed under the authority granted by Wisconsin Statutes 66.1001. If the local governmental unit enacts or amends any of the following ordinances, the ordinance should be consistent with local government's comprehensive plan:

- Official mapping ordinances enacted or amended under s. 62.23 (6).
- Local subdivision ordinances enacted or amended under s. 236.45 or 236.46.
- Village or village zoning ordinances enacted or amended under s. 62.23 (7).
- Shorelands or wetlands in shorelands zoning ordinances enacted or amended under s. 59.692, 61.351, 61.353, 62.231, or 62.233.

## **COMPREHENSIVE PLAN FORMAT**

This comprehensive plan is composed of the nine elements required by the Wisconsin Statutes 66.1001:

1. Issues and Opportunities
2. Economic Development
3. Housing
4. Transportation
5. Utilities and Community Facilities
6. Agricultural, Natural and Cultural Resources
7. Land Use
8. Intergovernmental Cooperation
9. Water (not required, but included at request of the community)
10. Implementation

In addition, the state requires that Wisconsin's 14 goals for local planning be considered as communities develop their goals, objectives and recommendations. These goals are:

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural features, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
4. Protection of economically productive farmlands and forests.
5. Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal and state governmental utility costs.
6. Preservation of cultural, historic, and archeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.

11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.
12. Balancing individual property rights with community interest and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety that meets the needs of all citizens, including transit dependent and disabled citizens.

## **INTERRELATIONSHIPS BETWEEN PLAN ELEMENTS**

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

## **PLANNING PROCESS**

The Village's comprehensive plan was completed in six phases, all of which provided opportunities for public involvement, as specified in the public participation plan (Appendix A). The phases include: Organization, Plan Kickoff, Inventory/Analysis and Issue Identification, Plan/Goal Alternative Development, Plan Implementation, and Plan Adoption. The Village's Comprehensive Plan Update Committee worked with East Central staff on the development of the plan.

### **Public Participation**

Public participation is a major component of the comprehensive planning process. In accordance with s. 66.1001 (4), which defines "Procedures for Adopting Comprehensive Plans", the Village actively sought public participation from its citizens. The first step in the planning process was the development and adoption of a public participation plan for comprehensive planning. Public input was encouraged through meetings and activities. Approximately ten public meetings were held with the Comprehensive Plan Update Committee. A public hearing was held to present the final draft version of the plan to the general public and neighboring municipalities and to solicit further input. The draft plans were available for review at the Winneconne Public Library, Village Hall, and the comprehensive plan update website. A website specific to the planning effort was developed for the planning effort.

### **Intergovernmental Meeting**

The Village hosted an intergovernmental meeting on February 10, 2020. Invitations, which included a link to the plan documents and future land use map, were sent to neighboring jurisdictions, county departments, local governmental units, state agencies and those with non-metallic mineral interests near the Village. The meeting was designed as an open forum for the Village to solicit input into the development of the comprehensive plan update.

## **Written Comments**

Written comments were solicited throughout the planning process. A website and was developed and maintained by the Village and the East Central Wisconsin Regional Planning Commission.

## **Adoption**

The Village's Plan Commission made a recommendation to the Village Board for approval of the plan at a January 2020 Plan Commission meeting. An ordinance adopting the plan was passed at the March 2020 Village Board meeting.

## **GOALS**

Goals were developed throughout the planning process. Goals are supported by objectives, strategies and policies which are included throughout the elements. An implementation strategy is also included in the document to guide the city in utilizing the plan.

## CHAPTER 2: ISSUES AND OPPORTUNITIES



### INTRODUCTION

The Issues and Opportunities chapter provides information regarding the identification of real and perceived issues within the Village. This subjective information compliments the more objective-based inventory and analysis portions of this plan.

### ISSUES AND OPPORTUNITIES IDENTIFICATION

The following represents a summary of the various non-data sources used for the planning effort. This information is incorporated into the development of Goals, Objectives, and Policies for the plan.

#### Public Input

Throughout the planning process public input was provided through meetings, an online visioning tool and project website comments. These comments were addressed throughout the planning process and have been utilized to create goals and objectives. The following is a summary of public input. The online survey included a series of questions and interactive maps and was available from April 17, 2018 through October 12, 2018. A total of 114 people took all or various portions of the survey. It consisted of a series of questions about the survey respondent, their views on the community's history and needs moving forward. While a full summary is included in Appendix C, several trends were apparent. Survey respondents generally had a favorable historic view of the Village, concerns about the Village's current lack of businesses, and vision of a vibrant downtown with a small town feel. The school system was continually ranked as an asset for the community.

## Strengths, Weaknesses, Opportunities and Threats

At the first meeting of this planning process, meeting attendees ranked a series of important topics for the community over the planning period. For each item, respondents ranked the item as low, medium, or high. The following are the high priority areas identified by the Village along with the number of votes in parenthesis.

Aging population (2)  
Appearance of community (5)  
Biking and walking (3)  
Business retention (4)  
Downtown (4)  
Economic Development (4)  
Education, K-12 (5)  
Education, tech schools and colleges (2)  
Housing Affordability (3)  
Housing Availability (3)  
Infrastructure (3)  
Intergovernmental Cooperation (1)  
Jobs (3)  
Natural Resources (4)  
Not enough land (6)  
Parks and Recreation (3)  
Roads (4)  
Sewer services (2)  
Stormwater services (1)  
Utilities (1)  
Water Quality (5)

These highly ranked items are addressed throughout the planning process and have been utilized to create goals and objectives.

## VISION

Based on input collected from a number of outreach opportunities, existing plans, and Plan Commission input the following vision has been developed:

### **Comprehensive Plan Vision**

*In 2040, the Village of Winneconne provides residents, businesses, and visitors' opportunities. Water is protected and enjoyed, a vibrant downtown provides needed services, and a variety of housing options are available. The Village provides quality services and maintains the appearance of the community.*

The vision is reflected and implemented in the Goals, Objectives, and Policies included in the plan.

## CHAPTER 3: POPULATION AND HOUSING



### INTRODUCTION

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

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

### Population and Housing Vision

*In 2040, the Village of Winneconne offers quality residential living choices in harmony with the Village's quiet, "small town" atmosphere. Single-family homes are the primary housing choice, with additional choices including townhomes, duplexes and senior housing developments. All housing is well-designed and maintained to meet the needs of Winneconne's singles, seniors, and young families. Village codes, ordinances, and the Comprehensive Plan promote attractive housing with abundant green spaces, walkways, and other amenities in areas identified for residential development.*

## KEY SUMMARY POINTS

The following list summarizes key issues and opportunities identified in the element. The reader is encouraged to review the “Inventory and Analysis” portion of the element for more detail.

### Population Trends

- (a) The Village experienced a significant gain in population between 1990 and 2000, followed by very limited population growth between 2000 and 2017.
- (b) Between 2010 and 2017, the population in the Village is estimated to have grown by 0.5%, lower than the estimated growth in the county and the state.
- (c) According to the WDOA, the Village is expected to increase in population by 9.7% between 2010 and 2040.
- (d) In 2010, the median age of Village residents was 43.7.
- (e) Ages 45 to 49 comprised the Village’s largest cohort in and 2010 (9.1%).

### Race

- (a) In 2010, whites comprised 97.5% of the Village population compared to 92.5% in the county and 86.2% of the state’s population.

### Income and Education

- (a) The Village had a higher percentage of residents age 25 or older who graduated from high school or higher (93.9%) than the county (92.1%) and the state (91.3%) according to the 2012-2016 American Community Survey 5-Year Estimates.
- (b) Village income levels are similar to the county and state and all have experienced gains from 2000 to the 2012-2016 reporting periods.
- (c) In 2012-2016, 5.9% (+/-3.3%) of the Village’s population was living below the poverty line according to American Community Survey 5-Year Estimates.
- (d) Approximately 0.7% (+/-1.2%) of families lived below the poverty level in the Village, according to 2012-2016 American Community Survey 5-Year Estimates.

### Household Stock

- (a) The number of households is expected to increase by about 14.6% from 1,027 in 2010 to 1,177 in 2040.
- (b) The majority of the existing housing stock in the Village was built before 2009.
- (c) Seventy-three percent (73.3%) of the residential structures in the Village were comprised of single family (one) units detached (2012-2016 ACS 5-Year Estimates).

### Occupancy Characteristics

- (a) Owner-occupied units accounted for 77.0% of the occupied housing units in 2010, while rentals made up the remaining 23.0%.
- (b) In 2016, homeowner vacancy rates (5.9%) were well above the vacancy standard of 1.5%, which would indicate that the Village had an adequate supply of owner-occupied (5.9%).
- (c) In 2016 the rental vacancy rate (9.6%) was well above the vacancy standard of 5.0%, which would indicate that the Village had an adequate supply of housing units.

### **Housing Stock Value**

- (a) 20 percent (20.2%) of homeowners with a mortgage and 29 percent (29.3%) of renters were paying a disproportionate amount of their income for housing in the Village (2012-2016 ACS 5-Year Estimates).

### **Housing Characteristics**

- (a) Two-person households were the most prevalent owner occupied household size in the Village and county in years 2000 and 2010.
- (b) One-person renter-occupied housing units accounted for approximately half of rental units for both the Village and county in years 2000 and 2010.
- (c) Sixty percent of households (59.9%) moved into their households between 2000 and 2014.
- (d) Occupied units lacking complete plumbing and kitchen facilities is not an issue in the Village with 100% of homes (1.7 MOE) reporting complete plumbing and kitchen facilities.

### **Specialized Housing and Homelessness**

- (a) There are two Assisted Living Facilities in the Village with a combined capacity of 23.
- (b) There are no emergency shelters in the Village for the general public.
- (c) According to the January 2018 Point in Time survey there were 97 people in Oshkosh (the closest count area) who were in a shelter, in transitional housing or unsheltered and sleeping outdoors.

### **INVENTORY AND ANALYSIS**

Developing a baseline of housing characteristics for the Village provides a foundation upon which to build the Village's goals, strategies and recommendations. Some data in the following chapter was obtained from the American Community Survey (ACS). The ACS is an ongoing statistical survey by the U.S. Census Bureau representing a sample of the population over a period of time, differing from the Decennial U.S. Census where figures are based on actual counts during a point in time. ACS estimates are controlled to decennial population estimates and become less accurate over the decade, meaning estimates are only as accurate as the census count on which they are based.

ACS data can be used to draw conclusions, however, due to the limitations of these estimates, patterns can only be inferred through the data and consequently there is a larger margin of error (MOE). Small sample size increases the MOE indicating inaccuracy and rendering the data unreliable. As a result, annual fluctuations in the ACS estimates are not meant to be interpreted as long-term trends and caution should be taken when drawing conclusions about small differences between two estimates because they may not be statistically different. It should also be noted when comparing ACS multi-year estimates with decennial census estimates that some areas and subjects must be compared with caution, or not compared at all.

## Population Trends

### Historic Population

**The Village experienced a significant gain in population between 1990 and 2000, followed by very limited population growth between 2000 and 2017** (Table 3-1 and Figure 3-1).

**Table 3-1: Historic Population Growth, 1980 to 2017**

	1980	1990	2000	2010	2017
<b>Winneconne</b>	1,935	2,059	2,401	2,383	2,422
Winnebago County	131,772	140,320	156,763	166,994	170,414
Wisconsin	4,705,642	4,891,769	5,363,675	5,686,986	5,795,483
		<b>% Change 1980-1990</b>	<b>% Change 1990-2000</b>	<b>% Change 2000-2010</b>	<b>% Change 2010-2017</b>
<b>Winneconne</b>		6.4%	16.6%	-0.7%	0.5%
Winnebago County		6.5%	11.7%	6.5%	1.2%
Wisconsin		4.0%	9.6%	6.0%	1.7%

Source: U.S. Census, 1980-2010, American Community Survey 2017 Population Estimates

Recent estimates from the American Community Survey indicate that the population of the Village is continuing to grow at a slightly lower rate than county and the state. **Between 2010 and 2017, the population in the Village is estimated to have grown by 0.5%, lower than the estimated growth in the county and the state.**

### Population Forecast

Population projections can provide extremely valuable information for community planning but have particular limitations. Population projections are typically based on historical growth patterns and the composition of the current population base. To a large extent the reliability of the projections is dependent on the continuation of past growth trends. Continued population growth will result in an increase in demand for services and land consumption.

**Table 3-2: Components of Population Change, Winnebago County**

Year	Numeric Change			Percent Change		
	Natural Increase	Net Migration	Total Change	Natural Increase	Net Migration	Total Change
2000-2010	5,907	4,324	10,231	3.8%	2.8%	6.5%
2010-2020	5,581	4,475	10,056	3.3%	2.7%	6.0%
2020-2030	5,001	6,629	11,630	2.8%	3.7%	6.6%
2030-2040	3,377	1,073	4,450	1.8%	0.6%	2.4%

Source: WDOA, Vintage 2013

According to the WDOA, net migration (number of people leaving an area subtracted from the number of people coming into an area) had a similar influence on population increase in Winnebago County during the 2000's, than natural increase (births minus deaths). These trends are projected to continue but a lower rate. Table 3-3 presents population estimates through 2040. **According to the WDOA, the Village is expected to increase in population by 9.7% between 2010 and 2040.** This increase is slightly lower than the expected increases in Winnebago County and Wisconsin.

**Table 3-3: Population Estimates, 2010-2040**

	Winneconne	Winnebago County	Wisconsin
2010	2,383	166,994	5,686,986
2015	2,410	169,925	5,783,015
2020	2,495	177,050	6,005,080
2025	2,550	183,230	6,203,850
2030	2,600	188,680	6,375,910
2035	2,620	191,710	6,476,270
2040	2,615	193,130	6,491,635
% Change 2010-2040	9.7%	15.7%	14.1%

Source: WDOA, Wisconsin Demographic Services Center, Vintage 2013 Population Projections

### Age Distribution

The age structure of a population impacts the service, housing, and transportation needs of a community. **In 2010, the median age of Village residents was 43.7** (Table 3-4). This is older than Winnebago County's and the State of Wisconsin's median age.

**Table 3-4: Percent of Population by Age Cohort, 2010**

Age	Winneconne		Winnebago County		Wisconsin	
	Number	%	Number	%	Number	%
Total population	2,383	100%	166,994	100%	5,686,986	100%
Under 5 years	124	5.2%	9,866	5.9%	358,443	6.3%
5 to 9 years	167	7.0%	9,944	6.0%	368,617	6.5%
10 to 14 years	144	6.0%	9,972	6.0%	375,927	6.6%
15 to 19 years	160	6.7%	12,033	7.2%	399,209	7.0%
20 to 24 years	112	4.7%	14,187	8.5%	386,552	6.8%
25 to 29 years	107	4.5%	11,511	6.9%	372,347	6.5%
30 to 34 years	125	5.2%	10,409	6.2%	349,347	6.1%
35 to 39 years	129	5.4%	10,147	6.1%	345,328	6.1%
40 to 44 years	177	7.4%	11,282	6.8%	380,338	6.7%
45 to 49 years	216	9.1%	12,996	7.8%	437,627	7.7%
50 to 54 years	196	8.2%	12,564	7.5%	436,126	7.7%
55 to 59 years	176	7.4%	11,041	6.6%	385,986	6.8%
60 to 64 years	153	6.4%	8,706	5.2%	313,825	5.5%
65 to 69 years	120	5.0%	6,247	3.7%	227,029	4.0%
70 to 74 years	90	3.8%	4,912	2.9%	173,467	3.1%
75 to 79 years	70	2.9%	4,089	2.4%	141,252	2.5%
80 to 84 years	55	2.3%	3,487	2.1%	117,061	2.1%
85 years and over	62	2.6%	3,601	2.2%	75,603	1.3%
Median age	43.7	-	37.9	-	38.5	-

Source: U.S. Census 2010, DP-1

**Ages 45 to 49 comprised the Village's largest cohort in and 2010 (9.1%).** The next largest age cohort in the Village was 50 to 54 with 8.2%. Ages 20 to 24 comprised the largest age cohort in Winnebago County while the state's largest age groups were tied with ages 45 to 49 and 50 to 54).

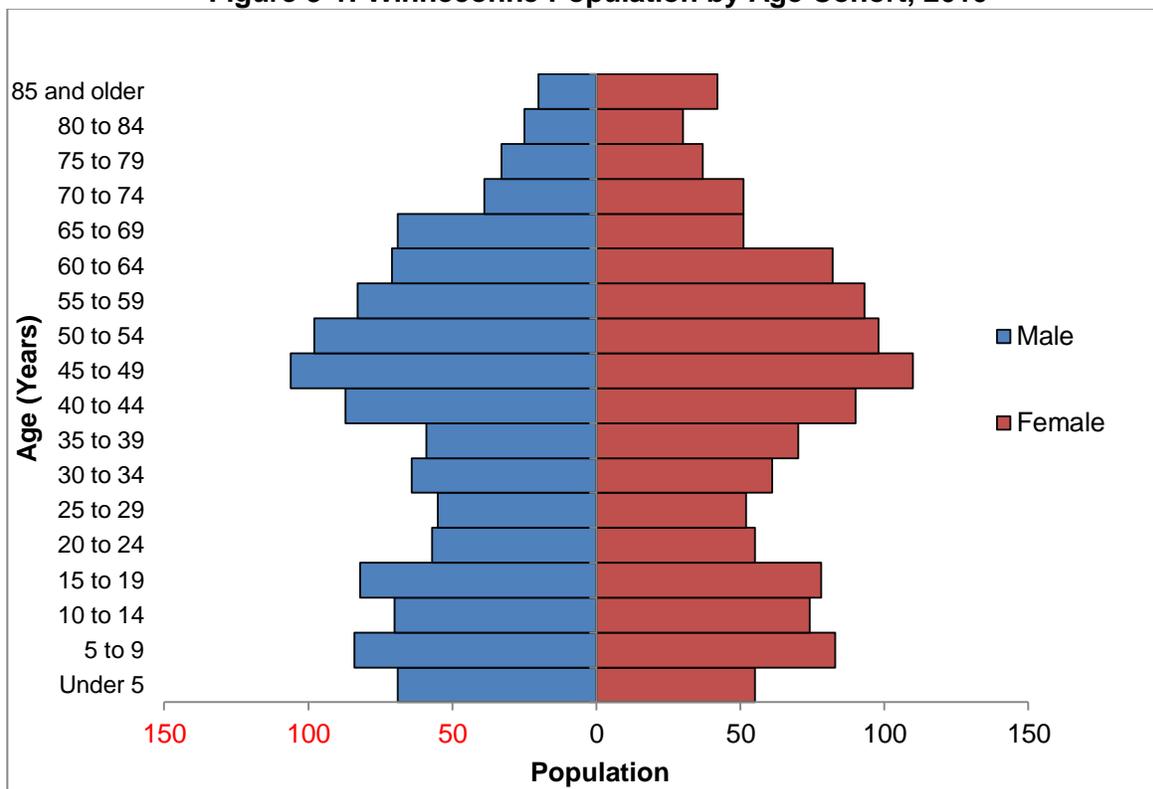
**Table 3-5: Population by Gender, 2010**

	Male			Female			Total	Median Age
	Number	%	Median Age	Number	%	Median Age		
<b>Winneconne</b>	<b>1,187</b>	<b>50.5%</b>	<b>46.8</b>	<b>1,163</b>	<b>49.5%</b>	<b>46.8</b>	<b>2,350</b>	<b>46.8</b>
Winnebago County	83,952	50.3%	36.8	83,042	49.7%	39.0	166,994	37.9
Wisconsin	2,822,400	49.6%	37.3	2,864,586	50.4%	39.6	5,686,986	38.5

Source: U.S. Census 2010, DP-1

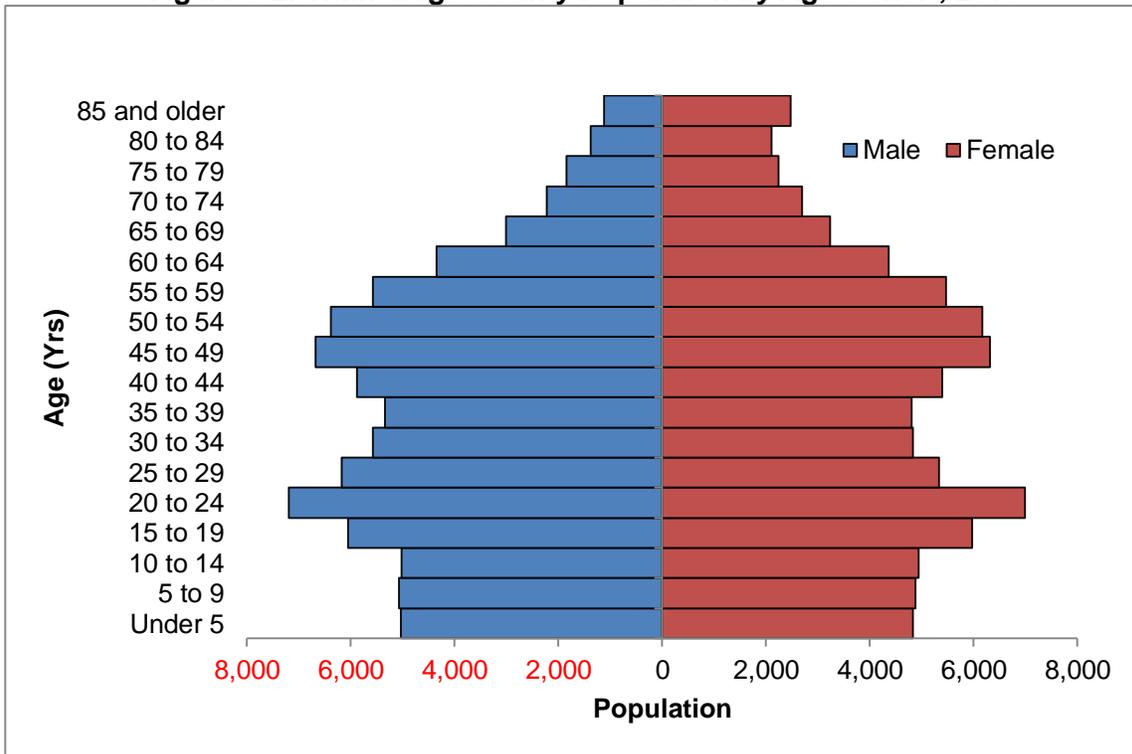
Males and females are evenly distributed in the Village in 2010 (Table 3-5 and Figure 3-1). Much like the county or state, within the Village the ratio of males to females fluctuates between which gender was in majority. The life expectancy of females is longer than that of males and this is reflected in the higher median age for females in most jurisdictions.

**Figure 3-1: Winneconne Population by Age Cohort, 2010**



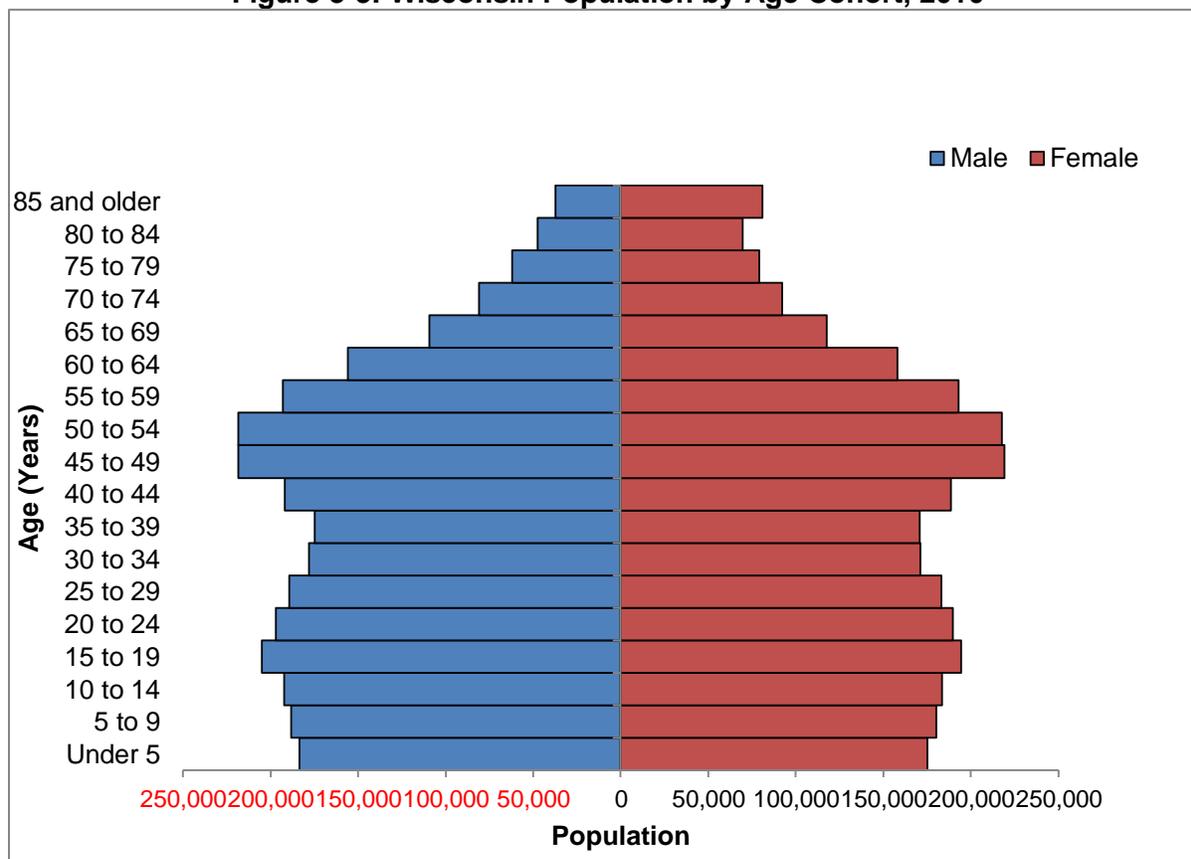
Source: U.S. Census 2010, DP-1

Figure 3-2: Winnebago County Population by Age Cohort, 2010



Source: U.S. Census 2010, DP-1

**Figure 3-3: Wisconsin Population by Age Cohort, 2010**



Source: U.S. Census 2010, DP-1

### Race

Population by race provides information regarding the social and cultural characteristics of an area. It also provides information regarding population dynamics. Access to education and economic opportunities differ by race. Differences also exist in age structure, language barriers and risks for various diseases and health conditions.

Since new immigrants are more likely to settle in areas with existing populations from their country of origin, race and ethnicity, existing populations may also influence migration patterns. National population trends indicate that persons of color (includes African Americans, Native Americans, Alaskan Natives, Pacific Islanders, Asians and persons declaring two or more races) and persons of Hispanic Origin are growing faster than non-Hispanic whites.<sup>1</sup> As the population of the Village, Winnebago County and Wisconsin continues to grow, it is likely that the minority proportion of the population (persons of color and whites of Hispanic Origin) will also continue to grow. If this occurs, communities may need to compensate for the changing demographic composition. Communities may also find it beneficial to promote opportunities for positive interaction between cultures. An increase in understanding of differences and similarities in expectations and cultural values may help reduce friction between groups.

<sup>1</sup> U.S. Census.

**Table 3-6: Population by Race and Hispanic Origin, 2000 and 2010**

			White	African American	American Indian - Alaskan Native	Asian or Pacific Islander	Other Race	Two or More Races	Total Persons	Hispanic or Latino
Winneconne	Year 2000	#	2,371	0	12	3	2	13	2,401	15
		%	98.8%	0.0%	0.5%	0.1%	0.1%	0.5%	100.0%	0.6%
	Year 2010	#	2,324	5	10	6	19	19	2,383	32
		%	97.5%	0.2%	0.4%	0.3%	0.8%	0.8%	100.0%	1.3%
Winnebago County	Year 2000	#	148,795	1756	726	2924	1121	1441	156,763	3065
		%	94.9%	1.1%	0.5%	1.8%	0.7%	0.9%	100.0%	2.0%
	Year 2010	#	154,445	2975	1036	3880	2188	2470	166,994	5,784
		%	92.5%	1.8%	0.6%	2.3%	1.3%	1.5%	100.0%	3.5%
Wisconsin	Year 2000	#	4,769,857	304,460	47,228	90,393	84,842	66,895	5,363,675	192,921
		%	88.9%	5.7%	0.9%	1.7%	1.6%	1.2%	100.0%	3.6%
	Year 2010	#	4,902,067	359,148	54,526	131,061	135,867	104,317	5,686,986	336,056
		%	86.2%	6.3%	1.0%	2.3%	2.4%	1.8%	100.0%	5.9%

Source: U.S. Census 2000 and 2010

### **Racial Distribution**

The population in the Village is less diverse than that of the county and state. Between 2000 and 2010, the Village experienced a slight increase in the share and number of minority persons of non-white race during this time period (Table 3-6). ***In 2010, whites comprised 97.5% of the Village population compared to 92.5% in the county and 86.2% of the state's population.*** Although Hispanics are the fastest growing ethnic group in the United States, they currently comprise 1.3% of the Village, 3.5% of the county and 5.9% of the state's population. Between 2000 and 2010, the Hispanic population within the Village rose significantly, increasing from 0.6% in 2000 to 1.3% in 2010. If the Village is going to grow through migration, it is likely that the number and percentage of Hispanics in the area will also increase as Hispanics are becoming a larger share of the national, state and county population.

### **Income and Education**

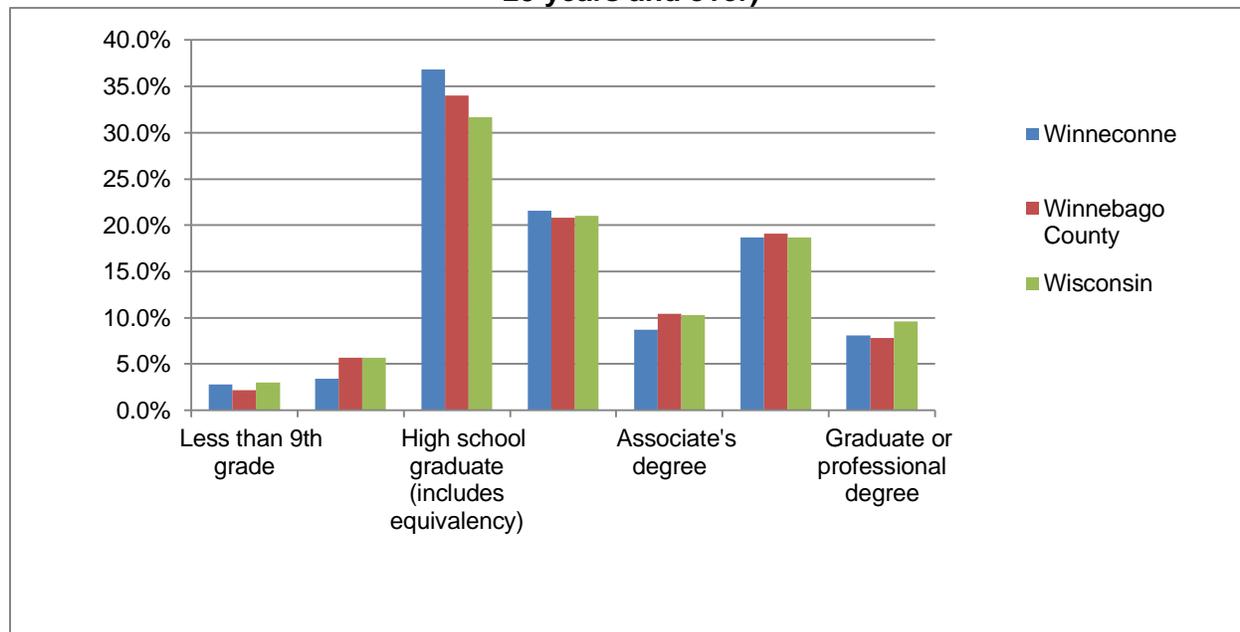
The U.S. Census Bureau reports that an individual with a bachelor's degree can expect to earn \$2.1 million over the course of a career, nearly double what the expected earnings are for a high school graduate. The results of the Census Bureau's study demonstrate that there is a definite link between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

### **Educational Attainment**

***The Village had a higher percentage of residents age 25 or older who graduated from high school or higher (93.9%) than the county (92.1%) and the state (91.3%) according to the 2012-2016 American Community Survey 5-Year Estimates,*** as depicted in Figure 3-2. Additionally the Village has about the same share of residents that hold a bachelor degree or

higher. Approximately 27% of Village residents hold a bachelor degree or higher compared to 27% of county residents and 28% of state residents.

**Figure 3-4: Percent Educational Attainment, 2012-2016 ACS 5-Year Estimates (Population 25 years and over)**



Source: U.S. Census, 2012-2016 American Community Survey 5-Year Estimates, (Population 25 years and over), S1501

### Income Levels

Income includes both earned and unearned income. Earned income includes money earned through wages, salaries, and net self-employment income (including farm income). Unearned income includes money from interest, dividends, rent, Social Security, retirement income, disability income, and welfare payments.<sup>2</sup>

Three commonly used income measures are median household income, median family income and per capita income. Median income is derived by examining the entire income distribution and calculating the point where one-half of the incomes fall below that point, the median, and one-half above that point. For households and families, the median income is based on the total number of households or families, including those with no income. Per capita income is the mean income computed for every man, woman, and child in a particular group including those living in group quarters. It is derived by dividing the aggregate income of a particular group by the total population in that group.

**Village income levels are similar to the county and state and all have experienced gains from 2000 to the 2012-2016 reporting periods.** (Table 3-7).

<sup>2</sup> U.S. Census Bureau.

**Table 3-7: Comparative Income Characteristics,  
2000 and 2012-2016 ACS 5-Year Estimates**

	Median HH Income			Median Family Income			Per Capita Income		
	2000	2012-2016 5-Yr Est.		2000	2012-2016 5-Yr Est.		2000	2012-2016 5-Yr Est.	
		Estimate	MOE +/-		Estimate	MOE +/-		Estimate	MOE +/-
<b>Winneconne</b>	<b>\$44,886</b>	<b>\$58,447</b>	<b>5,610</b>	<b>\$53,477</b>	<b>\$71,855</b>	<b>3,594</b>	<b>\$20,316</b>	<b>\$28,607</b>	<b>3,044</b>
Winnebago County	\$44,445	\$53,501	\$982	\$53,932	\$69,645	\$1,398	\$21,706	\$28,446	\$660
Wisconsin	\$43,791	\$54,610	\$201	\$52,911	\$69,925	\$300	\$21,271	\$29,253	\$114

Source: U.S. Census 2000, STF3A, 2012-2016 American Community Survey 5-Yr Estimate, DP03

**Poverty Status**

The poverty level is determined by the U.S. Census Bureau based on current cost of living estimates adjusted for household size. In 2000, the poverty threshold for a family of four with two children was a household income of \$17,463. By 2010, the poverty threshold for a family of four with two children had increased to \$22,113<sup>3</sup>.

**In 2012-2016, 5.9% (+/-3.3%) of the Village's population was living below the poverty line according to American Community Survey 5-Year Estimates (Table 3-8).**

**Table 3-8: Poverty Status, Total Persons - 2000 and 2012-2016 ACS 5-Year Estimates**

	Total Persons			Total Persons Below Poverty Level					
	2000	2012-2016 5-Yr Est.		2000		2012-2016 5-Yr Est.			
		No.	Estimate	MOE +/-	No.	Percent	Estimate	MOE +/-	Percent
<b>Winneconne</b>	<b>2,401</b>	<b>2,382</b>	<b>205</b>	<b>111</b>	<b>4.7%</b>	<b>N/A</b>	<b>N/A</b>	<b>5.9%</b>	<b>3.3</b>
Winnebago County	156,763	160,887	533	9,940	6.7%	19,573	1,452	12.2%	0.9
Wisconsin	5,363,675	5,603,274	1,202	451,538	8.7%	713,472	9,496	12.7%	0.2

Source: U.S. Census 2000 SF 3, 2012-2016 American Community Survey 5-Yr Estimate, S1701

**Approximately 0.7% (+/-1.2%) of families lived below the poverty level in the Village, according to 2012-2016 American Community Survey 5-Year Estimates (Table 3-9).** This was less than the share of families in Winnebago County (6.6%+/-0.8%) and less than the share of families in the state (8.5%, +/-0.2).

<sup>3</sup> U.S. Census Bureau, 2000 and 2010 Poverty Thresholds.

**Table 3-9: Poverty Status, Total Families - 2000 and 2010-2014 ACS 5-Year Estimates**

	Total Families			Total Families Below Poverty Level			
	2000	2012-2016 5-Yr Est.		2000		2012-2016 5-Yr Est.	
	No.	Estimate	MOE +/-	No.	Percent	Percent	MOE +/-
<b>Winneconne</b>	<b>688</b>	<b>683</b>	<b>58</b>	<b>24</b>	<b>3.4%</b>	<b>0.7%</b>	<b>1.2</b>
Winnebago County	39,547	42,113	626	1,517	3.8%	6.6%	0.8
Wisconsin	1,386,815	1,471,314	5001	78,188	5.6%	8.5%	0.2

Source: U.S. Census 2000 SF 3, 2012-2016 American Community Survey 5-Yr Estimate, S1702

## HOUSING

### Household Structure and Trends

#### Household Size

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

**Household size in the Village decreased slightly from 2.53 persons per household in 2000 to 2.32 persons per household in 2010** (Table 3-10). At the same time, a decrease in the average household size also occurred at the state and county levels.

**Table 3-10: Households and Persons per Household, 2000 and 2010**

	2000		2010	
	No. HH	Average HH size	No. HH	Average HH size
<b>Winneconne</b>	<b>945</b>	<b>2.53</b>	<b>1,027</b>	<b>2.32</b>
Winnebago County	61,157	2.43	67,875	2.34
Wisconsin	2,084,544	2.50	2,279,768	2.43

Source: U.S. Census 2000 and 2010

#### Household Forecasts

Total population figures include not only persons in households, but also persons in group quarters<sup>4</sup>. As the population ages during the projection period, it is likely that the persons in

<sup>4</sup> Group Quarters, as defined by the 2010 U.S. Census, "is a place where people live or stay, in a group living arrangement, that is owned or managed by an entity or organization providing housing and/or services for the residents. This is not a typical household-type living arrangement. These services may include custodial or medical care as well as other types of assistance, and residency is commonly restricted to those receiving these services. People living in group quarters are usually not related to each other. Group quarters include such places as college residence halls, residential treatment centers, skilled nursing facilities, group homes, military barracks, correctional facilities, and workers' dormitories."

group quarters will increase over time. This increase will come from not only the elderly component of the population, but also from the disabled component of the population as aging parents will no longer be able to care for disabled offspring. It is important to remember that the actual growth rate and the amount of future growth a community will experience will be determined by local policies which can affect the rate of growth within the context of county, state, and national population growth trends. Migration is expected to play a part in the Village and Winnebago County's growth patterns in the coming decades. Therefore growth rates and trends outside the county will influence the pool of potential residents the county can attract.

Based on anticipated growth trends, the Village's population is expected to increase slightly through 2040. During this same time period, **the number of households is expected to increase by about 14.6% from 1,027 in 2010 to 1,177 in 2040** (Table 3-11). Between 2010 and 2040 it is anticipated that the household size will decrease from 2.32 persons per household to 2.22.

**Table 3-11: Household Projections, 2010 – 2040**

Year	Winneconne		Winnebago County		Wisconsin	
	No. HH	Persons per HH	No. HH	Persons per HH	No. HH	Persons per HH
2010	<b>1,027</b>	<b>2.32</b>	67,875	2.34	2,279,768	2.43
2015	<b>1,048</b>	<b>2.30</b>	69,784	2.32	2,371,815	2.38
2020	<b>1,093</b>	<b>2.28</b>	73,211	2.30	2,491,982	2.35
2025	<b>1,124</b>	<b>2.27</b>	76,221	2.29	2,600,538	2.32
2030	<b>1,154</b>	<b>2.25</b>	78,920	2.28	2,697,884	2.30
2035	<b>1,173</b>	<b>2.23</b>	80,713	2.26	2,764,498	2.28
2040	<b>1,177</b>	<b>2.22</b>	81,611	2.25	2,790,322	2.26

Source: WDOA, Wisconsin Demographic Services Center, 1/1/2015 Final Estimates and Vintage 2013 Population Projections

## Housing Stock Characteristics

### Age

The age of occupied dwelling units reflect the historic demand for additional or replacement housing units, thereby providing historic information regarding settlement patterns, household formation, migration trends and natural disaster impacts. The age of units by itself is not an indication of the quality of the housing stock. However, the age of occupied units can provide limited information regarding building construction and material content, as construction techniques and materials change over time.

**The majority of the existing housing stock in the Village was built before 2009** (Table 3-12). About one percent (1.4%) of the housing stock has been built since 2010. The greatest time period of home construction was from 1960 to 1979 with an estimated 29 percent (28.9%) of homes being constructed. This mirrors the greatest home building period for the state while the county peaked from 1980 to 1999 (Table 3-12).

**Table 3-12: Occupied Dwelling Units by Year Built,  
 2012-2016 ACS 5-Year Estimates**

Year	Winneconne		Winnebago County		Wisconsin	
	Estimate	MOE +/-	Estimate	MOE +/-	Estimate	MOE +/-
2014 or later	0.0%	1.7	0.3%	0.1	0.2%	0.1
2010 to 2013	1.4%	1.2	1.8%	0.3	1.4%	0.1
2000 to 2009	15.7%	4.7	12.8%	0.6	13.0%	0.1
1980 to 1999	20.4%	4.3	25.0%	1.0	23.9%	0.1
1960 to 1979	28.9%	5.5	24.8%	0.9	24.7%	0.2
1940 to 1959	15.3%	4.4	15.6%	0.7	17.2%	0.1
1939 or earlier	18.4%	4.6	19.7%	0.7	19.6%	0.1

Source: U.S. Census, 2012-2016 ACS 5-Year Estimates, DP04

### Structural Type

Structural type is one indication of the degree of choice in the housing market. Housing choice by structural type includes the ability to choose to live in a single family home, duplex, multi-unit building or mobile home. Availability of units by type is indicative not only of market demand, but also of zoning laws, developer preferences and access to public services. Current state sponsored local planning goals encourage communities to provide a wide range of choice in housing types, as housing is not a 'one size fits all' commodity. As with most communities in East Central Wisconsin, the dominant housing type in the Village is single family housing.

**Seventy-three percent (73.3%) of the residential structures in the Village were comprised of single family (one) units detached (2012-2016 ACS 5-Year Estimates)** (Table 3-13).

Single family units comprised a larger share of the housing units in the Village than in Winnebago County but lower than the state. 10 or more units made up the second highest percentage of housing units in the Village (9.4%).

**Table 3-13: Units in Structure,  
 2012-2016 ACS 5-Year Estimates**

	Winneconne		Winnebago County		Wisconsin	
	Estimate	MOE +/-	Estimate	MOE +/-	Estimate	MOE +/-
1 unit, detached	73.3%	4.3	66.1%	0.9	66.6%	0.2
1 unit, attached	6.0%	1.9	3.6%	0.4	4.3%	0.1
2 apartments	3.5%	3.2	6.7%	0.6	6.5%	0.1
3 or 4 apartments	1.8%	1.3	3.8%	0.5	3.8%	0.1
5 to 9 apartments	6.1%	3.0	6.9%	0.6	4.9%	0.1
10 or more	9.4%	2.7	11.2%	N/A	10.3%	N/A
Mobile home or other	0.0%	1.7	1.8%	N/A	3.6%	N/A

Source: U.S. Census, 2012-2016 ACS 5-Year Estimates, DP04

## Occupancy Characteristics

### Occupancy Status

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. Vacant units include those units which are available for sale or rent and those which are seasonal, migrant, held for occasional use or other units not regularly occupied on a year-round basis.

In 2010, the Village's occupied housing stock was primarily composed of owner-occupied units (Table 3-14). **Owner-occupied units accounted for 77.0% of the occupied housing units in 2010, while rentals made up the remaining 23.0%.** The percent of owner-occupied housing stock was more than in the state and county.

**Table 3-14: Occupancy Characteristics, 2010**

	Occupied Housing Units	Owner Occupied Housing Units	% Owner Occupied	Renter Occupied Housing Units	% Renter Occupied
<b>Winneconne</b>	<b>1,027</b>	<b>791</b>	<b>77.0%</b>	<b>236</b>	<b>23.0%</b>
Winnebago County	67,875	45,036	66.4%	22,839	33.6%
Wisconsin	2,279,768	1,551,558	68.1%	728,210	31.9%

Source: U.S. Census 2010, SF-1, DP-1

The share of owner-occupied housing units in the Village has increased slightly since 2000, when 75.0% of the units were owner-occupied, and 25.0% were rental occupied (Table 3-15).

**Table 3-15: Occupancy Characteristics, 2000**

	Occupied Housing Units	Owner Occupied Housing Units	% Owner Occupied	Renter Occupied Housing Units	% Renter Occupied
<b>Winneconne</b>	<b>945</b>	<b>709</b>	<b>75.0%</b>	<b>236</b>	<b>25.0%</b>
Winnebago County	61,157	41,571	68.0%	19,586	32.0%
Wisconsin	2,084,544	1,426,361	68.4%	658,183	31.6%

Source: U.S. Census 2000, SF-1, DP-1

### Vacancy Status

Vacant housing units are units that are livable, but not currently occupied. For a healthy housing market, communities should have a vacancy rate of 1.5% for owner-occupied units and 5% for year-round rentals. The number of migrant, seasonal and other vacant units will vary depending on the community's economic base. If vacancy rates are at or above the standard, the community may have an adequate number of units for rent or sale. However, additional information such as choice in housing and housing affordability is needed to determine if the units on the market meet the needs of potential buyers or renters. If the existing vacancy rate is too high for existing conditions, then property values may stagnate or decline.

**Table 3-16: Vacancy Status, 2012-2016 ACS 5-Year Estimates**

	Total Housing Units	Occupied Housing Units	Vacant Housing Units	Homeowner Vacancy Rate	MOE +/-	Rental Vacancy Rate	MOE +/-
<b>Winneconne</b>	<b>1,165</b>	<b>1,007</b>	<b>158</b>	<b>5.9%</b>	<b>4.7</b>	<b>9.6%</b>	<b>9.6</b>
Winnebago County	74,276	69,169	5,107	2.0%	0.4	6.0%	1.2
Wisconsin	2,649,597	2,310,246	339,351	1.7%	0.1	4.9%	0.2

Source: U.S. Census, 2012-2016 ACS 5-Year Estimates, DP04

### **Owner-Occupied Housing**

**In 2016, homeowner vacancy rates (5.9%) indicate was well above the vacancy standard of 1.5%, which would indicated that the Village had an adequate supply of owner-occupied (5.9%).** (Table 3-16).

### **Rental Housing**

**In 2016 the rental vacancy rate (9.6%) was well above the vacancy standard of 5.0%, which would indicate that the Village had an adequate supply of housing units** (Table 3-16). While the vacancy rate was above the standard, it should be noted that municipalities with smaller rental unit pools may actually need a higher rental vacancy rate than the standard in order to accommodate people seeking rental units. In comparison, the rental vacancy rate for Winnebago County and Wisconsin was lower than the Village.

### **Housing Affordability**

The relationship between housing costs and household income is an indicator of housing affordability, which is gauged by the proportion of household income expended for rent or home ownership costs. Rental costs include contract rent, plus the estimated average monthly cost of utilities and fuel. Owner costs include payment for mortgages, real estate taxes, fire hazard and flood insurance on the property, utilities and fuels. In 1989, the U.S. Department of Housing and Urban Development (HUD) raised the standard for determining whether rent or home ownership costs comprised a disproportionate share of income from 25% to 30% of gross household income. Households spending more than 30% of their income for housing may be at risk of losing their housing should they be confronted with unexpected bills or unemployment of one of more workers per household. Communities should be aware that maintenance and repair costs are excluded from this housing affordability formula, as are other outstanding debts, because these items will have policy impacts. Potential homeowners should be aware that these items are excluded from this housing affordability formula, as these items can impact their housing affordability and future financial stability.

**Table 3-17: Households Paying a Disproportionate Amount of Their Income for Housing, 2012-2016 ACS 5-Year Estimates**

	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		
	Number	%	MOE +/-	Number	%	MOE +/-	Number	%	MOE +/-
<b>Winneconne</b>	<b>103</b>	<b>20.2%</b>	<b>24</b>	<b>36</b>	<b>15.4%</b>	<b>14</b>	<b>84</b>	<b>29.3%</b>	<b>23</b>
Winnebago County	7,553	25.1%	416	2,312	15.6%	295	9,722	43.1%	661
Wisconsin	317,705	31.0%	2,212	81,573	15.8%	1,201	336,881	48.3%	2,957

Source: U.S. Census, 2012-2016 ACS 5-Year Estimate, DP-4

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

**20 percent (20.2%) of homeowners with a mortgage and 29 percent (29.3%) of renters were paying a disproportionate amount of their income for housing in the Village (2012-2016 ACS 5-Year Estimates) (Table 3-17).**

### Household Characteristics

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

**Two-person households were the most prevalent owner occupied household size in the Village and county in years 2000 and 2010 (Table 3-18).** The largest share of renter-occupied households was 1-person households for both jurisdictions, in both time frames (Table 3-18). **One-person renter-occupied housing units accounted for approximately half of rental units for both the Village and county in years 2000 and 2010.**

**Table 3-18: Persons per Owner Occupied Housing Units, 2000 and 2010**

	Village of Winneconne				Winnebago County			
	2000		2010		2000		2010	
	Number	%	Number	%	Number	%	Number	%
Occupied housing units	945	100.0%	1,027	100.0%	61,157	100.0%	67,875	100.0%
Owner-occupied housing units	709	75.0%	791	77.0%	41,571	68.0%	45,036	66.4%
1-person household	111	15.7%	172	21.7%	8,229	19.8%	9,863	21.9%
2-person household	272	38.4%	320	40.5%	16,104	38.7%	18,181	40.4%
3-person household	115	16.2%	122	15.4%	6,756	16.3%	7,081	15.7%
4-person household	134	18.9%	119	15.0%	6,715	16.2%	6,328	14.1%
5-person household	62	8.7%	45	5.7%	2,651	6.4%	2,468	5.5%
6-person household	14	2.0%	10	1.3%	765	1.8%	730	1.6%
7-or-more-person household	1	0.1%	3	0.4%	351	0.8%	385	0.9%

Source: U.S. Census, 2000 and 2010

**Table 3-19: Persons per Renter Occupied Housing Units, 2000 and 2010**

	Village of Winneconne				Winnebago County			
	2000		2010		2000		2010	
	Number	%	Number	%	Number	%	Number	%
Occupied housing units	945	100.0%	1,027	100.0%	61,157	100.0%	67,875	100.0%
Renter-occupied housing units	236	25.0%	236	23.0%	19,586	32.0%	22,839	33.6%
1-person household	110	46.6%	123	52.1%	8,621	44.0%	10,413	45.6%
2-person household	71	30.1%	74	31.4%	5,699	29.1%	6,476	28.4%
3-person household	34	14.4%	19	8.1%	2,569	13.1%	2,887	12.6%
4-person household	11	4.7%	15	6.4%	1,641	8.4%	1,869	8.2%
5-person household	6	2.5%	1	0.4%	680	3.5%	710	3.1%
6-person household	4	1.7%	1	0.4%	240	1.2%	311	1.4%
7-or-more-person household	0	0.0%	3	1.3%	136	0.7%	173	0.8%

Source: U.S. Census, 2000 and 2010

Table 3-20 illustrates the household longevity of the populations in the Village and Winnebago County. **Sixty percent of households (59.9%) moved into their households between 2000 and 2014.**

**Table 3-20: Year Householder Moved into Unit**

	Winneconne			Winnebago County		
	Estimate	MOE +/-	%	Estimate	MOE +/-	%
Occupied housing units	1,062	90	-	69,169	578	-
Moved in 2015 or later	124	56	11.7%	3,872	360	5.6%
Moved in 2010 to 2014	315	80	29.7%	22,233	808	32.1%
Moved in 2000 to 2009	321	66	30.2%	21,790	651	31.5%
Moved in 1990 to 1999	138	42	13.0%	10,277	515	14.9%
Moved in 1980 to 1989	63	33	5.9%	4,916	324	7.1%
Moved in 1979 or earlier	101	31	9.5%	6,081	426	8.8%

Source: U.S. Census 2012-2016 ACS 5-Year Estimates, DP04

### Housing Conditions

Two census variables often used for determining housing conditions include units that lack complete plumbing facilities, kitchen facilities, telephone service and overcrowded units<sup>5</sup>. Complete plumbing facilities include hot and cold piped water, flush toilet and a bathtub or shower. If any of these facilities is missing, the housing unit is classified as lacking complete plumbing facilities. Complete kitchen facilities for exclusive use include sink, refrigerator, and oven or burners. If any of these facilities is missing, the housing unit is classified as lacking complete kitchen facilities. The census defines overcrowding as more than one person per room in a dwelling unit.

**Table 3-21: Units with Complete Plumbing and Kitchen Facilities, 2012-2016 ACS 5-Year Estimates**

	Total Occupied Units		Units with Complete Plumbing		Units with Complete Kitchen Facilities	
	Est.	MOE +/-	%	MOE +/-	%	MOE +/-
<b>Winneconne</b>	<b>1,007</b>	<b>105</b>	<b>100%</b>	<b>1.7</b>	<b>100%</b>	<b>1.7</b>
Winnebago County	69,169	578	99.7%	0.2	99.6%	0.1
Wisconsin	2,310,246	4,656	99.6%	0.1	99.1%	0.1

Source: U.S. Census 2012-2016 ACS 5-Year Estimates, DP04

**Occupied units lacking complete plumbing and kitchen facilities are not an issue in the Village with 100% of homes (1.7 MOE) reporting complete plumbing and kitchen facilities.**

### Subsidized and Special Needs Housing

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

<sup>5</sup> U.S. Census Bureau.

circumstances, health, economic conditions and success of educational, training, treatment or counseling programs.

The Wisconsin Department of Health Services website has a listing of directories for a number of assisted living options including Adult Day Care (ADC), Adult Family Homes (AFH), Community Based Residential Care Facilities (CBRF) and Residential Care Apartment Complex (RCAC). These facilities specialize in developmentally disabled, emotionally disturbed/mental illness, traumatic brain injury, advanced age, irreversible dementia/Alzheimer, physically disabled, and terminally ill. **There are two Assisted Living Facilities in the Village with a combined capacity of 23** (Table 3-22). This includes two CBRF facilities within the identified capacity. Within Winnebago County (excluding Winneconne), there are 56 Assisted Living Facilities with a combined capacity of 2,219.

**Table 3-22: Assisted Living Options, 2016**

	Winneconne		Winnebago County	
	Number	Capacity	Number	Capacity
Adult Day Care (ADC)	0	0	0	0
Adult Family Home (AFH)	0	0	35	138
Community Based Residential Facilities (CBRF)	2	23	13	1,172
Residential Care Apartment Units (RCA)	0	0	8	546
<b>Total Units/Capacity</b>	<b>2</b>	<b>23</b>	<b>56</b>	<b>2,219</b>

Source: Wisconsin Department of Health Services, Consumer Guide to Health Care - Finding and Choosing Health and Residential Care Providers in Wisconsin

Data accessed July, 2018

### **Homelessness**

According to the U.S. Department of Housing and Urban Development (HUD) the term “homeless” or “homeless individuals and families” includes: (1) and individual or family who lack a fixed, regular, and adequate nighttime residence and includes a subset for an individual who is exiting an institution where he or she resided for 90 days or less and who resided in an emergency shelter or a place not meant for human habitation immediately before entering that institution; (2) Individuals and families who will imminently lose their primary nighttime residence; (3) Unaccompanied youth and families with children and youth who are defined as homeless under other federal statutes who do not otherwise qualify as homeless under this definition; or (4) Individuals and families who are fleeing, or are attempting to flee, domestic violence, dating violence, sexual assault, stalking, or other dangerous or life-threatening conditions that relate to violence against the individual or a family member.<sup>6</sup>

**There are no emergency shelters in the Village for the general public.** However, the general public may utilize one of three emergency shelters in Oshkosh: Day by Christine Ann Domestic Abuse Services, Day Warming Shelter (open from mid-October to mid-April, and Father Carr’s.

<sup>6</sup> HUD’s definition of “homeless” was changed in 2009, when the HEARTH Act amended the McKinney-Vento Homeless Assistance Act. HUD’s Final Rule implementing the new definition can be found at 24 CFR Part 91, 582 and 583.

The Department of Housing and Urban Development (HUD) requires communities to conduct sheltered counts of people living in emergency shelter or transitional housing every year. While every other year, HUD requires communities to conduct unsheltered counts of people living in a place unfit for human habitation (such as in an abandoned building or in a park).<sup>7</sup> In Wisconsin, Point in Time surveys are conducted two times per year on a single night and include a count of the number of people in shelters and people not in shelters. A Point in Time survey was last conducted on January 27, 2016 for the Fox Cities. **According to the January 2018 Point in Time survey there were 97 people in Oshkosh (the closest count area) who were in a shelter, in transitional housing or unsheltered and sleeping outdoors.**

## POLICIES AND PROGRAMS

Policies and programs related to the housing element can be found in Appendix D.

## GOALS, OBJECTIVES AND POLICIES

The following goals, objectives and policies represent the steps and resources needed to implement the desires identified in this element. Goals set direction, provide purpose and accountability and provide a roadmap. Objectives are specific activities to accomplish goals. Objectives should be clear, measurable and concise. Policies represent principles to guide decisions.

### GOALS AND OBJECTIVES

Type	Reference	Content
Goal	P1	<b>Plan for a growing and increasingly diverse population.</b>
Objective	P1.1	Plan for housing options for all residents. The housing supply should align with the socioeconomic needs of residents.
Objective	P1.2	Maintain a welcoming community for residents and visitors.
Objective	P1.3	Annually monitor state and federal demographic services to prepare for demographic changes.

Type	Reference	Content
Goal	H1	<b>Preserve or improve the quality of residential areas to reflect the community character and visions expressed in this plan.</b>
Objective	H1.1	Educate residents about the importance of property maintenance. Coordinate with the school district, local churches and community service organizations to provide volunteer services on “Make A Difference Day” as well as a regular program to assist seniors and disabled residents in need of home maintenance services.

Type	Reference	Content
Goal	H2	<b>Provide a variety of housing types, designs, densities, and price ranges to meet the needs of residents of varying incomes, ages and lifestyle preferences and to support economic development.</b>

<sup>7</sup> [http://www.endhomelessness.org/blog/entry/the-2015-point-in-time-count-is-finally-here#.Vwblz\\_krJaQ](http://www.endhomelessness.org/blog/entry/the-2015-point-in-time-count-is-finally-here#.Vwblz_krJaQ) .

Objective	H2.1	Support existing efforts and consider new programs that will provide additional elderly and disabled resident housing opportunities and services in Winneconne.a. Evaluate (through survey, 2010 Census and earlier Census data) and monitor the need for affordable housing for residents with incomes between 60% and 80% of the Village median household income to understand local need.b. Coordinate with Winnebago County to conduct surveys of area seniors to understand needed services.
Objective	H2.2	Review and possibly update existing development controls to encourage housing that is easily adaptable for seniors and residents with disabilities. Encourage policies that do not prohibit affordable housing development.
Objective	H2.3	Support existing county, private and church efforts and consider new programs that provide needed assistance for elderly and disabled residents who wish to stay in their own homes.
Objective	H2.4	Promote mixed development throughout the Village.a. Coordinate with local developers during the Developers Agreement phase of a project and/or requirements in the Winneconne Subdivision Ordinance to require a percentage (i.e. 15%) of all new residential subdivision developments include alternative housing choices (i.e., apartments, condominiums, townhomes, etc.) to accommodate the demand for housing development.b. Establish a Planned Unit Development Zoning District to accommodate a blend of commercial, multiple and single-family development on a single property. This ordinance would include performance standards, as opposed to strict setback requirements, to provide flexibility for developers interested in smaller properties within and adjacent to the downtown (including second story apartments), infill development in established neighborhoods, and new subdivision projects elsewhere in the Village that would be difficult under current zoning requirements.c. Develop more infill housing within and adjacent to the downtown to attract new young residents to the community, as well as empty nesters.d. Encourage the development of two-family and multi-family dwellings so the rate of increase of these dwellings keeps pace with the rate of increase of single-family dwellings.

Type	Reference	Content
Goal	H3	<b>Maintain a significant, yet manageable rate of local housing development.</b>
Objective	H3.1	Coordinate with the Town of Winneconne to establish extra-territorial zoning and boundary agreements aimed at directing development to the Village in order to protect surrounding farmland and natural areas, while efficiently utilizing urban infrastructure (i.e., water, sewer).

**POLICIES**

Type	Reference	Content
Policy	1	Enforce village ordinances to ensure that properties are in good condition.
Policy	2	Utilize the patterns presented on the Future Land Use Maps as a guide for development approvals.
Policy	3	Prohibit residential development in floodplains, wetlands, and environmentally sensitive areas.
Policy	4	Encourage “low impact” development, within Winneconne to reduce stormwater runoff and flooding.
Policy	5	Require pedestrian and bicycle access and amenities (e.g., trails and sidewalks) to be considered as part of all residential development projects. This includes considering location choices for developments catering to individuals of all ages that provide opportunities to walk or bike to important destinations like schools, parks, and shopping.
Policy	6	Residential development should be encouraged in areas easily served by existing infrastructure.
Policy	7	Promote multiple family housing choices as infill development adjacent to the downtown and between single-family neighborhoods and commercial/industrial development.
Policy	8	Through the enforcement of the subdivision regulations, ensure the adequate layout of new streets to avoid traffic hazards and to coordinate adjacent developments.
Policy	9	Require that land division plats indicate how street and utility access will be provided to adjacent land.

## CHAPTER 4: TRANSPORTATION



### INTRODUCTION

A safe, efficient, and well-designed transportation system can provide convenient transportation and economic benefits for the residents of the Village and the surrounding area. The Village's transportation system is much more than simply looking at the road system. An assessment of the pedestrian, bicycle, transit, rail and air transportation systems all play an important part in providing transportation for goods and people.

Wisconsin's Smart Growth Legislation requires that the transportation element consist of objectives, policies, goals, maps and programs that guide the development of various transportation modes. These modes include highways, transit, and transportation for those with various disabilities, bicycles, pedestrians, railroads, air transportation, trucking and water. This chapter serves to assess the current status of these transportation modes, determine what the Village desires them to become in the future, and devise ways to implement them.

### TRANSPORTATION VISION

*In 2040, Winneconne provides a well-connected system of local streets and walkways that provide for the safe and efficient movement of people and goods. Residents take advantage of organized transit choices and infrastructure that connect Winneconne with the Fox Valley. Walking, boating and biking are the primary choices for transportation within the Village. Trails and sidewalks are an integral part of the transportation network, providing connections between neighbors, neighboring communities, schools, parks, and the greater region. Beyond trails, Village residents enjoy quiet walks on Village streets and cycling on designated routes in and around the Village. Transportation routes provide easy access to the Village's business centers and industrial park.*

## **KEY SUMMARY POINTS**

The following list summarizes key issues and opportunities identified in the element. The reader is encouraged to review the “Inventory and Analysis” portion of the element for more detail.

### **Streets and Highways**

- a) The village is classified as a rural area and roads are classified under the Rural Area Functional Classification.
- b) WIS 116 is classified as a minor arterial. This is the only functionally classified road in the Village.
- c) There are approximately 36 miles of PASER rated roads in the Village.
- d) There are no rustic roads designated in the Village.

### **Public Transportation**

- a) Fixed route transit service is not available in the Village.

### **Non-Motorized Transportation**

- a) Walking and bicycling have emerged and continue to be an important means of exercise as well as modes of transportation in a well-rounded transportation system.
- b) The Village includes segments of Complete Streets (Map 4-4) but does not have an adopted Complete Streets policy or design standards.

### **Trucking and Freight**

- a) There are no designated truck routes within the Village.
- b) ADA and senior transportation options are available throughout Winnebago County.

### **Air Transportation**

- a) Appleton International Airport provides both commercial and cargo air services for the region.
- b) Wittman Regional Airport provides private and cargo air services for the region. It is also home to the Experimental Aircraft Association and its annual EAA AirVenture Winneconne.

### **Railroads**

- a) There are no active railroad lines running through the Village.
- b) No direct rail passenger service is offered near the Village.

### **Water Transportation**

- a) There are no commercial ports in the Village.

## INVENTORY AND ANALYSIS

The inventory and analysis section provides the Village with a general assessment of existing transportation facilities. By determining what part of the system is deficient, over capacity, underutilized, or meeting the current and future needs, the Village is better prepared to develop meaningful goals, strategies and recommendations that address current problems and reinforces existing strengths.

### STREETS AND HIGHWAYS<sup>1</sup>

The hierarchy of the road network calls for each roadway to be classified according to its primary function, ranging from its ability to move vehicles (i.e. freeway) to its ability to provide direct access to individual properties (i.e. local roads). Within Wisconsin, urbanized and rural areas provide a framework for the placement of routes. Urban areas are defined as any place or cluster of places within a designated urbanized boundary that has a population between 5,000 and 49,999; while urbanized areas are defined as a cluster of places within a designated urbanized boundary, with a population of more than 50,000 people. Streets and highways within urban and urbanized areas are classified under the urban functional classification. Rural areas are places in the state located outside of urban and urbanized areas. Within the Village, roads are classified under the urban functional classification system. **Map 4-1** illustrates the transportation infrastructure and functional classification for the Village<sup>2</sup>.

The Wisconsin Department of Transportation (WisDOT) conducts traffic counts at key locations on a regular rotating basis. The traffic counts provide an indication of the roadway's appropriate classification. Displayed as Annual Average Daily Traffic (AADT), these counts are statistically adjusted to reflect daily and seasonal fluctuations that occur on each roadway. The most recent counts in the Village were completed in 2013 and 2016 are also provided to view traffic trends (**Map 4-1**).

### Functional Classification of Highways

**The Village is classified as a rural area and roads are classified under the Rural Area Functional Classification.** This classification process organizes routes according to the character of service provided, ranging from travel mobility to land access. Rural roads are classified into the following rural functional classifications (**Map 4-1**):

#### Rural Area Functional Classifications

**Principal Arterials** serve interstate and interregional trips. These routes generally serve all urban areas greater than 5,000 in population. The rural principal arterials are further subdivided into (1) Interstate highways and (2) Other principal arterials. There are no roads of this classification in the Village.

**Minor Arterials**, in conjunction with principal arterials, serve cities, large communities, and other major traffic generators providing intra-regional and inter-area traffic movements. They supplement the principal arterials in linking community to the principal arterials so that all

---

<sup>1</sup> Functional Classification Criteria, Planning Section, Bureau of Planning & Economic Development, Division of Transportation Investment Management, Wisconsin Department of Transportation, April 2013.

<sup>2</sup> Functional classified roads approved by the by the Federal Highway Administration on 09/01/2011. Most recent changes to the functional classified roads are in the process of being updated in 2016.

developed areas of the state are within reasonable distances to arterial highways. WIS 116 is classified as a minor arterial.

**Minor Collectors** collect traffic from local roads, and provide links to all remaining smaller communities, locally important traffic generators, and higher function roads. All developed areas should be within a reasonable distance of a collector road. There are no roads of this classification in the Village.

### 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. This information is partially tied to the amount of General Transportation Aids (GTA) funding that the Village receives on a yearly basis.

The surface condition rating of each roadway is updated in the state’s computer database known as the Wisconsin Information System for Local Roads (WISLR). This database is based off of the PASER (Pavement Surface Evaluation and Rating) road rating method. The PASER system was developed and improved in recent years by the Transportation Information Center (TIC) at the University of Wisconsin - Madison in cooperation with WisDOT. Generally, PASER uses visual assessments to rate paved roadway surfaces on a scale of 1 to 10, with 1 being a road that needs to be reconstructed and 10 being a brand new roadway.<sup>3</sup> This inventory provides the basis for developing a planned maintenance and reconstruction program and helps municipalities track necessary improvements. Prompt maintenance can significantly reduce long term costs for road repair and improvement. **Table 4-1** provides a breakdown of the PASER ratings, conditions and maintenance needs.

**Table 4-1: PASER Ratings and Maintenance Needs**

Rating	Condition	Needs
9 & 10	Excellent	None
8	Very Good	Little Maintenance
7	Good	Routine Maintenance, Crack Filling
6	Good	Sealcoat
5	Fair	Sealcoat or Nonstructural Overlay
4	Fair	Structural Improvement – recycling or overlay
3	Poor	Structural improvement – patching & overlay or recycling
2	Very Poor	Reconstruction with extensive base repair
1	Failed	Total reconstruction

Source: Transportation Information Center, UW-Madison

**Table 4-2** provides a summary of the total miles of local roads in the Village by PASER rating. A map showing the PASER ratings by street is in **Map 4-3**. **There are approximately 36 miles of PASER rated roads in the Village.**<sup>4</sup> According to PASER:

<sup>3</sup> Transportation Information Center. 2002. *PASER Manuals Asphalt*.

<sup>4</sup> PASER road mileage is calculated and rated by road lane miles. (i.e. north and south or east and west).

**Table 4-2: Total Miles of Local Roads within Village by PASER Rating, 2017**

Rating		Mileage	Percent	Total
1	Poor	3.90	10.7%	42.1%
2		2.14	5.9%	
3		5.79	15.9%	
4		3.51	9.7%	
5	Fair	3.91	10.8%	32.9%
6		3.36	9.2%	
7		4.69	12.9%	
8	Good	2.87	7.9%	25.0%
9		4.46	12.3%	
10		1.75	4.8%	
<b>Total:</b>		<b>36.38</b>	<b>100.0%</b>	<b>100.0%</b>

Source: WISLR 2017, Village of Winneconne

### Rustic Roads

The Rustic Roads System was created by the State Legislature in 1973 to help citizens and local units of government preserve scenic lightly traveled country roads for the leisurely enjoyment of bicyclists, hikers, and motorists. They offer excellent opportunities to travel through an attractive rustic area. The scenic qualities of these roads are protected by agreement with bordering property owners and by implementing roadside maintenance practices that allow wildflowers and other native flora to extend to the edge of the pavement. ***There are no rustic roads designated in the Village.***

### PUBLIC TRANSPORTATION

#### Fixed Route Transit Service

***Fixed route transit service is not available in the Village.***

#### ADA and Senior Transportation

ADA and Senior Transportation options provided throughout rural Winnebago County:

#### Winnebago County

In partnership with Winnebago County, GO Transit offers two programs to help fill basic transportation needs of rural residents in the county.

Below are descriptions of each program:

#### Rural Over 60 Program

The Rural Over 60 Program provides sedan service to seniors (age 60 and over) in rural Winnebago County. This service can be used for any trips within the county. Each participant is limited to 10 one-way rides per month. If you are interested, see application information below. Successful applicants will receive a blue card.

## **Rural Under 60 Program**

The Rural Under 60 Program provides sedan and lift-equipped van service to rural residents with a qualifying disability in Winnebago County. This service can be used for any trips within the county. Each participant is limited to 10 one-way rides per month. If you are interested, see application information below. Successful applicants will receive a red card.

## **Make the Ride Happen**

Making The Ride Happen (MRH) manages a call center for Older Adults and Adults with disabilities to call and get comprehensive transportation information in the tri-county area (Outagamie, Calumet and Winnebago). MRH also manages a volunteer driver program that services older adults. The volunteers use their own vehicle to pick up a client and take them to medical appointments and shopping and errands.

## **Travel Training Program**

MRH in coordination with GO Transit provides assistance to any rider that would like to learn how to use the bus.

## **Statewide**

Non-Emergency Medical Transportation (NEMT): The state contracts for statewide brokerage services currently being provided by Logisticare. Riders on Medical Assistance should call this number to arrange for all non-emergency Medical Assistance transportation.

## **NON-MOTORIZED TRANSPORTATION**

### **Pedestrian and Bicycle Facilities**

***Walking and bicycling have emerged and continue to be an important means of exercise as well as modes of transportation in a well-rounded transportation system.*** Current safe pedestrian and bicycle friendly opportunities are limited to those areas in the Village with close access to multi-use bicycle/pedestrian trails and sidewalks. Please reference **Map 4-4** for locations of pedestrian and bicycle facilities within the Village.

### **Planning**

In mid-2014 re:THINK, a coalition of community members from Winnebago County, received a planning grant from the WI Department of Transportation (WISDOT) Transportation Alternatives Program to create a bicycle and pedestrian plan for the rural areas of Winnebago County. The project was led by Winnebago County Health, Highway, and Parks Departments with support from East Central WI Regional Planning Commission, Toole Design Group and re:THINK members. Over 175 residents helped provide input for the plan. The plan was completed in late 2016, approved in early 2017. The geography of this plan includes the Village.

Additionally, two statewide guidance documents affecting biking and pedestrian policy are the *Wisconsin Pedestrian Policy Plan 2020* and the *Wisconsin State Bicycle Transportation Plan - 2020*. The *Wisconsin Pedestrian Policy Plan 2020* outlines statewide and local measures to increase walking throughout the state as well as promote pedestrian safety and comfort.

Pedestrians, by definition, are anyone who travels by foot. In addition, this definition has been extended to disabled persons who require the assistance of a mobility device. Pedestrian traffic can be difficult along highways where sidewalks are not present, safety measures are absent, or traffic volume is heavy.

As a statewide plan, the *Wisconsin State Bicycle Transportation Plan - 2020* does not assess local roads. Where traffic speeds and volumes are low, local streets can serve multiple uses. Utilizing the local street network for walking and bicycling is a viable use of this infrastructure, as long as safety precautions are taken and/or streets are designed to accommodate multiple uses. Roadways with traffic volume less than 1,000 vehicles per day are considered generally safe for bicycling. Roadways meeting this criterion that are located within a primary bicycle corridor identified by WisDOT provide potential linkages between existing bicycle trails and are considered to be part of an interconnected statewide bicycle route network.

### **Complete Streets**

Complete Streets are roadways designed to safely and comfortably accommodate all users, including, but not limited to, motorists, cyclists, pedestrians, transit and school bus riders, delivery and service personnel, freight haulers, and emergency responders. "All users" includes people of all ages and abilities. ***The Village includes segments of Complete Streets (Map 4-4) but does not have an adopted Complete Streets policy or design standards.***

### **TRUCKING AND FREIGHT**

***There are no designated truck routes existing within the Village.*** Please reference **Maps 4-2** to see a 75 Foot Trailer Length routes map within the Village as well as an inventory of truck terminals.

### **AIR TRANSPORTATION**

Appleton International Airport provides regional air transportation. Airport uses at Appleton International Airport include: personal/recreational, business/corporate, commercial service, cargo, flight training, charter, search and rescue and military.<sup>5</sup> According to the *Wisconsin State Airport System Plan 2030*, the airport is currently classified as a Commercial Service airport.<sup>6</sup> Appleton International Airport is approximately 25 miles north of the Village. Other major regional airports that have scheduled passenger air service include: Austin Straubel International Airport in Green Bay (approximately 55 miles northeast), Dane County Regional Airport in Madison (approximately 95 miles southwest) and General Mitchell International Airport in Milwaukee (approximately 110 miles southeast). All of these airports are also classified as Commercial Service airports.

Wittman Regional Airport in Oshkosh is classified as a Large General Aviation (GA) airport and does not provide commercial air service. It is, however, a vital tourism / economic development entity for the Village and Winnebago County with the yearly Experimental Aircraft Association (EAA) weeklong fly-in event each summer.

---

<sup>5</sup> <http://wisconsindot.gov/Documents/projects/multimodal/air/sasp4-ch3.pdf> . (Table 4-9)

<sup>6</sup> <http://wisconsindot.gov/Pages/projects/multimodal/sasp/default.aspx> .

## RAILROADS

### Rail Freight Service

***There are no active railroad lines running through the Village.***

### Rail Passenger Service

Amtrak utilizes Canadian Pacific lines to provide rail passenger service. Although ***no direct rail passenger service is offered near the Village***, Wisconsin is served by passenger stations in Milwaukee, Columbus, Portage, Wisconsin Dells, and Tomah. As the route passes through the state, it connects Chicago to the Twin Cities, and heads westward to terminate in Washington State. The *Midwest Regional Rail System Report*<sup>7</sup>, prepared as a cooperative effort between nine Midwestern states, outlines a high speed (up to 110 mph) passenger rail system that utilizes 3,000 miles of existing rail right-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. The regional passenger rail system remains a conceptual idea at this time.

## WATER TRANSPORTATION

***There are no commercial ports in the Village.*** The closest ports are located in Green Bay, approximately 50+ miles to the northeast and in Milwaukee, approximately 110 miles to the southeast. Both ports provide shipping services to the Great Lakes and beyond. Passenger ferries are located in Manitowoc and Milwaukee. Both services offer passage across Lake Michigan to Lower Michigan. Within the Village, there are recreational boating opportunities and boat slips along the Wolf River and nearby Lake Butte des Morts and Lake Winnebago.

## AUTONOMOUS VEHICLES AND RIDE SHARING

Within the planning period the Village can expect to see an increased presence of autonomous vehicles and ride sharing. These services will fundamentally transform the transportation system and will have implications for the Village. The American Planning Association recommends that communities should prepare for this change by considering the following:

- **Equity and Access.** Access to transportation is important for employment, education, healthcare and recreation. While ride sharing may improve access to transportation, it is important that the Village ensures autonomous vehicles do not reinforce existing disparities in access. Additionally, employment in the transportation industry will likely be impacted by autonomous vehicles.
- **Transportation Network.** Significant changes to the ecosystem by increasing the use of fleets for share mobility providers and freight transportation.
- **Land Use and the Built Environment.** Autonomous vehicles will change how we design our public right of ways, street configurations and parking and circulation. This will impact the Village's Capital Improvement Program, design standards and zoning code.

---

<sup>7</sup> *Midwest Regional Rail System: Executive Report, 2004.* Transportation Economics & Management Systems, Inc. & HNTB.

## **FUTURE PLANS AND STUDIES**

### **Wisconsin Department of Transportation (WisDOT) / Transportation Improvement Program (ECWRPC)**

- Consult ECWRPC for the most current information regarding road projects associated with Federal Highway Administration (FHWA), Federal Transit Administration (FTA) and WisDOT (Wisconsin Department of Transportation) funding for the Winneconne Urbanized Area; this information/funding sources are documented in the Transportation Improvement Program (TIP) and coordinated through ECWRPC.

### **Other WisDOT Statewide Plans**

- Connections 2030 Long Range Transportation Plan (multi-modal transportation plan)
- Wisconsin State Airport System Plan 2030
- Wisconsin Rail Plan 2030
- Wisconsin State Freight Plan

### **Regional and Local Planning Efforts**

- East Central Wisconsin Regional Planning Commission (ECWRPC):
  - **ECWRPC Regional Comprehensive Plan** for ten counties within the designated region (Winnebago County is a member of ECWRPC; adoption in 2018)
- 10 Year Village Capital Improvement Plan
- 5 Year Road Improvement Plan

## **POLICIES AND PROGRAMS**

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

## **GOALS, OBJECTIVES AND POLICIES**

The following goals, objectives and policies represent the steps and resources needed to implement the desires identified in this element. Goals set direction, provide purpose and accountability and provide a roadmap. Objectives are specific activities to accomplish goals. Objectives should be clear, measurable and concise. Policies represent principles to guide decisions.

**GOALS AND OBJECTIVES**

Type	Reference	Content
<b>Goal</b>	<b>T1</b>	<b>Maintain and improve Village Roads in a timely and well-planned manner.</b>
Objective	T1.1	In accordance with state law, using PASER, continue to update road ratings, as required. Seek to increase local funds for road maintenance to support PASER recommendations.
Objective	T1.2	Use a Capital Improvements Plan, PASER results, traffic counts, and accident rates to coordinate and plan for annual roadway improvements and maintenance as well as other capital projects (i.e., municipal building upgrades, equipment purchases, etc.).
Objective	T1.3	Pursue recommended improvements in accordance with the Village's 5 Year Road Improvement Plan and 10 Year Capital Improvement Program.

Type	Reference	Content
<b>Goal</b>	<b>T2</b>	<b>Promote a multi-modal transportation system for efficient, safe, and convenient movement of people, goods, and services.</b>
Objective	T2.1	Develop a bicycle and pedestrian plan, with particular emphasis on connections between subdivisions and proposed regional trail routes. The pedestrian plan should use the Transportation Network Map and Plan as a guide for more specifically delineating the location, dimensions, and quality of walkways and trails through the Village.
Objective	T2.2	Require that all new residential subdivisions include trails and paths within the project to provide safe and convenient opportunities to walk, and connections to adjacent trail and path systems so as to ensure the creation of a network of pedestrian and bicycle trails and paths throughout the Village.
Objective	T2.3	Using the Bicycle and Pedestrian Plan, devise a construction and maintenance schedule to be incorporated into a Capital Improvement Plan and Official Map.
Objective	T2.4	Seek to maintain and improve Walk Score as a way to promote multi-modal transportation.

Type	Reference	Content
<b>Goal</b>	<b>T3</b>	<b>Support the long-term viability of area roads.</b>
Objective	T3.1	Continue to support the efforts of law enforcement officials to achieve heightened enforcement for required stops and speed limits along area roads.

Type	Reference	Content
<b>Goal</b>	<b>T4</b>	<b>Keep residents informed of pending transportation improvements.</b>
Objective	T4.1	Provide information about road improvements at public meetings when applicable.
Objective	T4.2	Provide information about transportation improvements on the Village website, via newsletters, and other media sources as needed.

Type	Reference	Content
<b>Goal</b>	<b>T5</b>	<b>Develop the transportation network in accordance with adopted land use plans, economic considerations, physical constraints, and community desires to meet local travel needs.</b>
Objective	T5.1	Maintain the Official Map in order to plan for roadway extensions and improvements over time.
Objective	T5.2	Review the Transportation System Plan Map provided in chapter 5 at least every five (5) years to ensure that it accurately reflects changes.

Type	Reference	Content
<b>Goal</b>	<b>T6</b>	<b>Partner with the county, ECWRPC, WisDOT and the WDNR to plan and coordinate transportation improvements.</b>
Objective	T6.1	Provide copies of this plan and subsequent updates to WisDOT, ECWRPC, and Winnebago County.
Objective	T6.2	Encourage WisDOT, WDNR, Winnebago County, and ECWRPC to directly notify residents and businesses of anticipated transportation projects, as well as provide regular work schedule updates.

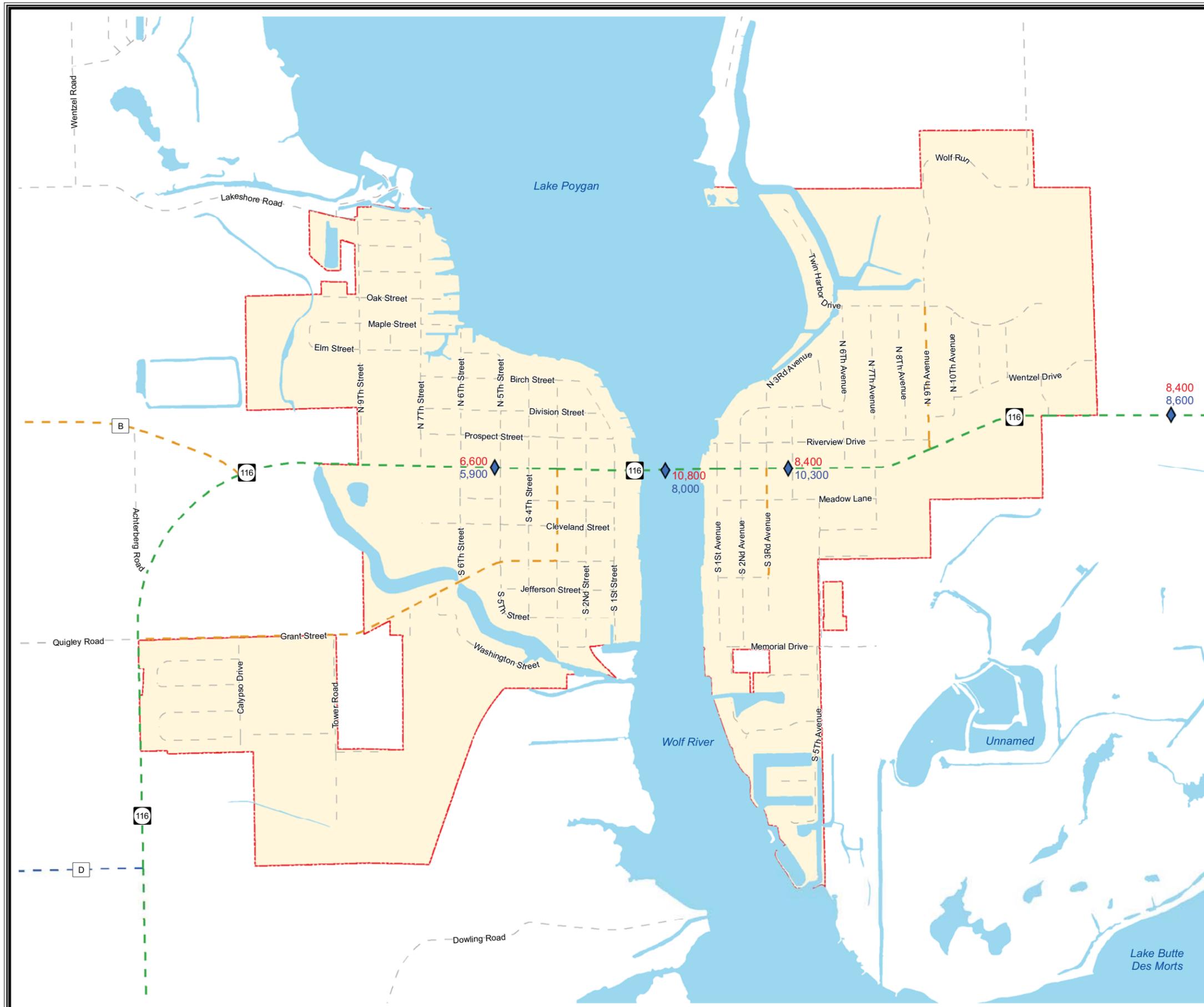
Type	Reference	Content
<b>Goal</b>	<b>T7</b>	<b>Develop and implement a Complete Streets policy and design standards.</b>
Objective	T7.1	Develop Complete Streets policy based on best practices for size and scale of the community.
Objective	T7.2	Develop Complete Streets design standards based on best practices for size and scale of the community.

Type	Reference	Content
<b>Goal</b>	<b>T8</b>	<b>Connect the Village of Winneconne to Greater Oshkosh Transit (GO Transit) services.</b>
Objective	T8.1	Meet with GO Transit officials to determine service options.

**POLICIES**

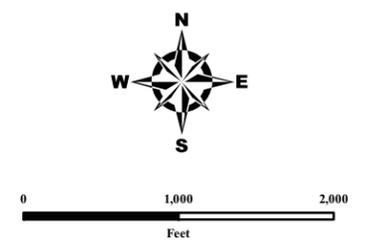
Type	Reference	Content
Policy	1	Provide a broad range of transportation choices, including quality roads, highways, sidewalks and trails to meet the diverse needs of residents.
Policy	2	Require sidewalks and/or bicycle paths be installed with all new development.
Policy	3	Support private transportation providers that serve the elderly.
Policy	4	Provide a transportation network that will strengthen access between interdependent land uses such as commercial, industrial, residential, and recreational.
Policy	5	Improve connections between developments by encouraging grid-like street patterns as opposed to multiple cul-de-sacs and dead end roads.
Policy	6	Consider roundabouts as an alternative to stop lights.
Policy	7	Discourage the development of roadways in environmentally sensitive areas such as wetlands, floodplains, prime agricultural lands, scientific areas, and on soils with severe engineering limitations.
Policy	8	Communicate and coordinate transportation improvements and plans with WisDOT and the Winnebago County Highway Department at any opportunity presented.
Policy	9	Continue to support the efforts of law enforcement officials to achieve heightened enforcement for required stops and speed limits.

# Map 4-1 Village of Winneconne Transportation Facilities



- ◆ AADT (2013)
- ◆ AADT (2016)
- P Park N Ride Location
- Airport
- Urban Principal Arterial
- Urban Collector
- Urban Minor Arterial
- Urban Local
- Rural Principal Arterial
- Rural Major Collector
- Rural Minor Arterial
- Rural Minor Collector
- Rural Local
- Village of Winneconne

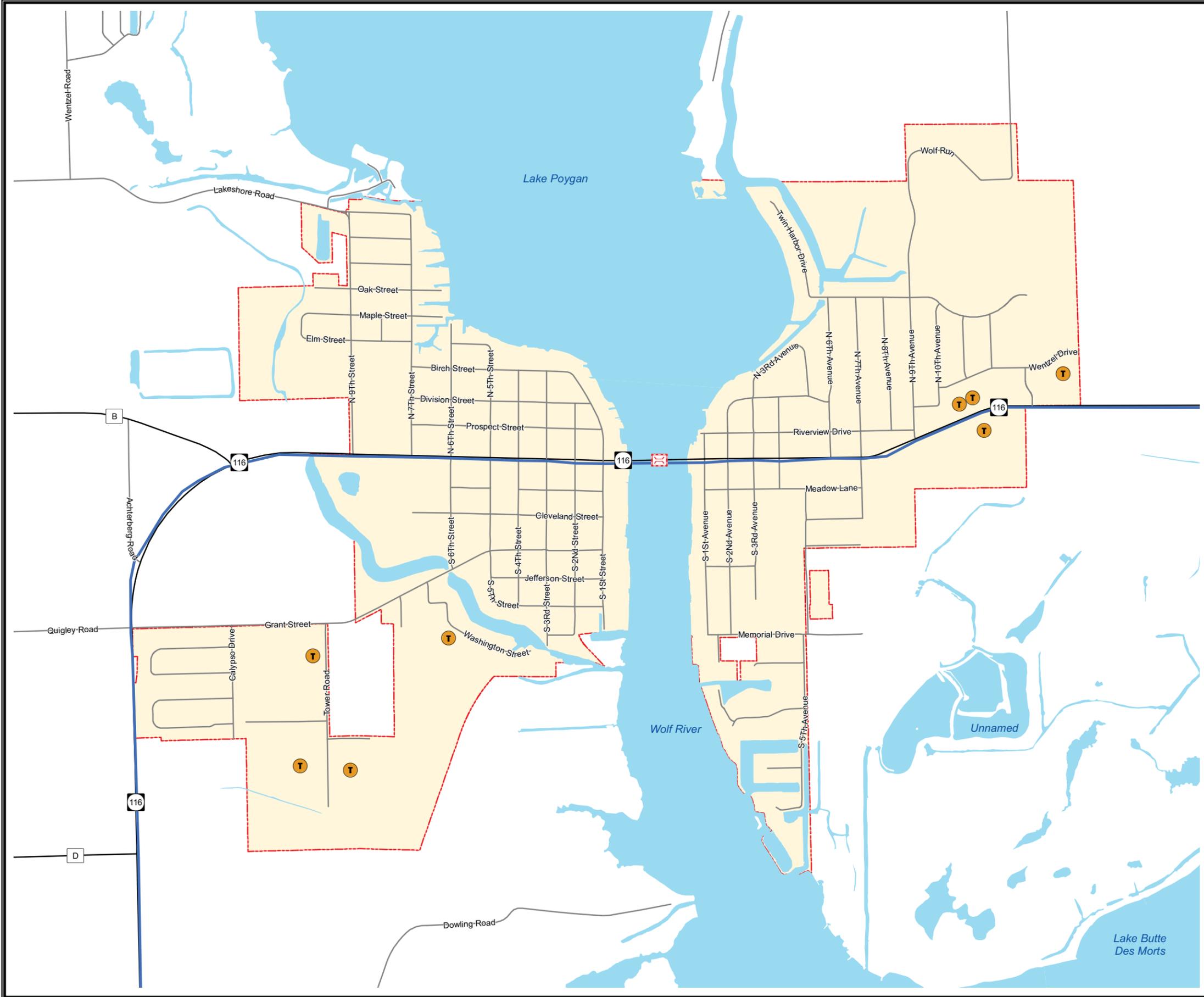
Source:  
Traffic Count Data provided by WI DOT 2017  
Bicycle & Pedestrian Facilities provided by ECWRPC 2017  
Base data provided by Winnebago County 2018



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.

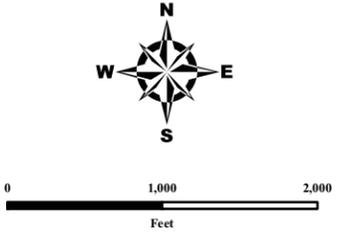
PREPARED MARCH 2017 BY:  
East Central Wisconsin  
Regional Planning Commission  
**ECWRPC**

# Map 4-2 Village of Winneconne Trucking & Freight



-  Truck Terminals
-  Bridge Replacement Funding Eligible
-  75 Foot Trailer Length

Source:  
Base data provided by Winnebago County 2018

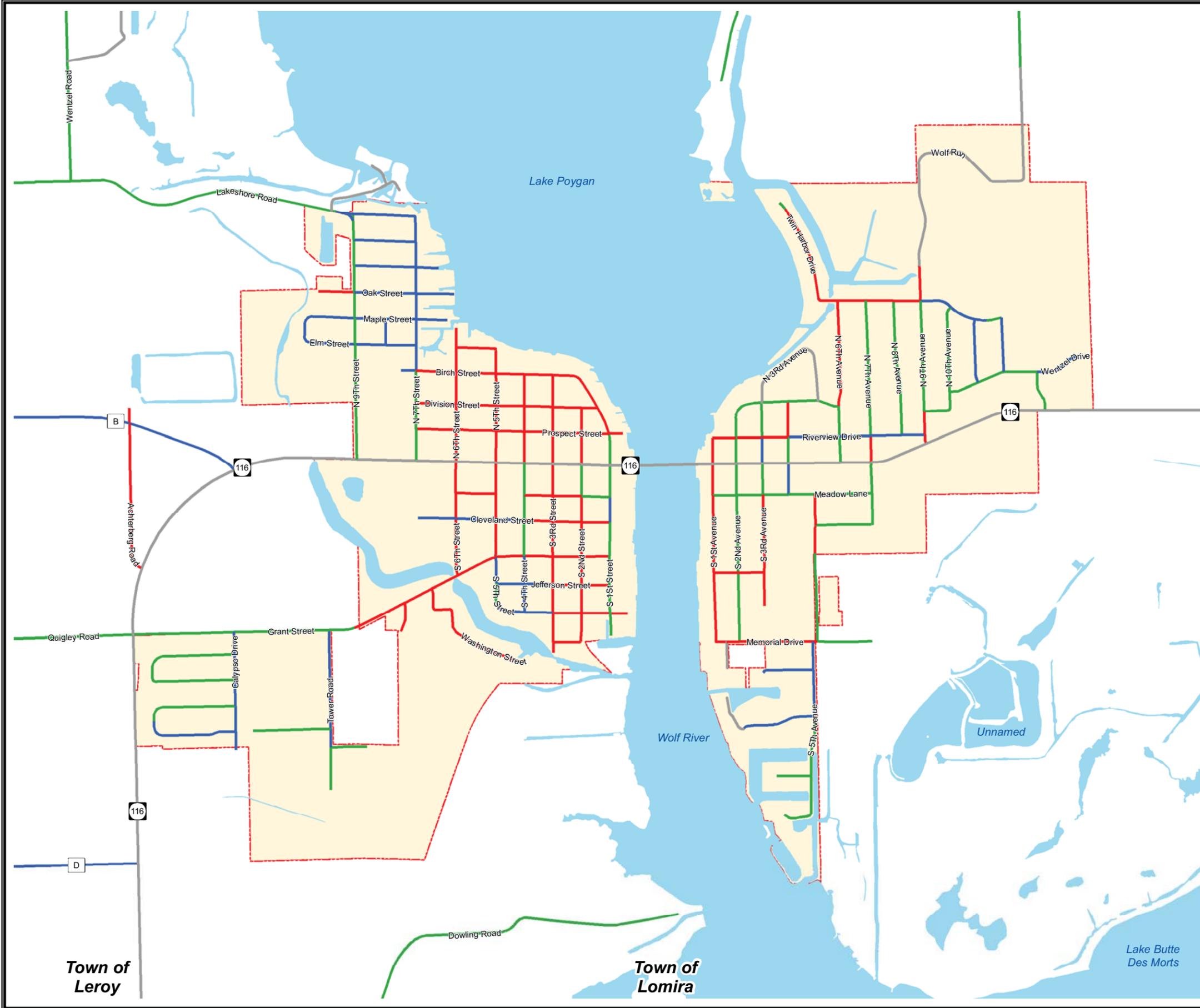


This data was created for use by the East Central Wisconsin Regional Planning Commission Geographic Information System. Any other use/application of this information is the responsibility of the user and such use/application is at their own risk. East Central Wisconsin Regional Planning Commission disclaims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

PREPARED FEBRUARY 2018 BY:

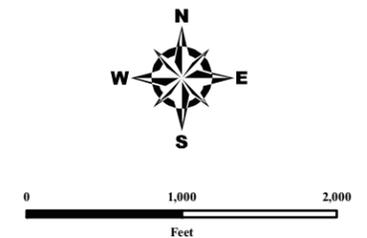


# Map 4-3 Village of Winneconne 2017 PASER Ratings



- Fail to Fair (1-4)
- Fair to Good (5-7)
- Very Good to Excellent (8-10)
- Not Rated
- Village of Winneconne

Source:  
PASER data provided by Wisconsin DOT 2017.  
Base data provided by Winnebago County 2018.



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.

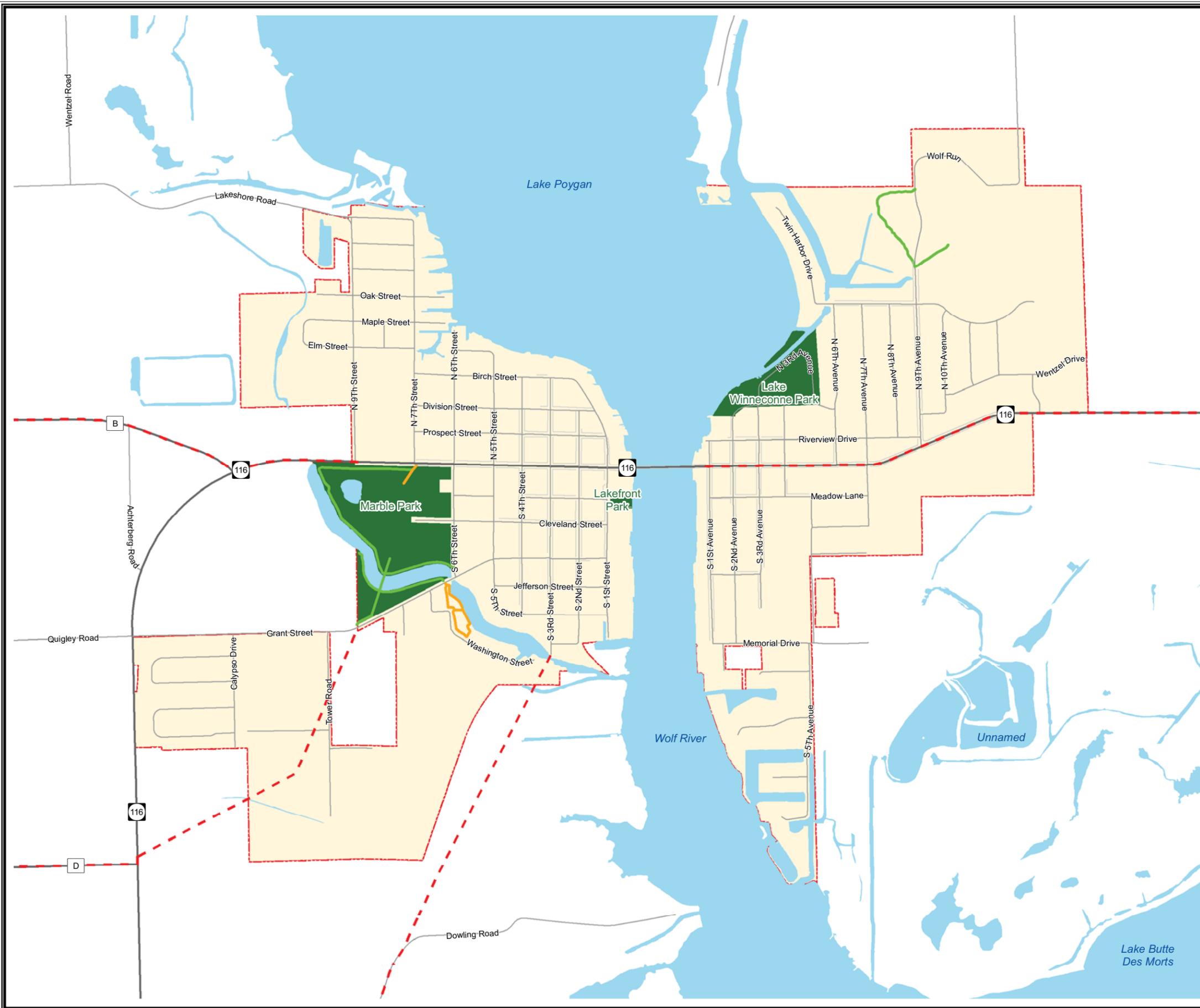
PREPARED SEPTEMBER 2018 BY:



Town of Leroy

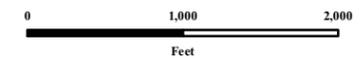
Town of Lomira

# Map 4-4 Village of Winneconne Bicycle & Pedestrian Facilities



- Off Road Paved
- Off Road Unpaved
- Planned Facility
- Sidewalk
- Park
- Village of Winneconne

Source:  
Bicycle & Pedestrian Facilities provided by ECWRPC 2018  
Base data provided by Winnebago County 2018



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 MARCH 2017 BY:



## CHAPTER 5: UTILITIES AND COMMUNITY FACILITIES



### INTRODUCTION

One responsibility of a community is to maintain a certain level of community services. To achieve it, the Village of Winneconne must continuously maintain, upgrade, and expand existing facilities in a cost effective manner based on future growth projections and the desires of the community.

#### **Utilities and Community Facilities Vision**

*In 2040, the Winneconne School District remains a highly valued community asset. Winneconne has utilized innovative alternative housing choices and economic development incentives to attract new residents and businesses to the community. This has resulted in increased funding for the school system. The Village has utilized a mixture of general funds, residential development fees, state and federal grants, and volunteer labor to enhance and expand the park system and improve water supply and sewer service infrastructure throughout Winneconne. The Village's property taxes have been maintained at a stable level by controlling debt, maintaining equipment, and carefully planning expenditures. Shared service agreements with the Town of Winneconne, Town of Poygan, and Winnebago County have retained high levels of police, fire, and rescue services throughout the area.*

## **KEY SUMMARY POINTS**

The following list summarizes key issues and opportunities identified in the element. The reader is encouraged to review the “Inventory and Analysis” portion of the element for more detail.

### **Utilities and Services**

- a) While Winneconne is not required to have a MS4 general permit it does fall within the Upper Fox/Wolf TMDL and based on this Total Maximum Daily Load (TMDL) standards are being developed.
- b) Winneconne lies within the WDNR’s Arsenic “Special Well Casing Pipe Depth Area” and stringent regulations apply.

### **Parks and Recreation Facilities**

- a) The Village of Winneconne is presently served by four public park areas.
- b) The Village of Winneconne has approximately 73.08 acres of publically owned land.
- c) Therefore, based on estimated community increases, park and open space acreage is sufficient through 2040.
- d) Two cemeteries, the Winneconne Cemetery and West Side Cemetery are located within the Village of Winneconne.

### **Healthcare Facilities**

- a) The Village of Winneconne does not have a hospital.
- b) There are no licensed nursing homes in the Village.
- c) Two childcare facilities are located within the Village.

### **Public Safety and Emergency Services**

- a) The Village of Winneconne’s police department is located at 30 S. 1st Street and is a full service department that operates 7 days a week, 24 hours a day.
- b) The Village of Winneconne does not have a jail. Situations involving incarceration are handled at the Winnebago County Jail.
- c) The Winneconne-Poygan Fire District provides fire protection and emergency medical services to the Village of Winneconne and the towns of Poygan Winneconne.
- d) The Winneconne-Poygan Fire District currently has an ISO Public Participation Classification rating of four (4) within the Village.
- e) The Winneconne-Poygan Fire District responds as first responders along with Oshkosh Emergency Medical Services.

### **Library**

- a) Village of Winneconne residents are served by the Winneconne Public Library at 31 S. Second Street (Map 5-2) and is part of the Winnefox Library System.

**Schools**

- 1) The Winneconne Community Public School districts provides education to the Village of Winneconne.
- 2) There are no private schools in the Village of Winneconne.
- 3) There are no institutions of higher education in the Village of Winneconne.

**INVENTORY AND ANALYSIS**

The following section provides an inventory of utilities and community facilities that serve the Village of Winneconne. The analysis of facilities is based on generalizations and predictions and is no substitute for detailed engineering or architectural studies, which should be completed before municipal funds are expended on specific projects. The size of community facilities along with the cost of providing services is directly related to land use, development patterns, and the existing and future densities of development.

**Utilities and Services**

The following table summarizes utilities provided for Village residents and businesses. The reader is encouraged to contact the provider for detailed information.

**Table 5-1: Utilities and Services**

<b>Item</b>	<b>Provider</b>	<b>Description/Status</b>	<b>Impact for the Community</b>
Communications, Internet	Several national and local Internet Service Providers (ISPs).	Speeds are available at 25 Mbps and greater for downloads and at 3 Mbps and greater for uploads.	Reliable internet service is critical for businesses and residents of the community.
Communications, Telephone	Multiple phone companies provide land-based and cellular services.	Land-based and cellular services	Reliable phone service is critical for businesses and residents of the community.
Drainage Districts	N/A	There are currently no drainage districts within Winneconne.	Drainage districts aid in agricultural management.
Energy Supply, Electric	American Transmission Company (ATC)	Transmission lines are located throughout the Village and a substation is located in Winneconne. (Map 5-1)	One upgrade project planned.
Energy Supply, Natural Gas	Alliant Energy	N/A	Natural gas is critical for heating and other commercial and residential needs.

Solid Waste and Recycling	Advance Disposal for Solid Waste and Recycling  The Village operates a Compost Site.	A contract is in place between the Village and Advance Disposal.	Solid Waste, recycling and a compost site are needed services for Village residents and businesses.
Stormwater	Village of Winneconne	Village maintains a piped system.	<b>While Winneconne is not required to have a MS4 general permit it does fall within the Upper Fox/Wolf TMDL and based on this Total Maximum Daily Load (TMDL) standards are being developed.</b>
Wastewater, private	There are no private on-site wastewater treatment systems, or POWTs, within the Village.	N/A	N/A
Wastewater, public	Winneconne Sewer Service Area (SSA)	N/A	The SSA covers approximately 7.13 square miles (Map 5-1). Clearwater inflow and infiltration (I&I) problems have been an issue and the Village is working on upgrading and replacing sanitary sewer as funds allow.
Water supply, private	Private	Some residences utilize private wells for irrigation and other non-potable uses.	<b>Winneconne lies within the WDNR's Arsenic "Special Well Casing Pipe Depth Area" and stringent regulations apply.</b>
Water supply, public	Village of Winneconne	Utilizes groundwater, two elevated storage tanks, two reservoirs and two wells.	Reliable, clean water is critical for residents and businesses.

Source: Village of Winneconne, 2018 and ECWRPC, 2018

## **Parks and Recreation Facilities**

***The Village of Winneconne is presently served by four public park areas.*** This report looks at public and outdoor based park and recreational facilities. Publicly owned facilities within the Village are owned and maintained by both the Village of Winneconne and the Winneconne School District. The parks offer a wide range of activities including baseball, tennis, volleyball, basketball, archery, fishing and playgrounds. The Village also operates a swimming pool during the summer months which offers swimming instruction and is always staffed by certified lifeguards. The park system provides opportunities for casual picnics, family and group gatherings, weddings and wedding receptions, and much more.

### ***Park Site Standards***

**East Central Wisconsin Regional Planning Commission Standards.** East Central Wisconsin Regional Planning Commission (ECWRPC), as part of its Long Range Transportation/Land Use Plan for the Fox Cities, Oshkosh, and Fond du Lac Urban Areas (October 2010), has identified a level of service standard for parks, which is 10 acres for every 1,000 residents. ECWRPC created residential standards based on density for various services such as sanitary sewer, water supply, street network, and parks. The high density category is defined as 3 or more residential units per acre. Not a state statute per se, but a guide to look at how many services/acres vs. population base is needed. Park and recreation needs may include the demand for additional park land to accommodate new facilities, requirements for additional parks in areas where new residential growth is occurring, or the need for new or improved park facilities and equipment. Generally, recreation standards are used to identify these necessities. However, in communities the size of the Village of Winneconne, citizen input is equally useful when identifying park and recreation desires.

***The Village of Winneconne has approximately 73.08 acres of publically owned land.*** Per the U.S. Census, in 2010 the Village had a population of 2,383. Based on 2017 DOA estimates, the municipality is currently home to 2,394 residents with steady growth to continue in the future. Projections indicate that its population will increase by about 9.9 percent from current levels, reaching just 2,620 people by 2035<sup>1</sup>. Based on a population of 2,383, the Village would need 23.83 acres of recreational land and by 2035; the need would increase to 26.20 acres. As a result, by 2035, the Village of Winneconne will still have over 46 acres required to support its citizens recreational land needs with the current population projections. ***Therefore, based on estimated community increases, park and open space acreage is sufficient through 2040.***

### ***Park Classifications and Service Area Descriptions***

The following classifications are derived from the *2011-2016 Wisconsin Statewide Comprehensive Outdoor Recreation Plan – Appendix E*, and the *Park, Recreation, Open Space and Greenways Guidelines – A project of the National Recreation and Parks Association and the American Academy for Park and Recreation Administration*. They have been modified to fit local conditions. These classifications can be used as a guideline for understanding what services are typically provided as well as the area that each park typically serves.

---

<sup>1</sup> Note, the population is expected to decrease between 2035 and 2040. The 2040 population is estimated to be 2615.

**Community Parks.** These parks serve several neighborhoods within a one-two mile radius. Typically, these parks are twenty-five acres or more. Community parks address broad base community-wide needs. For example, community parks provide athletic fields while preserving areas for passive recreational uses. Accessibility is by vehicle, biking, and on foot. These parks should be linked to the parks system, existing and future trail network and sidewalks as much as possible. Marble Park has a crosswalk to Coughlin currently. The following parks are classified as community parks:

- **Arthur Marble Park.** Located just off of Main Street, this 43.8 acre park has many amenities and is the largest park in Winneconne (Map 5-2, Table 5-2). With four ball diamonds, two playgrounds, a basketball court, two large shelters, beach and bathhouse; it is a true gem in the Village. Trails go around a lake channel complete with a bridge, benches, and scenic areas. This park is heavily used during the summer months for many events including Winneconne Sovereign State Days. On September 1, 2017, a one-acre dog park opened in the south part of the park to accommodate residents and visitors.

The park is home to Winneconne's Beach and Recreation Department. The Oshkosh YMCA offers swim lessons, boating and water safety and recreation park activities for children. The beach is always staffed by certified lifeguards, and provides a shallow end for the youngsters to swim and build sand castles and also a deep end with a diving platform. The YMCA also provides water-safety and boating-safety skills.

- **Lake Winneconne Park.** In the early 1940s the Children's Country Home, a non-denominational home for dependent and neglected children, sold this property to Winnebago County for use as a Country Park. For a long time after that, villagers referred to the park as "County Park". In 2005, the county sold the park to the Village and the name "Lake Winneconne Park" was adopted. Located at 498 Parkway Drive, Lake Winneconne Park is a beautiful 24.56-acre waterfront park (Map 5-2, Table 5-2). It has become a great place for company picnics, family reunions, and wedding receptions. There is a sandy swimming beach, a boat launch, and a boat docking facility located here. During the summer months you will find the park full of young boys and girls learning the fundamentals of baseball during their T-Ball league games. The gazebo on the knoll overlooking Lake Winneconne and the Wolf River is a popular wedding site. Recently our Parks crew added a brick walkway up to the gazebo.

**Neighborhood Parks.** Neighborhood parks serve residential areas within a half mile walking distance. The minimum desirable size varies from two – twenty acres. Neighborhood parks have a mix of active and passive uses. Usually, 50 percent of the area of a neighborhood park is used for active recreation and fifty percent is passive recreation, such as undeveloped natural areas. This limits problems such as noise, overuse, and congestion. Access by foot should be made possible, especially since these parks are designed for children. One should not have to cross a collector or arterial to access the park. Ideally, trails, sidewalks, or low volume minor streets should be used as a linkage from the residential area to the neighborhood park. The following park is classified as a neighborhood park:

- **Coughlin Park.** This 3 acre park was created in 2003 and offers a great fishing spot for anglers (Map 5-2, Table 5-2). Two ADA-approved fishing piers are available along the river with a small parking lot, seasonal port-a-potty and a connecting walking trail to

Marble Park. The park sign was designed by students from the Winneconne Builders Club.

**Mini-Park.** Mini-parks are those that service a limited population or specific group such as tots or senior citizens. They have a quarter mile or a smaller service area, and are usually less than an acre in size. These parks are generally situated in neighborhoods, apartment complexes, Village house developments, or senior housing complexes. Access to these parks should be located centrally within a neighborhood or housing development to provide easy access. The following park is classified as a mini-park:

- **Waterfront Park.** This 1.72 acre park with frontage on the Wolf River is home to an amphitheater (Map 5-2, Table 5-2). Winneconne's Annual Sovereign State Days Celebration occurs here, and area bands provide live entertainment for audiences in the evenings. Youth concerts and other various youth events are held here as well. The park hosts many different fishing tournaments, which have become popular events for villagers and visitors. There is also a 21-slip public docking facility that is within convenient walking distance to nearby downtown shops and restaurants.

**Table 5-2: Village Owned Park and Recreational Facilities**

Facility	Park Classification	Acreage
Arthur Marble Park	Community Park	43.8
Coughlin Park	Neighborhood Park	3.0
Waterfront Park	Mini-Park	1.7
Lake Winneconne Park	Community Park	24.6
Total		73.1

Source: Village of Winneconne, Comprehensive Recreation Plan, 2018-2022

**Open Space / Greenspace.** Open spaces are parcels of land or areas that are reserved for the preservation of unique land, water, vegetative, historic, and other aesthetic features in their natural state. Open spaces should then be addressed separately from park settings. These areas may be publicly or privately owned. Open spaces may serve certain portions or the entire community. The size and level of service of open space areas varies with the type of use. The normal standard is one-two acres per 1,000 persons and two-five mile radius. Access is important since these areas provide a visual and psychological relief from urban development. Often, these areas take advantage of streams and other natural features, which then help preserve areas for wildlife and other environmental assets of a community. Urban green spaces can be used for linking open spaces/parks, public facilities, preserving natural resources/wildlife, preserving areas not suitable for development, and addressing the lack of open space in an area. These areas can be used as a less expensive means of addressing stormwater management.

### **Other Recreational Facilities**

#### **Boating Facilities:**

**North First Street Boat Launch and Docks.** The facility at North 1st Street provides a boat launch and adjacent docks. These are widely used during the walleye and white bass runs on the Wolf River. The nearby Main Street Bridge is also a popular fishing attraction. The bridge was redone in 2018 to provide fishing platforms and raised to allow bigger boats underneath.

Bridge fishing is so popular that more than one outdoor journalist has said that no one can call himself a true Wisconsin angler unless he has spent time dropping a line over the rail. The Winneconne Bridge is the only state highway bridge in Wisconsin that it is legal to fish on.

### **Schools and Community Facilities**

There are several school facilities that provide recreational opportunities for Village of Winneconne residents. These facilities include the High School, Middle School, and Elementary School.

**Winneconne High School.** The High School has a stadium for football, ball diamonds, an indoor gymnasium and tennis courts. Many other activities include soccer, track, and volleyball.

**Winneconne Middle School.** The Middle School is located at 400 North 9th Avenue. Outdoor recreational facilities include open playfields, multi-purpose hard courts, and an indoor gymnasium. Additional recreational facilities may be provided by the Winneconne School District in the near future.

**Winneconne Elementary School.** This elementary school is operated by the Winneconne School District and is located at 233 South 3rd Avenue. It has a gymnasium, open playfield, hard surfaced play courts, and playground apparatus.

### ***Winnebago County Park and Recreational Facilities***

There are no Winnebago County Park facilities in the Village.

### ***Private Park and Recreational Facilities***

There are no private park facilities in the Village.

### **Cemeteries**

***Two cemeteries, the Winneconne Cemetery and West Side Cemetery are located within the Village of Winneconne.***

### ***Winneconne Cemetery<sup>2</sup>***

The Winneconne Cemetery is located on the corner of 5th Avenue and Memorial Drive and is owned and maintained by the Village, for the benefit of all citizens. It was founded in 1871 by the Winneconne Cemetery Association which conveyed the cemetery property and trust funds to the Village in 1962. The Cemetery Association made several additions to the original plat between 1871 and 1962. There has been one addition under Village ownership; the John M. White Addition in 1969. The cemetery is overseen by a six member cemetery board. Existing capacity is anticipated to be sufficient for the next twenty years.

---

<sup>2</sup> Village of Winneconne, website, accessed 10/29/18.

### **West Side Cemetery<sup>3</sup>**

The West Side Cemetery is located at the corner of N. 5<sup>th</sup> Street and Division Street. It was last in use in 1872 and is sometimes referred to as the “abandoned cemetery” or “old cemetery”. It is very small and was not used very long as the Winneconne Cemetery on the east side of the river was developed and grew to be the Village’s primary cemetery. This cemetery was neglected and vandalized until the Historical Society of Winneconne restored it.

### **Healthcare Facilities**

#### **Hospitals and Clinics**

**The Village of Winneconne does not have a hospital.** However, two hospitals are in close proximity to the Village in the City of Oshkosh<sup>4</sup>. The Aurora Medical Center – Oshkosh (61 beds) is at 855 N Westhaven Drive, while Ascension NE Wisconsin - Mercy Campus (120 beds) is located at 500 S. Oakwood Road. In addition, three hospitals are in the Fox Cities: ThedaCare Regional Medical Center – Neenah (164 beds) is located at 130 Second Street in Neenah, Ascension NE Wisconsin - St. Elizabeth Campus (190 beds) is located at 1506 S. Oneida Street in Appleton and ThedaCare Regional Medical Center - Appleton, Inc. (156 beds) is located at 1818 N. Meade Street in Appleton. A number of doctor, dentist and chiropractic offices located in or near the Village including Ascension Medical Group at Winneconne and Aurora Health Center.

#### **Nursing Homes**

**There are no licensed nursing homes in the Village.**<sup>5</sup> However, there are six (6) nursing homes in proximity to the Village, one (1) in Omro and five (5) in Oshkosh with a total of 632 beds.

### **Childcare Facilities**

With the increased prevalence of dual-income households, the importance of reliable and affordable childcare plays a critical role in maintaining the present economy. Under Wisconsin law, no person may provide care and supervision for 4 or more children under the age of 7 (not related) for less than 24 hours a day, unless that person obtains a license to operate a childcare center from the Wisconsin Department of Children and Families. The Department of Children and Families manages the child care licensing program. The program is accountable for the statewide licensure of Wisconsin's child care facilities. There are three different categories for state license child care: Licensed Day Camps (seasonal programs usually outdoors), Licensed Family Care (up to 8 children usually in a person home) and Licensed Group Centers (9 or more children, located somewhere other than a residence). Certified Child Care is a voluntary form of regulation for those that are not required to be licensed. Provisional and regular certified family child care providers may care for up to 6 children. The purpose of the program is to promote the health, safety and welfare of children in licensed child care. The Department ensures that licensing requirements are met through on-going inspections of child care facilities.<sup>6</sup>

---

<sup>3</sup> <http://sites.rootsweb.com/~wiwinne2/westside.html>.

<sup>4</sup> *Guide to Wisconsin Hospitals, FY2017*; <https://www.whainfocenter.com/services/publications/?ID=49>.

<sup>5</sup> *Directory of Licensed Wisconsin Nursing Homes*, State of Wisconsin Department of Health Services, Updated on October 18, 2018.

<sup>6</sup> <https://dcf.wisconsin.gov/cclicensing>.

**Two childcare facilities are located within the Village.** Licensed Family providers include: Puddles and Rainbows and Little Treasures Family Child Care, while Licensed Group providers include: St. Paul's Lutheran Child Center and The Learning Center Daycare LLC. These facilities have a total capacity of 172.

According to the 2010 US Census, 291 children age 9 years or younger live in the Village. Approximately 124 or about 57 percent are under the age of 5.

## **Public Safety and Emergency Services**

### **Police Service**

**The Village of Winneconne's police department is located at 30 S. 1st Street and is a full service department that operates 7 days a week, 24 hours a day** (Map 5-2). The department employs a full-time chief, lieutenant and police secretary/court clerk, 3 full-time officers and six part-time officers.<sup>7</sup> The Village is conducting a facility review as it has identified a need for additional space for the police department.

The Village of Winneconne has adopted Community Oriented Policing. Community policing focuses on crime and social disorder through the delivery of police services that includes aspects of traditional law enforcement, as well as prevention, problem solving, community engagement, and partnerships. Community policing requires police and citizens to join together as partners in the course of both identifying and effectively addressing these issues.<sup>8</sup> The department organizes the annual Christmas Crusade. This event showcases a Christmas tree, filled with ornaments and with wishes from local children, in the Village Municipal Building.

The police department has mutual aid agreements with the City of Omro Police Department and the Winnebago County Sheriff's Department.

### **Winnebago County Sheriff's Department<sup>9</sup>**

The Winnebago County Sheriff's Department is located at 4311 Jackson Street in Oshkosh. In 2016 the department employed 128 fulltime officers.<sup>10</sup> Winnebago County has primary jurisdiction for unincorporated towns within the county as well as all waterways and county, state and interstate highways. The county is divided into five geographic regions and deputies are assigned to the same area on a daily basis. The department operates 6 divisions: patrol, K9 Unit, detective, corrections, communications and records. It also operates 7 special teams: Honor Guard, S.W.A.T. Team, Tactical Response Unit, Dive/Rescue Team, Accident Reconstruction Team, Chaplains and Social Media.

---

<sup>7</sup> Winneconne Police Department, 2017 Annual Report.

<sup>8</sup> Village of Winneconne website, accessed 10/30/18.

<sup>9</sup> Winnebago County Sheriff Office, 2017 Annual Report.

<sup>10</sup> The FBI, Criminal Justice Information Services Division, Uniform Crime Report, 2016, Table 28.

## **Correctional Facilities**

**The Village of Winneconne does not have a jail. Situations involving incarceration are handled at the Winnebago County Jail.** This service is not anticipated to change over the next twenty years. Winnebago County Corrections Division is comprised of the Jail, Work Release Unit, and Court Services Unit. The Jail is a 355 bed Direct Supervision facility which provides a safe and secure environment for incarcerated persons. The operational capacity of the facility is 320 inmates.<sup>11</sup> The average daily population (ADP) or average number of inmates held each day during one year is based upon a combination of admissions and the average length of stay. In 2017, the average daily population was approximately 311.62 per day.<sup>12</sup>

## **Judicial**

The Winneconne Municipal Court has jurisdiction and handles non-criminal traffic and ordinance citation cases within the Village of Winneconne, Town of Winneconne and the Town of Vinland. Municipal Courts handle only non-criminal cases, so jail time is never ordered as part of a guilty finding. Jail can be ordered, however, in the event that a defendant fails to pay a previously ordered forfeiture. Court generally is in session one Tuesday per month for initial appearances, and one Wednesday per month for trials. Municipal Court sessions are held in the Village of Winneconne Municipal Center. Other cases are handled through the Winnebago County court system.

## **Fire Services**

**The Winneconne-Poygan Fire District provides fire protection and emergency medical services to the Village of Winneconne and the towns of Poygan and Winneconne.** Fifty volunteer fire fighters and 20 emergency medical providers staff the district. The Winneconne-Poygan fire station is located at 550 W. Main Street in Winneconne (Map 5-1). A three-member Fire District Board, comprised of an elected official from each of the participating communities, oversees the district. There have been no identified space needs at this time.

Calls for service are dispatched through the Winnebago County 911 Communications Center. The department is the first response within the fire district, and others respond as needed. It is part of the Mutual Aid Box Alarm System (MABAS), which is a mutual aid measure used to deploy fire, rescue and emergency medical services in a multi-jurisdictional and/or multi-agency response.<sup>13</sup>

The Insurance Service Office (ISO) Incorporated collects information on municipal fire protection efforts throughout the United States. Using the Fire Suppression Rating Schedule (FSRS), ISO assigns a Public Protection Classification (PPC) from 1 to 10. Class 1 generally represents superior property fire protection, and Class 10 indicates that the area's fire-suppression program doesn't meet ISO's minimum criteria. **The Winneconne-Poygan Fire District currently has an ISO Public Participation Classification rating of four (4) within the Village.** The ISO ratings for the towns of Poygan and Winneconne are seven (7).

---

<sup>11</sup> Winnebago County Sheriff Office, 2017 Annual Report.

<sup>12</sup> According to the *Winnebago County Sheriff's Annual Report*.

<sup>13</sup> MABAS Wisconsin Home <http://www.mabaswisconsin.org/>.

## **Emergency Management**

**The Winneconne-Poygan Fire District responds as first responders along with Oshkosh Emergency Medical Services.** Ambulance service is provided by the Oshkosh Fire Department. The Village of Winneconne has a contract with the City of Oshkosh Fire and Rescue Department for ambulance services. Besides the Village of Winneconne, Oshkosh Emergency Medical Services also responds to emergency and non-emergency medical calls within the City of Oshkosh, the City of Omro and the towns of Algoma, Winneconne, Nekimi, Van Dyne, Black Wolf, Poygan, Omro and Rushford.<sup>14</sup> The Oshkosh Fire Department provides medical care with paramedics and ambulances respond with Winneconne-Poygan First Responders to provide timely care. Water rescue is provided by the fire district in conjunction with the sheriff's department.

The Winneconne-Poygan First Responder program is a division of the Winneconne-Poygan Fire District, and has twenty volunteer members, all of which have Automated External Defibrillator AED certification, and each have their own AED with them at all times. At this time, the level of service is acceptable to the Village of Winneconne.

### **Winnebago County Communications Center:**

The Winnebago County Communications Center is operated by the Winnebago County Sheriff's Office. The Winnebago County Communications Center handles all 911 calls for law enforcement, fire and emergency medical service providers.

### **Fox Comm:**

Fox Comm is a regional partnership for public safety communications within Winnebago, Calumet and Outagamie counties. Over 25 law enforcement agencies, 57 fire, 29 EMS districts and three 9-1-1 communications centers are represented through the three-county consortium.

### **Winnebago County Emergency Management:**

The Winnebago County Emergency Management Office (WCEMO) is charged with coordinating response and recovery in the event of natural or technological disasters, county-wide. The *Winnebago County Natural Hazards Mitigation Plan: 2015-2019 5-Year Update*, provides a unified plan of action to mitigate the effects of hazards on property, people, and assets.

## **Library**

**Village of Winneconne residents are served by the Winneconne Public Library at 31 S. Second Street (Map 5-2) and is part of the Winnefox Library System.** The Winnefox Library System is one of 17 public library systems in the state. Library systems are designed to provide expanded library service to more people without making additional large expenditures. Libraries receive the majority of their revenue from the local municipalities and the county.

The library offers free access to books, videos, music content, educational and entertaining programs for patrons of all ages, and internet computers and free wireless access. The Library Board, a seven-member board provides policy assistance. The Friends of the Winneconne

---

<sup>14</sup> Oshkosh Fire Department, <https://www.ci.oshkosh.wi.us/fire/emergency.htm>. Accessed 10/30/18.

Public Library is a non-profit volunteer organization committed to meeting the needs of the library.

Service targets for libraries are based on quantitative standards contained in the Wisconsin Public Library Standards. These standards are based on the population served and vary for a community in regard to municipal population versus total service population (Table 5-3). Standards are established at three levels of service:

- Tier One—the minimum services that should be available to all residents of the state
- Tier Two—an expansion of services beyond the basic
- Tier Three—the highest level of service

Local libraries can establish service targets by selecting the appropriate level of service to apply to each standard, or use the levels to plan for improvements over a period of time.

Municipalities must decide whether to use its municipal population or its service population to determine level of service. In most cases, service population is a more accurate reflection of a library’s service population, because it includes the municipal population as well as those who live in surrounding communities and travel to the nearest or most convenient municipal library for services. Standards have been set on a per capita basis for the following criteria: volumes (print) owned, periodical titles received, audio recording held, video recordings held, public use internet computers, hours open per week, full time equivalent staff, total collection size, and material expenditures. The Winneconne Public Library provides less than minimum standards for the number of public use computers and periodical titles received. Based on service population, the Winneconne Public Library does not meet all of the Tier 1 requirements and is therefore not considered a Tier 1 library.

**Table 5-3: Winneconne Public Library Statistical Data**

	Number	Level of Service	
		Municipal Population	Service Population
Municipal Population	2,407		
Total Service Population	6,035		
FTE Staff	3.25	Tier 1	Tier 1
Periodical Titles Received (Print)	51	*	*
Volumes Held (Print)	24,150	Tier 1	Tier 1
Audio Recordings Held	2,591	Tier 2	Tier 2
Video Recordings Held	5,886	Tier 2	Tier 3
Public Use Internet Computers	7	*	*
Hours Open / Week	44-50	*/Tier 2	Tier 1/2
Material Expenditures	\$29,866	Tier 2	Tier 1
Collection Size (Print, Audio, Video)	32,627	Tier 2	Tier 1

Source: Wisconsin Public Library Standards, 6th Edition, Final  
 2016 Wisconsin Public Library Service Data, Preliminary

\* Less than Tier 1 Standard

## Schools

### Public Schools

**The Winneconne Community Public School districts provides education to the Village of Winneconne** (Map 5-2). Besides the Village of Winneconne, the school district serves students in the Town of Winneconne and portions of the towns of Vinland, Clayton, Winchester, Wolf River, Poygan, Oshkosh and Omro. The district's 1,667 students<sup>15</sup> attend one of three schools in the Village: Winneconne High School, Winneconne Middle School and the Winneconne Elementary School. Enrollment information is provided in Table 5-4.

**Table 5-4: Enrollment, 2013-2018 School Years**

School	Address	Enrollment				
		2013-2014	2014-2015	2015-2016	2016-2017	2017-2018
Winneconne Elementary School	233 South 3rd Ave	649	638	717	721	780
Winneconne Middle School	400 North 9th Avenue	361	378	371	366	367
Winneconne High School	100 Wolf Run	478	474	486	485	520
Total		1,488	1,490	1,574	1,572	1,667

Source: <https://wisedash.dpi.wi.gov/Dashboard/portalHome.jsp>

### Private Schools

**There are no private schools in the Village of Winneconne.**

### Post-Secondary Education

**There are no institutions of higher education in the Village of Winneconne.** However, the University of Wisconsin-Oshkosh, located in the City of Oshkosh offers academic and professionally oriented bachelors and master degrees in a wide range of fields.

The state is covered by 16 multi-county vocational technical and adult education districts which are organized on a regional basis and financed primarily by local property taxes. These districts tend to follow school district boundaries rather than county lines. The Village is a part of the Fox Valley Technical College district. Curricula in the technical schools are usually geared toward an area's particular needs. Typically a student may choose from among a two-year highly technical associate degree program, a two-year vocational program, a one-year vocational program, and a short-term program.

### Municipal Building Needs

Table 5-5 inventories Village buildings including concerns and/or future needs. The reader is asked to review the Village's Capital Improvement Program for more detail.

<sup>15</sup> Source: <https://wisedash.dpi.wi.gov/Dashboard/portalHome.jsp>.

**Table 5-5: Other Government Facilities**

<b>Building</b>	<b>Use</b>	<b>Concerns/Future Needs</b>
Fire Station, 550 W. Main Street	Fire	No noted items
Police Station, 30 S. 1 <sup>st</sup> Street	Police use	Concerns about space needs
Public Works Garage, 175 Washington Street	Public Works use	Concerns about space needs
Village Hall, 30 S. 1 <sup>st</sup> Street	Village of Winneconne Administration and Library	No noted items

**GOALS, OBJECTIVES AND POLICIES**

The following goals, objectives and policies represent the steps and resources needed to implement the desires identified in this element. Goals set direction, provide purpose and accountability and provide a roadmap. Objectives are specific activities to accomplish goals. Objectives should be clear, measurable and concise. Policies represent principles to guide decisions.

**GOALS AND OBJECTIVES**

<b>Type</b>	<b>Reference</b>	<b>Content</b>
<b>Goal</b>	<b>UCF1</b>	<b>Ensure that all Village development is served by efficient, cost-effective utilities and community facilities within the Village’s capacity to provide such services.</b>
Objective	UCF1.1	Continue to utilize the Capital Improvements Programs as central tools to implement this comprehensive plan. The CIP should help the Village plan for needed utilities and community facilities improvements, as well as transportation, and other improvements.
Objective	UCF1.2	Explore the development of a Stormwater Utility.

<b>Type</b>	<b>Reference</b>	<b>Content</b>
<b>Goal</b>	<b>UCF2</b>	<b>Work cooperatively with the Winneconne Community School District to maintain student enrollment levels and enhance the District’s strong reputation within the state.</b>
Objective	UCF2.1	The Village Board or its designate should meet with the school district each year to discuss issues with respect to population growth, student enrollments, and impending development.
Objective	UCF2.2	Create a partnership with the School District to develop a joint marketing campaign to attract new businesses to the community.

Type	Reference	Content
<b>Goal</b>	<b>UCF3</b>	<b>As the population grows, continue to ensure that Winneconne is a safe community by meeting or exceeding recognized standards for public safety.</b>
Objective	UCF3.1	Monitor emergency response times.
Objective	UCF3.2	Ensure that the Police Department <i>and</i> Fire Department is notified of all new residential, commercial, or industrial development requests submitted to the Village and allow for an opportunity to provide reviews and recommendations.

Type	Reference	Content
<b>Goal</b>	<b>UCF4</b>	<b>Ensure that the Village Park System is prepared to meet the recreational needs of a growing population.</b>
Objective	UCF4.1	Pursue state and federal grant opportunities to fund improvements for the Winneconne Park System. Utilize the Village’s Comprehensive Outdoor Recreation Plan for recommendations.
Objective	UCF4.2	Establish partnerships with the School District, local organizations, and youth groups to maintain and enhance Village parks.
Objective	UCF4.3	Identify opportunities to establish on-road bicycle and pedestrian trails linking community parks, the Wolf River, Lakes Winneconne and Poygan, and other destination points.
Objective	UCF4.4	Work with WDNR, Winnebago County, the Town of Winneconne, and other municipalities and organizations to create links between the Village park systems and regional recreational trails.

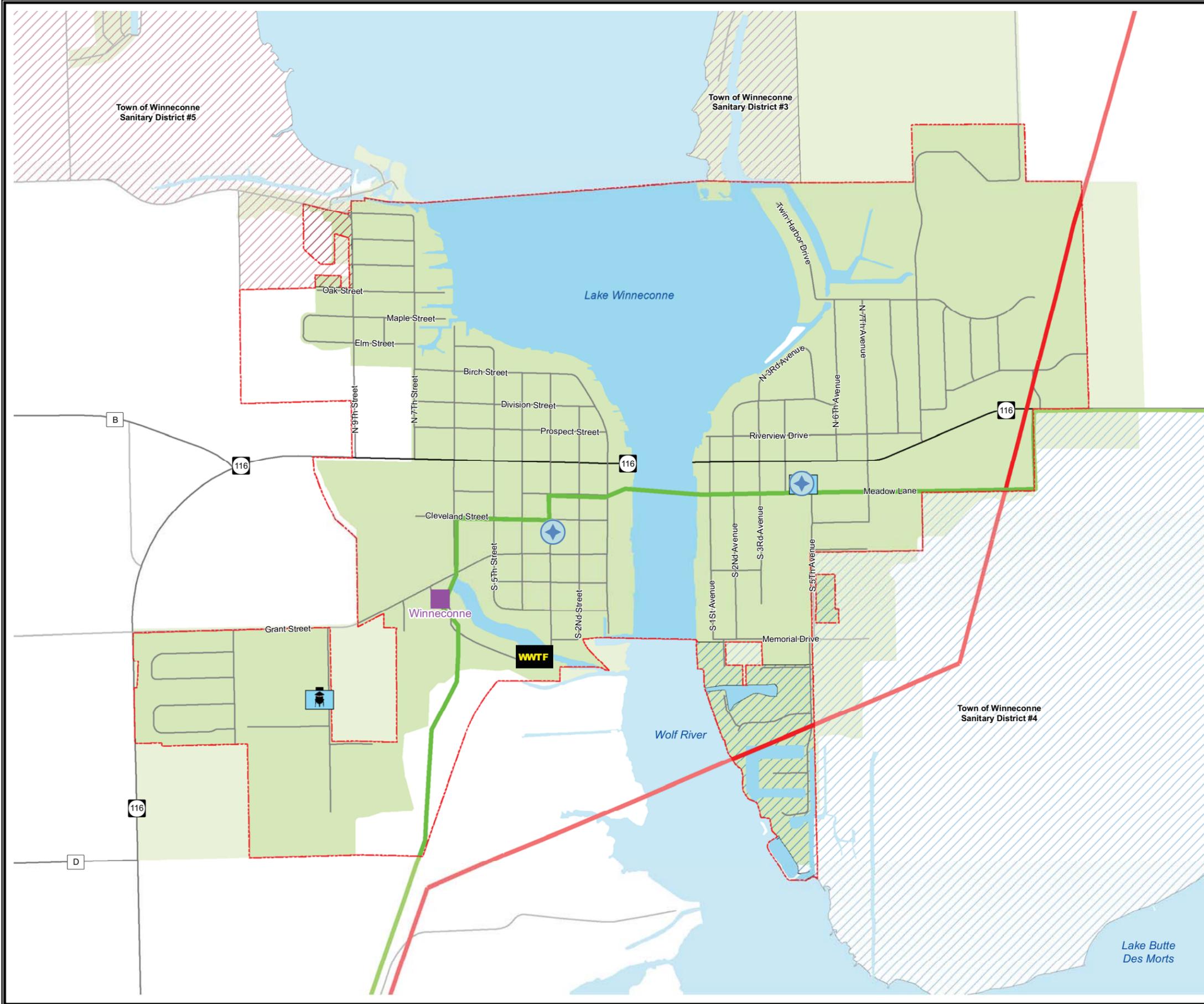
Type	Reference	Content
<b>Goal</b>	<b>UCF5</b>	<b>Ensure that sufficient services exist to meet the needs of an aging population.</b>
Objective	UCF5.1	Establish a Seniors Committee to advise the Village Board on existing concerns and future needs.
Objective	UCF5.2	Work with the County, East Central Wisconsin Regional Planning Commission, the Town of Winneconne, and state seniors groups to pursue state and federal grant opportunities to fund the development of senior programs, health and welfare systems, and other needs.

Type	Reference	Content
Goal	UCF6	<b>Prepare the Village to become a Smart Community. A Smart Community is a general term for a municipality that uses technology to increase efficiencies in communication and services.</b>
Objective	UCF6.1	Create a Smart Community committee.
Objective	UCF6.2	Determine appropriate standards for Winneconne as a Smart Community.
Objective	UCF6.3	Outreach to Smart Community for best practices.
Objective	UCF6.4	Village staff takes actions to stay informed about Smart Community trends.

**POLICIES**

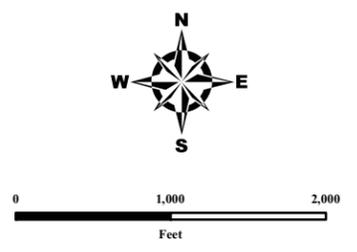
Type	Reference	Content
Policy	1	Develop park fees in lieu of land dedication for all new residential development projects in the Village to fund the establishment of new parks.
Policy	2	Locate park and open space throughout the community to ensure all neighborhoods have access to open space.
Policy	3	Encourage the involvement of citizens in the planning and improvement of Village parks.
Policy	4	Consider the year-round use of park and trail facilities to provide additional winter recreation choices in the Village.
Policy	5	Construct all new park facilities for handicapped accessibility. (This is required to maintain eligibility for matching park funds from the Department of Natural Resources.)
Policy	6	Use the Village's Official Map to reserve areas particularly suitable for future parks, trails, and utilities.
Policy	7	Maintain and enhance the high quality of the Winneconne Community School District.
Policy	8	Ensure that the water and wastewater treatment systems have sufficient capacity to meet all future needs.

# Map 5-1 Village of Winneconne Utilities



- Wastewater Treatment Facility
- Substations
- Wellhead
- Water Towers
- 345 Kilovolt Transmission Line
- 69 Kilovolt Transmission Line
- Town of Winneconne Sanitary District #3
- Town of Winneconne Sanitary District #4
- Town of Winneconne Sanitary District #5
- Sewer Service Area

Source:  
Base data: Winnebago County, 2018.  
Substation & Transmission data: ATC, 2017.  
Sanitary Districts & SSA data: ECWRPC, 2018.

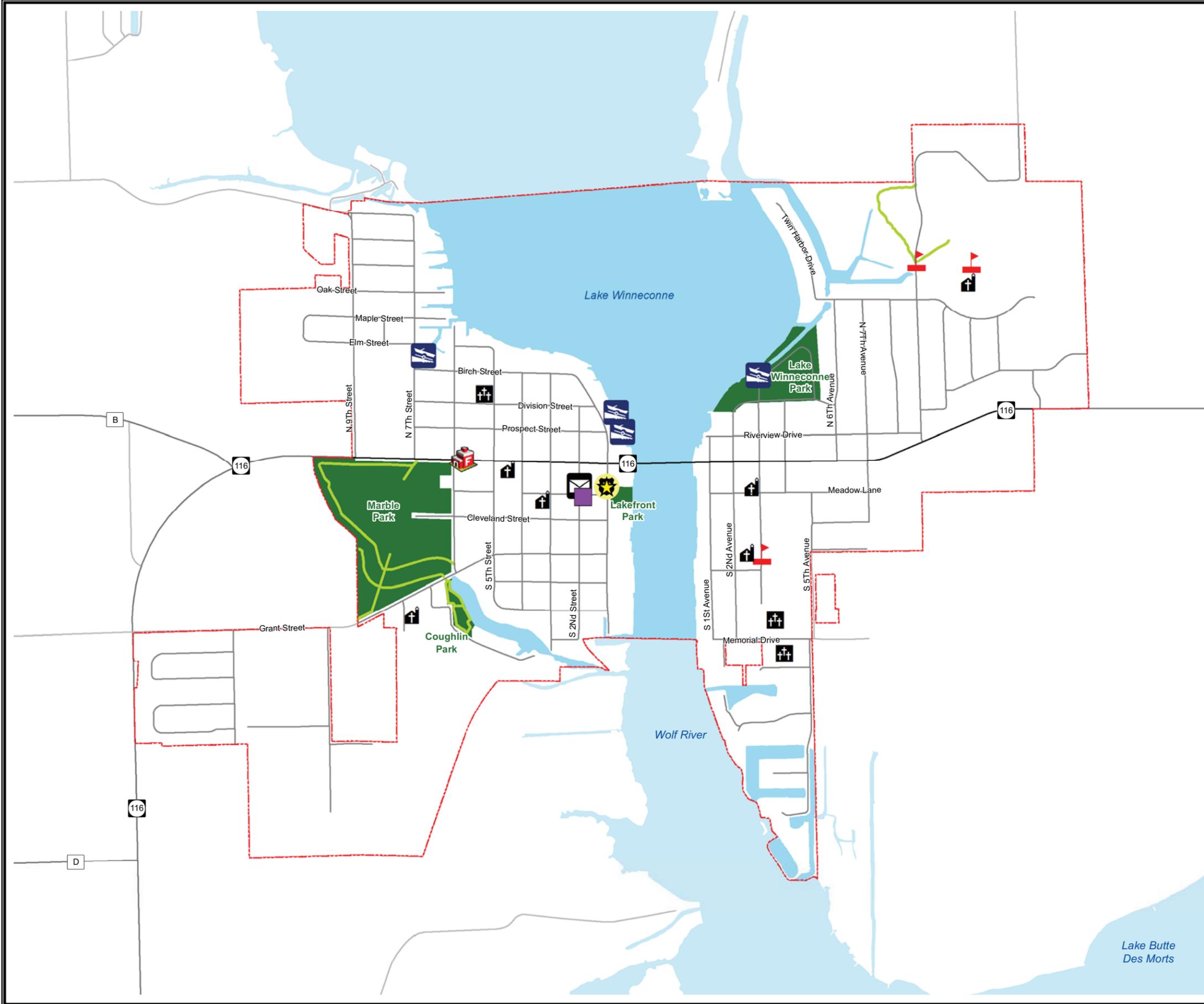


This data was created for use by the East Central Wisconsin Regional Planning Commission Geographic Information System. Any other use/application of this information is the responsibility of the user and such use/application is at their own risk. East Central Wisconsin Regional Planning Commission disclaims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

PREPARED NOVEMBER 2018 BY:  
 East Central Wisconsin Regional Planning Commission

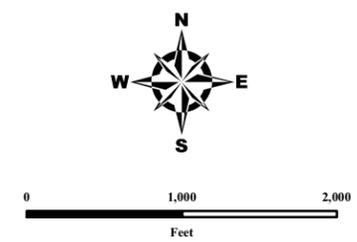
MZ 0:\2430\_Winneconne\_Comp\_Plan\MXD\Chapter 5 - Community Facilities & Utilities\5\_1\_Utilities.mxd

# Map 5-2 Village of Winneconne Community Facilities



- Village Hall / Library
- Fire Department 550 W. Main Street
- Municipal Garage
- Police Department 30 S. 1st Street
- Post Office
- Boat Launch
- Cemetery
- Church
- School
- Off Road Trail
- Parks

Source:  
Base data provided by Winnebago County 2018.  
Community data provided by ECWRPC 2018.



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 NOVEMBER 2018 BY:



## CHAPTER 6: AGRICULTURAL, NATURAL AND CULTURAL RESOURCES



### INTRODUCTION

Agricultural, natural, and cultural resources give definition to a community and strongly affect quality of life. Outside the urban areas of Winnebago County, a tapestry of working farms interwoven with stands of woodlands dot the landscape and shape the area's identity and culture. While agricultural acreage and the number of farms have been on the decline in Winnebago County, it is still an important component of the area economy. Natural features such as topographic relief, lakes, streams, wetlands and soils also have significant bearing on historic and contemporary land use and development patterns. Understanding the relationship between environmental characteristics and their physical suitability to accommodate specific types of activities or development is a key ingredient in planning a community's future land use.

### **Agricultural, Natural and Cultural Resources Vision**

*In 2040, Winneconne continues to plan for the future, while recognizing and celebrating its past. The Wolf River remains the backbone of the community. Its waters draw boaters and anglers to the Village bolstering its economy and maintaining its status as an "up north" community just outside the Fox Cities. Winneconne has protected its most important social and cultural landmarks through the development of its Historical and Cultural Resources Plan, which has become a model for small communities throughout the state. Winneconne's numerous festivals and events, including Sovereign State Days, draw tourists from around the region to celebrate the community's unique history and culture.*

### KEY SUMMARY POINTS

The following list summarizes key issues and opportunities identified in the element. The reader is encouraged to review the "Inventory and Analysis" portion of the element for more detail.

### **Agricultural Resource Inventory**

- a) Overall, about 29% (348 acres) of the land within the Village is considered prime farmland with the majority classified as “All Areas Prime Farmland”.
- b) The Village does not have Community Gardens.

### **Natural Resources Inventory**

- a) There are no areas of steep slopes (greater than 12%) in the Village.
- b) The bedrock geology of the Village and the extraterritorial area is made up of three distinct formations that divide the area.
- c) There are no active limestone quarry sites in the Village.

### **Water Resources**

- a) Winneconne is bordered by Lake Winneconne.
- b) There is one named waterway in the Village.
- c) The Village is located within the Wolf River Basin.
- d) Overall, 35 percent (427 acres) of the Village is within a floodplain.
- e) The Village enforces floodplain ordinances (Chapter 546).
- f) The Village enforces a shoreland and wetland zoning (Chapter 559).
- g) Nine percent (110 acres) of the Village’s total acreage are classified as wetlands.
- h) According to the Village’s 2017 Water Quality Report (Customer Confidence Report)<sup>1</sup>, the Village is working with a consultant to determine corrective actions for one violation for gross alpha.
- i) Most areas (65.3%) within the Village fall within the high water recharge potential.
- j) The Village lies to the west edge of the main band of highest concern, but smaller areas of the St. Peter Sandstone bedrock may fall within or within close proximity of the Village.
- k) Approximately 50 percent (601 acres) of the Village has groundwater present within two feet or less.

### **Wildlife Resources**

- a) Wildlife is threatened by the negative effects of development and storm water runoff (both from urban and rural runoff sources).
- b) The tension zone has characteristics of both northern and southern Wisconsin climates, and therefore, species from both areas. The Village lies within this tension zone.
- c) There are no planted woodlands and approximately 47 acres of general woodlands in the Village.
- d) A review of the NHI Township Search Tool (for the Town of Winneconne) database revealed a number of species (Table 6-11) for the Village and areas surrounding the Village.

---

<sup>1</sup> Source: Village of Winneconne 2017 Water Quality Report:  
<https://www.winneconnewi.gov/DocumentCenter/View/1018/Consumer-Confidence-Report-2017?bidId>.

### **Parks, Open Space and Recreational Resources**

- a) The WDNR does not own land within the Village.
- b) Important environmental corridors within the Village and surrounding area are associated with lake shorelines and the named and unnamed streams with natural vegetation scattered throughout the area.

### **Waste and Pollution**

- a) According to Solid and Hazardous Waste Information Management System (SHWIMS), there are 29 operating sites, five closed sites and eight listed as unknown for Winneconne.
- b) The closest ozone air quality monitoring site is located at the Thrivent facility at 4432 Meade Street in Appleton (Outagamie County).
- c) The 8-hour design values (ppb) were not exceeded at the Outagamie County site between 1997 and 2012.
- d) Outagamie County did not exceed the primary and secondary National Ambient Air Quality Standard for particulate matter between 2001 and 2013.

### **Cultural Resources**

- a) At the present, three properties near the Village are listed on the National Register.
- b) A search of the DHP's online Architecture and History Inventory (AHI) reveals a total of 154 sites listed for Winneconne.
- c) There are no historical markers located in the Village.
- d) The Village is not a Certified Local Government (CLG).

## **INVENTORY AND ANALYSIS**

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

### **AGRICULTURAL RESOURCES**

Farming and the processing of farm products is still an important source of income and employment in Winnebago County. Since agriculture is a necessary component of the county's economy, the protection of farmland is critical. However, as is occurring elsewhere in rural Wisconsin, new developments are encroaching on productive farmland. This section will assess agricultural lands in Winnebago County which has an impact on the Village.

#### **Farm and Farmland Loss**

Farm and farmland losses are the result of economic pressures within agriculture as well as competition for agricultural lands from residential, commercial, industrial, and other development.

In 2017, there were about 957 farms (defined as any place producing at least \$1,000 or more of agricultural products were produced and sold, or normally would have been sold, during the

census year) in Winnebago County (Table 6-1). There was a net decrease of 160 farms or -14.3 percent countywide between 2007 and 2012.

While the number of farms decreased from 2012 to 2017, the amount of land in farms and average size of farms increased when measured in acres. Land in farms increased 4.2% and average size of farms increased 21.6%.

**Table 6-1: Winnebago County Trends in Farm Numbers, 2012 and 2017**

Item	2012	2017	Percent Change
Number of farms	1,117	957	-14.3%
Land in farms (acres)	155,520	162,052	4.2%
Average size of farm (acres)	139	169	21.6%

Source: USDA Census of Agriculture. Data accessed 6/3/19

### Farmland Soils

Prime farmland are generally defined as “land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops and that is available for these uses. It has the combination of soil properties, growing season, and moisture supply needed to produce sustained high yields of crops in an economic manner if it is treated and managed according to acceptable farming methods”. This includes the following classifications (1) All areas are prime farmland; (2) Prime Farmland, if drained; (3) Farmland of Statewide Importance; and (4) Not Prime Farmland if drained. Soil data from the NRCS-USDA Web Soil Survey (WSS), accessed in 2015, was used to determine prime farmland.

**Overall, about 29% (348 acres) of the land within the Village is considered prime farmland with the majority classified as “All Areas Prime Farmland”** (Map 6-1, Table 6-2). “All Areas Prime Farmland” soils are spread throughout the Village. “Prime farmland, if drained” comprises much of the remainder of the Village.

**Table 6-2: Important Farmland Classes**

Soil Classification	Acres	Percent
All Areas Prime Farmland	304.22	25.1%
Farmland of Statewide Importance	43.30	3.6%
Prime Farmland if Drained	513.68	42.3%
Not Prime or Statewide Importance	74.47	6.1%
Water	278.68	23.0%
<b>Total</b>	<b>1,214.35</b>	<b>100.0%</b>

Source: NRCS-USDA Soil Data, Accessed in 2017

### Community Gardens

Community gardens provide access to local food. They allow people without access to land to grow their own food, and to share knowledge and skills. Some people find that gardening relieves stress, encourages social interaction, increases physical activity and encourages people to eat more vegetables and healthy foods. **The Village does not have Community Gardens.**

## Bees and Poultry

Beekeeping and the raising of chickens in urban settings has become popular in recent years. Bees' aide in pollination of garden plants and backyard orchards and provide a source of locally produced honey. The Village allows beekeeping as a conditional use and allows chickens with a permit.

## NATURAL RESOURCES

Natural Resources act as the foundation upon which communities are formed. Identifying key natural resources in and within a close proximity of the Village, and learning how to utilize, conserve, and/or preserve them may determine the future environmental health of the Village. This section addresses land, water, wildlife, mineral, and recreational resources in the Village, and aims to provide a baseline upon which the Village can use to make future decisions that may impact these resources.

### Land Resources

#### Soils

Soils support the physical base for development and agriculture within the Village. Knowledge of their limitations and potential difficulties is helpful in land use such as residential development, utility installation and other various projects. Three general soil associations, or groupings of individual soil types based on geographic proximity and other characteristics, are present within the Village<sup>2</sup>.

- **Kewaunee-Manawa-Hortonville:** This association consists is well to somewhat poorly drained and nearly level to sloping. This unit is used mainly for cultivated crops. Seasonal wetness, poor tilth, and erosion are the main farming concerns, while residential uses are limited due to poor conditions for septic tank absorption fields.
- **Zittau-Poy:** This association is very poorly drained and is located in areas of a glacial lake basin. Wetness due to high water tables limits the use of these areas for both agricultural and residential purposes.
- **Houghton-Willette:** These soils are nearly level and very poorly drained and may contain marshy areas with ponded water. Wetness and frequent flooding limit the uses of these areas for both agricultural and urban uses.

In general, the Village and the surrounding area are relatively flat. ***There are no areas of steep slopes (greater than 12%) in the Village.***

### Geology, Topography and Scenic Resources

The structure of the Village's bedrock and historic glacial events is largely responsible for the Village's landscape. After the recession of glaciers about 11,000 years ago, Winnebago County was left with its current topography shaped by mounds of glacial till with flatter areas where limestone and sandstone bedrock often lie not far from the surface.

---

<sup>2</sup> Soil Survey of Winnebago County, Wisconsin, 1980; United States Department of Agriculture Soil Conservation Service.

Elevations rise away from the shores of Lake Winneconne and Lake Butte des Morts, which the Village is situated along.

***The bedrock geology of the Village and the extraterritorial area is made up of three distinct formations that divide the area***<sup>3</sup>. These bedrock formations are:

- The **Sinnippee Group** is comprised of dolomite with some limestone and shale formations. This group stretches west from the Lake Winnebago Shoreline.
- The **St. Peter Formation** is a thin layer that runs north and south through the area comprised of sandstone, some limestone shale and conglomerate.
- The **Prairie du Chien Group** is a layer running north and south through the area comprised of dolomite with some sandstone and shale.

A fourth bedrock formation lies west of the Village. This formation is a Cambrian formation comprised of sandstone and some dolomite and shale.

Mapped areas of high bedrock do not exist within the Village. A small amount of high bedrock is located northeast of the Village (Map 6-2). Areas of high bedrock are defined as being within 70 inches of the surface.

### ***Metallic and Non-Metallic Mining Resources***

Non-metallic mineral resources include other than those mined as a source of metal. Economically important non-metallic minerals include stone, sand, gravel and clay. ***There are no active limestone quarry sites in the Village.***

### ***Soil Suitability for Sand and Gravel***

Soil suitability for sand and gravel is shown on Map 6-2. This information can be used as guidance to where to look for probable sources based on the probability that soils in a given area contain sizeable quantities of sand or gravel. These materials can be used as a source for roadfill and embankments.

## **Water Resources**

### ***Lakes and Ponds***

Surface water resources are extremely valuable features because of their potential environmental and economic benefits. Water based recreational activities and appropriately designed residential development that capitalizes on surface water amenities can have lasting impact on the local economy. Appropriate location and management of residential activity near surface water features is extremely important because of potential threats to water quality. Residential development's threats to surface water resources include lawn-applied chemicals, siltation and petroleum-based substances and salts from local road runoff. The Wisconsin DNR maintains the Wisconsin Lakes Directory. The directory provides a list of named and unnamed lakes, springs, and ponds. ***Winneconne is bordered by Lake Winneconne*** (Map 6-4). Lake Poygan is located upstream and Lake Butte des Morts is located downstream all part of the

---

<sup>3</sup> Bedrock Geology of Wisconsin, 2005; University of Wisconsin-Extension Geological and natural History Survey.

Winnebago Pool Lakes. The Winnebago Pool Lakes' water levels are controlled by the Army Corps of Engineers by a federal dam in Menasha and a private dam in Neenah. It has a maximum depth of 21 feet.

- **Lake Winneconne.** Lake Winneconne is a 4,553 acre lake located in Winnebago County. It has a maximum depth of 9 feet. Visitors have access to the lake from public boat landings. Fish include Musky, Panfish, Largemouth Bass, Smallmouth Bass, Northern Pike, Walleye, Sturgeon and Catfish. The lake's water clarity is low.<sup>4</sup>

### **Rivers and Streams**

**There is one named waterway in the Village<sup>5</sup>.** In addition, a series of unnamed intermittent streams, ditches, and drainage ways primarily drain agricultural areas or undeveloped areas within the Village (Map 6-4).

- **The Wolf River.** The channel that connects Lake Winneconne and Lake Butte des Morts is part of the Wolf River. This portion of the Wolf River that splits the Village east and west is an extremely important asset to the Village. This stretch of river is very popular for both game fish and rough fish angling.

### **Watersheds and Drainage**

**The Village is located within the Wolf River Basin<sup>6</sup>.** The Wolf River Basin drains 3,690 square miles from Langlade County to Winnebago County and is part of the Lake Michigan Basin. The WDNR is currently developing an Upper Fox and Wolf Total Maximum Daily Load (TMDL). Once approved the TMDL will help to improve water quality of the Winnebago Pool Lakes, Bay of Green Bay and ultimately Lake Michigan. The Wolf River Basin is divided into twenty sub-watersheds, two of which encompasses the Village. Both sub-watersheds have major problems with excessive vegetation, dissolved oxygen standard violations, and soil loss.

- **The Pine River and Willow Creek watershed** is the southernmost watershed of the Wolf River Basin and encompasses the west portions of the Village.
- **The Arrowhead River and Daggets Creek Watershed** covers areas of the Village east of the Wolf River. The Winnebago Comprehensive Management Plan (WCMP) rated an 8.2 mile priority strip along the Arrowhead River as high priority for NPS pollution abatement activities. Major problems in this watershed include excessive vegetation, dissolved oxygen standard violations, and critical levels of soil loss.

### **Floodplains**

Areas susceptible to flooding are considered unsuitable for development due to potential health risks and property damage. Floodplains shown on Map 6-4 were obtained from FEMA 2017.

**Overall, 35 percent (427 acres) of the Village is within a floodplain.** These areas can be seen in Map 6-4, and Table 6-3. The mapped floodplains are largely associated with Lake Winneconne and the Wolf River's shorelines and their back water channels.

---

<sup>4</sup> WDNR, <https://dnr.wi.gov/lakes/lakepages/LakeDetail.aspx?wbic=241600>.

<sup>5</sup> WDNR, Surface Water Viewer: <https://dnrmaps.wi.gov/H5/?Viewer=SWDV>.

<sup>6</sup> WDNR, <http://dnr.wi.gov/water/basin/wolf>.

**The Village enforces floodplain ordinances (Chapter 546).** In addition, Winnebago County enforces a floodplain-wetland zoning ordinance for unincorporated areas of the county.

**Table 6-3: Floodplains**

MCD	Floodplains	Total Acres	Percent
V. Winneconne	426.08	1,214.4	35.1%

Source: ECWRPC, 2019

### **Wetlands**

Wetlands act as a natural filtering system for nutrients such as phosphorus and nitrates and serve as a natural buffer protecting shorelines and stream banks. Wetlands are also essential in providing wildlife habitat, control, and groundwater recharge. Consequently, local, state, and federal regulations have been enacted that place limitations on the development and use of wetlands and shorelands.

**The Village enforces a shoreland and wetland Zoning (Chapter 559).** The Army Corps of Engineers has authority over the placement of fill materials in virtually all wetlands two acres or larger adjacent to navigable waterways. The U.S. Department of Agriculture incorporates wetland preservation criteria into its crop price support programs. Prior to placing fill or altering wetland resources, the appropriate agencies must be contacted for authorization.

The wetlands shown on Map 6-4 are based on the Wisconsin DNR Wetlands Inventory Map. They were identified using aerial photographs to interpret vegetation, visible hydrology, and geography based on the U.S. Fish and Wildlife Service’s “Classification of Wetland and Deepwater Habitats of the United States.” **Nine percent (110 acres) of the Village’s total acreage are classified as wetlands.** The majority of this acreage is located along unnamed lake tributaries, lake channels and the Lake Winneconne and Wolf River shorelines.

### **Groundwater**

Safe, clean, and reliable groundwater plays a crucial role in maintaining the current quality of life and economic growth of the Village and surrounding areas. Precipitation in the form of rain and snow is the source of nearly all the Village’s groundwater. Recharge is generally greatest in the spring, when water from melting snow and heavy rains saturate the ground and percolate downward to the water table. If discharge (the drawing out and use of groundwater) is greater than recharge, then the elevation where the groundwater is found will fall, causing a depression to occur. Lower water levels cause the pumping lifts to increase and may reduce the yields of some of the wells. **According to the Village’s 2017 Water Quality Report (Customer Confidence Report)<sup>7</sup>, the Village is working with a consultant to determine corrective actions for one violation for gross alpha.**

**Groundwater Recharge Potential.** According to a report prepared by the Wisconsin Geological and Natural History Survey<sup>8</sup>, areas within the Village and the surrounding areas have high (4-8 inches/year) and medium (2-4 inches/year) infiltration rates which are estimated

<sup>7</sup> Source: Village of Winneconne 2017 Water Quality Report:

<https://www.winneconnewi.gov/DocumentCenter/View/1018/Consumer-Confidence-Report-2017?bidId>.

<sup>8</sup> Groundwater Recharge in Calumet, Outagamie, and Winnebago Counties, Wisconsin, Estimated by a GIS-based Water-balance Model, 2011; University of Wisconsin-Extension Wisconsin Geological and Natural History Survey (Open-File Report 2001-05).

to become stream base flows or continue down and eventually become groundwater recharge. **Most areas (65.3%) within the Village fall within the high water recharge potential** (Table 6-4). Protecting infiltration areas from impermeable development will help to safeguard the surrounding area's drinking water supply and will help safeguard the quality and quantity of Lake Winnebago surface water in the long-term.

**Table 6-4: Groundwater Recharge Potential**

	<b>Acres</b>	<b>Percent</b>
Low Water Recharge Potential (0" - 2"/year)	0	0%
Medium Water Recharge Potential (2" - 4"/year)	122	10.0%
High Water Recharge Potential (4" - 8"/year)	793	65.3%
Very High Water Recharge Potential (> 8"/year)	0	0%
No Rating	299	24.7%
<b>Total Acres</b>	<b>1,214.35</b>	<b>100.0%</b>

Source: Wisconsin Geological and Natural History Survey, 2014

It is important to recognize that, in addition to any efforts made within the Village and throughout the Village's extraterritorial area to protect groundwater supply; this issue is more regional in scope. A groundwater divide, located in the central part of Wisconsin, determines the flow of groundwater. East of the divide, groundwater moves southeasterly toward the Wolf and Fox Rivers. Thus, efforts to preserve groundwater resources should be coordinated on a regional basis as a way to ensure that the region's groundwater supply is protected.

**Groundwater Contamination Susceptibility.** The ease that pollutants can be transported from the land surface to the top of the groundwater or "water table" defines a groundwater's susceptibility to pollutants. Materials that lie above the groundwater offer protection from contaminants. However, the amount of protection offered by the overlying materials varies, depending on the materials.

The WDNR, in cooperation with UW-Extension, the Wisconsin Geological and Natural History Survey and USGS, evaluated the physical resource characteristics that influence sensitivity in order to identify areas sensitive to contamination. Five resource characteristics were identified: depth to bedrock, type of bedrock, soil characteristics, depth to water table and characteristics and characteristics of surficial deposits. Each of the five resource characteristics was mapped, and a composite map was created. A numeric rating scale was developed and map scores were added together.

An index method was used to determine susceptibility; however this method of analysis is subjective and includes quantifiable or statistical information on uncertainty. This limits the use of the information for defensible decision making. Therefore, while groundwater contamination susceptibility maps can be useful, this level of uncertainty must be kept in mind.

**Table 6-5: Groundwater Susceptibility**

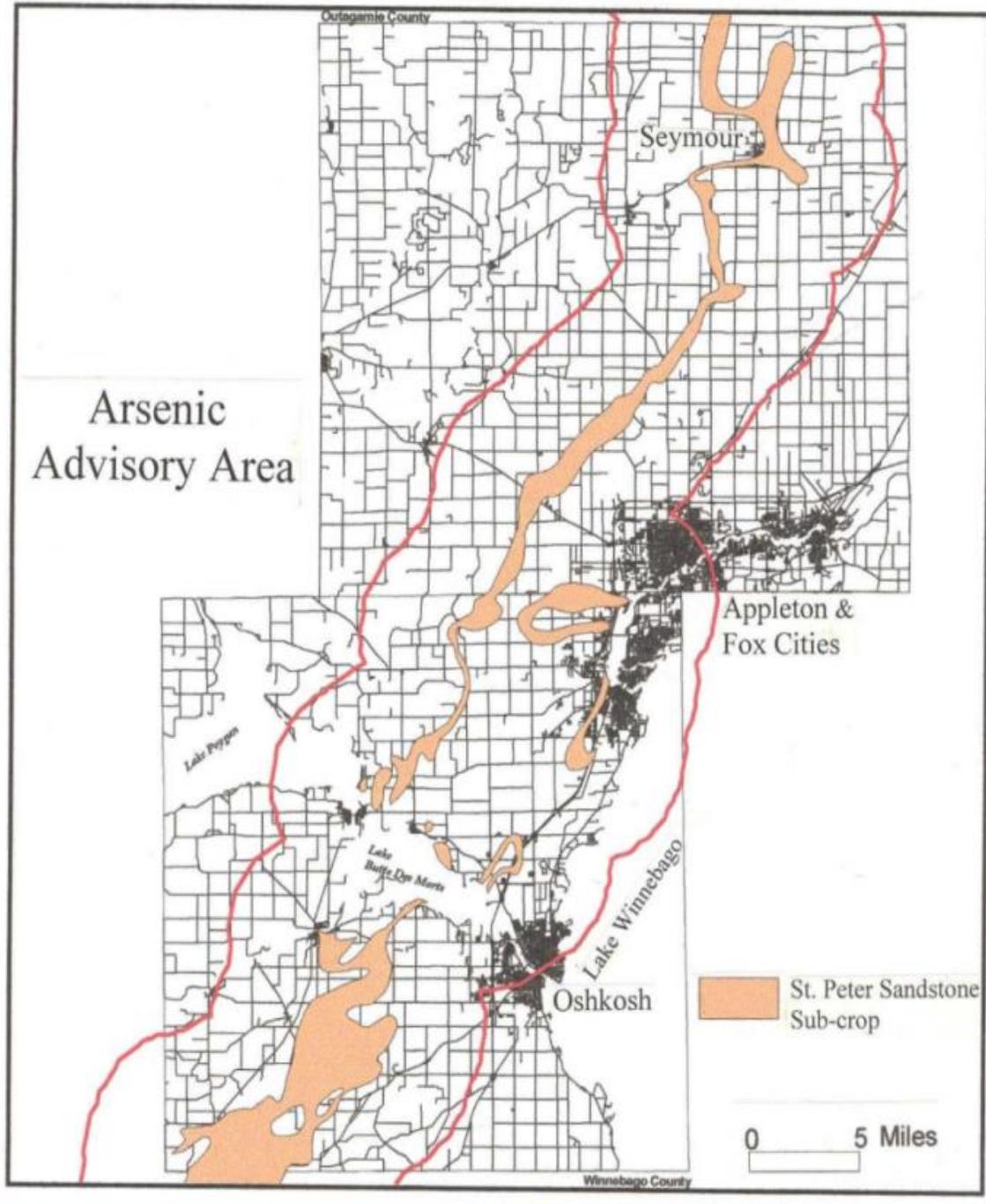
MCD	Very High		Somewhat High		Moderate		Somewhat Low		Very Low		Total Acres
	Acres	%	Acres	%	Acres	%	Acres	%	Acres	%	
V. Winneconne	35.5	2.9	0	0	0	0	226.2	18.6	374	55.5	1,214.4

Source: ECWRPC, 2019

**Arsenic Contamination.** Arsenic contamination of the groundwater supply has been an issue in northeastern Wisconsin since the 1980's. The main area of arsenic contamination runs diagonally (southwest to northeast) across Winnebago and Outagamie Counties, and is closely associated with the St. Peter Sandstone bedrock. ***The Village lies to the west edge of the main band of highest concern, but smaller areas of the St. Peter Sandstone bedrock may fall within or within close proximity of the Village.***

In 2001, the US EPA lowered the arsenic drinking water standard from 50 to 10 parts per billion (PPB), due to convincing data that found a relationship between consumption and deterioration in health.

The DNR replaced its Arsenic Advisory Area Map in 2004 with a more stringent set of regulations that apply to the Special Well Casing Depth Area (SWCDA). The regulations require new wells in Outagamie and Winnebago County to meet construction, grouting, and disinfection standards that have proven to lower arsenic levels to safe levels for human consumption. Required well construction specifications are determined by town quarter section.



**Depth to Groundwater.** Groundwater depth can impact building foundations, utility and street construction and other factors. Areas of high groundwater are generally found throughout the Village and the surrounding area (Map 6-2). **Approximately 50 percent (601 acres) of the Village has groundwater present within two feet or less.**

**Table 6-6: High Groundwater**

MCD	High Groundwater*	Total Acres
V. Winneconne	601.2	1,214.5

\*Groundwater less than 2 feet.

Source: ECWRPC, 2019

## WILDLIFE RESOURCES

### Wildlife Habitat

Numerous habitat types surrounding the Village have the potential to support varied and abundant wildlife and fish communities. These habitats consist of the Winnebago Pool Lakes and their tributaries, woods, open wet meadows, and farmland.

**Wildlife is threatened by the negative effects of development and storm water runoff (both from urban and rural runoff sources).** This has affected water quality and habitat health throughout the Winnebago Pool Lakes.

### Woodlands

Woodlands covered much of Winnebago County before settlement. At one time, the area was primarily covered with deciduous hardwood forest. The Fox Valley's reliance on the paper industry attests to the regions' forested history.

The tension zone is a wide corridor running from northwestern to southeastern Wisconsin that marks the pre-settlement dividing line between northern and southern native plant species. **The tension zone has characteristics of both northern and southern Wisconsin climates, and therefore, species from both areas. The Village lies within this tension zone.** The United States Department of Agriculture has also divided the country into plant hardiness zones. Those zones contain characteristic plant species that are hardy in that region. Generally speaking, plants from any particular zone are hardy in that zone and those to the south, but not to the north unless they are protected from the severe climate of that zone.

The Village and the surrounding areas are at the juncture of two different plant communities. They are generally described as the boreal element and the prairie element. Characteristics typical of both the Conifer-Hardwood Forest and the Southern-Hardwood Forest can be seen locally.

Woodlands are limited in the Village and fragmented in the surrounding areas. Care must be taken in the selection of trees for use in the Village, including those used for landscaping, in preserved parks and open spaces, and along the street. Street trees in particular have the hardest time adapting to their particular microclimates. Normally they are subject to stress from soil compaction, heat, drought conditions, lack of root space, salt, road pollutants, and impacts from all sorts of vehicles. The typical street tree usually lives only a fraction of its potential life span. Street trees should be selected from a group of trees that adapt well to street conditions and are suitable for the local area. There should also be diversity in the species selected to reduce the spread of tree and shrub diseases.

Forests and woodlands can be classified into one of two categories: general (unplanted) woodlands and planted woodlands. General woodlands are naturally occurring forests and hedgerows. Planted woodlands are tree plantations in which trees are found in rows. These

areas include orchards, timber tracts, Christmas tree plantations and other general uses. **There are no planted woodlands and approximately 47 acres of general woodlands in the Village** (Table 6-9, Map 6-5).

**Table 6-7: Woodlands**

MCD	Planted Woodlands	General Woodlands	Total Woodlands	Total Acres	Percent
V. Winneconne	0	46.7	46.7	1,214.4	3.9%

Source: ECWRPC, 2019

### Rare, Threatened and Endangered Species

The Wisconsin Department of Natural Resources maintains a database of rare, threatened and endangered species and natural communities in Winnebago County. In order to protect these species and communities, the exact location is not available to the public; however, Winnebago County does have a copy of this database. Whenever a request comes into the county for development, this database is consulted prior to granting approval.

The Wisconsin DNR Natural Heritage Inventory (NHI) maintains an online database which provides statewide inventory of known locations and conditions of rare and endangered species, by town. **A review of the NHI Township Search Tool (for the Town of Winneconne) database revealed a number of species (Table 6-8) for the Village and areas surrounding the Village.** 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 is 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. Generalized versions of the data base are included on Map 6-5.

### Exotic and Invasive Species

Non-native aquatic and terrestrial plants and animals, commonly referred to as exotic species, have been recognized in recent years as a major threat to the integrity of native habitats and the species that utilize those habitats. Some of these exotic species include purple loosestrife, buckthorn, garlic mustard, multi-colored Asian lady beetles, Eurasian water milfoil, emerald ash borer, and gypsy moths. They displace native species, disrupt ecosystems, and affect citizens’ livelihoods and quality of life. The invasive species rule (Wis. Adm. Code Ch. NR40) makes it illegal to possess, transport, transfer, or introduce certain invasive species in Wisconsin without a permit.

**Table 6-8: WDNR Natural Heritage Inventory**

Scientific Name	Common Name	WI Status	Federal Status	Group
Acipenser fulvescens	Lake Sturgeon	SC/H		Fish
Ardea alba	Great Egret	THR		Bird
Bird Rookery	Bird Rookery	SC		Other
Erimyzon sucetta	Lake Chubsucker	SC/N		Fish
Luxilus chrysocephalus	Striped Shiner	END		Fish
Migratory Bird Concentration Site	Migratory Bird Concentration Site	SC		Other
Notropis anogenus	Pugnose Shiner	THR		Fish
Ruellia humilis	Hairy Wild Petunia	END		Plant
Sterna forsteri	Forster's Tern	END		Bird
Sterna hirundo	Common Tern	END	SOC	Bird
Verbena simplex	Narrow-leaved Vervain	SC		Plant
Xanthocephalus xanthocephalus	Yellow-headed Blackbird	SC/M		Bird

Source: WDNR Natural Heritage Inventory 2019 search, <https://dnr.wi.gov/topic/NHI/Data.asp?tool=township&mode=detail>

## **PARKS, OPEN SPACE AND RECREATIONAL RESOURCES**

### **WDNR and Public Lands**

**The WDNR Does not own land within the Village.** The WDNR's on-line Public Lands mapping application (at: [https://dnrmaps.wi.gov/H5/?Viewer=Public\\_Access\\_Lands](https://dnrmaps.wi.gov/H5/?Viewer=Public_Access_Lands)) highlight the following Knowles-Nelson Stewardship Grant properties and state owned properties:

- Village of Winneconne Waterfront Park Land Acquisition.

### **Environmental Corridors**

Environmental corridors are continuous systems of open space created by the natural linkages of environmentally sensitive lands such as woodlands, wetlands, and habitat areas. They provide important routes of travel for a variety of wildlife and bird species. Protecting these corridors from development protects habitat and keeps nonpoint source pollution to a minimum, thus ensuring that high quality groundwater and surface water is maintained and habitat is not impaired.

**Important environmental corridors within the Village and surrounding area are associated with lake shorelines and the named and unnamed streams with natural vegetation scattered throughout the area.** These areas should be protected from development by implementing buffer strips where land disturbing activities are limited within the established buffer area.

## WASTE AND POLLUTION

### Solid and Hazardous Waste Sites

The Solid and Hazardous Waste Information Management System (SHWIMS) provides access to information on sites, and facilities operating at sites, that are regulated by the Wisconsin Department of Natural Resources' (WDNR) Waste and Materials Management (WMM) program. The SHWIS on-line database activity information, including:

- Engineered and licensed solid waste disposal facilities;
- Older unlicensed waste disposal sites (e.g. town dumps);
- Licensed waste transporters;
- Hazardous waste generators; and
- Composting sites, wood-burning sites, waste processing facilities and more.

***According to SHWIMS, there are 29 operating sites, five closed sites and eight listed as unknown for Winneconne.***

### Air Quality

Air quality, especially good air quality, is often taken for granted. Clean air is vital to maintain public health. Sound local and regional planning can minimize negative impacts to the air. Development patterns can impact automobile use, which in turn impacts air quality. Emissions from certain industries can also impact air quality. A development patterns become more spread out, the location of jobs and housing become more segregated and distant from one another.

Since alternative modes of transportation are, at present day, less viable or unavailable in some instances, people rely more on the automobile to get around. Changing lifestyles are also a major factor. Two income families are causing people to find housing that splits the difference between the two employment locations. Since vehicle travel generates air pollutant emissions, greenhouse gas emissions, and noise, local decisions about what types, where and how new development occurs can have an impact on air quality.

***The closest ozone air quality monitoring site is located at the Thrivent facility at 4432 Meade Street in Appleton (Outagamie County).*** The primary and secondary National Ambient Air Quality standard for ozone is 0.075 ppm.<sup>9</sup> Monitored values of ozone represent ground level ozone, which is not directly emitted into the air. Ozone concentrations typically reach higher levels on hot sunny days in urban environments; it can be transported long distances by wind. ***The 8-hour design values (ppb) were not exceeded at the Outagamie County site between 1997 and 2012.***<sup>10</sup> Particulate matter (PM) is a mixture of solid particles and liquid droplets. It includes acids, organic chemicals, metals, soil or dust, and allergens. According to the Wisconsin Air Quality Trends, 2014, ***Outagamie County did not exceed the primary and secondary National Ambient Air Quality Standard for particulate matter between 2001 and 2013.***

---

<sup>9</sup> Primary standard limits are set to protect public health, while secondary standards are set to protect public welfare.

<sup>10</sup> Wisconsin Department of Natural Resources, *Wisconsin Air Quality Trends*, April 2015.

## CULTURAL RESOURCES

Cultural resources, like natural resources are valuable assets which should be preserved. These resources define a community's unique character and heritage. Included in this section is an inventory of historic buildings, sites, structures, objects, archeological sites and districts.

### State and National Register of Historic Places

The Wisconsin Historical Society's Division of Historical Preservation (DHP) is a clearing house for information related to the state's cultural resources including buildings and archaeological sites. A primary responsibility of the DHP is to administer the State and National Register of Historic Places programs. The National Register is the official national list of historic properties in the United States that are worthy of preservation. The program is maintained by the National Park Service in the U.S. Department of the Interior. The State Register is Wisconsin's official listing of state properties determined to be significant to Wisconsin's heritage. The inventory is maintained by the DHP. Both listings include sites, buildings, structures, objects, and districts that are significant in national, state, or local history. Sites are based on the architectural, archaeological, cultural, or engineering significance. (For ease of discussion, "National Register" is used to refer to both programs. In Wisconsin, if a property is listed on one then it is typically listed on the other.

**At the present, three properties near the Village are listed on the National Register.** The properties listed in the National Register include:

**Table 6-9: National Register and State Register of Historic Places near Village of Winneconne**

Reference #	Location	Historic Name
79000120	Address Restricted	Lasley's Point Site
75000085	Address Restricted	Kamrath Site
75000084	SE corner of Main and Washington Streets	Grignon, Augustin, Hotel

Source: Wisconsin State Historical Society. Data accessed 6/3/19

The National Register is not a static inventory. Properties are constantly being added, and, less frequently, removed. It is, therefore, important to access the most updated version of the National Register properties. This can be found by accessing the DHP website (<http://www.wisconsinhistory.org>) or by contacting the Wisconsin State Historical Society.

### Architecture and History Inventory (AHI)

In order to determine those sites that are eligible for inclusion on the National Register, the DHP frequently funds historical, architectural, and archaeological surveys of municipalities and counties within the state. Surveys are also conducted in conjunction with other activities such as highway construction projects.

**A search of the DHP's online Architecture and History Inventory (AHI) reveals a total of 154 sites listed for Winneconne.<sup>11</sup>**

---

<sup>11</sup> Accessed 6/3/19.

Inclusion in this inventory conveys no special status, rights, restrictions, or benefits to owners of these properties. It simply means that some type of information on these properties exists in the DHP's collections. AHI is primarily used as a research and planning tool. Like the National Register, this is not a static inventory. Properties are constantly being updated. Information can be found on the DHP web site (<http://www.wisconsinhistory.org>).

### Archaeological Sites Inventory

An inventory similar to the AHI exists for known archaeological sites across the state: the Archaeological Sites Inventory (ASI). Due to the sensitive nature of archaeological sites, information as to their whereabouts is not currently made available online. This information is distributed only on a need-to-know basis. Archaeological sites are added to ASI as they are discovered; discovery is a continual process. For technical assistance and up-to-date information on sites within the Village contact State Historic Preservation Officer at the Wisconsin State Historical Society.

### Wisconsin Historical Markers

Wisconsin historical markers identify, commemorate and honor important people, places, and events that have contributed to the state's rich heritage. The Wisconsin Historical Markers Program is a vital education tool, informing people about the most significant aspects of Wisconsin's past. The Society's Division of Historic Preservation administers the Wisconsin Historic Markers Program. Applications are required for all official State of Wisconsin historical markers and plaques. **There are no historical markers located in the Village.**

### Museums/Other Historic and Cultural Resources

Museums protect valuable historic resources for community enjoyment. Residents are welcome to learn from the exhibits and amenities they have to offer. **There are two museums in the Village.**

**Table 6-10: Museums in Village of Winneconne**

Museum	Location
Chicago, Milwaukee and St. Paul Depot	30 S 6 <sup>th</sup> Street, Winneconne
St. Peter's Congregation Schoolhouse	30 S 6 <sup>th</sup> Street, Winneconne

Source: Wisconsin State Historical Society. Data accessed 6/3/19

### Local Historic Preservation Commissions and Societies

The Certified Local Government (CLG) program was enacted as part of the National Historic Preservation Act Amendments of 1980. It has been established in Wisconsin to further encourage and assist historic preservation by local governments. In Wisconsin, a village, county, or town can be certified by Wisconsin's State Historic Preservation Office and the Department of the Interior as a CLG if it meets basic criteria. **The Village is not a Certified Local Government (CLG).** The Village has a Historic Preservation Committee. This five-member committee oversees historic activities for the Village.

## Local History

From the Winneconne Historical Society:

Winneconne's location has helped dictate its history. An 1849 Oshkosh newspaper article recognized the importance of the site as follows:

"Last week we were up to Winnekona, a new town just laid out a little above the junction of the Fox and Wolf rivers. Everything is entirely new. Evidences are that it will grow rapidly. It is a beautiful site. Several men of responsibility are taking hold. The country around it is rich and well settled, and the place must thrive."

The pioneers who settled the area included Yankees, Germans, Norwegians and the Irish. Census figures show a pattern of settlement. In 1855, there were 839 residents. The arrival of the railroad in 1868 was an impetus to growth; however, in 1920, Winneconne recorded its lowest population total as 745. Today's population is over 2,500.

Winneconne was in a unique position because of the narrows of the river. It also had a unique name. It was WINNECONNAH, WINNEKONA, WAU-NAU-KO and WINNIKNING. The Indian interpretations of the name ranged from land of dirty water to land of skull and bones, as well as feasting place from ween (marrow) and kaning (deer bones). In 1851, the town board officially named the village WINNECONNE.

Winneconne expanded settlement after The 1852 Treaty of Poygan with the Menominee Indians when land west of the river became available. This created a need for a means of crossing the river. The first crossing was provided by the Indians in canoes.

Four bridges have spanned the Wolf River (849 feet). A float bridge, was built by J.D. Rush in 1853. It provided an exciting crossing when it sometimes sat beneath the water on a windy day. Tolls were collected to pay for the bridge -- a forerunner to the Sovereign State toll bridge of today. The second one was built in 1871. it was a wooden draw bridge built by the Winneconne Village and Town at a cost of \$20,000.

In early years sawmills, planing mills, shingle mills, and a sash and door factory lined the river. Commercial fishing was a thriving business. Several shipyards built and repaired boats. The "men of responsibility" who took hold also provided services needed by settlers and travelers. The river and lakes provided bountiful fishing and hunting, and Winneconne became known as a "Hunting and Fishing Paradise." Resorts and tourist services became an integral part of the Village's economy -- as they are today.

## POLICIES AND PROGRAMS

Policies and programs related to the Agricultural, Natural and Cultural resources element can be found in Appendix D.

## GOALS, OBJECTIVES AND POLICIES

The following goals, objectives and policies represent the steps and resources needed to implement the desires identified in this element. Goals set direction, provide purpose and accountability and provide a roadmap. Objectives are specific activities to accomplish goals. Objectives should be clear, measurable and concise. Policies represent principles to guide decisions.

### GOALS AND OBJECTIVES

Type	Reference	Content
Goal	ANC1	<b>Protect wetlands, streams, and lakes in the Village of Winneconne.</b>
Objective	ANC1.1	Protect wetland areas adjacent to the Wolf River, Lakes Buttes Des Morts, Poygan, and Winneconne, and local streams through the development of a Village wetlands preservation ordinance.
Objective	ANC1.2	Protect areas immediately adjacent to and surrounding wetlands by using techniques to minimize effects on wetlands (e.g. buffers, setbacks, etc.).
Objective	ANC1.3	Develop a riparian buffer ordinance to establish permanent setbacks from the high water marks of lakes and streams when new development occurs.
		a. Create, maintain, and enhance natural buffers along stream banks and lake shores.
		b. Support the efforts of Winnebago County to enforce stream and lake setback requirements by enforcing local zoning requirements and policies established by the Winnebago County Land and Water Conservation Board (WCLWCB).
		c. Work with WCLWCB, Winnebago County, WDNR and the Wisconsin Department of Agriculture Trade and Consumer Protection to promote and help fund riparian buffers along streams and lakeshores.
		d. Educate residents about the importance of environmental corridors.

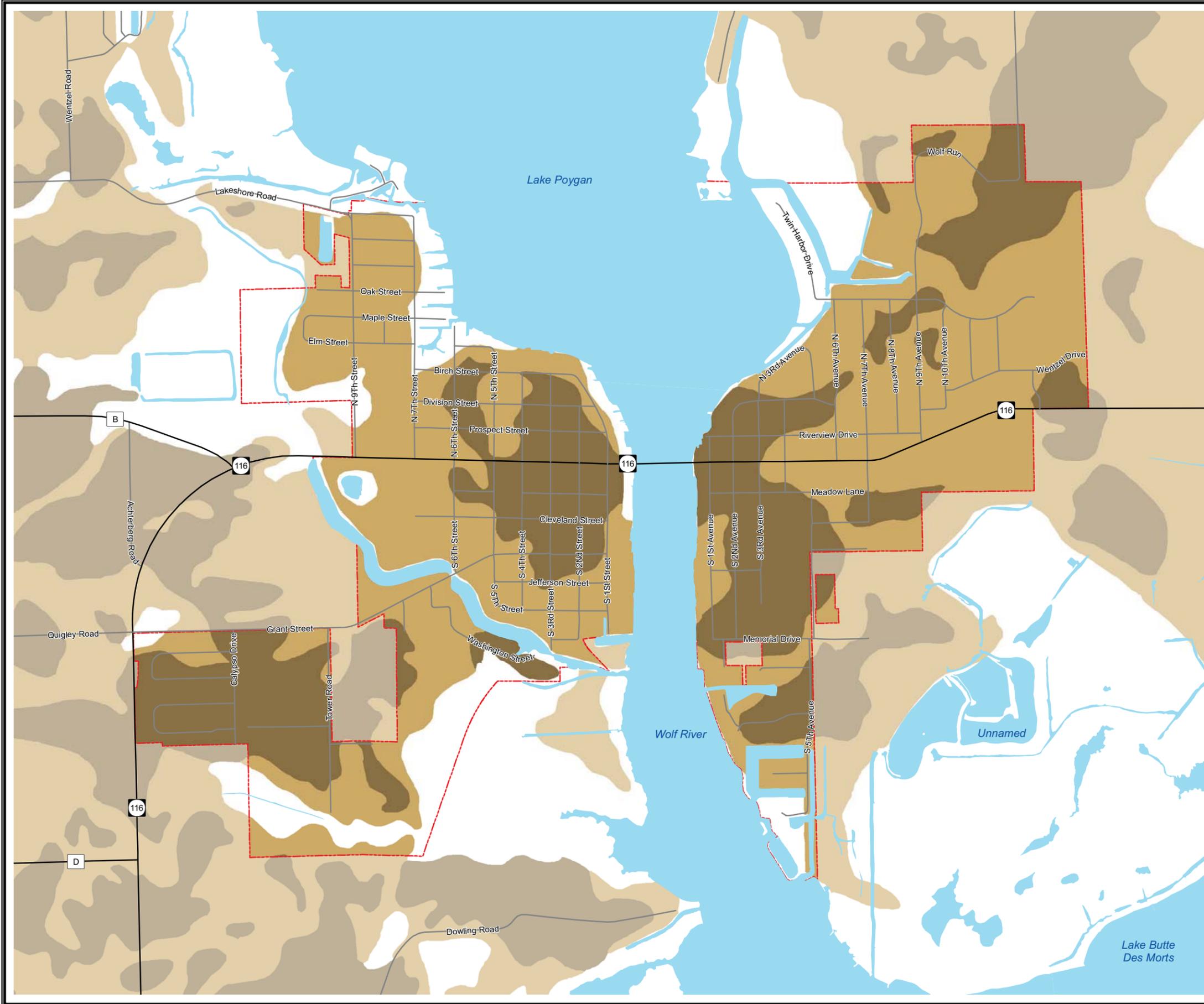
Type	Reference	Content
Goal	ANC2	<b>Preserve and enhance wildlife habitat.</b>
Objective	ANC2.1	Coordinate with WDNR to better identify and protect wildlife habitats, particularly those unique to the community.
Objective	ANC2.2	Establish a network of green corridors through the community to act as wildlife corridors. This effort should begin with areas protected through shoreland wetland zoning, open areas preserved in conservation subdivisions and with the establishment of additional trails and greenways in accordance with the Future Land Use Maps.

Type	Reference	Content
<b>Goal</b>	<b>ANC3</b>	<b>Preserve the historic and cultural character of the community.</b>
Objective	ANC3.1	Work with residents, the Winneconne Historical Society, and other community groups to inventory historical cultural resources.
Objective	ANC3.2	Create a Historic Preservation Plan to identify significant structures within the community.
Objective	ANC3.3	Update the Historic Preservation Ordinance to set standards and rules for the protection and preservation of important community resources.
Objective	ANC3.4	Promote the historic resources of the community by supporting local preservation groups.
Objective	ANC3.5	Develop overlay zoning to protect historic districts.
Objective	ANC3.6	Once the previous five activities are approved, apply for Certified Local Government status through the State Historical Society and National Park Service to achieve eligibility for state and federal grants.

**POLICIES**

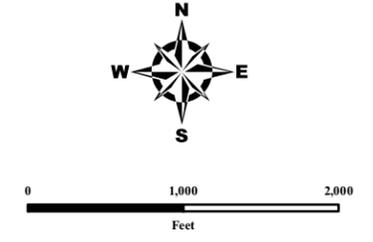
Type	Reference	Content
Policy	1	Maintain the Village's local character by preserving important buildings, structures, and places within Winneconne.
Policy	2	Preserve the natural resource base, water quality, and primary environmental corridors, which contribute to the maintenance of the ecological balance, natural beauty, and economic well-being of the Village.
Policy	3	Encourage the proper handling of wastes and chemicals so that they produce a minimum effect upon ground and surface water.
Policy	4	Regulate the type of commercial and industrial development in the Village to minimize the chances of groundwater contamination.
Policy	5	Discourage development that will interfere with important natural resources, including area lakes and rivers.

# Map 6-1 Village of Winneconne Prime Farmland



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

Source:  
Base data provided by Winnebago County 2018.  
Soil data provided by NRCS-USDA Web Soil Survey (WSS), accessed 2013.

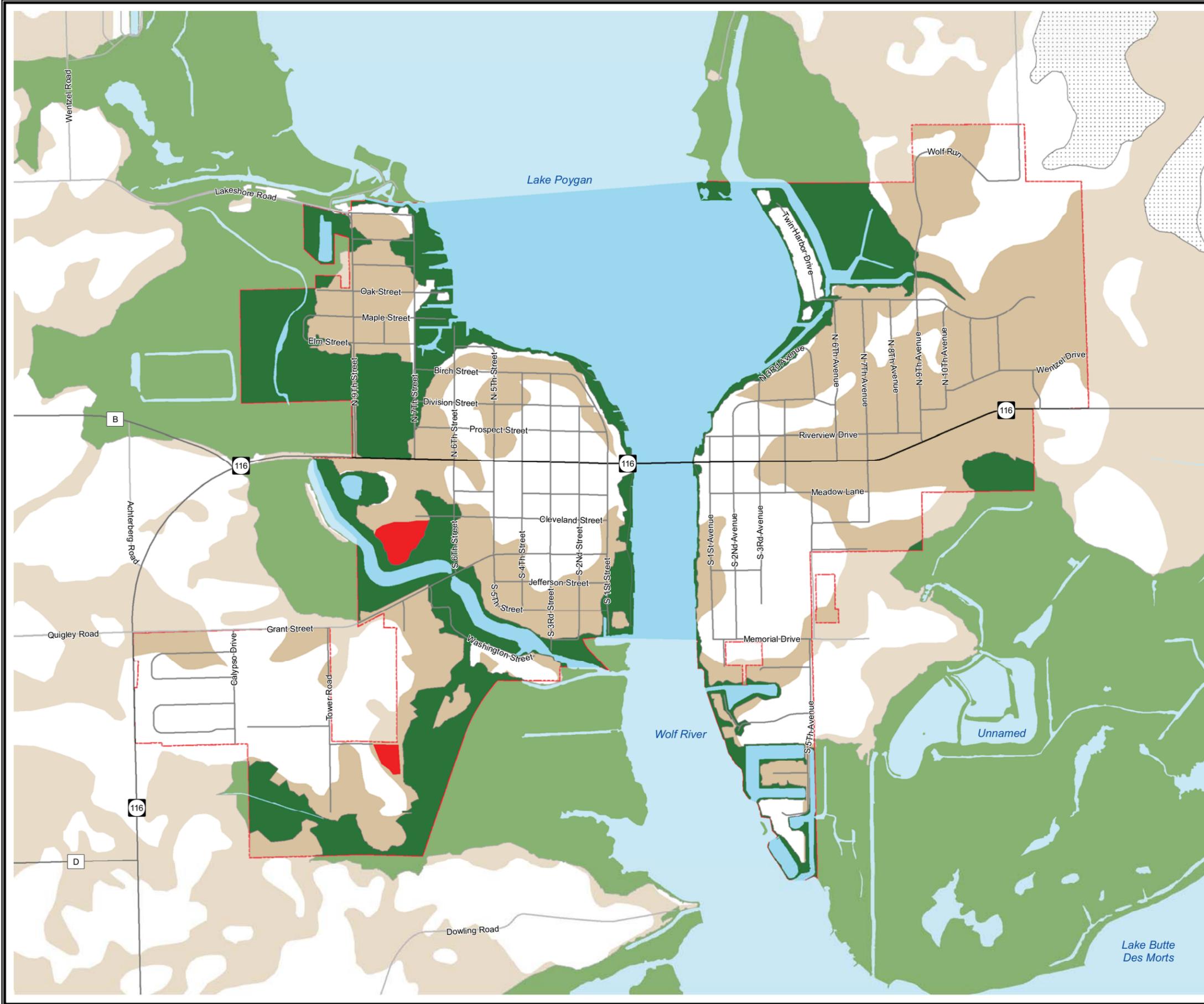


This data was created for use by the East Central Wisconsin Regional Planning Commission Geographic Information System. Any other use/application of this information is the responsibility of the user and such use/application is at their own risk. East Central Wisconsin Regional Planning Commission disclaims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

PREPARED MARCH 2017 BY:  
East Central Wisconsin Regional Planning Commission  
**ECWRPC**

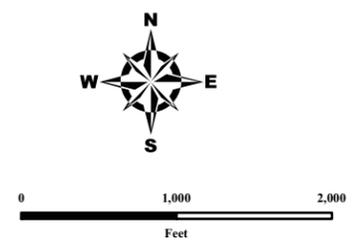
MZ 0:12430\_Winneconne\_Comp\_Plan/Initial\_Kickoff/Winneconne\_PrimeAg.mxd

# Map 6-2 Village of Winneconne Soils



-  High Bedrock (< 5 feet)
-  100 Year Floodplain
-  Solid Waste Sites and Historic Landfills
-  High Groundwater (<2 Feet)

Source:  
Soil data provided by NRCS-USDA Web Soil Survey (WSS), accessed 2013.  
Floodplain data from FEMA 2017  
Base data provided by Winnebago County 2018.

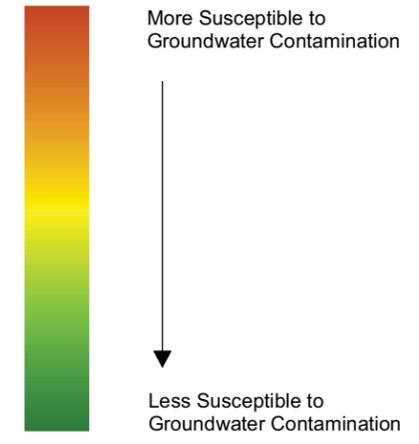
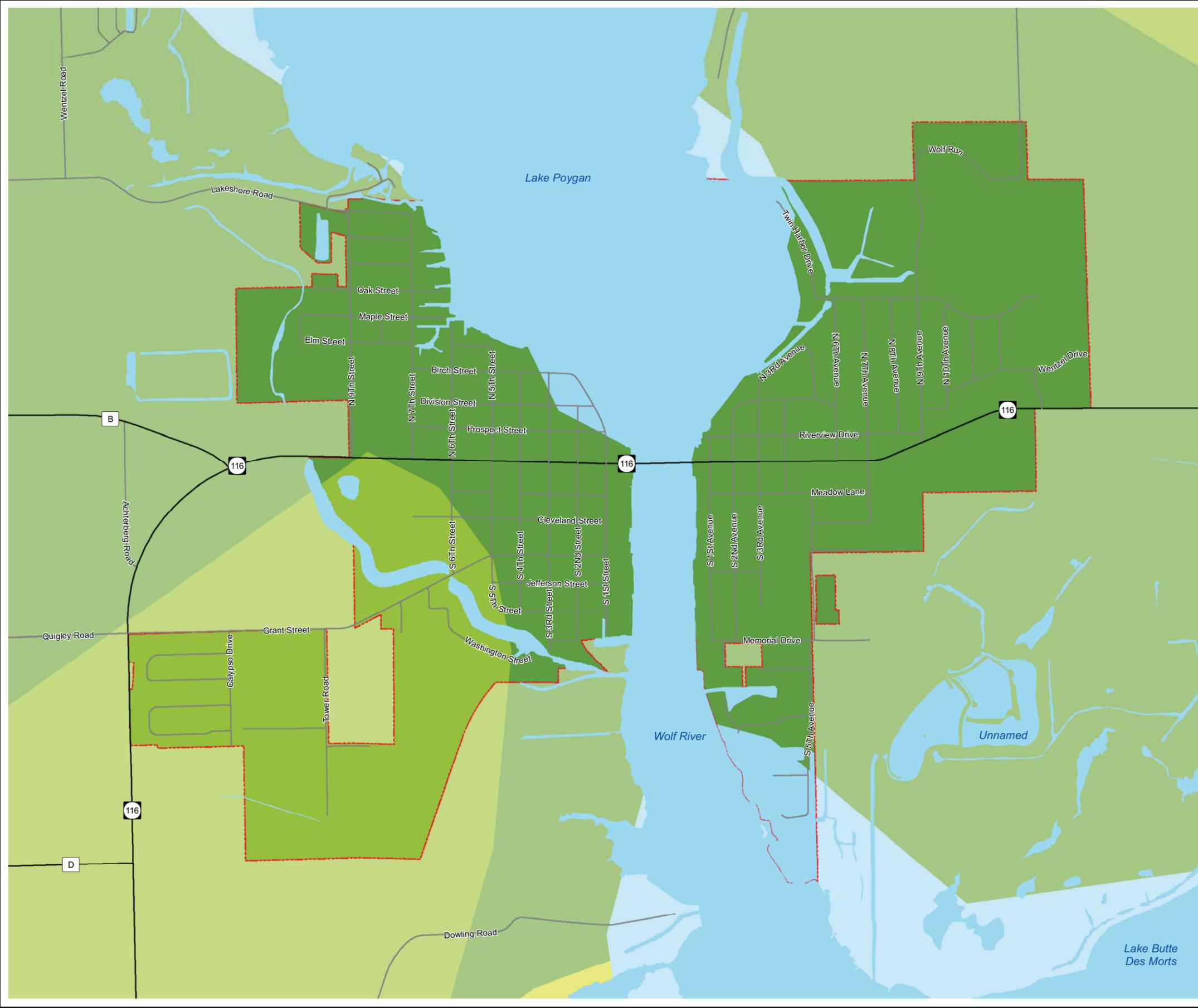


This data was created for use by the East Central Wisconsin Regional Planning Commission Geographic Information System. Any other use/application of this information is the responsibility of the user and such use/application is at their own risk. East Central Wisconsin Regional Planning Commission disclaims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

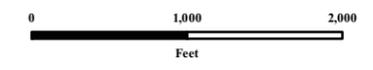
PREPARED MARCH 2017 BY:  
 East Central Wisconsin Regional Planning Commission

MZ O:\2430\_Winneconne\_Comp\_Plan\Initial\_Kickoff\Winneconne\_Soils.mxd

# Map 6-3 Village of Winneconne Groundwater Contamination Susceptibility



Source:  
Soil data provided by WDNR 2011.  
Base data provided by Winnebago County 2015.

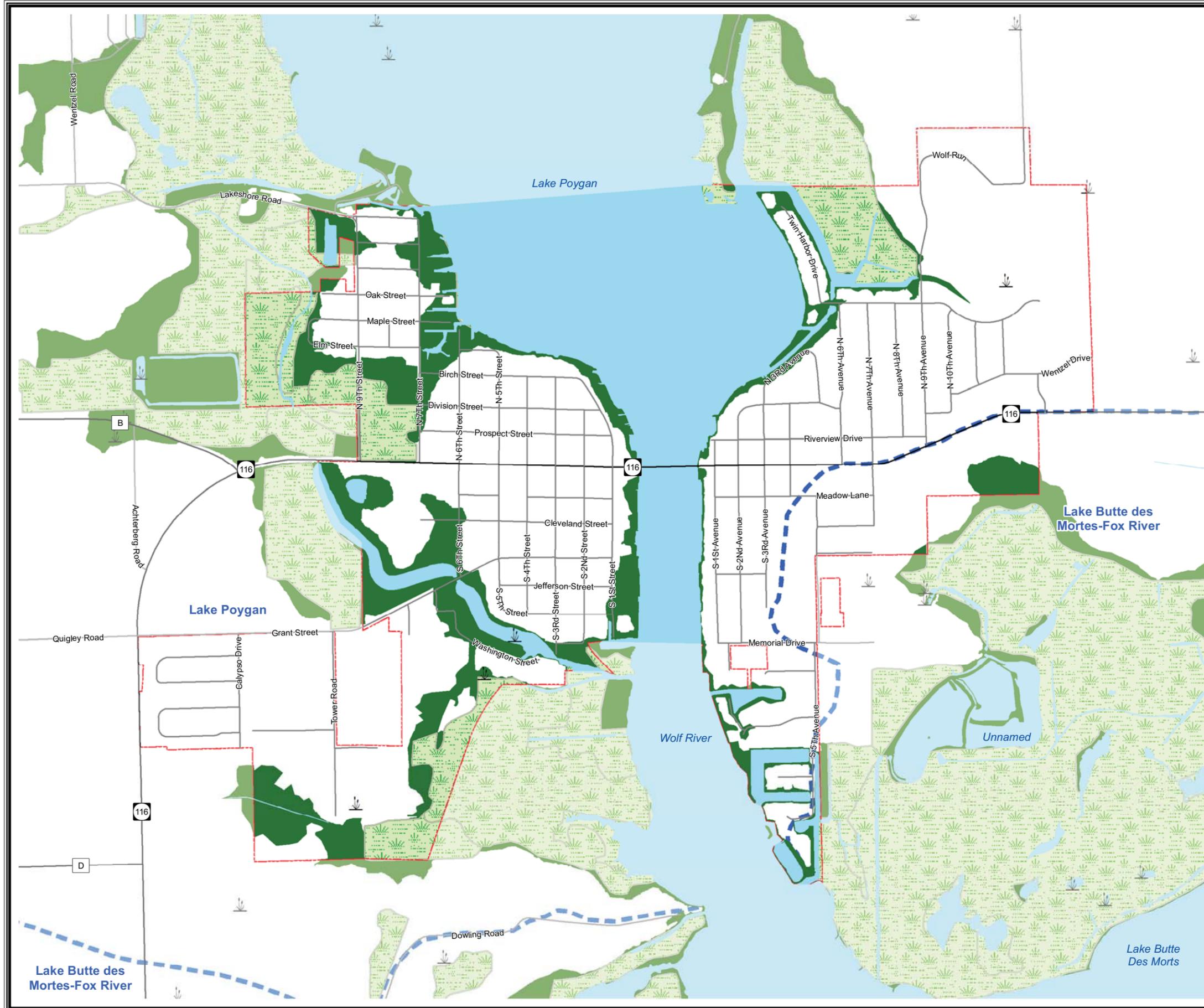


This data was created for use by the East Central Wisconsin Regional Planning Commission Geographic Information System. Any other use/application of this information is the responsibility of the user and such use/application is at their own risk. East Central Wisconsin Regional Planning Commission disclaims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

PREPARED FEBRUARY 2018 BY:

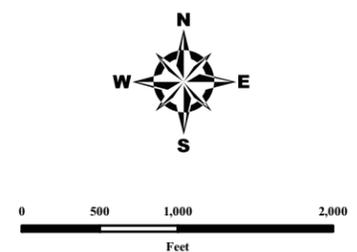


# Map 6-4 Village of Winneconne Environmental - Water



-  Wetlands (< 5 Acres)
-  Wetlands (> 5 Acres)
-  100 Year Floodplain
-  Subwatershed Boundary

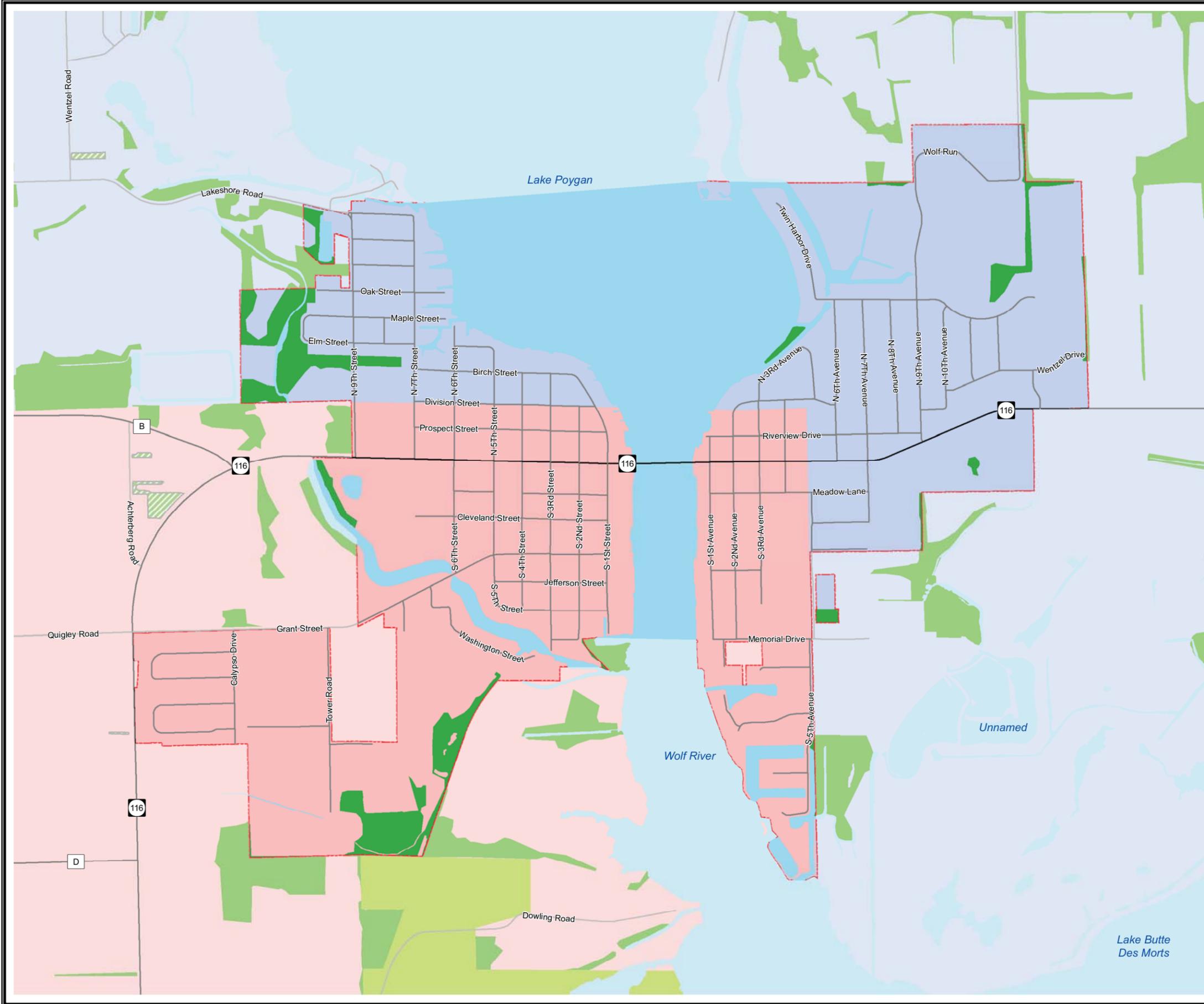
Source:  
 Base Data provided by Winnebago County 2018.  
 Wetland Data provided by WIDNR 2015.  
 Floodplain Data provided by WIDNR 2015.  
 Watershed Data provided by WIDNR 2015.



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 FEBRUARY 2018 BY:  
 East Central Wisconsin  
 Regional Planning Commission  
**ECWRPC**

# Map 6-5 Village of Winneconne Conservation

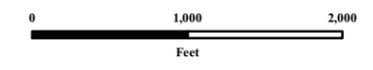


- WDNR Managed Lands
- Woodlands - General
- Woodlands - Planted
- Town of Fond du Lac

### DNR Endangered Species Areas

- Aquatic Habitat
- Terrestrial Habitat
- Wetland Habitat

Source:  
Base data provided by Winnebago County 2018.  
Soil data provided by NRCS-USDA Web Soil Survey (WSS), accessed 2013.

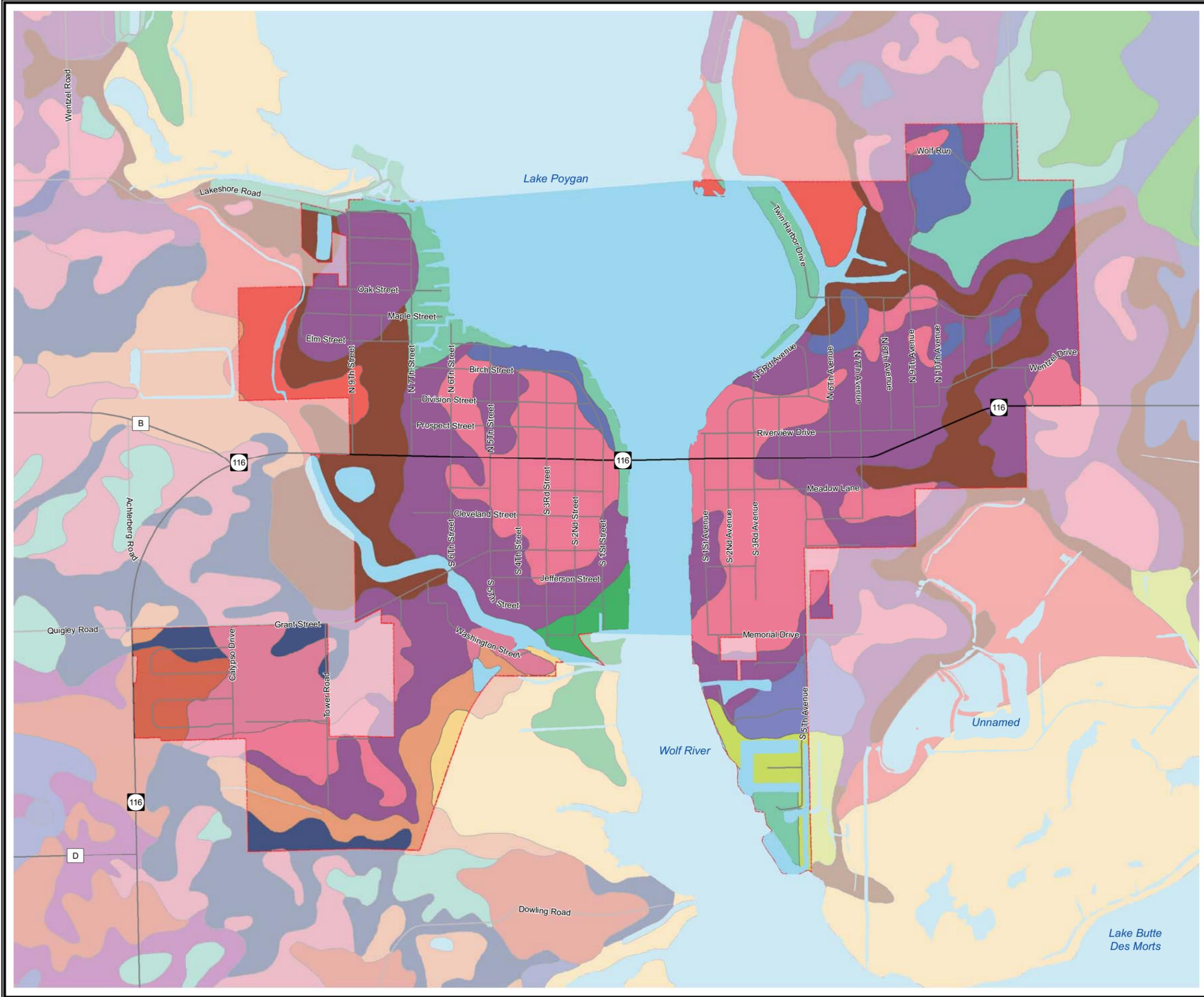


This data was created for use by the East Central Wisconsin Regional Planning Commission Geographic Information System. Any other use/application of this information is the responsibility of the user and such use/application is at their own risk. East Central Wisconsin Regional Planning Commission disclaims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

PREPARED MARCH 2017 BY:

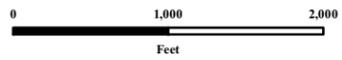


# Map 6-6 Village of Winneconne Soil Classifications



- Bellevue silt loam
- Briggsville loam
- Carbondale muck
- Hebron loam
- Hortonville loam
- Kewaunee loam
- Kolberg loam
- Landfill
- Manawa silt loam
- Oshkosh silt loam
- Poygan loam
- Udorthents
- Winneconne silty clay loam
- Water

Source:  
Base data provided by Fond du Lac County 2015.  
Soil data provided by NRCS-USDA Web Soil Survey (WSS), accessed 2013.



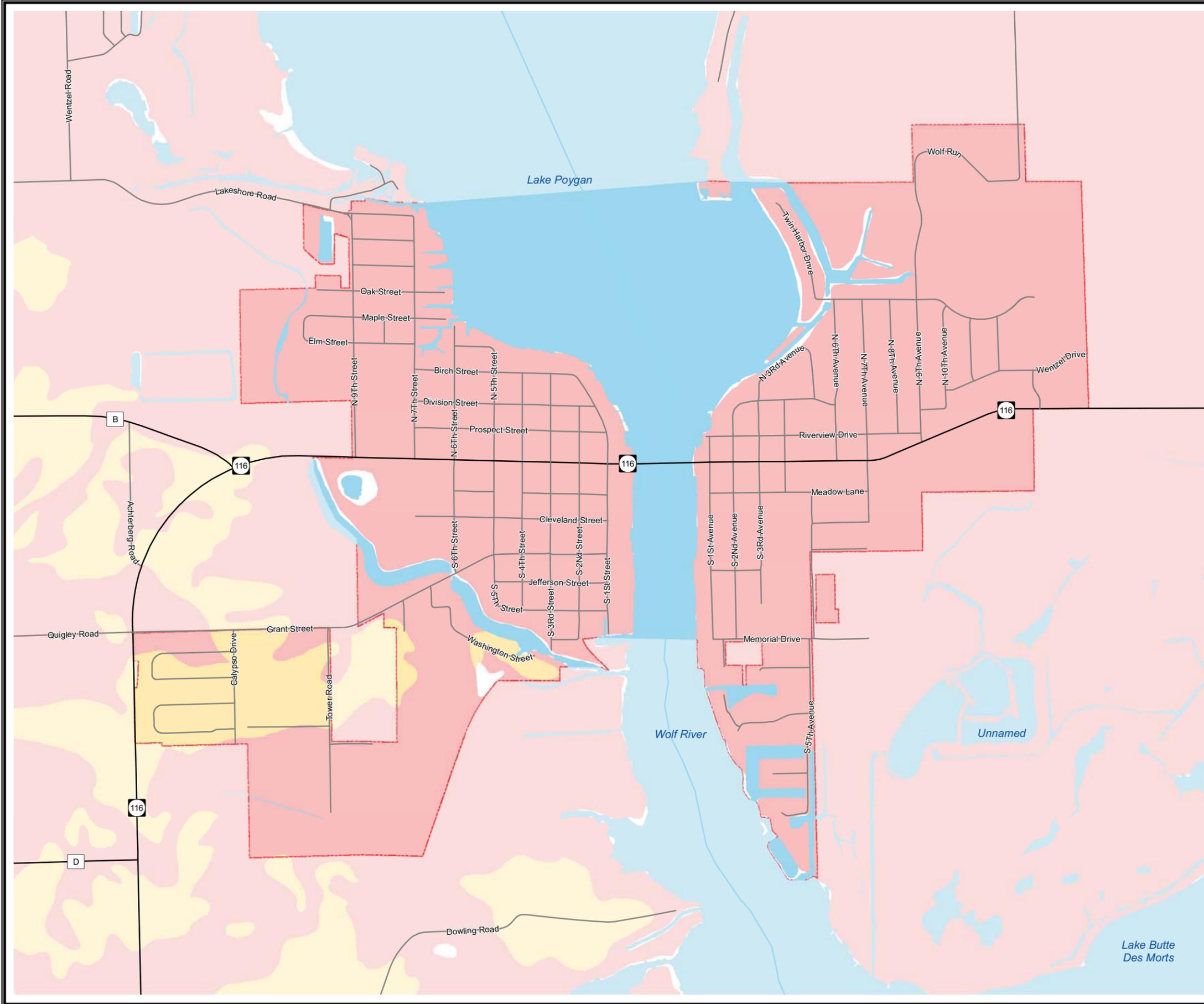
This data was created for use by the East Central Wisconsin Regional Planning Commission Geographic Information System. Any other use/application of this information is the responsibility of the user and such use/application is at their own risk. East Central Wisconsin Regional Planning Commission disclaims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

PREPARED MARCH 2017 BY:



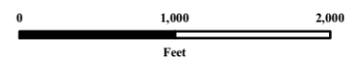
MZ 0:12430\_Winneconne\_Comp\_Plan\Initial\_Kickoff\Winneconne\_SoilClassification.mxd

# Map 6-7 Village of Winneconne Soil Limitations For Septage Spreading



- Not limited
- Somewhat limited
- Very limited

Source:  
Soil data provided by USDA, 2003.  
Base data provided by Winnebago County 2018.



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 FEBRUARY 2018 BY:  
East Central Wisconsin  
Regional Planning Commission  
**ECWRPC**

MZ 0:12430\_Winneconne\_Comp\_PlanInitial\_Kickoff\Winneconne\_Soil\_Limitations\_SeptageSpreading.mxd

## CHAPTER 7: ECONOMIC DEVELOPMENT



### INTRODUCTION

Planning for economic development is an on-going process in which a community organizes for the creation and maintenance of an environment that will foster both the retention and expansion of existing businesses and the attraction of new businesses and a talented workforce. As such, it is important to understand the existing resources that serve as assets for economic development efforts.

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

### **Economic Development Vision**

*In 2040, Winneconne is a stand-alone community that supports its local businesses that cater to local area residents. The Village relies primarily on residential development to support its tax base. Economic development is in harmony with the Village's historical built environment and park system.*

*The Main Street redevelopment project has revitalized the downtown area and strengthened it as the focal point of the Village. Additional redevelopment projects have brought new housing to the city center, including condominiums and senior housing. A variety of small businesses are within walking distance of these residents and provide a thriving downtown atmosphere. The Village has maintained a high level of services including quality schools, parks, police, fire, and recreation facilities.*

*Tourism has increased as a result of the downtown redevelopment project and increased marketing efforts. Visitors come to enjoy the recreation opportunities, resorts, and relaxing atmosphere of the Village.*

### **KEY SUMMARY POINTS**

The following list summarizes key issues and opportunities identified in the element. The reader is encouraged to review the "Inventory and Analysis" portion of the element for more detail.

#### **Labor Force Characteristics**

- a) 63.3% of the Village of Winneconne's population 16 years old and older was in the labor force, according to 2012-2016 American Community Survey 5-Year Estimates.
- b) 50.7% of the Village's labor force was male compared to 49.3% female per 2012-2016 American Community Survey 5-Year Estimates.
- c) The civilian labor force contracted by -9.5% in the Village, in contrast with that of the county (6.2%) and the state (7.3%) between 2000 U.S. Census and 2012-2016 American Community Survey (ACS) 5-Year Estimates.
- d) Although the county and state experienced an increase in the total number of employed persons from 2000 to the 2012-2016 ACS 5-Year Estimates, all jurisdictions experienced a decline in the overall unemployment rate.

#### **Commuting Patterns**

- a) The Village's workforce traveled an average of 23.1 minutes to their workplace according to 2012-2016 American Community Survey 5-Year Estimates.
- b) In 2000, the mean travel time for Village residents was 23.9 minutes or 0.8 minutes longer than the 2012-2016 ACS 5-Year Estimates.
- c) The top workplace destinations for Village residents include the City of Oshkosh (24.5%), the Village (12.0%), the City of Neenah (9.0%), as depicted in Table 7-5.
- d) The top places of residence for persons working in the Village include the Village (15.9%), City of Oshkosh (12.9%) and Butte des Morts (Census-Designated Place) (6.9%).

### **Economic Base Analysis**

- a) The top three occupations for Village residents were Management, business, science, and arts occupations (33.2%), Sales and office occupations (26.8%) and Production, transportation and material moving occupations (18.2%).
- b) The projections indicate that the largest industry in 2028 will continue to be Manufacturing, which unfortunately is expected to contract by 10 percent between 2018 and 2028.

### **Local Economic Development Facilities, Organizations and Activities**

- a) One industrial park exists within the Village of Winneconne.
- b) Winneconne has four active TIDs.

### **Future Sites for Business and Industry**

- a) The Wisconsin Department of Natural Resources Bureau for Remediation and Redevelopment maintains a listing of brownfields and contaminated sites. This website was accessed on November 14, 2018 and lists two open entries for the Village of Winneconne.

## **INVENTORY AND ANALYSIS**

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

Some data in the following chapter was obtained from the American Community Survey (ACS). The ACS is an ongoing statistical survey by the U.S. Census Bureau representing a sample of the population over a period of time, differing from the Decennial U.S. Census where figures are based on actual counts during a point in time. ACS estimates are controlled to decennial population estimates and become less accurate over the decade, meaning estimates are only as accurate as the census count on which they are based.

ACS data can be used to draw conclusions, however, due to the limitations of these estimates, patterns can only be inferred through the data and consequently there is a larger margin of error (MOE). Small sample size increases the MOE, indicating inaccuracy and rendering the data unreliable. As a result, annual fluctuations in the ACS estimates are not meant to be interpreted as long-term trends and caution should be taken when drawing conclusions about small differences between two estimates because they may not be statistically different. It should also be noted when comparing ACS multi-year estimates with decennial census numbers that some areas and subjects must be compared with caution, or not compared at all.

## Labor Force Characteristics

### Labor Force

Labor force is defined as individuals currently with a job (the employed); and those without a job and actively looking for one (the unemployed). Labor force trends are one indicator of the economy's performance. Labor Force trends can demonstrate the rate of growth of the labor force as well as the extent potential workers are able to find jobs. **63.3% of the Village of Winneconne's population 16 years old and older was in the labor force, according to 2012-2016 American Community Survey 5-Year Estimates** (Table 7-1). Between 2000 and the 2012-2016 time periods, participation rates in the Village decreased by 5.0%.

**Table 7-1: Population 16 Years Old and Older In Labor Force, 2000 and 2012-2016 ACS 5-Year Estimates**

Jurisdiction	2000			2012-2016 5-Year Estimate					
	Total	In Labor Force		Total		In Labor Force			
		Number	%	Estimate	MOE +/-	Estimate	MOE +/-	%	MOE +/-
Winneconne	1,851	1,258	68.0%	1,806	135	1,138	120	63.0%	4.2
Winnebago County	123,806	85,874	69.4%	33,416	89	21,205	359	63.5%	1.0
Wisconsin	4,157,030	2,872,104	69.1%	4,603,725	1,267	3,082,186	5,674	66.9%	0.1

Source: U.S. Census 2000, DP-3; 2012-2016 American Community Survey 5-Year Estimates, DP03

The proportion of men outnumbered women in the workforce, in 2000 and 2012-2016, in all jurisdictions (Table 7-2). **50.7% of the Village's labor force was male compared to 49.3% female per 2012-2016 American Community Survey 5-Year Estimates.**

**Table 7-2: Total Civilian Labor Force, 2000 and 2012-2016 ACS 5-Year Estimates**

	Total Civilian Labor Force (2000)					Total Civilian Labor Force (2012-2016)				
	Total	Men	%	Women	%	Total	Male	%	Female	%
Winneconne	1,258	638	50.7%	620	49.3%	1,138	572	50.3%	566	49.7%
Winnebago County	85,820	45,073	52.5%	40,747	47.5%	91,126	47,478	52.1%	43,648	47.9%
Wisconsin	2,869,236	1,505,853	52.5%	1,363,383	47.5%	3,079,765	1,602,749	52.0%	1,477,016	48.0%

Source: U.S. Census 2000, DP-3; 2012-2016 ACS 5-Year Estimates, DP03

**The civilian labor force contracted by -9.5% in the Village, in contrast with that of the county (6.2%) and the state (7.3%) between 2000 U.S. Census and 2012-2016 American Community Survey (ACS) 5-Year Estimates** (Table 7-3).

**Table 7-3: Civilian Labor Force Percent Change, 2000 and 2012-2016 ACS 5-Year Estimates**

Jurisdiction	Percent Change, 2000 to 2012-2016 5-Year Est.		
	Total	Male	Female
Winneconne	-9.5%	-10.3%	-8.7%
Winnebago County	6.2%	5.3%	7.1%
Wisconsin	7.3%	6.4%	8.3%

Source: U.S. Census 2000, DP-3, 2012-2016 American Community Survey 5-Year Estimates, DP03

### Unemployment

The unemployment rate is calculated by dividing the number of unemployed persons by the total civilian workforce. While unemployment data is not available for the Village, it is available for the county and state. **Although the county and state experienced an increase in the total number of employed persons from 2000 to the 2012-2016 ACS 5-Year Estimates, all jurisdictions experienced a decline in the overall unemployment rate.**

According to the Wisconsin Department of Workforce Development (DWD), overall unemployment rates have been declining in Winnebago County and Wisconsin since reaching a high in 2010 (Table 7-4). This is a result of the 2008 recession, coined “The Great Recession”.

**Table 7-4: Annual Average Unemployment Rates, 2007-2017**

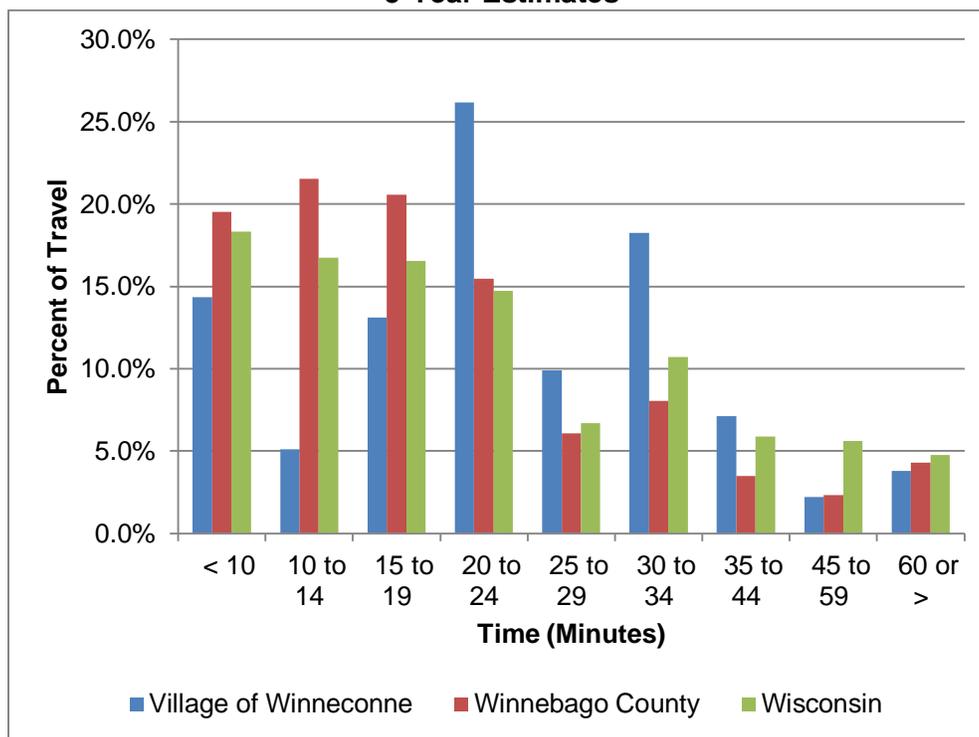
	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
Winnebago County	4.6	4.4	7.7	7.8	7	6.7	6.4	5.2	4.2	3.6	3
Wisconsin	4.9	4.9	8.6	8.7	7.8	7	6.8	5.5	4.6	4.1	3.3

Source: WI Dept. of Workforce Development, Office of Economic Advisors, LAUS 2007-2017, Benchmark 2017, not seasonally adjusted

### Commuting Patterns

Commuting patterns provide some indication of the distance residents have to travel to find employment. **The Village’s workforce traveled an average of 23.1 minutes to their workplace according to 2012-2016 American Community Survey 5-Year Estimates** (Figure 7-1). This was more than both the county (18.5 minutes) and the state (21.9 minutes). **In 2000, the mean travel time for Village residents was 23.9 minutes or 0.8 minutes longer than the 2012-2016 ACS 5-Year Estimates.**

**Figure 7-1: Percent of Travel Time to Work, 2012-2016 ACS  
 5-Year Estimates**



Source: U.S. Census 2012-2016 ACS 5-Year Estimates, B08303

Analyzing journey to work data illustrates the interconnectedness of the Village’s economy with communities throughout the Winneconne region and beyond. The U.S. Census, Center for Economic Studies “On the map” data<sup>1</sup> provides an analysis of workplace destinations at the census block level. Tables 7-5 and 7-6 illustrate where Village residents work and where those who work in the Village live. **The top workplace destinations for Village residents include the City of Oshkosh (24.5%), the Village (12.0%), the City of Neenah (9.0%), as depicted in Table 7-5.**

<sup>1</sup> <http://onthemap.ces.census.gov/>.

**Table 7-5: Top 10 Places of Employment for Winneconne Residents, 2015, Primary Jobs**

Rank	MCD	No. Workers	Percent
1	City of Oshkosh	272	24.5%
2	Village of Winneconne	133	12.0%
3	City of Neenah	100	9.0%
4	City of Appleton	77	6.9%
5	City of Green Bay	24	2.2%
6	City of Milwaukee	20	1.8%
7	City of Fond du Lac	17	1.5%
8	City of Clintonville	16	1.4%
9	City of Madison	14	1.3%
10	Butte des Morts, CDP	13	1.2%
	Other	423	38.1%
	Total	1,109	100.0%

Source: <http://onthemap.ces.census.gov/>

**The top places of residence for persons working in the Village include the Village (15.9%), City of Oshkosh (12.9%) and Butte des Morts (Census-Designated Place) (6.9%) (Table 7-6).**

**Table 7-6: Top 10 Places of Residence for Winneconne Workers, 2015, Primary Jobs**

Rank	MCD	No. Workers	Percent
1	Village of Winneconne	133	15.9%
2	City of Oshkosh	108	12.9%
3	Butte des Morts, CDP	58	6.9%
4	City of Appleton	17	2.0%
5	City of Omro	16	1.9%
6	City of Neenah	13	1.6%
7	Winchester, CDP	13	1.6%
8	Village of Redgranite	9	1.1%
9	Waukau, CDP	9	1.1%
10	City of Berlin	7	0.8%
	Other	452	54.1%
	Total	835	100.0%

Source: <http://onthemap.ces.census.gov/>

## Economic Base Analysis

### Employment

The composition and types of employment provide a snapshot of the Village and area's economic base. **The top three occupations for Village residents were Management, business, science, and arts occupations (33.2%), Sales and office occupations (26.8%) and Production, transportation and material moving occupations (18.2%).**

**Table 7-7: Employment by Occupation, 2012-2016 ACS 5-Year Estimates**

	Village of Winneconne			Winnebago County			Wisconsin		
	Estimate	MOE+/-	Percent	Estimate	MOE+/-	Percent	Estimate	MOE+/-	Percent
Management, business, science, and arts occupations	348	+/-75	33.2%	26,670	+/-831	30.6%	1,019,630	+/-6,536	35.0%
Service occupations	161	+/-59	15.4%	15,128	+/-721	17.4%	493,769	+/-3,627	17.0%
Sales and office occupations	281	+/-71	26.8%	21,696	+/-820	24.9%	664,898	+/-4,594	22.8%
Natural resources, construction, and maintenance occupations	66	+/-36	6.3%	6,098	+/-443	7.0%	245,727	+/-2,688	8.4%
Production, transportation, and material moving occupations	191	+/-57	18.2%	17,454	+/-785	20.1%	486,315	+/-3,097	16.7%
Employed civilian population 16 years and over	1,047	+/-110	100%	87,046	+/-824	100%	2,910,339	+/-5,714	100%

Source: U.S. Census 2012-2016 ACS 5-Year Estimates, DP03

### Local Employers

Table 7-8 lists the top employers with facilities located in the Village. The top employers in the Village cover a wide range of industries.

**Table 7-8: Top Public and Private Employers in Winneconne**

<b>Employer Name</b>	<b>Industry</b>
Winneconne Community School District	Education
Proto-1 Manufacturing	Industrial and Commercial Machinery
Switchgear Power Systems, LLC.	Wholesale Trade
Multi-Conveyor, LLC.	Manufacture
Midwest Specialty Products	Towels, Washcloths and Dishcloths

Source: Greater Oshkosh Economic Development Corporation, data accessed 11/19/18

### **Employment Forecast**

Employment forecasts for Winnebago County were developed utilizing Economic Modeling Specialists International's (EMSI) Analyst program. **The projections indicate that the largest industry in 2028 will continue to be Manufacturing, which unfortunately is expected to contract by 10 percent between 2018 and 2028** (Table 7-9). The largest industry growth areas will occur within the Construction (19%), Management of Companies and Enterprises (16%) and Professional, Scientific, and Technical Services (14%). Industries expected to see decreases include Manufacturing (-10%), Transportation and Warehousing (-3%) and Other Services (except Public Administration) (-3%).

**Table 7-9: Winnebago County Industry Employment Projections, 2018-2028**

NAICS Code	Description	2018 Jobs	2028 Jobs	2018 - 2028 Change	2018 - 2028 % Change	2018 Total Earnings
11	Agriculture, Forestry, Fishing and Hunter	775	815	40	5%	\$37,627
21	Mining, Quarrying, and Oil and Gas Extraction	<10	<10	Insf. Data	Insf. Data	Insf. Data
22	Utilities	<10	<10	Insf. Data	Insf. Data	Insf. Data
23	Construction	5,983	7,105	1,122	19%	\$71,363
31	Manufacturing	22,748	20,556	(2,192)	(10%)	\$76,823
42	Wholesale Trade	2,997	3,090	93	3%	\$61,906
44	Retail Trade	9,550	10,542	992	10%	\$29,962
48	Transportation and Warehousing	3,467	3,350	(117)	(3%)	\$58,855
51	Information	1,560	1,583	23	1%	\$69,767
52	Finance and Insurance	3,691	4,064	373	10%	\$76,953
53	Real Estate and Rental and Leasing	810	883	73	9%	\$39,593
54	Professional, Scientific, and Technical Services	4,167	4,766	599	14%	\$79,746
55	Management of Companies and Enterprises	4,520	5,248	728	16%	\$148,155
56	Administrative and Support and Waste Management and Remediation Services	4,871	5,224	353	7%	\$40,244
61	Educational Services	758	804	46	6%	\$20,739
62	Health Care and Social Assistance	10,991	12,071	1,080	10%	\$51,999
71	Arts, Entertainment, and Recreation	817	800	(17)	(2%)	\$21,717
72	Accommodation and Food Services	6,732	6,908	176	3%	\$16,108
81	Other Services (except Public Administration)	4,614	4,498	(116)	(3%)	\$24,721
90	Government	11,855	12,013	158	1%	\$64,173
99	Unclassified Industry	0	0	0	0%	\$0
	<b>Total</b>	<b>100,912</b>	<b>104,327</b>	<b>3,415</b>	<b>3%</b>	<b>\$60,300</b>

Source: 2018.2-QCEW Employees, Non-QCEW Employees, and Self-Employed - EMSI Q2 2018 Data Set

## LOCAL ECONOMIC DEVELOPMENT FACILITIES, ORGANIZATIONS AND ACTIVITIES

### Economic Development Facilities

#### *Industrial Park*

**One industrial park exists within the Village of Winneconne.** The Industrial Park is located in the south west portion the community and contains 37 acres of land.

**Table 7-10: Industrial Parks**

<b>Park</b>	<b>Acres</b>
Winneconne Industrial Park	52.33

Source: ECWRPC, 2018

## **Economic Development Activities**

### ***Tax Incremental Financing District***

Tax Incremental Financing (TIF) is a powerful economic development tool municipalities use to promote economic growth. Tax Incremental District (TID) is created by a municipality as a way to promote tax base expansion. It allows a municipality to capture gross property tax revenues from new development within a defined area to pay for improvements within that area. When a TID is created, the existing value of the district is frozen. Any new value generated in the district or the increment is used to support the district for things such as infrastructure, land acquisition, development revenues, etc. ***Winneconne has four active TIDs*** (Map 7-1).

### ***Incentives***

Winneconne provides the economic development incentives:

- A Winneconne Façade Improvement Program (FIP) which offers grants to businesses to improve the physical characteristics of their Main Street façade.
- Community Development Block Grant. The Village of Winneconne has received a Community Development Block Grant (CDBG) to provide loans to improve the residential property occupied by qualifying Low and Moderate-Income (LMI) residents, rehabilitate landlord's rental units, and assist LMI residents in purchasing a home. As the funds from the initial loans are repaid, the Village of Winneconne will administer a revolving loan fund.

## **Economic Development Organizations**

Winneconne has multiple economic development organizations. The Village operates a Beautification Committee, Community Development Authority Board, Industrial Development Board, and Plan Commission to support and oversee economic development activities. Economic Development support is also provided externally by the Winneconne Area Chamber of Commerce and Greater Oshkosh Economic Development Corporation.

## **ECONOMIC DEVELOPMENT STRATEGY AND ASSESSMENT**

A variety of factors influence the economic climate of the Village of Winneconne, learning what the Village's strengths and weaknesses are will help the Village build upon its assets and develop strategies to overcome its challenges. A strengths and weaknesses tool was given to the Plan Commission and others to complete and the identified the following:

**Assets**

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>• Destination for tourism.</li> <li>• Opportunity for riverfront trail development.</li> <li>• Enhanced commerce opportunities with fishing, boating and swimming.</li> <li>• Downtown appears vibrant. Local establishments are well supported and well known.</li> <li>• People are good about sharing positive aspects of Winneconne.</li> </ul>	<ul style="list-style-type: none"> <li>• Need more tourism dollars and marketing budget to create a larger brand for Winneconne.</li> <li>• Need a tourism vision and strategic plan for how Winneconne can capitalize on its assets to the fullest.</li> <li>• Lack of marketing-slogan.</li> </ul>

**Availability of goods and services within the community**

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>• Winneconne has a lot of services and opportunities to purchase goods in the community. As the population of the community grows, there are opportunities to bring in different types of businesses, new businesses.</li> <li>• Tired of same restaurants.</li> <li>• Piggly Wiggly is great.</li> </ul>	<ul style="list-style-type: none"> <li>• I have heard from some employers, for example the medical businesses, that some in the community bypass them and seek medical services in larger communities outside of Winneconne. Not sure if this is happening in other industries to the same extent, but it's something to keep an eye on.</li> <li>• Need more restaurants and food trucks</li> </ul>

**Balance of development within the community (Residential vs. Commercial/Industrial)**

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>• Winneconne and the greater Winneconne area has a number of well-known business and civic leaders in the area and also who are a part of the greater Oshkosh community.</li> <li>• Winneconne also has a handful of solid industrial employers.</li> </ul>	<ul style="list-style-type: none"> <li>• Winneconne has a smaller population, but given that it offers a great quality of life and solid school district, there is a lot of opportunity to both add residents and families.</li> <li>• Need to find a marketing niche to attract more businesses to the industrial park. What is the 'Why Winneconne' position?</li> <li>• Need more affordable housing.</li> <li>• New apartments are nice.</li> </ul>

**Capacity of staff and local economic development professionals (is there enough people and resources to engage in economic development?)**

<b>Strengths</b>	<b>Weaknesses</b>
<ul style="list-style-type: none"> <li>Winneconne residents have a lot of pride in community and organizations which create and facilitate good community building work.</li> </ul>	<ul style="list-style-type: none"> <li>The business community seems very interested in more networking or B2B events, similar to what chambers or commerce organization do in other community. I think Winneconne would benefit such activity.</li> </ul>

**Communication (between municipal staff and business community)**

<b>Strengths</b>	<b>Weaknesses</b>
<ul style="list-style-type: none"> <li>Municipal staff seems very interested in building and sustaining a good relationship with businesses.</li> <li>Mitch is trying.</li> </ul>	<ul style="list-style-type: none"> <li>None provided.</li> </ul>

**Commuting Patterns**

<b>Strengths</b>	<b>Weaknesses</b>
<ul style="list-style-type: none"> <li>People tend to spend money where they work so creating more jobs in Winneconne where not only residents work but people come to Winneconne to work should always be a goal of good economic development.</li> </ul>	<ul style="list-style-type: none"> <li>None provided.</li> </ul>

**Ease of development and expansion for businesses**

<b>Strengths</b>	<b>Weaknesses</b>
<ul style="list-style-type: none"> <li>None provided.</li> </ul>	<ul style="list-style-type: none"> <li>Not enough property.</li> </ul>

**Economic Base (what occupations and business sectors are in the community?)**

<b>Strengths</b>	<b>Weaknesses</b>
<ul style="list-style-type: none"> <li>Tourism, service, manufacturing, health care.</li> <li>School</li> <li>Appreciate those who stay local and have their business local.</li> </ul>	<ul style="list-style-type: none"> <li>Could be opportunities for high tech, remote working and home-based entrepreneurship.</li> <li>Small businesses.</li> <li>Need more downtown businesses.</li> </ul>

**Infrastructure (roads, utilities, etc.)**

<b>Strengths</b>	<b>Weaknesses</b>
<ul style="list-style-type: none"> <li>The short term challenges of construction will lead to stabilized infrastructure long term.</li> </ul>	<ul style="list-style-type: none"> <li>None provided.</li> </ul>

**Labor force (worker availability, education, etc.)**

<b>Strengths</b>	<b>Weaknesses</b>
<ul style="list-style-type: none"> <li>None provided.</li> </ul>	<ul style="list-style-type: none"> <li>None provided.</li> </ul>

**Promotion of the community**

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>Text messages from the village are helpful.</li> </ul>	<ul style="list-style-type: none"> <li>More marketing would be great.</li> </ul>

**Redevelopment and brownfields (presence of or potential presence of pollutants and contamination)**

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>None provided.</li> </ul>	<ul style="list-style-type: none"> <li>None provided.</li> </ul>

**Tools (Incentives, TID, etc.)**

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>Has an aggressive and attractive tax increment financing approach.</li> <li>We have plenty</li> </ul>	<ul style="list-style-type: none"> <li>None provided.</li> </ul>

**Tourism**

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>None provided.</li> </ul>	<ul style="list-style-type: none"> <li>None provided.</li> </ul>

**Workforce attraction and retention**

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>Great quality of life and grade A school district. Strong school facilities and community support.</li> <li>We are still able to recruit good teachers.</li> </ul>	<ul style="list-style-type: none"> <li>None provided.</li> </ul>

**FUTURE SITES FOR BUSINESS AND INDUSTRY**

**Brownfield Redevelopment.** Brownfields are sites where development or redevelopment is complicated by real or perceived hazardous substances, pollutants, or contamination. Knowing the location of brownfields and the extent of pollution greatly improves the likelihood that these sites will be redeveloped. The Wisconsin Department of Natural Resources Remediation and Redevelopment (RR) Program oversees the investigation and cleanup of environmental contamination and the redevelopment of contaminated properties. The RR Sites Map includes, but is not limited to the following environmental data:

- Completed and ongoing investigations and cleanups of contaminated soil and/or groundwater;
- Public registry of sites with residual soil or groundwater contamination, or where continuing obligations have been put in place;
- Cleanup of sites under the federal Superfund (CERCLA) statute;
- Liability exemptions and clarifications at contaminated properties (i.e. brownfields); and
- DNR funding assistance.

The status of cleanup actions for sites in the RR Sites Map is tracked via the Bureau of Remediation and Redevelopment Tracking System (BRRTS).

**The Wisconsin Department of Natural Resources Bureau for Remediation and Redevelopment maintains a listing of brownfields and contaminated sites. This website was accessed on November 14, 2018 and lists two open entries for the Village of Winneconne.** They are classified as Environmental Repair (ERP). ERPs are defined by the WDNR as “sites other than Leaking Underground Storage tanks (LUSTs) that have contaminated soil and/or groundwater. Examples include industrial spills (or dumping) that need long term investigation, buried containers of hazardous substances, and closed landfills that have cause contamination.”

The Village could complete and maintain an inventory of existing vacant buildings and land identified as “Brownfields”. This information could be used to encourage infill development and redevelopment opportunities that take advantage of existing infrastructure and services and removes blight created by vacant and dilapidated buildings and parcels. Once identified, the Village could utilize state and federal programs to further study, clean, and redevelop these Brownfields.

## POLICIES AND PROGRAMS

Policies and programs related to the Economic Development element can be found in Appendix D.

## GOALS, OBJECTIVES AND POLICIES

The following goals, objectives and policies represent the steps and resources needed to implement the desires identified in this element. Goals set direction, provide purpose and accountability and provide a roadmap. Objectives are specific activities to accomplish goals. Objectives should be clear, measurable and concise. Policies represent principles to guide decisions.

### GOALS AND OBJECTIVES

Type	Reference	Content
Goal	ED1	<b>Encourage local economic development opportunities that exist in harmony with the Village’s unique character and atmosphere.</b>
Objective	ED1.1	Create an economic development strategy, based on a marketing study, which would identify the market areas served by the different business areas shown on the Future Land Use Map. The strategy should focus on ways to draw in customers, maintain the local marketplace and retain the downtown as community focal point.
Objective	ED1.2	Update the sign ordinance and lighting requirements in the zoning ordinance to respect the residential character of the community when permitting business uses.
Objective	ED1.3	Seek to limit economic development to the identified districts shown on the Future Land Use Map.

Type	Reference	Content
Goal	ED2	<b>Increase marketing efforts in order to enhance the visibility of Winneconne. Improve communication and coordination with local businesses to support the retention of local businesses and establishment of new small, local businesses.</b>
Objective	ED2.1	Consider collaborating with neighboring communities and applying for a Joint Effort Marketing Grant.
Objective	ED2.2	Inventory local businesses, vacant buildings and development sites as shown on the Future Land Use Map.
Objective	ED2.3	Collaborate with local business and resident stakeholders to develop a design review ordinance.
Objective	ED2.4	Consider establishing a design review committee to review business proposals for compliance with any local design review ordinance and compatibility with area development patterns.

Type	Reference	Content
Goal	ED3	<b>Revitalize current commercial areas of Winneconne to enhance their historic charm, mix of businesses, walkable amenities, and tourist potential.</b>
Objective	ED3.1	Implement the Streetscape 2006 Plan. Additional efforts throughout the commercial areas in Winneconne would include façade improvements for local businesses, as well as street amenities like sidewalk improvements (i.e. pavers), lighting improvements, signage and canopies, street furniture (i.e. waste receptacles and benches), and landscaping.
Objective	ED3.2	Support the historic design/character by investing in needed lighting, signage, pedestrian amenities, plantings and other improvements identified in the streetscape plan.
Objective	ED3.3	Initiate a campaign with local business owners to encourage local patronage.
Objective	ED3.4	Establish a design review board to regulate the architectural character of future development and remodel projects in designated districts.

Type	Reference	Content
Goal	ED4	<b>Collect the revenue needed to maintain and expand public infrastructure and services needed for economic development.</b>
Objective	ED4.1	Coordinate improvements with state, county and other agencies as needed to minimize duplication of services and increase efficiencies in services provided.

Type	Reference	Content
Goal	ED5	<b>Encourage future development that will have a minimal impact on the environment.</b>
Objective	ED5.1	Support redevelopment of brownfield sites over development of greenfields.

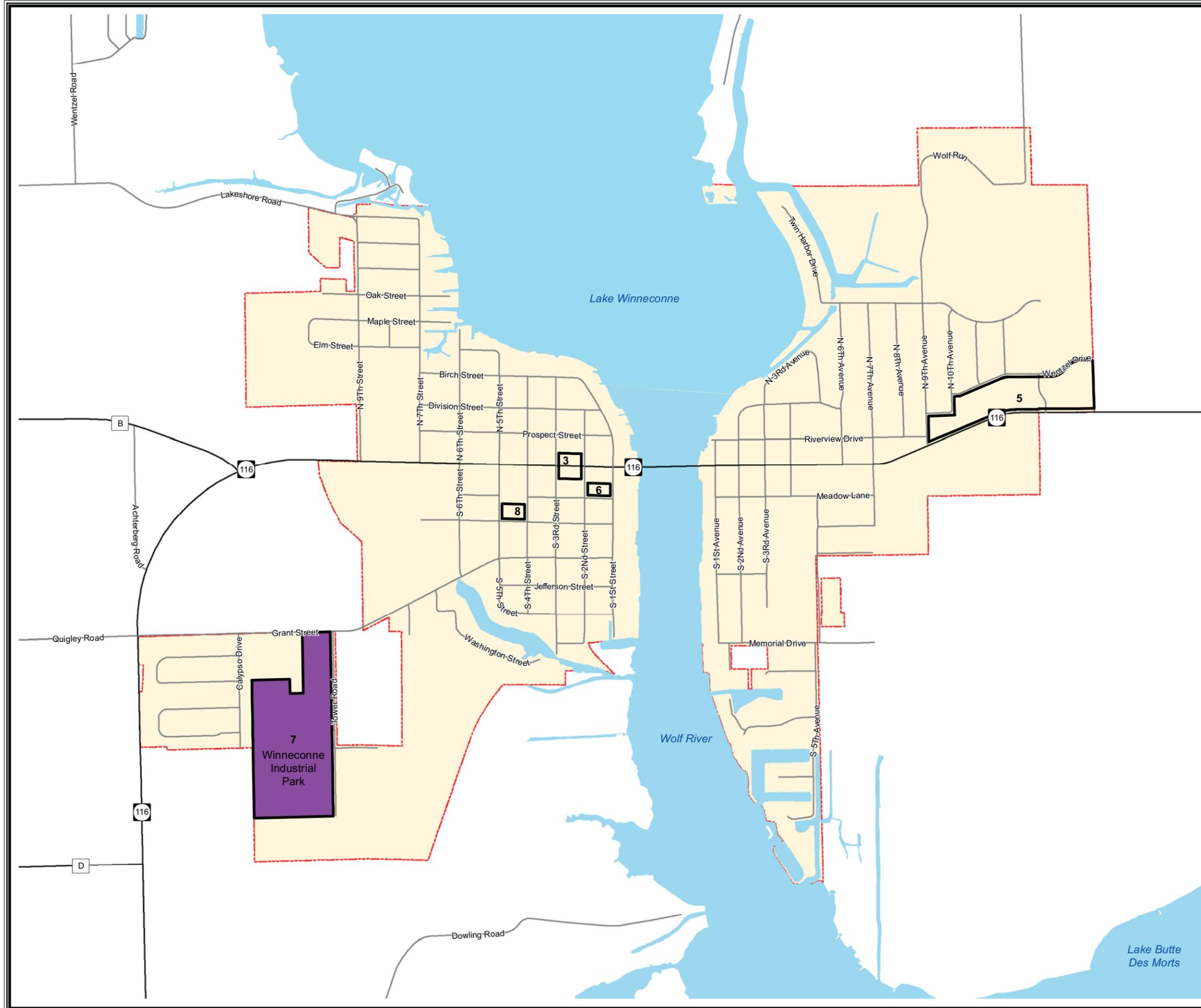
Objective	ED5.2	Apply for grants, loans and tax incentives for brownfield redevelopment.
-----------	-------	--

Type	Reference	Content
Goal	ED6	<b>Utilize waterfront, downtown and transportation corridors as assets to build upon.</b>
Objective	ED6.1	Develop and/or update strategic plans for waterfront, downtown and transportation corridors.
Objective	ED6.2	Implement strategic plans.
Objective	ED6.3	Measure progress of strategic plans.

**POLICIES**

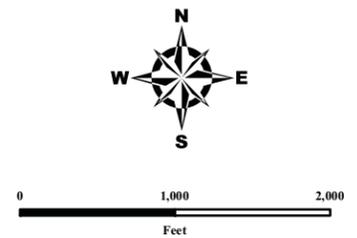
Type	Reference	Content
Policy	1	Provide assistance to persons and organizations interested in developing new, or expanding existing, small businesses in the Village.
Policy	2	Enhance the historic character of the downtown area and other commercial areas to enhance the attractiveness of the Village to customers and promote tourism.
Policy	3	Assist businesses through the development approval process.

# Map 7-1 Village of Winneconne Economic Development



- Tif Districts
- Business/Industrial Parks
- Village of Winneconne

Source:  
Base data provided by Winnebago County 2018.



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 JUNE 2019 BY:



## CHAPTER 8: INTERGOVERNMENTAL COOPERATION



### INTRODUCTION

The relationship a municipality has with school districts, neighboring communities, the county, the Regional Planning Commission, the state, and the federal government can impact residents in terms of taxation, planning, service provision, and siting of public facilities. An examination of these relationships and the identification of existing or potential conflicts can help a municipality address these situations in a productive manner.

### INTERGOVERNMENTAL COOPERATION VISION

*By 2040, intergovernmental cooperation efforts have enabled the Village of Winneconne to establish partnerships with the Town of Winneconne, state agencies, Winnebago County, and the School District to provide coordinated, cost-effective services. Additional properties have been annexed into the Village to supply land for new residential, commercial, and industrial development. This land enjoys access to Village utilities including stormwater, wastewater treatment, and high quality drinking water.*

### KEY SUMMARY POINTS

The following list summarizes key issues and opportunities identified in the element. The reader is encouraged to review the “Inventory and Analysis” portion of the element for more detail.

## **Governmental Units and Relationships to the Village**

- (a) The Village shares its border with the Town of Winneconne.
- (b) The Village is served by the Winneconne Community School District.
- (c) The Village is served by the Fox Valley Technical College.
- (d) The Winnebago County Health Department provides public health services for the Village.
- (e) Library service to Village residents is provided through the Winneconne Public Library.
- (f) The Library receives the majority of its revenue from local municipalities and the county.
- (g) The Village works with county departments as needed in a number of areas.
- (h) East Central Wisconsin Regional Planning Commission (ECWRPC) provides planning and technical assistance to counties, communities, businesses, interest groups and individuals within its region.
- (i) The WDNR works with the Village in the planning and development of waterfront areas.

## **INVENTORY AND ANALYSIS**

### **Governmental Units and Relationships to the Village**

#### ***Adjacent Communities***

***The Village shares its borders with the Town of Winneconne.*** As a result, the land use planning; road system planning and maintenance; trail planning, construction, and maintenance; other planning issues should be coordinated between municipalities. The Village has certain statutory powers and authorities including the power to annex lands and exercise extraterritorial plat review and zoning in the neighboring towns. The Village utilizes annexation upon request but does not use any extraterritorial reviews. Lastly, the Village and town do not have a boundary agreement.

#### ***Community Facilities***

The Village works with a variety of partner to provide and maintain services for residents. Table 8-1 provides an inventory of these agreements. These agreements and services allow for cost savings and efficiencies for the Village.

**Table 8-1: Community Facilities Services and Agreements**

<b>Service/Agreement</b>	<b>Partner(s)</b>
Fire protection and emergency aid	Winneconne-Poygan Fire District
Library services	Winneconne Public Library (village operated). Part of Manitowoc-Winnebago Library System
Police - Mutual Aid Agreement	City of Omro and Winnebago County Sheriff's Department
Public Health Services. The health department provides a number of programs and services to promote health and prevent illness and injury. It also maintains a Community Health Improvement Plan (CHIP) that provides an assessment of health in the county along with goals for improving health.	Winnebago County Health Department
School - K-12	Winneconne Community School District
School - Technical College	Fox Valley Technical College (FVTC)

Source: ECWRPC and Village of Winneconne, 2018

### **Utility Infrastructure**

Communication and coordination between the Village and providers of utility infrastructure (electric, natural gas, telecommunication, etc.), WisDOT and the Winnebago County Highway Department ensures that road construction and utility upgrades will run smoothly and that all work is done before restoration is completed. This lessens the chance that new road surfaces and restored terraces will need to be excavated shortly after construction is complete. Likewise, local governments, school districts and businesses working together on technological upgrades, ensure that these upgrades are made in concert without duplication of efforts so that a common goal can be achieved.

### **Winnebago County**

The Village is located in Winnebago County. **The Village works with county departments as needed in a number of areas.** Village residents have access to county departments and services including senior citizen and other social services, recreational resources, property information, birth and death certificates, and others. The Village and the county continue to maintain open communications with one another that work to foster good working relationships and mutual respect.

### **Regional**

**East Central Wisconsin Regional Planning Commission.** Winnebago County, and thus the Village, is a member of the East Central Wisconsin Regional Planning Commission (ECWRPC). **ECWRPC provides planning and technical assistance to counties, communities, businesses, interest groups and individuals within its region.** These services include environmental management, housing, demographics, economic development, transportation (including Metropolitan Planning Organization (MPO) work), community facilities (including Sewer Service Area (SSA) planning responsibilities), land use, contract planning, and others. ECWRPC has worked with the Village on several projects over the years including transportation and sewer service area work and the current comprehensive plan update.

## State

**Wisconsin Department of Natural Resources (WDNR).** The WDNR is responsible for the regulation, protection, and sustained management of natural resources within the state. The WDNR operates various programs in water and air quality management, habitat preservation, recreational trail development, and other programs. ***The WDNR works with the Village in the planning and development of waterfront areas.***

**Wisconsin Department of Transportation (WisDOT).** WisDOT deals with issues related to all transportation uses in the planning area.

## POLICIES AND PROGRAMS

Policies and programs related to the Intergovernmental Cooperation element are found in Appendix D.

## GOALS, OBJECTIVES AND POLICIES

The following goals, objectives and policies represent the steps and resources needed to implement the desires identified in this element. Goals set direction, provide purpose and accountability and provide a roadmap. Objectives are specific activities to accomplish goals. Objectives should be clear, measurable and concise. Policies represent principles to guide decisions.

### GOALS AND OBJECTIVES

Type	Reference	Content
Goal	IGC1	<b>The Village of Winneconne will maintain and seek additional opportunities to improve communication with neighboring communities, the school district, the WDNR, WisDOT, and other intergovernmental partners.</b>
Objective	IGC1.1	The Village will consider an Intergovernmental Communication Program that opens lines of communication to encourage coordinated planning efforts, particularly at shared boundaries. This program will include the following elements:
		<p>a. Periodically, the Village of Winneconne will host an intergovernmental workshop with the governments and agencies identified in this chapter to discuss concerns, plans, exchange ideas, report implementation achievements, and appoint action teams to work on issues over the next two years.</p> <p>b. When necessary, the Village Board will meet with the planning staff and leaders of adjacent municipalities to discuss development plans, patterns, improvements and boundary agreement opportunities.</p>
Objective	IGC1.2	Continue to actively participate in the comprehensive planning activities of neighboring communities, Winnebago County and ECWRPC.

Objective	IGC1.3	Participate in the planning activities of the school district, particularly with respect to expansion and building of new facilities.
-----------	--------	---

Type	Reference	Content
Goal	IGC2	<b>Resolve annexation and boundary disputes in a mutually beneficial manner.</b>
Objective	IGC2.1	Pursue the development of a boundary agreement with the Town of Winneconne to establish expansion areas for a minimum of 10 years.
Objective	IGC2.2	Consider opportunities for shared service agreements between the Town of Winneconne and the Village to potentially extend sewer and water service to portions of the town.

Type	Reference	Content
Goal	IGC3	<b>Seek new ways to coordinate and share community facilities and services with neighboring communities, the school district, and Winnebago County.</b>
Objective	IGC3.1	Consider opportunities when signing contracts with private companies to coordinate with neighboring communities and the school district that need similar services (i.e. plowing, resurfacing, etc.) and then negotiate with the private company for a reduced cost based on the larger project volume.
Objective	IGC3.2	Coordinate with surrounding communities, to consider snowplowing schedules that efficiently meet the needs of area residents. This may involve using Village equipment to plow portions of town streets (and vice versa) to maximize efficiencies and minimize costs.
Objective	IGC3.3	Using the Transportation Network Map and Transportation Plan Map provided in this plan and the plans of neighboring communities, develop and adopt a coordinated traffic circulation and access plan along all of the Village of Winneconne's boundary road corridors.
Objective	IGC3.4	The Village, school district and other public and private entities should explore joint use agreements concerning the use of recreational facilities in order that the advantages of such an agreement can result in avoidance of facility duplication and a greater diversity of recreational opportunities.

**POLICIES**

<b>Type</b>	<b>Reference</b>	<b>Content</b>
Policy	1	The Village of Winneconne will seek to cooperate with all neighboring municipalities, Winnebago County, ECWRPC, state agencies, and school district for mutual benefit.

## CHAPTER 9: WATER



### INTRODUCTION

During the comprehensive plan update process it became clear that surface water is a major resource and source of recreation for Winneconne. With that, the Comprehensive Plan Update Committee felt that an additional element should be included in the document to develop actions for protecting and utilizing water in the village.

#### **Water Vision**

*In 2040, the Wolf River remains the backbone of the community. Its waters draw boaters and anglers to the Village bolstering its economy and maintaining its status as an “up north” community just outside the Fox Cities. Winneconne has protected this important critical resource to ensure natural and wildlife resources thrive.*

### KEY SUMMARY POINTS

The following list summarizes key issues and opportunities identified in the element. The reader is encouraged to review the “Inventory and Analysis” portion of the element for more detail.

#### **Water Resources**

- a) Winneconne is bordered by Lake Winneconne.
- b) There is one named waterway in the Village.
- c) The Village is located within the Wolf River Basin.
- d) Overall, 35 percent (427 acres) of the Village is within a floodplain.
- e) The Village enforces floodplain ordinances (Chapter 546).

- f) The Village enforces a shoreland and wetland zoning ordinance (Chapter 559).
- g) Nine percent (110 acres) of the Village's total acreage are classified as wetlands.
- h) According to the Village's 2017 Water Quality Report (Customer Confidence Report)<sup>1</sup>, the Village is working with a consultant to determine corrective actions for one violation for gross alga.
- i) Most areas (65.3%) within the Village fall within the high water recharge potential.
- j) The Village lies to the west edge of the main band of highest concern, but smaller areas of the St. Peter Sandstone bedrock may fall within or within close proximity of the Village.
- k) Approximately 50 percent (601 acres) of the Village has groundwater present within two feet or less.

## INVENTORY AND ANALYSIS

Creating an inventory of existing surface water features is critical in providing the Village with information to base future decisions on. The goals, strategies and recommendations for this element were shaped with these resources, and the constraints and opportunities they provide, in mind. The following provides an inventory of these resources.

### Water Resources

#### Lakes and Ponds

Surface water resources are extremely valuable features because of their potential environmental and economic benefits. Water based recreational activities and appropriately designed residential development that capitalizes on surface water amenities can have lasting impact on the local economy. Appropriate location and management of residential activity near surface water features is extremely important because of potential threats to water quality. Residential development's threats to surface water resources include lawn-applied chemicals, siltation and petroleum-based substances and salts from local road runoff. The Wisconsin DNR maintains the Wisconsin Lakes Directory. The directory provides a list of named and unnamed lakes, springs, and ponds. **Winneconne is bordered by Lake Winneconne** (Map 6-3). Lake Poygan is located upstream and Lake Butte des Morts is located downstream all part of the Winnebago Pool Lakes. The Winnebago Pool Lakes' water levels are controlled by the Army Corps of Engineers by a federal dam in Menasha and a private dam in Neenah. It has a maximum depth of 21 feet.

- **Lake Winneconne.** Lake Winneconne is a 4,553 acre lake located in Winnebago County. It has a maximum depth of 9 feet. Visitors have access to the lake from public boat landings. Fish include Musky, Panfish, Largemouth Bass, Smallmouth Bass, Northern Pike, Walleye, Sturgeon and Catfish. The lake's water clarity is low.<sup>2</sup>

---

<sup>1</sup> Source: Village of Winneconne 2017 Water Quality Report:  
<https://www.winneconnewi.gov/DocumentCenter/View/1018/Consumer-Confidence-Report-2017?bidId>.

<sup>2</sup> WDNR, <https://dnr.wi.gov/lakes/lakepages/LakeDetail.aspx?wbic=241600>.

## **Rivers and Streams**

**There is one named waterway in the Village<sup>3</sup>.** In addition, a series of unnamed intermittent streams, ditches, and drainage ways primarily drain agricultural areas or undeveloped areas within the Village (Map 6-4).

- **The Wolf River.** The channel that connects Lake Winneconne and Lake Butte des Morts is part of the Wolf River. This portion of the Wolf River that splits the Village east and west is an extremely important asset to the Village. This stretch of river is very popular for both game fish and rough fish angling.

## **Watersheds and Drainage**

**The Village is located within the Wolf River Basin<sup>4</sup>** (Map 6-3). The Wolf River Basin drains 3,690 square miles from Langlade County to Winnebago County and is part of the Lake Michigan Basin. The WDNR is currently developing an Upper Fox and Wolf Total Maximum Daily Load (TMDL). Once approved the TMDL will help to improve water quality of the Winnebago Pool Lakes, Bay of Green Bay and ultimately Lake Michigan. The Wolf River Basin is divided into twenty sub-watersheds, two of which encompass the Village. Both sub-watersheds have major problems with excessive vegetation, dissolved oxygen standard violations, and soil loss.

- **The Pine River and Willow Creek watershed** is the southernmost watershed of the Wolf River Basin and encompasses the west portions of the Village.
- **The Arrowhead River and Daggets Creek Watershed** covers areas of the Village east of the Wolf River. The Winnebago Comprehensive Management Plan (WCMP) rated an 8.2 mile priority strip along the Arrowhead River as high priority for NPS pollution abatement activities. Major problems in this watershed include excessive vegetation, dissolved oxygen standard violations, and critical levels of soil loss.

## **Wetlands**

Wetlands act as a natural filtering system for nutrients such as phosphorus and nitrates and serve as a natural buffer protecting shorelines and stream banks. Wetlands are also essential in providing wildlife habitat, control, and groundwater recharge. Consequently, local, state, and federal regulations have been enacted that place limitations on the development and use of wetlands and shorelands.

**The Village enforces a shoreland and wetland zoning ordinance (Chapter 559).** The Army Corps of Engineers has authority over the placement of fill materials in virtually all wetlands two acres or larger adjacent to navigable waterways. The U.S. Department of Agriculture incorporates wetland preservation criteria into its crop price support programs. Prior to placing fill or altering wetland resources, the appropriate agencies must be contacted for authorization.

The wetlands shown on Map 6-4 are based on the Wisconsin DNR Wetlands Inventory Map. They were identified using aerial photographs to interpret vegetation, visible hydrology, and

---

<sup>3</sup> WDNR, Surface Water Viewer: <https://dnrmaps.wi.gov/H5/?Viewer=SWDV>.

<sup>4</sup> WDNR, <http://dnr.wi.gov/water/basin/wolf> .

geography based on the U.S. Fish and Wildlife Service's "Classification of Wetland and Deepwater Habitats of the United States." **Nine percent (110 acres) of the Village's total acreage are classified as wetlands.** The majority of this acreage is located along unnamed lake tributaries, lake channels and the Lake Winneconne and Wolf River shorelines.

## **Waterfront Parks**

### **Lake Winneconne Park**

In the early 1940s the Children's Country Home, a non-denominational home for dependent and neglected children, sold this property to Winnebago County for use as a Country Park. For a long time after that, villagers referred to the park as "County Park". In 2005, the county sold the park to the Village and the name "Lake Winneconne Park" was adopted. Located at 498 Parkway Drive, Lake Winneconne Park is a beautiful 24.56-acre waterfront park (Map 5-2, Table 5-2). It has become a great place for company picnics, family reunions, and wedding receptions. There is a sandy swimming beach, a boat launch, and a boat docking facility located here. During the summer months you will find the park full of young boys and girls learning the fundamentals of baseball during their T-Ball league games. The gazebo on the knoll overlooking Lake Winneconne and the Wolf River is a popular wedding site. Recently our Parks crew added a brick walkway up to the gazebo.

### **Coughlin Park**

This 3 acre park was created in 2003 and offers a great fishing spot for anglers (Map 5-2, Table 5-2). Two ADA-approved fishing piers are available along the river with a small parking lot, seasonal port-a-potty and a connecting walking trail to Marble Park. The park sign was designed by students from the Winneconne Builders Club.

### **Waterfront Park**

This 1.72 acre park with frontage on the Wolf River is home to an amphitheater (Map 5-2, Table 5-2). Winneconne's Annual Sovereign State Days Celebration occurs here, and area bands provide live entertainment for audiences in the evenings. Youth concerts and other various youth events are held here as well. The park hosts many different fishing tournaments, which have become popular events for villagers and visitors. There is also a 21-slip public docking facility that is within convenient walking distance to nearby downtown shops and restaurants.

## **Boating Facilities**

### **North First Street Boat Launch and Docks**

The facility at North 1st Street provides a boat launch and adjacent docks. These are widely used during the walleye and white bass runs on the Wolf River. The nearby Main Street Bridge is also a popular fishing attraction. The bridge will be redone in 2018 to provide fishing platforms and raised to allow bigger boats through underneath. Bridge fishing is so popular that more than one outdoor journalist has said that no one can call himself a true Wisconsin angler unless he has spent time dropping a line over the rail. The Winneconne bridge is the only state highway bridge in Wisconsin that it is legal to fish on. This will change once the new bridge is constructed providing fishing platforms instead.

## Land Use

Land uses along the waterfront are primarily single family residential. Additional uses include recreational facilities, commercial and multi-family. These land uses can have a significant impact on water quality and public access for residents and visitors.

## Tourism

The village utilizes surface waters as a major component of tourism. Fishing and water recreation are a primary use. Additional tourism uses include waterfront festivals and dining establishments.

## POLICIES AND PROGRAMS

Policies and programs related to the Agricultural, Natural and Cultural resources element can be found in Appendix D.

## GOALS, OBJECTIVES AND POLICIES

The following goals, objectives and policies represent the steps and resources needed to implement the desires identified in this element. Goals set direction, provide purpose and accountability and provide a roadmap. Objectives are specific activities to accomplish goals. Objectives should be clear, measurable and concise. Policies represent principles to guide decisions.

### GOALS AND OBJECTIVES

Type	Reference	Content
Goal	W1	<b>Protect wetlands, streams, and lakes in the Village of Winneconne.</b>
Objective	1	Protect wetland areas adjacent to the Wolf River, Lakes Buttes Des Morts, Poygan, and Winneconne, and local streams through the development of a Village wetlands preservation ordinance.
Objective	2	Protect areas immediately adjacent to and surrounding wetlands by using techniques to minimize effects on wetlands (e.g. buffers, setbacks, etc.). Develop a riparian buffer ordinance to establish permanent setbacks from the high water marks of lakes and streams when new development occurs. a. Create, maintain, and enhance natural buffers along stream banks and lake shores. b. Support the efforts of Winnebago County to enforce stream and lake setback requirements by enforcing local zoning requirements and policies established by the Winnebago County Land and Water Conservation Board (WCLWCB). c. Work with WCLWCB, Winnebago County, WDNR and the Wisconsin Department of Agriculture Trade and Consumer Protection to promote and help fund riparian buffers along streams and lakeshores. d. Educate residents about the importance of environmental corridors.

Objective	3	Create and implement educational program for best practices for waterfront property owners. This should include fertilizer and erosion control best practices.
-----------	---	--

Type	Reference	Content
<b>Goal</b>	<b>W2</b>	<b>Preserve and enhance wildlife habitat.</b>
Objective	1	Partner with local land trusts to protect wildlife habitat areas. Encourage local landowners to pursue opportunities to protect their land by working with land trusts.
Objective	2	Coordinate with WDNR to better identify and protect wildlife habitats, particularly those unique to the community.
Objective	3	Maintain a network of green corridors through the community to act as wildlife corridors. This effort should begin with areas protected through shoreland wetland zoning, open areas preserved in conservation subdivisions and with the establishment of additional trails and greenways in accordance with the Future Land Use Maps.

Type	Reference	Content
<b>Goal</b>	<b>W3</b>	<b>Promote water as amenity for Winneconne.</b>
Objective	1	Develop and implement an improvement program for village-owned docks. This should include the feasibility of adding: <ul style="list-style-type: none"> <li>• Shore power connections</li> <li>• Showers</li> <li>• Additional transient dock slips</li> </ul>
Objective	2	Develop and implement an external marketing organization for promoting water-related activities.

Type	Reference	Content
<b>Goal</b>	<b>W4</b>	<b>Recognize waterfront as unique areas of Winneconne.</b>
Objective	1	Develop standards that make waterfront accessible to residents and visitors.
Objective	2	Provide safe areas for swimming.

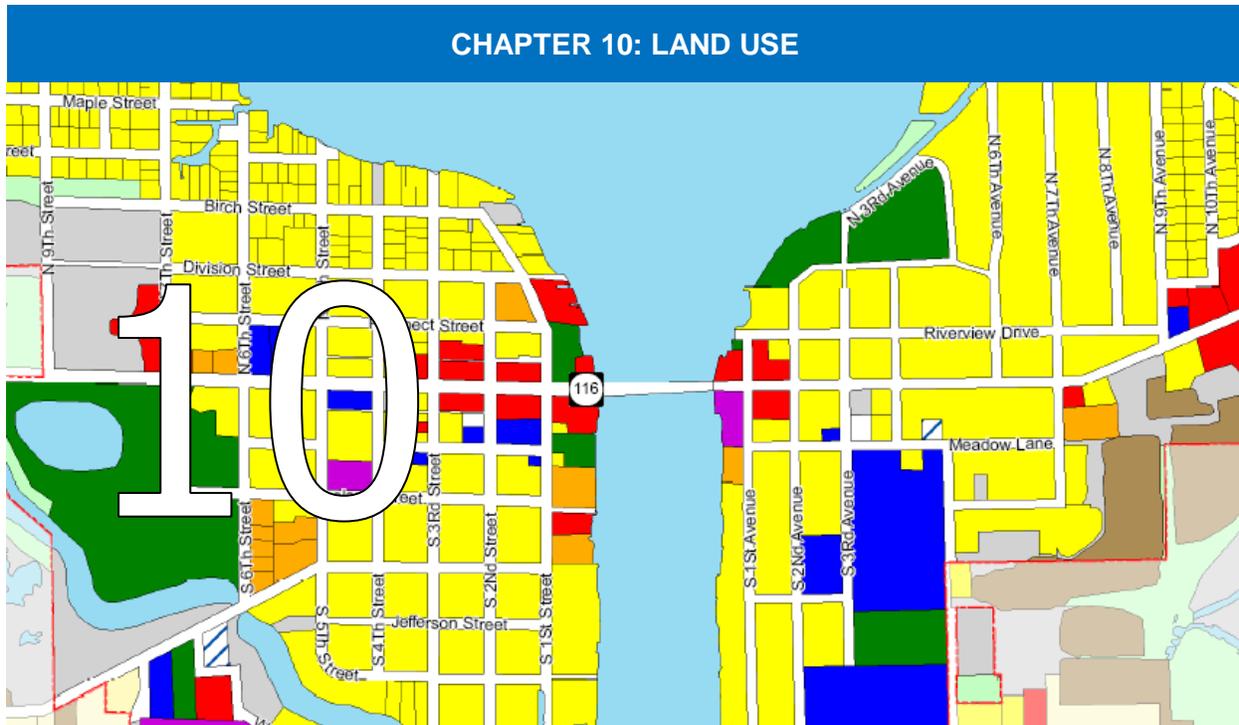
Type	Reference	Content
<b>Goal</b>	<b>W5</b>	<b>Maintain Emergency Management plans and responses for surface water areas.</b>
Objective	1	Maintain Emergency Management plans and responses for accidents and spills.
Objective	2	Maintain water navigation aids and lighting.

## POLICIES

Type	Reference	Content
Policy	1	Preserve the natural resource base, water quality, and primary environmental corridors, which contribute to the maintenance of the ecological balance, natural beauty, and economic well-being of the Village.
Policy	2	Encourage the proper handling of wastes and chemicals so that they produce a minimum effect upon ground and surface water.

---

Policy	3	Regulate the type of commercial and industrial development in the Village to minimize the chances of groundwater contamination.
Policy	4	Discourage development that will interfere with important natural resources, including area lakes and rivers.



## INTRODUCTION

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

### Land Use Vision

*In 2040, the Village of Winneconne has retained its community character and unique 'northwoods' atmosphere by preserving natural resources and encouraging well-planned development to meet the needs of a growing population. Large areas of open space have been preserved in the community providing recreational wildlife viewing opportunities for local residents. Winneconne relies on effective, local land use ordinances to preserve and enhance the Village's natural and cultural resources, promote quality residential development, and provide development options that harmoniously blend with the community's historic character.*

## KEY SUMMARY POINTS

The following list summarizes key issues and opportunities identified in the element. The reader is encouraged to review the “Inventory and Analysis” portion of the element for more detail.

### Existing Land Use

- a) The Village encompasses 1,214.4 acres. About 56% (677.9 Acres) of the land within the Village is developed.

### Annexations

- a) During 2010-2019 the Village did not annex any lands from surrounding unincorporated areas.

### Market Trends

- a) Between 2009 and 2018 the Village’s land value peaked in 2018 at \$48,485,000.

### Land Use Density and Intensity

- a) Between 2000 (662.5 units/sq. mi.) and 2010 (783.0 units/sq. mi.), residential densities increased slightly in the Village.
- b) Between 2000 and 2015, residential single family land use intensities are estimated to have decreased slightly from 3.5 units per acre to 3.2 units per acre. Multi-family land use increased during the same time period from 6.0 units per acre to 14.1 units per acre.

## INVENTORY AND ANALYSIS

The following section provides a thorough analysis of land use trends and projections for the Village.

### EXISTING LAND USE

Existing land use was interpreted utilizing 2015 aerial photography. In order to analyze land use trends, historic land use data was derived from 2000 aerials and updated to 2015 so as to be used as a comparison. Land use information was compiled into general land use categories (Table 10-1).

### Land Use Categories

**Residential.** Residential land is classified as land that is used primarily for human habitation. Residential land uses are divided into single and two-family residential, farmstead, multi-family and mobile home parks. Single and two-family residential includes single family dwellings, duplexes, and garages for residential use. Within platted subdivisions, residential land use encompasses the entire lot. In rural areas and where lots are typically larger, single family includes the primary residence, outbuildings, and the mowed area surrounding the structures. Single family also includes isolated garages and similar structures on otherwise undeveloped rural lots. Farmsteads include the farm residence, the mowed area between the buildings and the associated outbuildings (barn, sheds, manure storage, abandoned buildings). Multi-family

includes apartments of three or more units, condos, room and boarding houses, residence halls, group quarters, retirement homes, nursing care facilities, religious quarters, and the associated parking and yard areas. Mobile home parks are classified as land that is part of a mobile home park. Single standing mobile homes are classified under single family and two-family residential.

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

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

**Recreational.** Recreational facilities are defined as land uses that provide leisure activity opportunities for citizens. This category encompasses both active and passive activities. Recreational activities include designated hunting and fishing areas; nature areas; general recreational parks; sports facilities (playgrounds, ball diamonds, soccer fields, tennis courts, etc.); Village, county and state parks; fairgrounds; marinas; boat landings; spectator sport venues; hiking trails; mini-golf; bowling; bicycling; skiing; golf courses; country clubs; performing arts centers; museums; historical sites; zoos; amusement parks; gambling venues; and other related activities.

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

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

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

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

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

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

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

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

### **Current Land Use Inventory**

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

***The Village encompasses 1,214.4 acres. About 56% (677.9 Acres) of the land within the Village is developed*** (Table 10-1 and Map 4-1). Highest developed uses in the Village are single-family residential (305.4 acres) and transportation (154 acres). Highest undeveloped uses in the Village are water (283.9 acres) and other open land (141 acres).

**Table 10-1: Existing Land Use, 2015**

Land Use	Winneconne		
	Acres	Percent of Developed Land	Percent of Total Acres
Single Family	305.4	45.1%	25.2%
Farmsteads	1.1	0.2%	0.1%
Multi-Family	17.7	2.6%	1.5%
Commercial	34.8	5.1%	2.9%
Industrial	29.8	4.4%	2.5%
Recreational	59.5	8.8%	4.9%
Institutional Facilities	69.7	10.3%	5.7%
Transportation	154.0	22.7%	12.7%
Utilities/Communication	5.9	0.9%	0.5%
<b>Total Developed</b>	<b>677.9</b>	<b>100%</b>	<b>55.8%</b>
Non-Irrigated Cropland	64.9		5.3%
General Woodlands	46.7		3.9%
Other Open Land	141.0		11.6%
Water	283.9		23.4%
<b>Total Undeveloped</b>	<b>536.5</b>		<b>44.2%</b>
<b>Total Acres</b>	<b>1,214.4</b>		<b>100%</b>

Source: East Central Wisconsin Regional Planning Commission, 2015

## LAND MARKET AND DEVELOPMENT

### Development Trends

The amount of land available for development is finite. By analyzing the patterns in land use and understanding what the current development trends are, the Village is better able to plan for future development in a sustainable manner.

Table 10-2 displays building permits for the years 2014 through 2018. The largest period of growth was in 2017. During this year, 38 units were added.

**Table 10-2: Building Permits (Residential Construction), 2010–2018 Village of Winneconne**

Year	Additions				Deletions				Net (Additions - Removals)		
	Single-Family Units	Two-Family Units	Multi-Family Units	Mobile Homes	Single-Family Units	Two-Family Units	Multi-Family Units	Mobile Homes	Summary Additions	Summary Deletions	Net Housing Units
2010	1	0	0	0	1	0	0	0	1	1	0
2011	0	0	0	0	2	0	0	0	0	2	- 2
2012	1	0	29	0	0	0	0	0	30	0	30
2013	3	0	10	0	1	0	0	0	13	1	12
2014	2	0	8	0	2	0	0	0	10	2	8
2015	1	0	0	0	1	0	0	0	1	1	0
2016	3	0	0	0	2	0	0	0	3	2	1
2017	10	0	28	0	1	0	0	0	38	1	37
2018	1	0	0	0	1	0	0	0	1	1	0

Source: Wisconsin DOA, 2019

### Annexations

**During 2010-2019 the Village did not annex any lands from surrounding unincorporated areas** (Table 10-3).

**Table 10-3: Annexations, 2008 – 2017**

Year	Number of Annexations	Acres Annexed
2010	0	0
2011	0	0
2012	0	0
2013	0	0
2014	0	0
2015	0	0
2016	0	0
2017	0	0
2018	0	0

Source: Wisconsin DOA, 2019

### Market Trends

The price of developable land value varies depending on the surrounding land uses, location, access, services and other subjective factors. Natural features such as water frontage, forests and open space may increase the overall value. Land prices are subject to market demand and fluctuations. As such, land values show periodic variations. Housing affordability is dependent on land prices. Equalized value is the best proxy for determining land market trends. Table 10-4 shows the equalized values of all classes of land in the Village and Winnebago County between

2009 and 2018. **The Village's land value peaked in 2018 at \$48,485,000.** In comparison, the equalized land value in Winnebago County also peaked in 2018.

**Table 10-4: Equalized Values (Land Only), 2009-2018**

Year	Village of Winneconne	Percent Change	Winnebago County	Percent Change
2009	\$44,197,600	-	\$2,659,389,100	-
2010	\$43,331,000	-2.0%	\$2,617,627,700	-1.6%
2011	\$42,768,100	-1.3%	\$2,651,947,000	1.3%
2012	\$41,619,900	-2.7%	\$2,586,290,300	-2.5%
2013	\$41,531,500	-0.2%	\$2,577,639,200	-0.3%
2014	\$45,094,000	8.6%	\$2,607,631,900	1.2%
2015	\$44,539,600	-1.2%	\$2,642,385,200	1.3%
2016	\$45,764,200	2.8%	\$2,686,080,400	1.7%
2017	\$47,024,200	2.8%	\$2,824,617,600	5.2%
2018	\$48,485,000	3.1%	\$2,940,657,900	4.1%

Source: Wisconsin Department of Revenue, 2009-2018, Statement of Equalized Values

## LAND USE DENSITY AND INTENSITY

### Density

Density is broadly defined as a “number of units in a given area<sup>1</sup>”. For the purposes of this report, residential densities are defined as the number of housing units per square mile of total land area (units/square mile), excluding water. **Between 2000 (662.5 units/sq. mi.) and 2010 (783.0 units/sq. mi.), residential densities increased slightly in the Village** (Table 10-5). Residential densities also increased in Winnebago County.

**Table 10-5: Residential Density, 2000 and 2010**

MCD	2000			2010		
	Land Area in Sq. Miles	Total Units	Units/Sq. Mile	Land Area in Sq. Miles	Total Units	Units/Sq. Mile
V. Winneconne	1.6	1,060	662.5	1.53	1,198	783.0
Winnebago County	438.58	64,721	147.6	434.49	73,329	168.8

Source: U.S. Census, 2000 and 2010 SF1, Table GCT-PH1

### Intensity

Intensity is the degree of activity associated with a particular land use. Therefore intensity is defined as the measure of the units per acre of residential development. Due to the limited availability of information, this plan will compare the intensities of single-family versus multi-family development in the Village. To calculate land intensities, the categories (as defined by East Central) of single and two-family residential, farmsteads, and mobile homes were all

<sup>1</sup> Measuring Density: Working Definitions for Residential Density and Building Intensity, November 2003. Design Center for American Urban Landscapes, University of Minnesota.

classified as “single-family.” Buildings consisting of three or more units were classified as “multi-family.”

**Table 10-6: Residential Intensity, 2000 and 2015**

	2000			2015		
	Units	Acres	Units/Acre	Units	Acres	Units/Acre
Single-Family	885	249.9	3.5	982	305.4	3.2
Multi-Family	181	30.1	6.0	249	17.7	14.1

Source: U.S. Census 2000, DP-4, SF3, U.S. Census American Community Survey 2015, ECWRPC Land Use 2000 and 2015

**Between 2000 and 2015, residential single family land use intensities are estimated to have decreased slightly from 3.5 units per acre to 3.2 units per acre. Multi-family land use increased during the same time period from 6.0 units per acre to 14.1 units per acre** (Table 10-6). Several important factors create more intense development patterns in communities. Single-family residential development is typically a less intense land use than multi-family. Another factor influencing residential intensity is the size of parcels. Parcels in older more established portions of a community are typically smaller than parcels developing today. This is because residential development in older neighborhoods took place when society was less dependent on the automobile. As a result, this necessitated smaller lot development that allowed for closer proximity to neighbors and services.

## LAND USE ISSUES AND CONFLICTS

The Village is situated along the shores of Lake Winneconne and the Wolf River. It is a mixture of residential, commercial, industrial, institutional, recreation and other land uses. Commercial and industrial uses are primarily in the downtown and along major transportation corridors. As a result, residential, commercial and industrial development can come in direct contact with one another.

In order for the Village to grow, it must either increase its overall density on existing land or it must annex new lands from bordering towns in the area. The Village should continue to keep a method of communication open between itself and its neighbors so that future land use proposals can be discussed prior to approval. It should also ensure that a method of communication exists between the Village and others such as the Winneconne School District, local economic development corporations, Winnebago County, East Central Wisconsin Regional Planning Commission and state and federal agencies.

Natural resource preservation and development could be in conflict with each other. Lake Winneconne, the Wolf River, as well as wetlands, floodplains and other features comprise the natural resource base. Increased development near these resources could lead to displacement of wildlife, degradation of surface and groundwater, open lands and other resources.

Incompatibilities may arise between adjacent land uses as development continues. To lessen these conflicts, land use controls such as setbacks, screening, and buffering should be utilized.

## **FUTURE LAND USE**

### **Future Land Use Projections**

Wisconsin statutes require comprehensive plans to include five year projections for land uses over the length of the plan.<sup>2</sup> The projections for the Village can be seen in Table 10-7.

While projections can provide extremely valuable information for community planning, by nature, projections have limitations that must be recognized. First and foremost, projections are not predictions. Projections are typically based on historical growth patterns and the composition of the current land use base. Their reliability depends, to a large extent, on the continuation of those past growth trends. Second, projections for small communities are especially difficult and subject to more error, as even minor changes can significantly impact growth rates. Third, growth is also difficult to predict in areas that are heavily dependent on migration, as migration rates may vary considerably based on economic factors both within and outside of the area.

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

Expected increases in residential and commercial acreage and resulting decreases in agricultural acreage can be estimated by analyzing and projecting historical data into the future. Population and housing growth and the amount of land that would be required to accommodate that increase in growth were made using past housing and population trends, and future population and household projections.

Using household projections from the Wisconsin Department of Administration, it is estimated that by 2040 there will be approximately 1,177 housing units or about 129 additional housing units in the Village. Currently, housing is split between single-family households (94.5%) and multifamily (5.5%) Table 10-7 indicates the projected acreage needed for the additional housing units expected and utilizes the current split in housing types.

Future commercial and industrial land use needs are based on the ratio between commercial and industrial acreage and population. The WDOA estimates that in 2015, the population of the Village was 2,410 people. WDOA estimates that there will be an increase in population in the 2040 with the addition of 129 people.

It should be noted that increases in the developed land uses noted in Table 10-7 will mostly come from loses in undeveloped and agricultural lands. A projected total of 106.3 acres will be developed from these undeveloped and agricultural lands. To minimize these loses; the Village should consider the impact of minimum lot sizes required by its zoning ordinance.

---

<sup>2</sup> Wisconsin State Statutes 66.1001.

**Table 10-7: Future Land Use Projections**

Land Use	2015	Projected 2020	Projected 2025	Projected 2030	Projected 2035	Projected 2040	Additional acres between 2015-2040
S.F. Residential	306.5	321.1	335.6	350.2	364.7	379.3	72.8
M.F. Residential	17.7	18.6	19.5	20.3	21.2	22.1	4.4
Commercial	34.8	37.9	41.1	44.2	47.4	50.5	15.7
Industrial	29.8	32.5	35.2	37.8	40.5	43.2	13.4

Source: ECWRPC and WI DOA, 2019

## POLICIES AND PROGRAMS

Policies and programs related to the land use element can be found in Appendix D.

## GOALS, OBJECTIVES AND POLICIES

The following goals, objectives and policies represent the steps and resources needed to implement the desires identified in this element. Goals set direction, provide purpose and accountability and provide a roadmap. Objectives are specific activities to accomplish goals. Objectives should be clear, measurable and concise. Policies represent principles to guide decisions.

### GOALS AND OBJECTIVES

Type	Reference	Content
Goal	LU1	<b>Provide effective tools to promote desired development patterns in the Village of Winneconne.</b>
Objective	LU1.1	Complete a review of the zoning ordinance (and maps), subdivision ordinance, and all other relevant ordinances to ensure consistency with the adopted comprehensive plan. Consider the adoption of form and performance-based zoning requirements for the proposed mixed-use areas.
		<ul style="list-style-type: none"> <li>a. Develop zoning districts and classifications for the new land uses proposed on the Future Land Use map.</li> <li>b. Review model TND and New Urbanism codes available from the UW-Extension and other organizations when revising the Village's zoning ordinance.</li> </ul>
Objective	LU1.2	Develop a Village Design Ordinance setting architectural and design requirements for building materials, colors, styles, sizes, roof types, building lines, landscaping, lighting, signage, and other design factors.
		<ul style="list-style-type: none"> <li>a. Establish an Architectural Review Committee to oversee the design Ordinance.</li> </ul>
Objective	LU1.3	Develop a Historic Preservation Ordinances to guide development, redevelopment, and rehabilitation within historic districts, sites, and buildings.

		a. Establish a Historical Preservation Commission to oversee the Historic Preservation Ordinance.
Objective	LU1.4	Develop an Extraterritorial Zoning Ordinance to guide development on land outside, but within 1.5 miles, of Village boundaries.

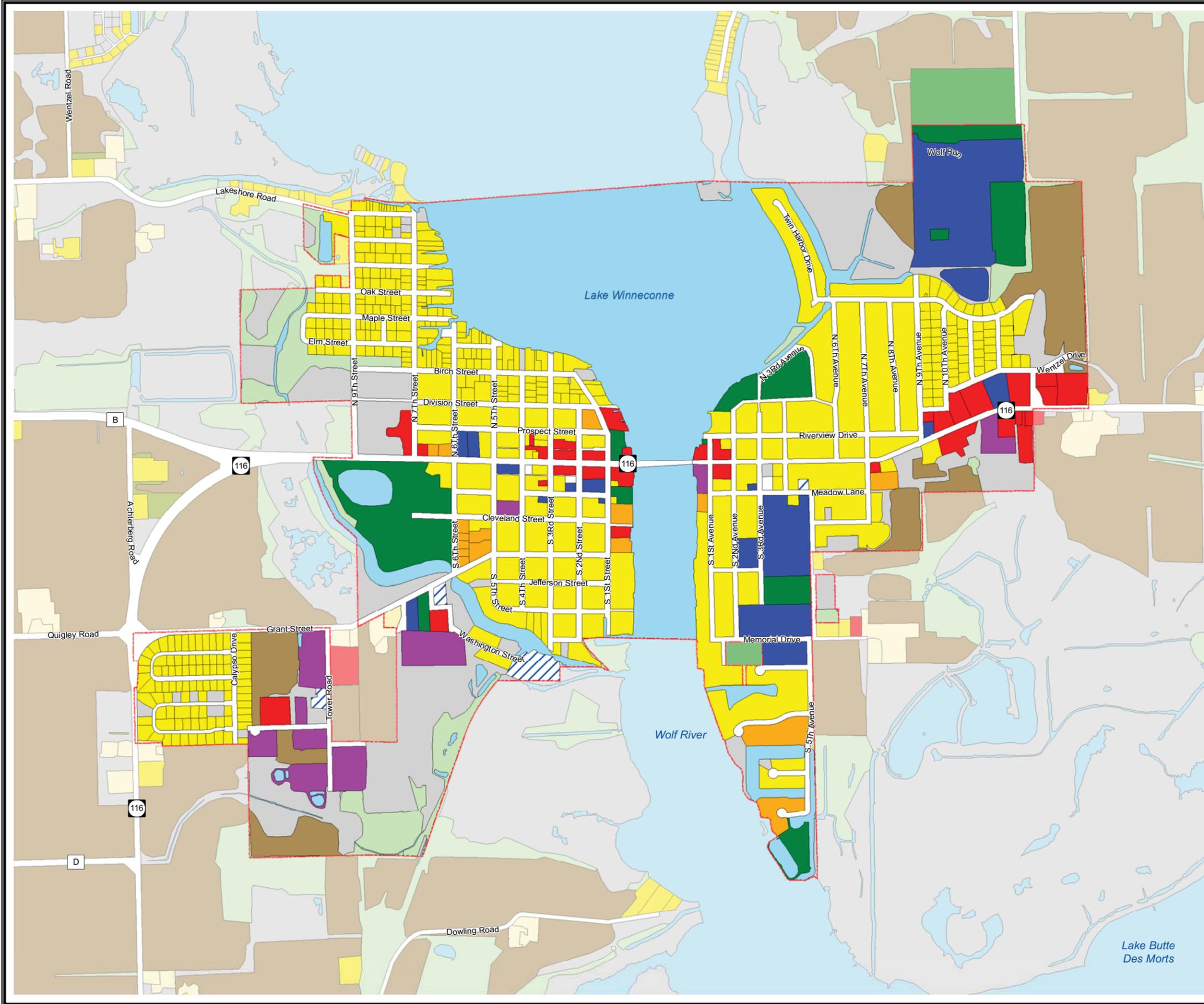
Type	Reference	Content
Goal	LU2	<b>Create an accessible destination point for residents and visitors offering desired goods, services, and housing choices.</b>
Objective	LU2.1	Fully implement the Winneconne Streetscape Plan.
Objective	LU2.2	Meet annually with the Winneconne Community School District to discuss pending and proposed residential, commercial, and municipal development projects within the Village.

Type	Reference	Content
Goal	LU3	<b>Maintain Winneconne’s community character and unique ‘northwoods’ atmosphere.</b>
Objective	LU3.1	Establish preserved open spaces within Winneconne and riparian corridors adjacent to Village.
Objective	LU3.2	Encourage commercial development consistent with, and discourage development inconsistent with, community character.

**POLICIES**

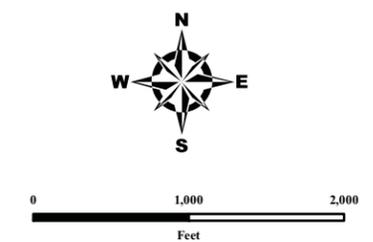
Type	Reference	Content
Policy	1	It is the policy of the Village of Winneconne to review all development proposals in accordance with this comprehensive plan.
Policy	2	It is the policy of the Village of Winneconne to promote energy efficiency building and design practices by encouraging development that complies with the Focus on Energy program.
Policy	3	It is the policy of the Village of Winneconne to preserve and enhance its historic buildings, places, and neighborhoods for future generations.
Policy	4	It is the policy of the Village of Winneconne to support efforts to maintain and enhance water quality and aquatic habitat in the Wolf River and the Lake Winnebago Pools system.
Policy	5	It is the policy of the Village of Winneconne to promote development patterns that respect the principles of Traditional Neighborhood Design and New Urbanism when reviewing and approving development proposals in the downtown and near downtown neighborhoods.
Policy	6	It is the policy of the Village of Winneconne to maintain and enhance the unique character of this community.

# Map 10-1 Village of Winneconne Existing Land Use



- Single Family Residential
- Farmsteads
- Multi-Family
- Commercial
- Industrial
- Institutional Facilities
- Transportation
- Utilities/Communications
- Non-Irrigated Cropland
- Recreational Facilities
- Planted Woodlands
- General Woodlands
- Open Other Land
- Water

Source:  
Base data provided by Winnebago County 2018.  
Land Use provided by ECWRPC 2015.

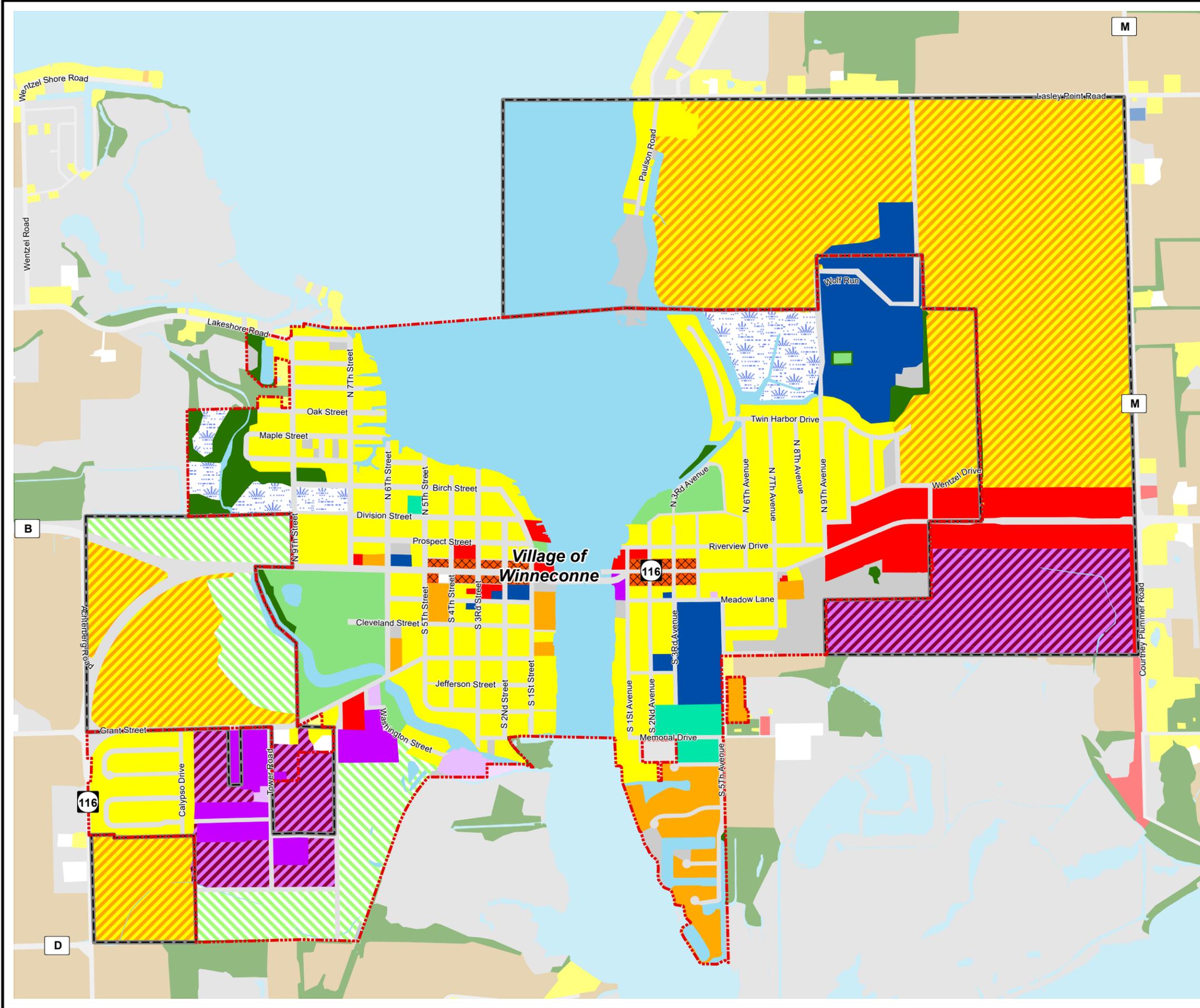


This data was created for use by the East Central Wisconsin Regional Planning Commission Geographic Information System. Any other use/application of this information is the responsibility of the user and such use/application is at their own risk. East Central Wisconsin Regional Planning Commission disclaims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

PREPARED JULY 2019 BY:  
East Central Wisconsin  
Regional Planning Commission  
**ECWRPC**

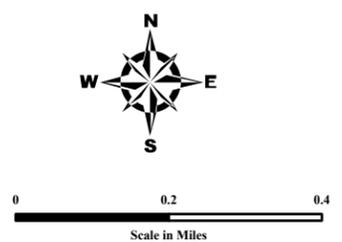
MZ: O:\2430\_Winneconne\_Comp\_Plan\MXD\Winneconne\_ExistingLandUse.mxd

# Map 10-2 Village of Winneconne 20 Year Future Land Use



- Municipal Boundary
- Future Growth Areas
- Institutional Facilities
- Multiple Family / Alternative Housing
- Cemeteries
- Commercial / Industrial
- Recreation
- Woodlands
- Transportation
- Mixed Single Family / Alternative Housing
- Farmland
- Preserved Open Space
- Commercial
- Redevelopment & Infill
- Single Family
- Undeveloped
- Industrial / Manufacturing
- Water Areas
- Utilities
- Wetlands

Source:  
Base data provided by Winnebago County 2018.  
Future Land Use provided by ECWRPC 2013.



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 FEBRUARY 2020 BY:  
East Central Wisconsin  
Regional Planning Commission  
**ECWRPC**

O:\2430\_Winneconne\_Comp\_Plan\MXD\TownofwinneconneFutureLandUse.aprx

## CHAPTER 11: IMPLEMENTATION



### INTRODUCTION

A smart growth comprehensive plan serves a community by establishing priorities for the future, evaluating available resources, and providing a means for dealing with change. The purpose of the planning effort is to develop a plan that will guide both public and private decisions. In order to follow the plan as described in the preceding chapters, it is necessary to implement the goals, as outlined on a continual basis. If a plan is to be successful it must be implemented meaningfully and aggressively. This chapter prescribes a specific series of ongoing efforts and actions to be completed by the Village.

### ROLE OF THE PLAN

All land controls governing the Village must be consistent with the adopted comprehensive plan<sup>1</sup>. The Village's Plan Commission is responsible for ensuring this plan is used as a guide to update and/or replace ordinances to reflect the goals of this plan. When the Plan Commission reviews any petitions for development, the plan should be reviewed; any recommendations for future development must be based on the identified goals, objectives, actions and proposed land use patterns within this plan. If the Plan Commission must ultimately make a decision that is inconsistent with the plan, the plan should be amended to reflect the change in policy.

---

<sup>1</sup> Wisconsin State Statutes 66.1001.

## **RESPONSIBILITY**

### **Elected Officials**

Elected officials must make their decisions on criteria regarding how development will affect the entire community, as well as how it will influence a specific site. As a result, elected officials make complex decisions based upon the comprehensive plan, the goals of the applicant, technical advice from staff, citizen input from advisory boards, and their own judgment on the specific development. The comprehensive plan provides much of the factual information an elected official will need for decision making. Elected officials must familiarize themselves with the contents and overall goals of the plan in order to ensure the plan remains viable.

### **Plan Commission**

The powers and duties of planning commissions have been established by Wisconsin Statutes<sup>2</sup>. The Village 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 members should be knowledgeable about the contents, visions, goals, objectives and actions of the comprehensive plan. Moreover, the Plan Commission must promote active citizen participation in future planning efforts, and should strive to keep the citizens and elected officials informed of any technical issues and proceedings regarding current planning issues. The Plan Commission is responsible for periodic amendments to the comprehensive plan so that regulations and ordinances are in compliance with the plan. Likewise, the Plan Commission must review all new ordinances to verify they are compliant with the goals, objectives and actions of the comprehensive plan. The following principles should be used in making decisions

## **CONSISTENCY**

### **Internal Consistencies**

The comprehensive plan was developed sequentially with supportive goals, objectives and actions. Utilizing the Village's public participation process and information contained in the background chapters as a basis, key issues were identified for each of the nine elements of the plan. Using these issues, along with factual information regarding natural features, historical population and housing data, population and housing projections, and an analysis of existing infrastructure, goals, objectives and actions for each comprehensive planning element were developed. The identified goals, objective and actions expressed in this plan were used to prepare the Future Land Use Map (Map 9-1). To maintain internal consistency, any amendment to the plan should be accompanied with an overall review of all nine elements and their associated goals, objectives and recommendations.

Beginning on January 1, 2010<sup>3</sup>, if a local governmental unit enacts or amends any of the following ordinances, the ordinance shall be consistent with that local governmental unit's comprehensive plan<sup>4</sup>:

---

<sup>2</sup> Wisconsin State Statutes 62.23 and 60.62.

<sup>3</sup> *Wisconsin Act 372* delays the consistency requirement until January 1, 2012 for local governments who applied for but not received a comprehensive planning grant from the WDOA. It also gives WDOA discretionary authority to grant consistency extensions to grant local governments who have received a comprehensive planning grant.

<sup>4</sup> Wisconsin State Statutes 66.1001(3).

- Official mapping ordinances enacted or amended under Wisconsin State Statutes 62.23 (6).
- Local subdivision ordinances enacted or amended under Wisconsin State Statutes 236.45 or 236.46.
- County zoning ordinances enacted or amended under Wisconsin State Statutes 59.69.
- Village or village zoning ordinances enacted or amended under Wisconsin State Statutes 62.23 (7).
- Village zoning ordinances enacted or amended under Wisconsin State Statutes 60.61 or 60.62.
- Shorelands or wetlands in shorelands zoning ordinances enacted or amended under Wisconsin State Statutes 59.692, 61.351 or 62.231.

### **External Consistencies**

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

### **MONITORING PROGRESS**

It is the responsibility of the Plan Commission to monitor the progress of implementation utilizing the Action Implementation Tables that are found at the end of this chapter. The progress of plan implementation should periodically be reported to the Village Board. Additionally, the Plan Commission should annually review the goals, objectives and actions and address any conflicts which may arise between the elements of the plan. While it is the responsibility of the Plan Commission to monitor progress, others may also check progress including community members, Village staff and citizen groups.

In order to assist the Plan Commission with the monitoring of the plan, it may be necessary to develop and implement a variety of informal tools and techniques. Items for consideration may include:

- creation of development review 'checklists' to assist with determining a proposal's consistency with the comprehensive plan;
- integration of plan actions into a 'performance-based budgeting' initiative;
- development of an annual 'work plan' for the Plan Commission;
- placing the comprehensive plan as an item on every Plan Commission meeting agenda so that either the public and/or Plan Commission members can discuss items related to the plan, or to use the time to evaluate implementation progress;
- developing articles for the Village newsletter which focus on certain recommendations or strategies within the plan and calling for public input or volunteers to work on an item; and
- designation of an official "Comprehensive Planning Day" within the Village and have activities or workshops related to this subject so as to build awareness (perhaps associated with the month of October which is the American Planning Association's formal "Community Planning Month."

## **UPDATING THE PLAN**

A comprehensive plan must be updated at least once every ten years<sup>5</sup>. However, it is strongly recommended that the Plan Commission annually review both the implementation schedule and current planning decisions to ensure compliance with the overall goals of the plan and continued consistency with the overall vision of the community. This annual review should also be used to determine if a “major” plan amendment is required.

The comprehensive plan is a dynamic document. The plan should be updated when new demographic, economic, and housing data are released by the U.S. Census Bureau. It is anticipated that the land use element will likely require updating over the course of the plan due to growth and change that the Village may experience. Other elements are less likely to need updates. Furthermore, as community values change, some goals, objectives and actions may no longer be relevant. The update to a plan should take less time than the full comprehensive planning process, but should include public participation.

## **ADOPTING THE PLAN OR UPDATE**

As directed by Wisconsin State Statutes 66.1001(4), any plan commission or other body of a local governmental unit authorized to prepare or amend a comprehensive plan shall adopt written public participation procedures that foster public participation, adopt a resolution by a majority vote of the entire commission or governmental unit. The vote shall be recorded in the official minutes of the plan commission; the resolution shall refer to maps and other descriptive materials that relate to one or more elements of the comprehensive plan.

The Village Board and Plan Commission may spend time reviewing, revising and requesting revisions to the recommended plan. The Village Board shall draft an ordinance adopting the plan and publish a class 1 public notice 30 days prior to the hearing on the proposed ordinance to adopt the final “recommended plan”. The Village Board must provide an opportunity for written comments to be submitted by the public and there must be a response to those comments. In addition, a public hearing must be held on the ordinance. By majority vote, the Village Board must approve the ordinance. One copy of the adopted comprehensive plan, or an amendment to the plan, shall be sent to the following:

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

## **LAND USE PLANNING CONTROLS**

Although zoning and subdivision ordinances are the two most commonly utilized land use planning tools, there are several key tools which can be utilized to ensure that new development

---

<sup>5</sup> Wisconsin State Statutes 66.1001(2)(i).

occurs in an organized and desired fashion. The Village may wish to modify existing or establish new ordinances which regulate new development.

## Zoning

Comprehensive plans and zoning ordinances perform differently. A comprehensive plan is a “guide to the physical, social, and economic development of a local government unit” and that “the enactment of a comprehensive plan by ordinance does not make the comprehensive plan by itself a regulation.”<sup>6</sup> Comprehensive plans provide a vision for 20 years while zoning ordinances have an immediate impact on land use decisions. In order to rectify this difference, re-zoning is completed on an ongoing basis in a manner that is consistent with the overall vision of the plan. The timing of rezoning is dependent on market forces, political climate, and the accuracy of the plan’s predictions.

The Plan Commission and Village Board must continually ensure that any future zoning changes are consistent with the comprehensive plan. Several actions can be taken to ensure that zoning decisions are made that accommodate the preferred future land uses as indicated on the Future Land Use Map (Map 10-2).

- Compare intended future land uses with existing zoning. Amend current zoning to reflect the intended future uses for all areas within the Village.
- Encourage local citizens and elected officials to actively participate in ongoing Village meetings regarding all zoning and planning issues.
- Amend existing ordinances and develop new ordinances which are reflective of the goals, objectives and actions of all elements in the Village’s comprehensive plan.

## Official Maps

Cities, villages, and towns which have adopted village powers have the authority to develop an official map<sup>7</sup>. An official map is a diagram which delineates the current and future roadways such as local streets, highways, historic districts, parkways, and parks. Additionally, an official map may delineate railroad right-of-ways, waterways (only if included on a comprehensive surface water drainage plan) and public transit facilities. Furthermore the map may establish exterior lines of future streets, highways, historic districts, parks, parkways, public transit facilities, waterways, and playgrounds. Official maps serve several important functions which ensure that future land use decisions will remain compliant with the comprehensive plan.

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

---

<sup>6</sup> 2009 Wisconsin Act 379.

<sup>7</sup> Wisconsin Statutes 62.23(6).

The Village should ensure that its official map is current and consistent with the comprehensive plan.

### **Erosion and Stormwater Control Ordinances**

Local communities may adopt a construction site erosion control and stormwater management ordinance. The purpose of these ordinances is to protect surface water quality and minimize the amount of sediment and other pollutants in stormwater runoff from construction sites to lakes, streams, and wetlands.

### **Historic Preservation Ordinance<sup>8</sup>**

As development continues to modernize the appearance of an area, the use of an historic preservation ordinance can help a community protect and enhance key cultural and historical features. A historic preservation ordinance can designate local landmarks and protect these properties by regulating new construction, alterations or demolitions that affect them. More information is available on the Wisconsin Historical Society's webpage at <http://www.wisconsinhistory.org/>.

### **Building/Housing Codes**

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

### **Floodplain Ordinance**

The Village regulates all areas within the Village that would be covered by the regional flood or base flood. In some instances, it may be important to readjust the floodplain boundaries in specific areas. In order to do so, local communities must follow these steps:

- 1) Contract with an engineering firm to conduct hydrologic and hydraulic engineering studies and modeling to calculate the floodplain for the specified area. It is recommended that 2 foot contour intervals be utilized.
- 2) Submit the recalculated floodplain boundaries to the WDNR and FEMA for review.
- 3) If approved, amend existing zoning maps to reflect the re-calculated floodplain boundaries.

### **Subdivision Ordinances**

Wisconsin State Statutes regulate the division of raw land into lots for the purpose of sale for building development. A subdivision ordinance is related to the zoning ordinance in that it regulates the platting, or mapping, or newly created lots, streets, easements, and open areas. A subdivision ordinance can help implement the comprehensive plan and must be consistent with and conform to the local comprehensive plan goals. Furthermore, subdivision ordinances can incorporate construction standards and timelines for completion of community facilities such as transportation networks or curb and gutter systems.

---

<sup>8</sup> Historic Preservation Ordinances are regulated under Wisconsin Statutes 62.23 (em).

## **Lighting Controls/Ordinances**

As development pressures occur, communities discover that not only are the natural features being altered, but also the scenic views of the night sky are being diminished. Both yard lighting and signage can change the character of a community as significantly as new development. This is especially true in areas where new lighting has become over-excessive in new commercial or industrial districts. Direct lighting or glare can and should be regulated in order to maintain community character.

Currently, lighting and its evening glare is one of the chief complaints residents have in many communities across this state and nation. Many light manufactures have responded positively to complaints about the increased amounts of light pollution. There are many examples of development and lighting structures which have reduced scatter light through new non-glare technologies. Many light manufactures have light cutoff shields that will remove glare, thus increasing the light's effectiveness and reducing its overall energy consumption. Other lights may direct light at ground height only. Since non-glare lighting and other similar technologies are similarly priced to current lighting practices, communities should consider developing lighting ordinances which not only reduce light pollution, but also improve energy consumption and costs.

## **CONSISTENCY WITH OTHER PLANS**

Communities undertake multiple planning efforts and implementation. It is not the intent of this plan to replicate those documents within the framework of this update but those that have been adopted are incorporated by reference into this comprehensive plan update. Plans being incorporated by reference into the comprehensive plan will be reviewed for consistency and have the same force as the comprehensive plan. Should there be any conflict between any of the listed plans below and the comprehensive plan language will take precedence unless amended.

## **Comprehensive Outdoor Recreation Plan (CORP)**

The Comprehensive Outdoor Recreation Plan was adopted by the Common Board in 2017. The plan is a formal document designed to assist the Village in the development of park and open space amenities to provide for the need of residents. The plan provides a means for identifying, analyzing, promoting, and responding to changes in society, both present and future. As the CORP has planning and development implications, development proposals, official mapping, subdivisions, and zone changes will be reviewed for consistency with this plan.

## **IMPLEMENTATION SCHEDULE**

The goals established in the implementation schedule should be applied over the planning period which begins in 2020 with the adoption of the comprehensive plan and runs through the planning period. They represent priorities for the Village. Supporting objectives and actions developed with the goals provide more detailed and readily measurable steps toward reaching each goal, while actions used to ensure plan implementation.

Due to the nature of comprehensive planning, goals, objectives and actions of each particular element are interrelated. To ensure that implementation of the plan is achieved in a timely fashion, the Village's Administrator will incorporate activities as part of their annual work plan through input from the Village Board and Plan Commission.

The goals found below are a summary of the items found in chapters 2 through 10.

**Priority/Timeline**

The plan should be implemented over a period of 20 years. The following is a listing of the priorities ranging from high priority (1) to low priority (4).

POPULATION AND HOUSING							
Type	Reference	Content	Priority	Timeframe	Lead	Secondary	Measurement/Notes
Goal	P1	Plan for a growing and increasingly diverse population.					
Goal	H1	Preserve or improve the quality of residential areas to reflect the community character and visions expressed in this plan.					
Goal	H2	Provide a variety of housing types, designs, densities, and price ranges to meet the needs of residents of varying incomes, ages and lifestyle preferences and to support economic development.					
Goal	H3	Maintain a significant, yet manageable rate of local housing development.					

TRANSPORTATION							
Type	Reference	Content	Priority	Timeframe	Lead	Secondary	Measurement/Notes
Goal	T1	Maintain and improve Village roads in a timely and well-planned manner.					
Goal	T2	Promote a multi-modal transportation system for efficient, safe, and convenient movement of people, goods, and services.					
Goal	T3	Support the long-term viability of area roads.					
Goal	T4	Keep residents informed of pending transportation improvements.					

Goal	T5	Develop the transportation network in accordance with adopted land use plans, economic considerations, physical constraints, and community desires to meet local travel needs.					
Goal	T6	Partner with the county, ECWRPC, WisDOT and the WDNR to plan and coordinate transportation improvements.					
Goal	T7	Develop and implement a Complete Streets policy and design standards.					
Goal	T8	Connect the Village of Winneconne to Greater Oshkosh Transit (GO Transit) services.					

UTILITIES AND COMMUNITY FACILITIES							
Type	Reference	Content	Priority	Timeframe	Lead	Secondary	Measurement/Notes
Goal	UCF1	Ensure that all Village development is served by efficient, cost-effective utilities and community facilities within the Village's capacity to provide such services.					
Goal	UCF2	Work cooperatively with the Winneconne Community School District to maintain student enrollment levels and enhance the District's strong reputation within the state.					
Goal	UCF3	As the population grows, continue to ensure that Winneconne is a safe community by meeting or exceeding recognized standards for public safety.					
Goal	UCF4	Ensure that the Village Park System is prepared to meet the recreational needs of a growing population.					
Goal	UCF5	Ensure that sufficient services exist to meet the needs of an aging population.					
Goal	UCF6	Prepare the Village to become a Smart Community. A Smart Community is a general term for a municipality that uses technology to increase efficiencies in communication and services.					

AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES							
Type	Reference	Content	Priority	Timeframe	Lead	Secondary	Measurement/Notes
Goal	ANC1	Protect wetlands, streams, and lakes in the Village of Winneconne.					
Goal	ANC2	Preserve and enhance wildlife habitat.					
Goal	ANC3	Preserve the historic and cultural character of the community.					

ECONOMIC DEVELOPMENT							
Type	Reference	Content	Priority	Timeframe	Lead	Secondary	Measurement/Notes
Goal	ED1	Encourage local economic development opportunities that exist in harmony with the Village's unique character and atmosphere.					
Goal	ED2	Increase marketing efforts in order to enhance the visibility of Winneconne. Improve communication and coordination with local businesses to support the retention of local businesses and establishment of new small, local businesses.					
Goal	ED3	Revitalize current commercial areas of Winneconne to enhance their historic charm, mix of businesses, walkable amenities, and tourist potential.					
Goal	ED4	Collect the revenue needed to maintain and expand public infrastructure and services needed for economic development.					

Goal	ED5	Encourage future development that will have a minimal impact on the environment.					
Goal	ED6	Utilize waterfront, downtown and transportation corridors as assets to build upon.					

<b>INTERGOVERNMENTAL COOPERATION</b>							
<b>Type</b>	<b>Reference</b>	<b>Content</b>	<b>Priority</b>	<b>Timeframe</b>	<b>Lead</b>	<b>Secondary</b>	<b>Measurement/Notes</b>
Goal	IGC1	The Village of Winneconne will maintain and seek additional opportunities to improve communication with neighboring communities, the school district, the WDNR, WisDOT, and other intergovernmental partners.					
Goal	IGC2	Resolve annexation and boundary disputes in a mutually beneficial manner.					
Goal	IGC3	Seek new ways to coordinate and share community facilities and services with neighboring communities, the school district, and Winnebago County.					

<b>WATER</b>							
<b>Type</b>	<b>Reference</b>	<b>Content</b>	<b>Priority</b>	<b>Timeframe</b>	<b>Lead</b>	<b>Secondary</b>	<b>Measurement/Notes</b>
Goal	W1	Protect wetlands, streams, and lakes in the Village of Winneconne.					
Goal	W2	Preserve and enhance wildlife habitat.					
Goal	W3	Promote water as amenity for Winneconne.					
Goal	W4	Recognize waterfront as unique areas of Winneconne.					
Goal	W5	Maintain Emergency Management plans and responses for surface water areas.					

<b>LAND USE</b>							
<b>Type</b>	<b>Reference</b>	<b>Content</b>	<b>Priority</b>	<b>Timeframe</b>	<b>Lead</b>	<b>Secondary</b>	<b>Measurement/Notes</b>
Goal	LU1	Provide effective tools to promote desired development patterns in the Village of Winneconne.					
Goal	LU2	Create an accessible destination point for residents and visitors offering desired goods, services, and housing choices.					
Goal	LU3	Maintain Winneconne’s community character and unique ‘northwoods’ atmosphere.					



## **APPENDICES**



**APPENDIX A**  
**PLAN ADOPTION**

**Ordinance No. 3.1-2020**

**AN ORDINANCE TO ADOPT THE COMPREHENSIVE PLAN UPDATE  
OF THE VILLAGE OF WINNECONNE, WISCONSIN**

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

SECTION 1. Pursuit to sections 62.23(2) and (3) of the Wisconsin Statutes, the Village of Winneconne, is authorized to prepare, adopt and amend a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

SECTION 2. The Board of Trustees of the Village of Winneconne, Wisconsin, has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of the Wisconsin Statutes.

SECTION 3. The Plan Commission of the Village of Winneconne by majority vote of the entire commission recorded in its official minutes, has adopted a resolution recommending to the Board of Trustees the adoption of the document entitled *Village of Winneconne Comprehensive Plan Update 2040*, containing all of the elements specified in sections 66.1001 (2) of the Wisconsin Statutes.

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

SECTION 5. The Board of Trustees of the Village of Winneconne, Wisconsin, does, by the enactment of this ordinance, formally adopt the document entitled, *Village of Winneconne Comprehensive Plan Update 2040*, pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

SECTION 6. This ordinance shall take effect upon passage by a majority vote of the members of the Board of Trustees and publication/posting as required by law.

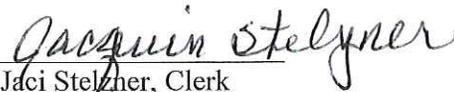
ADOPTED this 17<sup>th</sup> day of March 2020.



Christopher Boucher, President  
Village of Winneconne

Ayes 5 Nays 0 Absent 1

(Published/Posted: April 1, 2020  
(Date)

Attest: 

Jaci Stelzner, Clerk  
Village of Winneconne



## **APPENDIX B**

### **MEETINGS**

**Village of Winneconne Comprehensive  
Plan Update Meetings and Events**

<b>Meeting/Event Type</b>	<b>Date</b>
Plan Commission - Kickoff meeting	2/15/18
Plan Commission - Project meeting	5/24/18
Plan Commission - Project meeting	9/27/18
Plan Commission - Project meeting	11/27/18
Plan Commission - Project meeting	1/8/19
Plan Commission - Project meeting	1/22/19
Plan Commission - Project meeting	3/7/19
Plan Commission - Project meeting	6/25/19
Plan Commission - Project meeting	7/25/19
Plan Commission - Project meeting	1/14/20
Intergovernmental meeting	2/10/20
Village Board	3/17/20



## **APPENDIX C**

### VISIONING

## Online Public Visioning Portal

The online survey included a series of questions and interactive maps and was available from April 17, 2018 through October 12, 2018. A total of 114 people took all or various portions of the survey. It consisted of a series of questions about the survey respondent, their views on the community's history and needs moving forward. The following pages provide a summary of responses and map interactions.

**Village of Winneconne - Online Public Visioning Portal**

A Story Map

Welcome | 1. Who Are You? | 2. Who Are We? | 3. Welcome to the Neighborhood | 4. Connect the Dots | 5. Connect Regionally | 6. Let's Fix This | 7. Who Grows There? | 8. Riverfront Re-Do | 9. Style Is Everything

### Welcome to the Village of Winneconne's On-Line Public Visioning Portal!

The Village of Winneconne is currently updating its 20-year comprehensive plan. In its final form, this document will help our community plan for future growth out to the year 2040. As part of the process, we will examine issues and opportunities: housing; transportation; utilities and community facilities; agricultural, natural and cultural resources; economic development; intergovernmental cooperation; land use and implementation.

The plan does not mandate how our community will grow but it does require public participation to decide on a vision for our future. This is where you come in. The Village is asking for your input on how you want your community to look in the year 2040. What is your vision for the Village? Where do you live to walk or bike, where do you wish you could? What properties or infrastructure needs more attention, how should the Village develop, or re-develop, and what should this development look like? Now is your opportunity to share your ideas, concerns and feelings about our future. Information gathered via this on-line public visioning portal will be used to directly impact the outcomes in this planning effort. This portal will be available until October 12, 2018. Please encourage your friends and relatives who live or visit the Village to provide input using this tool. Later this summer, a report summarizing the results of this process will be available on the Village's website later this fall.

To participate, you'll be clicking on each of the following series of tabs and will enter your feedback per the instructions. Whenever you encounter a map, you will find instructions by clicking the blue icon found toward the bottom of the map. Brief descriptions of the activities for each of these tabs are found below.

**1: Who are You?** - First please tell us a little bit about yourself. Information collection will only be used for the purposes of preparing the plan and sharing information about it.

**2: Who are We?** - Please help us define the identity of the Village of Winneconne from a variety of perspectives - past, present and future. What features or traditions come to mind when you think of historic Winneconne? How would you define Winneconne today? What is its current culture? Finally what is your vision for the Village in the future? What aspirations do you have for the community?

## Q1 Historic (features, traditions, community role, or function)

Answered: 29 Skipped: 2

ANSWER CHOICES	RESPONSES	
1	100.00%	29
2	79.31%	23
3	72.41%	21
4	41.38%	12
5	27.59%	8

## Q2 Current (culture, characteristics, outside views)

Answered: 27 Skipped: 4

ANSWER CHOICES	RESPONSES	
1	100.00%	27
2	88.89%	24
3	66.67%	18
4	40.74%	11
5	33.33%	9

## Q3 Future (vision, aspirations, attitude)

Answered: 27 Skipped: 4

ANSWER CHOICES	RESPONSES	
1	100.00%	27
2	88.89%	24
3	66.67%	18
4	44.44%	12
5	22.22%	6

# Q1 Name (Optional):

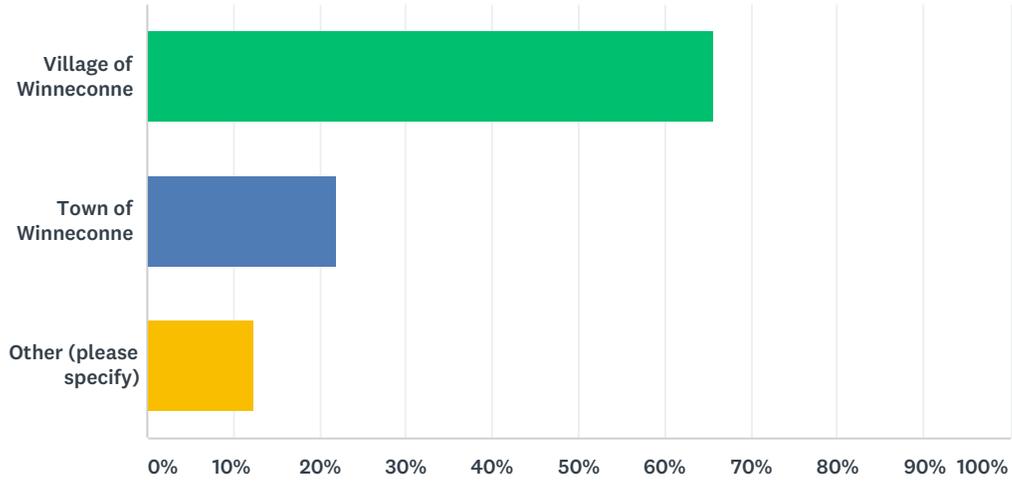
Answered: 34 Skipped: 80

## Q2 Address (Optional):

Answered: 26 Skipped: 88

### Q3 Resident of:

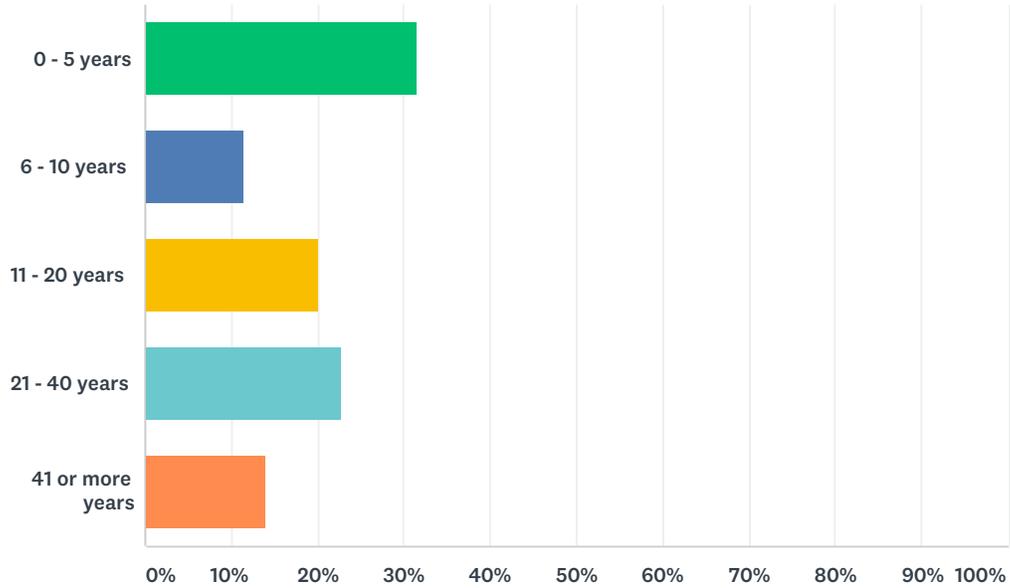
Answered: 114 Skipped: 0



ANSWER CHOICES	RESPONSES	
Village of Winneconne	65.79%	75
Town of Winneconne	21.93%	25
Other (please specify)	12.28%	14
<b>TOTAL</b>		<b>114</b>

## Q4 How long have you lived here?

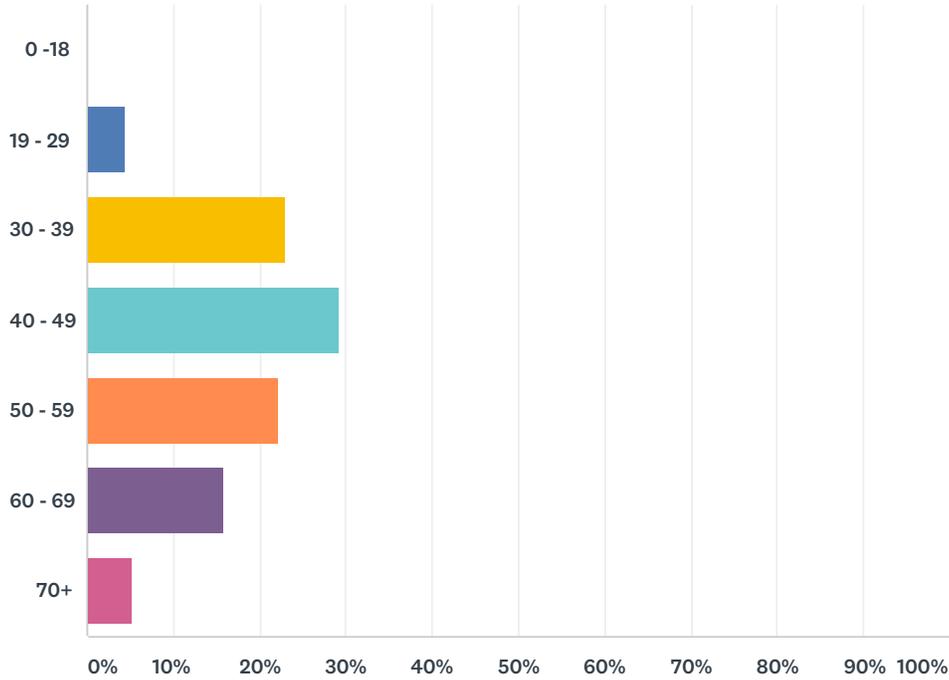
Answered: 114 Skipped: 0



ANSWER CHOICES	RESPONSES	
0 - 5 years	31.58%	36
6 - 10 years	11.40%	13
11 - 20 years	20.18%	23
21 - 40 years	22.81%	26
41 or more years	14.04%	16
TOTAL		114

## Q5 What age category do you fall into?

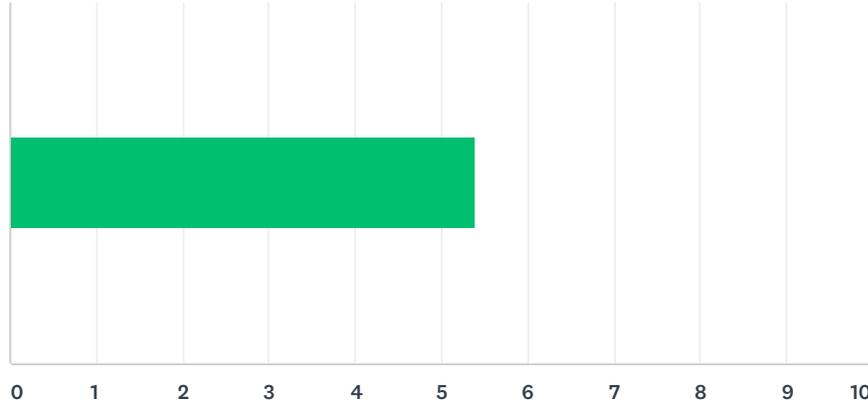
Answered: 113 Skipped: 1



ANSWER CHOICES	RESPONSES	
0 - 18	0.00%	0
19 - 29	4.42%	5
30 - 39	23.01%	26
40 - 49	29.20%	33
50 - 59	22.12%	25
60 - 69	15.93%	18
70+	5.31%	6
<b>TOTAL</b>		<b>113</b>

## Q1 Design Preference for Housing A - Single Family

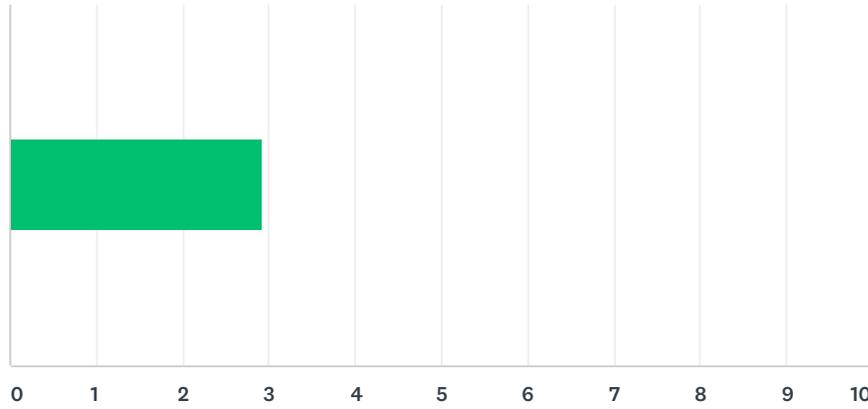
Answered: 15 Skipped: 1



ANSWER CHOICES	AVERAGE NUMBER	TOTAL NUMBER	RESPONSES
	5	81	15
Total Respondents: 15			

## Q2 Design Preference for Housing B - Attached Single Family

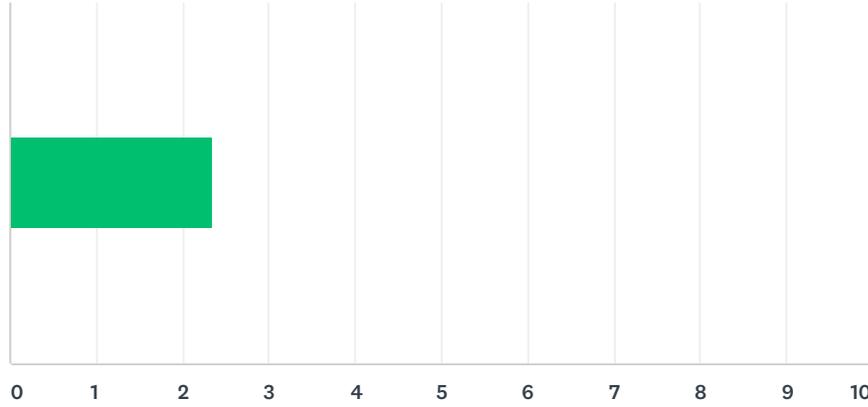
Answered: 15 Skipped: 1



ANSWER CHOICES	AVERAGE NUMBER	TOTAL NUMBER	RESPONSES
	3	44	15
Total Respondents: 15			

### Q3 Design Preference for Housing C - Small Multi-Family

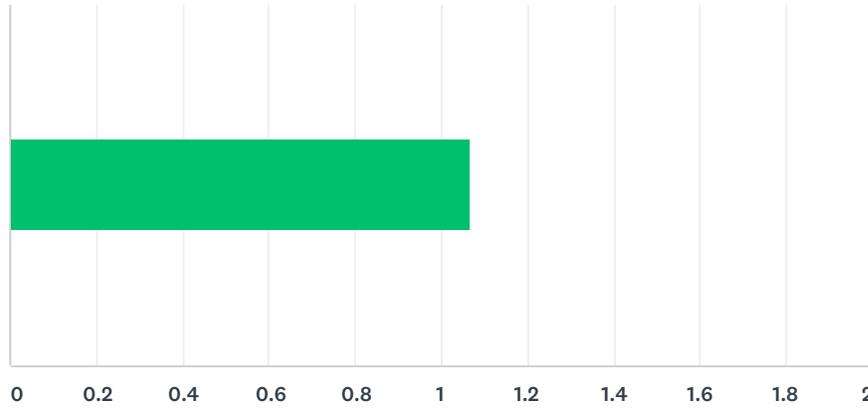
Answered: 15 Skipped: 1



ANSWER CHOICES	AVERAGE NUMBER	TOTAL NUMBER	RESPONSES
	2	35	15
Total Respondents: 15			

## Q4 Design Preference for Housing D - Larger Multi-Family

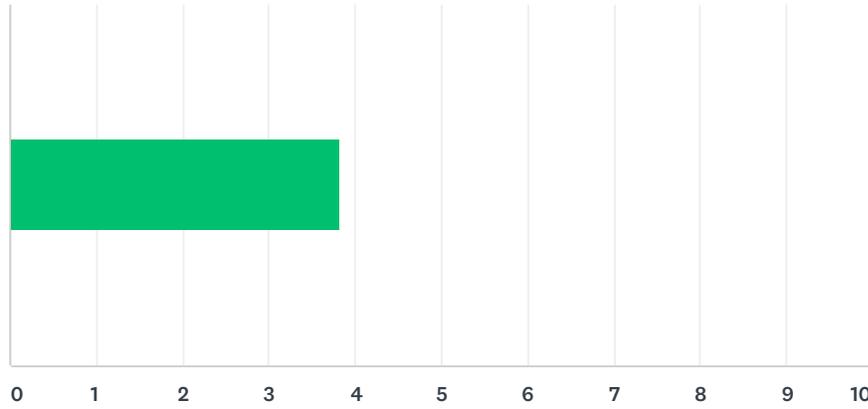
Answered: 15 Skipped: 1



ANSWER CHOICES	AVERAGE NUMBER	TOTAL NUMBER	RESPONSES
	1	16	15
Total Respondents: 15			

## Q5 Design Preference for Retail A - Free Standing Convenience Retail

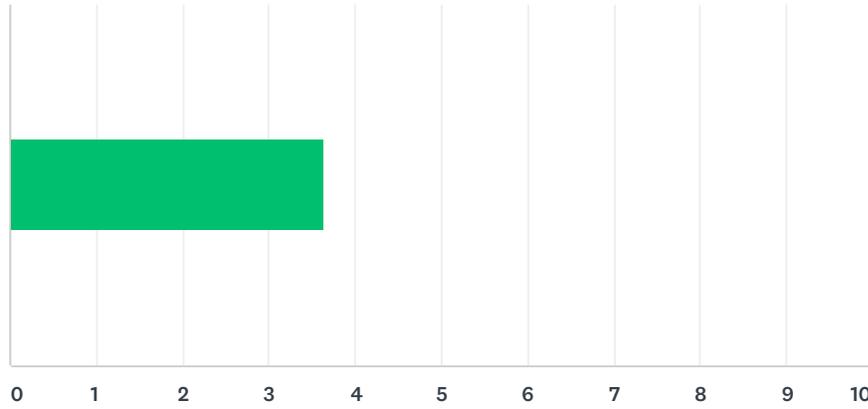
Answered: 12 Skipped: 4



ANSWER CHOICES	AVERAGE NUMBER	TOTAL NUMBER	RESPONSES
	4	46	12
Total Respondents: 12			

## Q6 Design Preference for Retail B - Single Story Strip Commercial

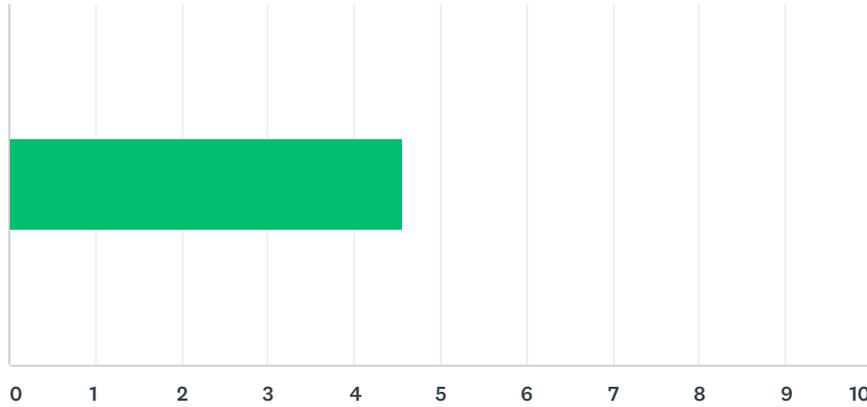
Answered: 14 Skipped: 2



ANSWER CHOICES	AVERAGE NUMBER	TOTAL NUMBER	RESPONSES
	4	51	14
Total Respondents: 14			

## Q7 Design Preference for Retail C - Street Oriented Commercial & Mixed Use

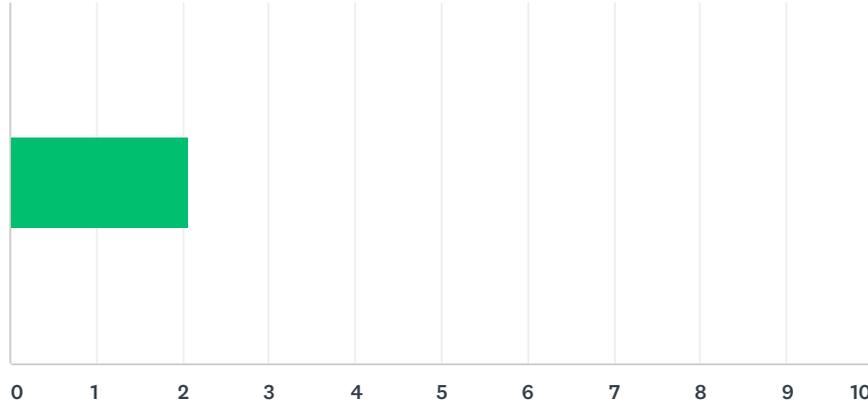
Answered: 16 Skipped: 0



ANSWER CHOICES	AVERAGE NUMBER	TOTAL NUMBER	RESPONSES
	5	73	16
Total Respondents: 16			

## Q8 Design Preference for Retail D - Large Retail Developments

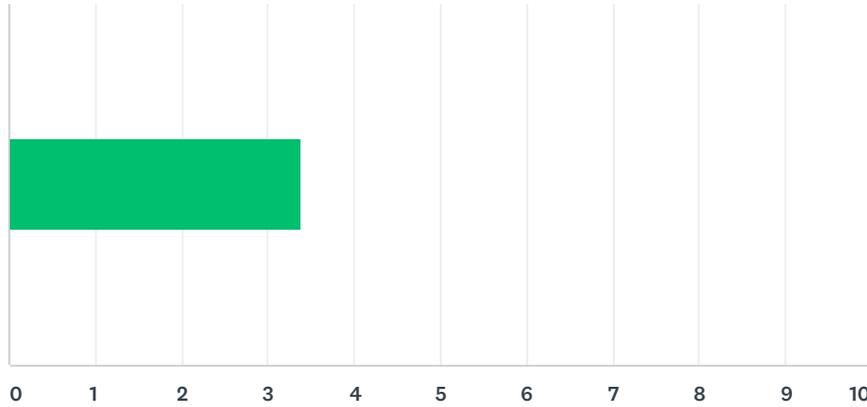
Answered: 13 Skipped: 3



ANSWER CHOICES	AVERAGE NUMBER	TOTAL NUMBER	RESPONSES
	2	27	13
Total Respondents: 13			

## Q9 Design Preference for Employment A - Small Scale Flex Space and Business Condos

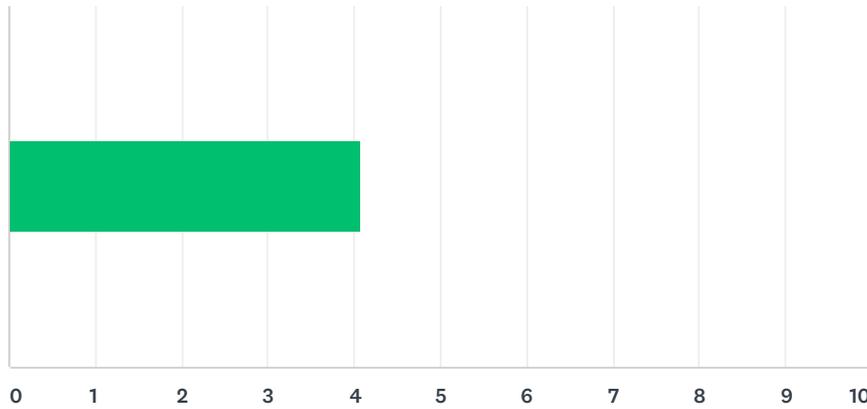
Answered: 13 Skipped: 3



ANSWER CHOICES	AVERAGE NUMBER	TOTAL NUMBER	RESPONSES
		3	13
Total Respondents: 13		44	

## Q10 Design Preference for Employment B - Medium Scale Business Offices & Incubator Buildings

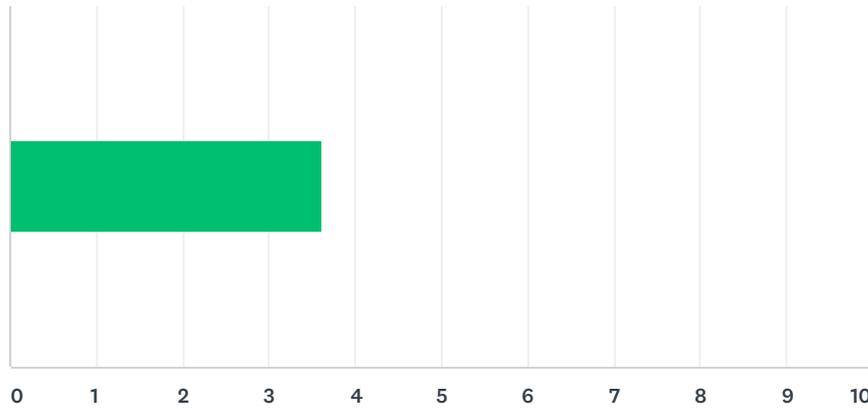
Answered: 12 Skipped: 4



ANSWER CHOICES	AVERAGE NUMBER	TOTAL NUMBER	RESPONSES
	4	49	12
Total Respondents: 12			

# Q11 Design Preference for Employment C - Larger Light Industrial Research Buildings

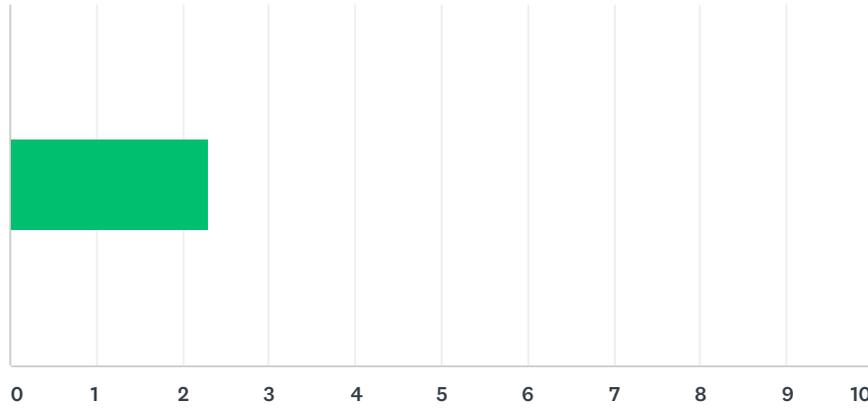
Answered: 13 Skipped: 3



ANSWER CHOICES	AVERAGE NUMBER	TOTAL NUMBER	RESPONSES
	4	47	13
Total Respondents: 13			

## Q12 Design Preference for Employment D - Office Park

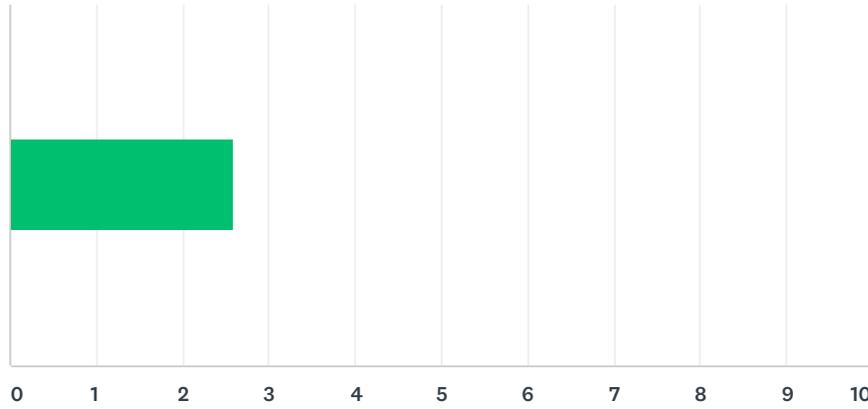
Answered: 13 Skipped: 3



ANSWER CHOICES	AVERAGE NUMBER	TOTAL NUMBER	RESPONSES
	2	30	13
Total Respondents: 13			

## Q13 Design Preference for Retention / Detention Ponds

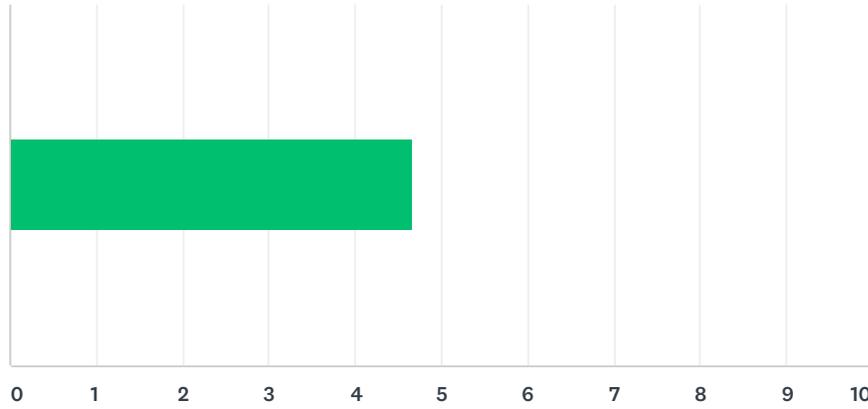
Answered: 10 Skipped: 6



ANSWER CHOICES	AVERAGE NUMBER	TOTAL NUMBER	RESPONSES
		3	26
Total Respondents: 10			10

## Q14 Design Preference for Bioretention / Infiltration Facilities

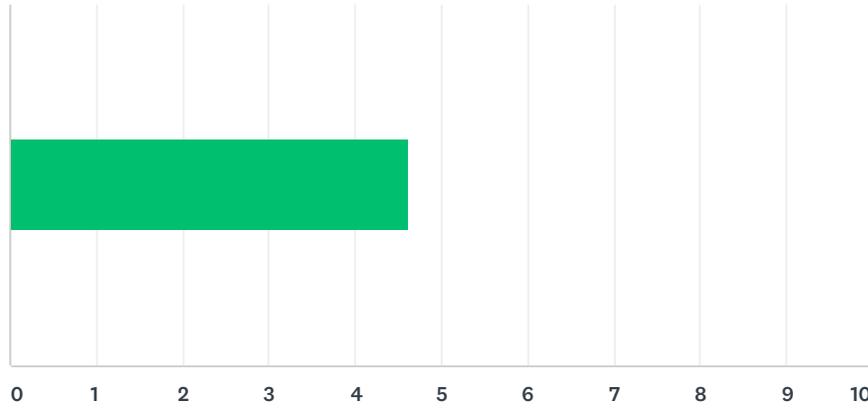
Answered: 15 Skipped: 1



ANSWER CHOICES	AVERAGE NUMBER	TOTAL NUMBER	RESPONSES
	5	70	15
Total Respondents: 15			

## Q15 Design Preference for Rain Gardens / Rain Barrels

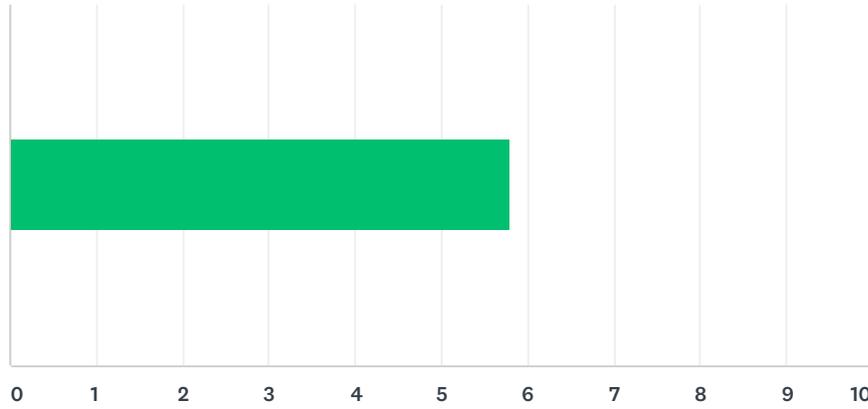
Answered: 13 Skipped: 3



ANSWER CHOICES	AVERAGE NUMBER	TOTAL NUMBER	RESPONSES
	5	60	13
Total Respondents: 13			

## Q16 Design Preference for Natural Stormwater Management

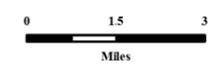
Answered: 14 Skipped: 2



ANSWER CHOICES	AVERAGE NUMBER	TOTAL NUMBER	RESPONSES
	6	81	14
Total Respondents: 14			

# Village of Winneconne Connect Regionally

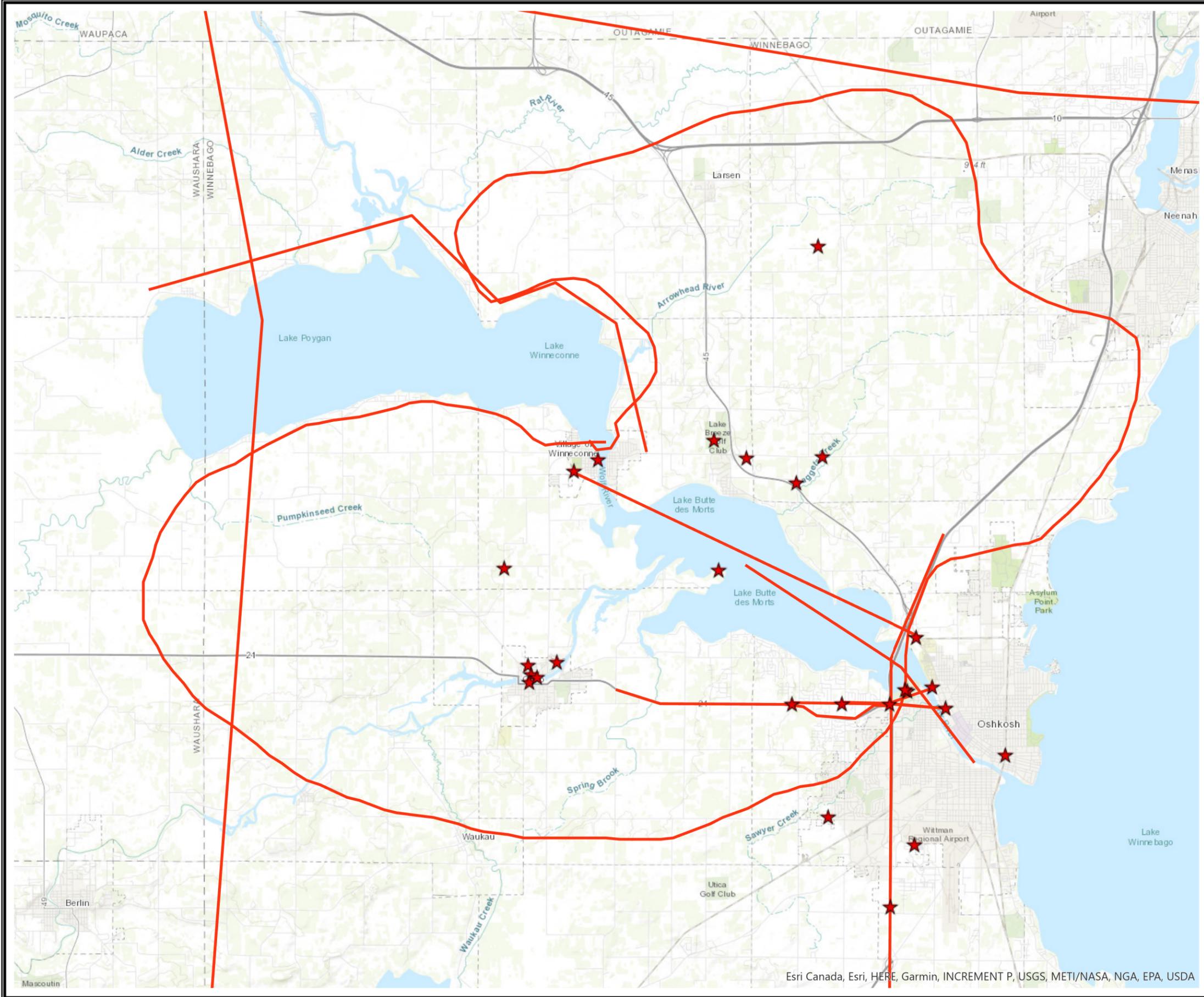
- ★ Places To Connect Regionally
- Routes To Connect Regionally



Source:

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 DECEMBER 2019 BY:

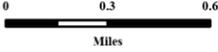


Esri Canada, Esri, HERE, Garmin, INCREMENT P, USGS, METI/NASA, NGA, EPA, USDA

0:\2430\_Winneconne\_Comp\_Plan\Visioning\_Results\Visioning\_Results\_Winneconne\Visioning\_Results\_Winneconne.aprx

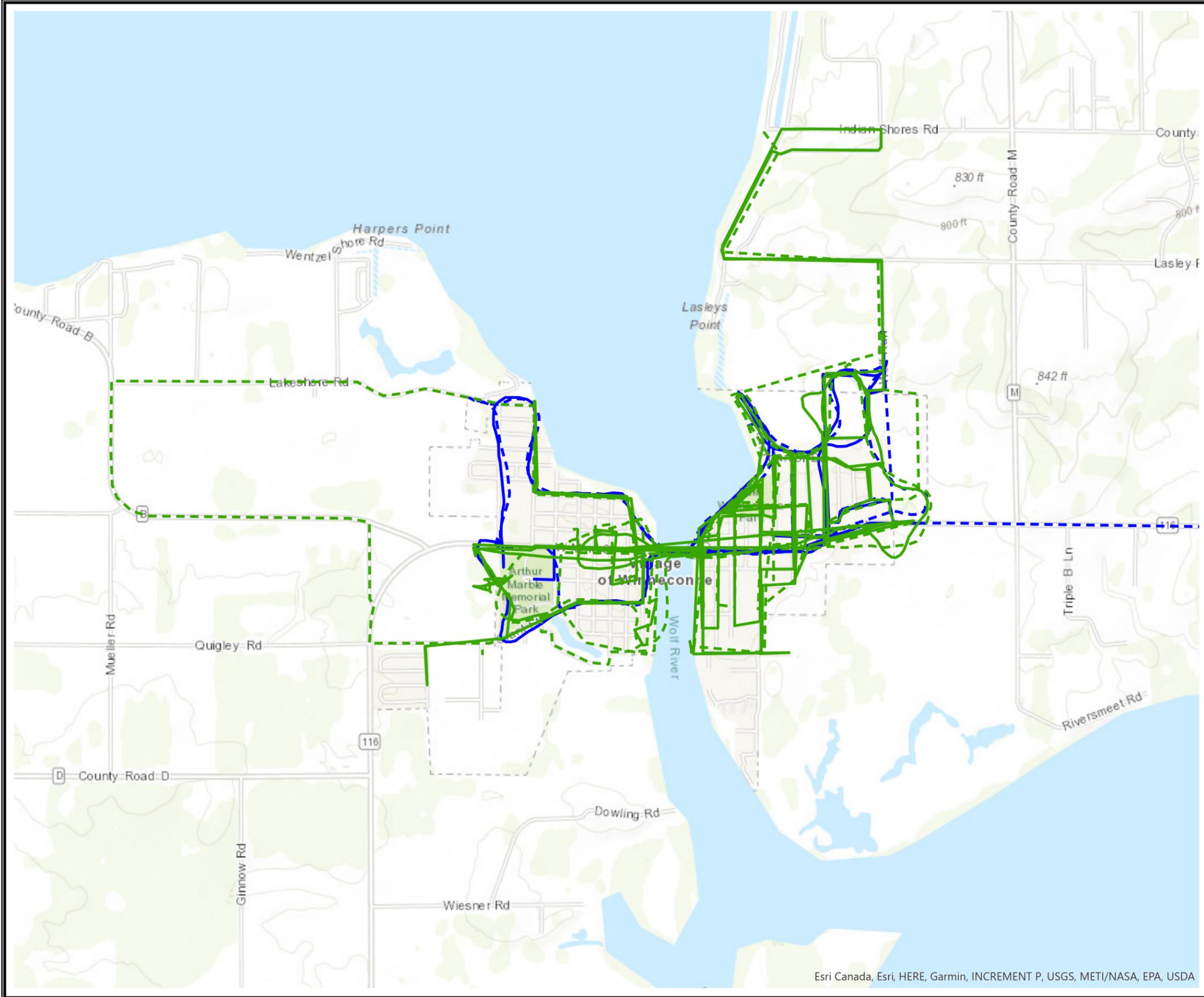
# Village of Winneconne Connect the Dots

- Pedestrian Connections - Existing (12)
- Bicycle Connections - Existing (3)
- - - Pedestrian Connections - Future (5)
- - - Bicycle Connections - Future (3)



Source:  
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.

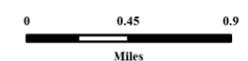
PREPARED DECEMBER 2019 BY:  
East Central Wisconsin  
Regional Planning Commission  
**ECWRPC**  
Cajumet • Fond du Lac • Marinette • Outagamie  
Shawano • Waupaca • Waushara • Winnebago



Esri Canada, Esri, HERE, Garmin, INCREMENT P, USGS, METI/NASA, EPA, USDA

# Village of Winneconne Let's Fix This

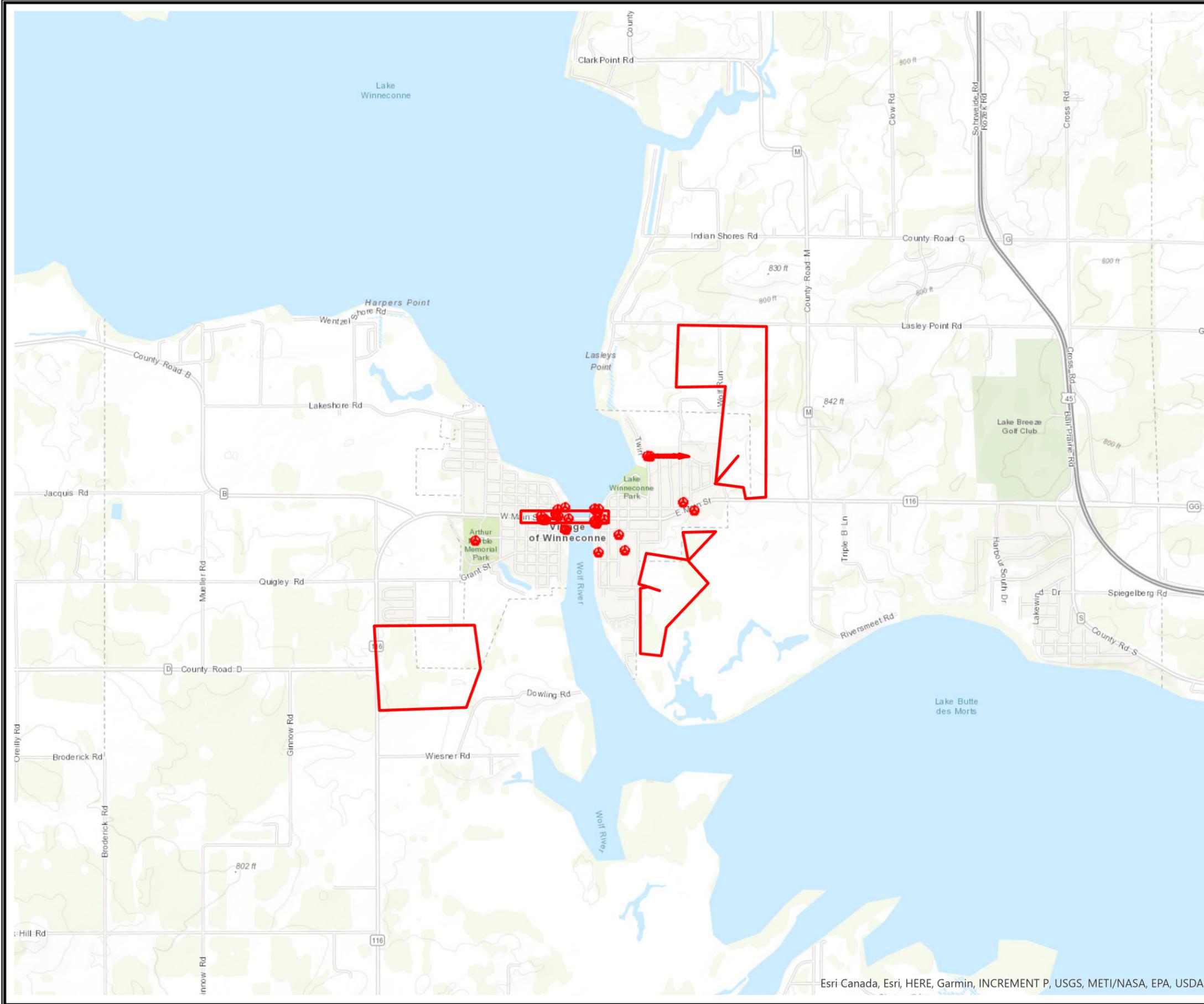
-  Fix (25)
-  Areas that need to be fixed (11)



Source:

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.

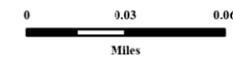
PREPARED DECEMBER 2019 BY:



Esri Canada, Esri, HERE, Garmin, INCREMENT P, USGS, METI/NASA, EPA, USDA

# Village of Winneconne Riverfront Re-Do

- Riverfront Re-Do Points (13)
- ▭ Riverfront Re-Do Areas (2)



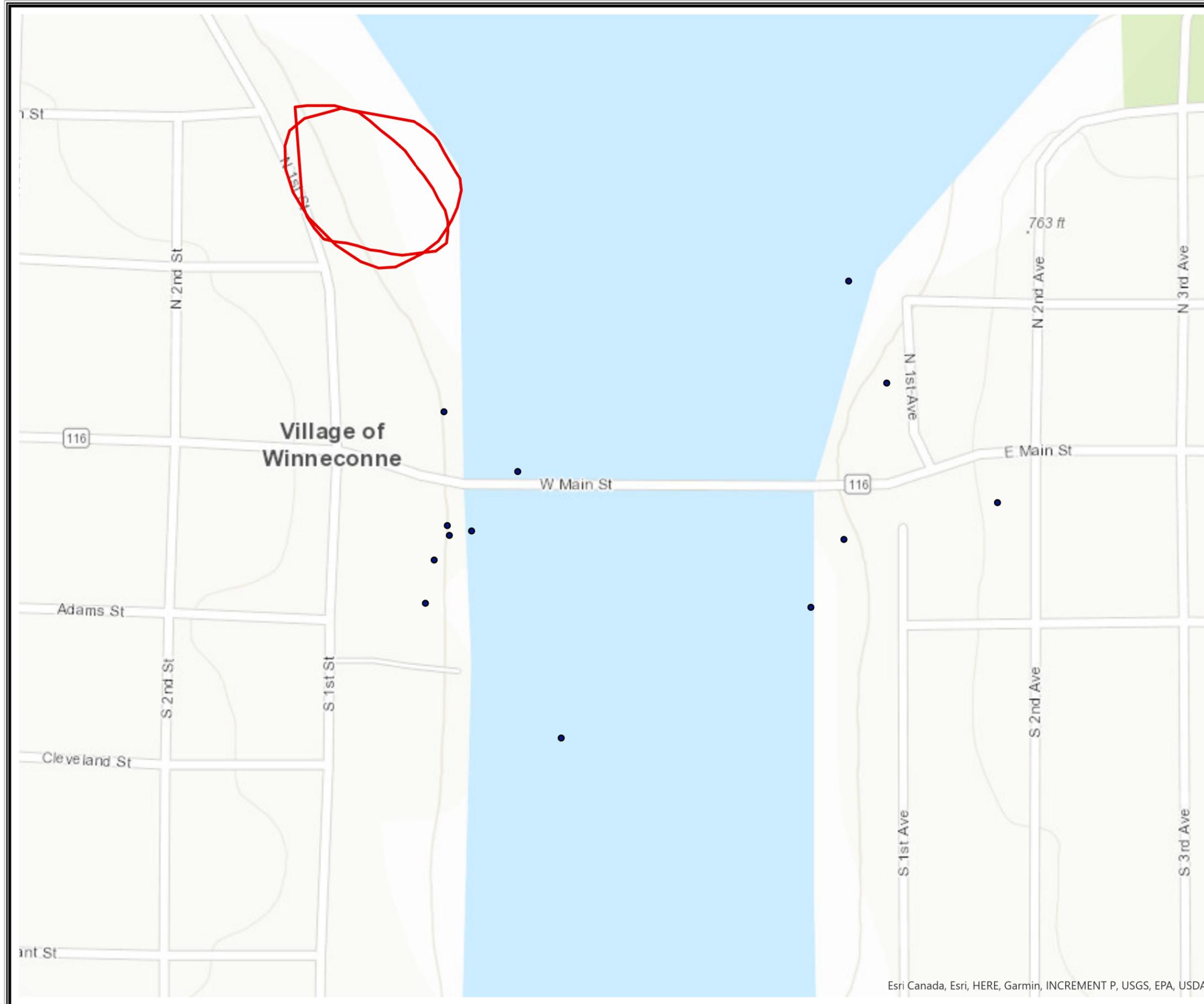
Source:

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 DECEMBER 2019 BY:

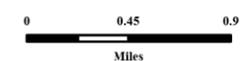
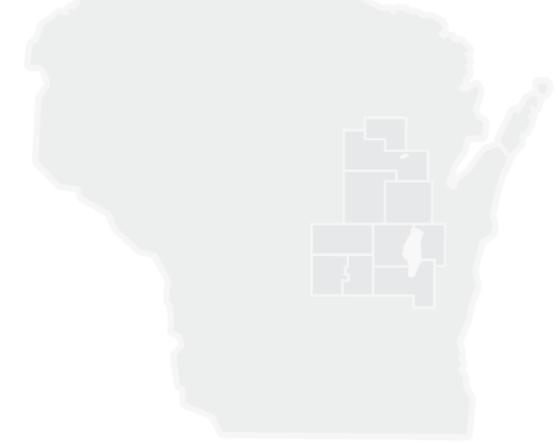


Esri Canada, Esri, HERE, Garmin, INCREMENT P, USGS, EPA, USDA



# Village of Winneconne Welcome to the Neighborhood

- Pedestrian Connections - Existing (12)
- - - Pedestrian Connections - Future (5)
- Bicycle Connections - Existing (3)
- - - Bicycle Connections - Future (3)



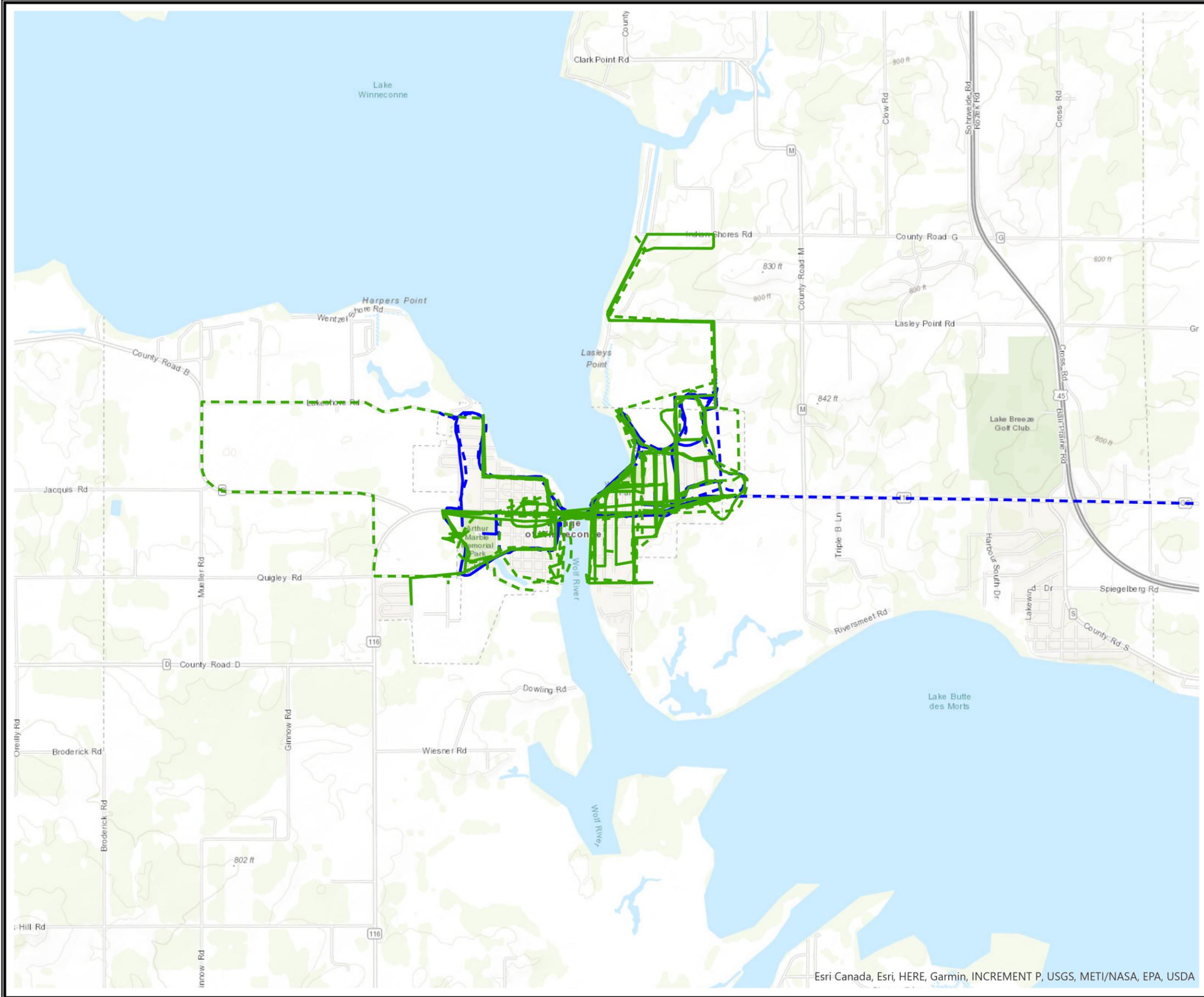
Source:

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 DECEMBER 2019 BY:

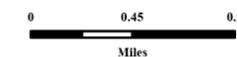
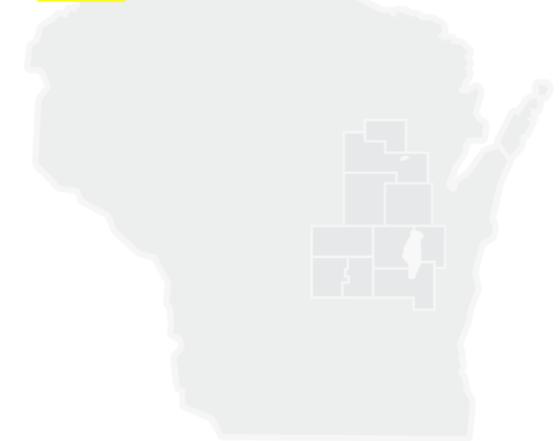


Esri Canada, Esri, HERE, Garmin, INCREMENT P, USGS, METI/NASA, EPA, USDA



# Village of Winneconne Who Grows There

- ① High Priority (5-10 years) (44)
- ② Medium Priority (10-20 years) (22)
- ③ Low Priority (20+ years) (18)
- Areas of possible new development



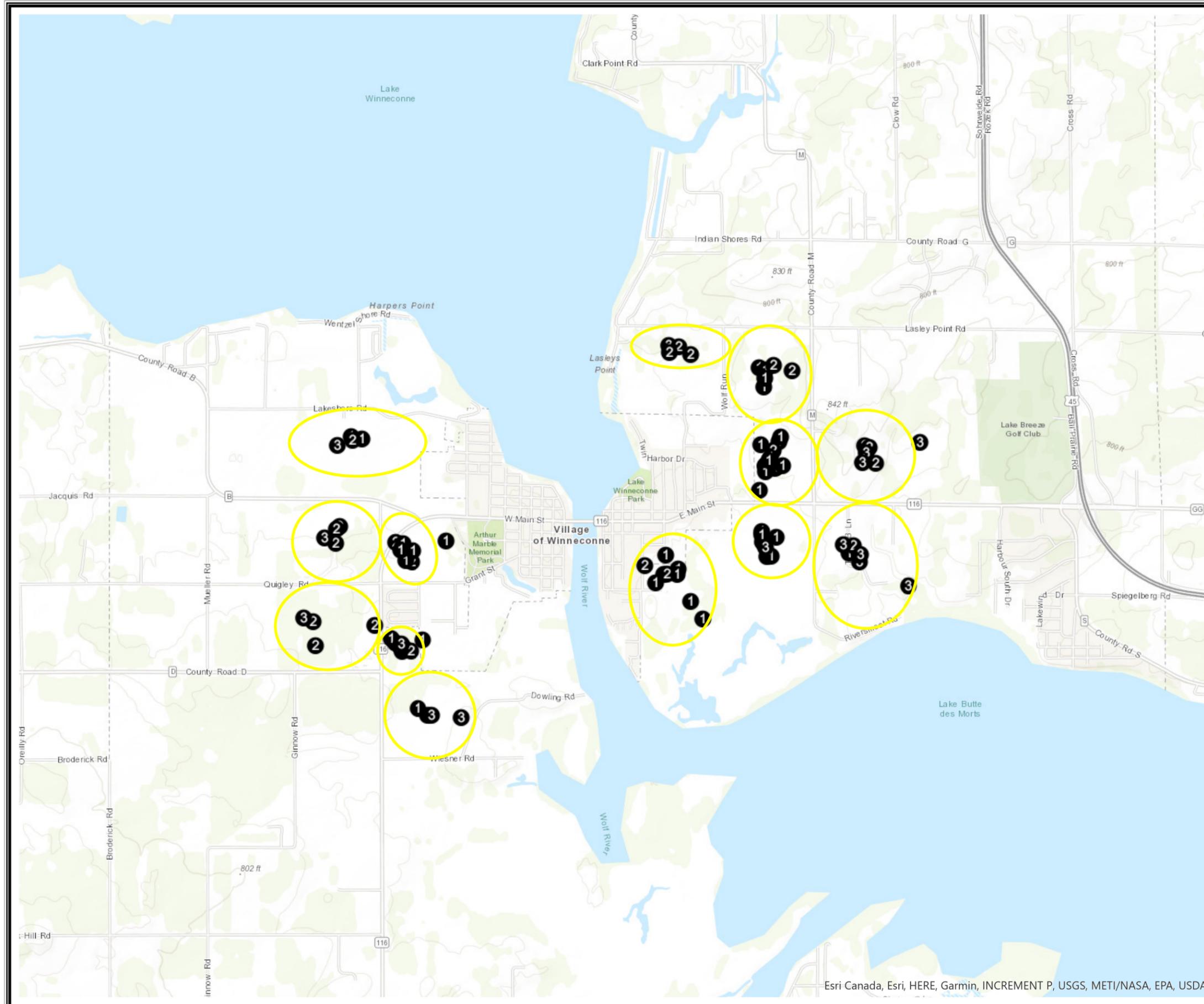
Source:

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 DECEMBER 2019 BY:



Esri Canada, Esri, HERE, Garmin, INCREMENT P, USGS, METI/NASA, EPA, USDA





## **APPENDIX D**

# **POLICIES AND PROGRAMS**

## APPENDIX D: POLICIES AND PROGRAMS

### INTRODUCTION

Growth and development patterns do not occur in a vacuum. Over time, federal, state and local policies have directed the amount and location of development. State transportation policies and state land use legislation such as NR121, farmland preservation, natural resource protection and real estate tax codes have influenced growth and settlement. Local attitudes towards growth and accompanying zoning legislation, transportation and utility investments and tax and land subsidies also influence the type and amount of growth and development which occurs in each community.

Policies which impact growth and development have been developed over time by different agencies and different levels of government with varying missions and objectives. The resulting policies and programs are sometimes complementary and sometimes contradictory. It is the interaction of these various policies and market influences that determine actual growth patterns. Although many current federal and state policies and subsidies still encourage expansion, other policies such as the 14 land use goals developed by the state also encourage communities to accommodate growth in perhaps a more efficient manner than they have in the past. The adopted comprehensive plan legislation encourages communities to develop comprehensive plans, but provides communities with the opportunity to determine their own growth patterns. As a result, the type of development which will occur in the future is still open to debate.

### ISSUES AND OPPORTUNITIES

#### Regional and County Policies

##### *Regional Policies*

##### **East Central Wisconsin Regional Planning Commission**

**Milestone #3, Goals, Strategies, and a Plan for Action, Year 2030 Regional Comprehensive Plan “Shaping the 21<sup>st</sup> Century”.** East Central adopted Milestone #3, its regional comprehensive plan in April 2008. The plan serves as an advisory document for counties and communities within the region. As part of this planning process, several key issues were identified:

- How do we plan for continued population growth, which will result in an increase in demand for services and land consumption in the region?
- How do we promote the recognition of the relationship between the density of settlement and amount and location of land consumed for housing, commercial, and industrial uses and the costs of services?
- How do we ensure the economic vitality of the agricultural and forestry sectors in the context of a decrease in the amount of open space?
- How do we address the conflicts that will arise given that the majority of future growth is expected to occur in the urban counties, which is where most of the region’s more

productive farmland is located? More specifically, how will we address the impact on the farm economy?

- How do we ensure that an increase in urbanization has a positive impact on rural communities?
- Urban counties in the region currently have greater social and economic capital, more government support due to a larger tax base, and greater access to nonprofit services than rural counties. Current trends show the educational and income gap between urban counties and rural counties widening. How do we plan to decrease this gap and promote a healthy, vibrant economy and quality of life for all residents throughout the region?

The core goal of the Issues and Opportunities section is:

- To promote communities that are better places to live. That is, communities that are economically prosperous, have homes at an affordable price, respect the countryside, enjoy well designed and accessible living and working environments, and maintain a distinct sense of place and community.

The intent of this goal is to minimize the negative effects of sprawl development and provide a cost-effective variety of services and infrastructure that will meet the changing demographics of the overall population.

### **Federal, State and Regional Programs**

This section includes information on federal, state and regional programs which were used to develop this chapter. Other programs which influence growth and may impact future socio-economic conditions will be described in pertinent chapters within this appendix.

#### ***Federal Programs***

##### **United States Department of Commerce**

**Economics and Statistics Administration (ESA).** The Economics and Statistics Administration collects, disseminates and analyzes broad and targeted socio-economic data. It also develops domestic and international economic policy. One of the primary bureaus within the ESA is the U.S. Census Bureau. The majority of information analyzed in this chapter was collected and disseminated by the Census Bureau, which is the foremost data source for economic statistics and demographic information on the population of the United States. The Census Bureau conducts periodic surveys and decennial censuses that are used by federal, state, and local officials and by private stakeholders to make important policy decisions. The Bureau produces a variety of publications and special reports regarding the current and changing socio-economic conditions within the United States. It develops national, state and county level projections and also provides official measures of electronic commerce (e-commerce) and evaluates how this technology will affect future economic activity.

## **State Programs**

### **Wisconsin State Data Center (WSDC)**

The Wisconsin State Data Center is a cooperative venture between the U.S. Bureau of the Census, DOA, the Applied Population Laboratory at the University of Wisconsin-Madison and 35 data center affiliates throughout the state.<sup>1</sup> The U.S. Bureau of the Census provides census publications, tapes, maps and other materials to the WSDC. In exchange, organizations within WSDC function as information and training resources. DOA is the lead data center and the Applied Population Laboratory functions as the coordinating agency throughout the state. Local data center affiliates, such as East Central, work more closely with communities and individuals within their region.

### **Wisconsin Department of Administration (DOA)**

**Demographic Services Center.** The Wisconsin Department of Administration (DOA) Demographic Services Center is responsible for developing annual population estimates for all counties and all minor civil divisions (MCD) in the state. They develop annual estimates of the voting age population by MCD and population estimates by zip code. The Demographic Services Center also produces annual county level housing unit and household estimates. The Demographic Services Center also develops population projections by age and sex for all Wisconsin counties, and produces population projections of total population for all municipalities.

### **University of Wisconsin-Madison**

**Applied Population Laboratory (APL).** The Applied Population Laboratory is located with the Department of Rural Sociology at the University of Wisconsin-Madison. They conduct socio-economic research, give presentations and publish reports and chartbooks. They will contract to do specific studies or school district projections. APL also functions as the coordinating agency for the WSDC and the lead agency for the Wisconsin Business/Industry Data Center (BIDC).

## **Regional Programs**

### **East Central Wisconsin Regional Planning Commission**

**Planning for our Future Program.** This program element promotes, builds awareness and coordinates the implementation of the Commission's *Year 2030 Regional Comprehensive Plan* and locally adopted comprehensive plans. It also includes the Commission's Health and Planning work element. Examples of work under this program element include: population information and projections, comprehensive planning and implementation assistance.

- **State Data Center Affiliate.** East Central receives census materials and Demographic Service Center publications from DOA, plus additional information and reports from other state agencies. This information is maintained within its library, used for planning purposes and published within East Central reports. Information and technical

---

<sup>1</sup> Wisconsin Department of Administration, <http://www.doa.state.wi.us/Divisions/Intergovernmental-Relations/Demographic-Services-Center/US-Census-State-Data-Centers/>. Accessed 10/15/15.

assistance regarding this data is also provided to local governments, agencies, businesses and the public upon request.

- **Official Regional Population Projections and Household Growth.** While DOA provides base level population projections for the state, local conditions such as zoning regulations, land-locked communities, and local decisions regarding land use development can influence the accuracy of these base line projections. As a result, East Central has the authority to produce official population projections for the region. East Central also estimates future household growth.

## LAND USE

### State, Regional, County, and Local Policies

#### *State Policies*

#### **Zoning Ordinances**

Wisconsin State Statutes 66.1001 requires that if a local governmental unit enacts or amends any of the following ordinances, the ordinance shall be consistent with that local governmental unit's comprehensive plan:

- Official mapping ordinances enacted or amended under Wisconsin State Statutes 62.23 (6).
- Local subdivision ordinances enacted or amended under Wisconsin State Statutes 236.45 or 236.46.
- County zoning ordinances enacted or amended under Wisconsin State Statutes 59.69.
- Village zoning ordinances enacted or amended under Wisconsin State Statutes 62.23 (7).
- Town zoning ordinances enacted or amended under Wisconsin State Statutes 60.61 or 60.62.
- Shorelands or wetlands in shorelands zoning ordinances enacted or amended under Wisconsin State Statutes 59.692, 61.351 or 62.231.

#### *Regional Policies*

#### **East Central Wisconsin Regional Planning Commission**

**Milestone #3, Goals, Strategies, and a Plan for Action, Year 2030 Regional Comprehensive Plan “Shaping the 21<sup>st</sup> Century”.** East Central adopted Milestone #3, its regional comprehensive plan in April 2008. The plan serves as an advisory document for counties and communities within the region. As part of this planning effort, East Central developed a vision for land use, which states:

*East Central will promote land use patterns which foster healthy communities, preserve individual community identity, enhance personal mobility, reduce the cost of services and protect our natural environment.*

The Milestone #3 report contains four land use “plan guidelines” which contain goals, strategies, and recommendations for achieving this vision. “Plan guidelines” include: LU-1: Land

Consumption and Development, LU-2: Regional and Community Character, LU-3: Balancing Community Interests and Property Rights, and LU-4: Regional and Local Sustainability.

### **County Policies**

#### **Winnebago County**

**A Multi-Jurisdictional Comprehensive Plan for Winnebago County: 2016-2035.** The *Winnebago County Comprehensive Plan* was adopted in 2016. The plan's land use element provides the following goals:

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

**County Code of Ordinances.** The Winnebago County Code of Ordinances regulates private on-site wastewater treatment systems, land divisions, land uses and other ordinances that may be relevant to the Village and / or the 3 mile extraterritorial area. Several chapters that relate to land use are summarized below.

**Chapter 18 - Subdivisions and Platting.** The ordinance facilitates division of larger parcels of land into smaller parcels of land through two methods: Certified Survey Maps (CSMs) and Plats. Certified Survey Maps create up to four new lots, parcels or tracts from the parent parcel. Plats are required for land subdivisions that create five or more lots created from the parent parcel. The ordinance also contains design standards for streets, blocks, setbacks and utility easements.

**Chapter 20 – Non-Metallic Mining.** The purpose of this chapter is to establish a local program to ensure the effective reclamation of non-metallic mining sites on which non-metallic mining takes place in Winnebago County.

**Chapter 26 – Floodplain Zoning Code.** This chapter is intended to regulate floodplain development to protect life, health and property; minimize expenditures of public funds for flood control projects; minimize rescue and relief efforts undertaken at the expense of the taxpayers; minimize business interruptions and other economic disruptions; minimize damage to public facilities in the floodplain; minimize the occurrence of future flood blight areas in the floodplain;

discourage the victimization of unwary land and homebuyers; prevent increases in flood heights that could increase flood damage and result in conflicts between property owners; and discourage development in a floodplain if there is any practicable alternative to locate the activity, use or structure outside of the floodplain.

**Chapter 27 – Shoreland Zoning Code.** Shorelands are defined as lands which are: 1,000 feet from the ordinary high water elevation mark of navigable lakes, ponds, or flowages; or 300 feet from the ordinary high water elevation mark of navigable rivers or streams. If the landward side of the floodplain exceeds either of these two measurements, this is used as the zoning standard. Wetlands means those areas where water is at, near or above the land surface long enough to be capable of supporting aquatic or hydrophytic vegetation and which have soils indicative of wet conditions. This ordinance controls the lot size, building setbacks, landfills, agricultural uses, alteration of surface vegetation, sewage disposal, filling, grading, lagoons, and other uses which may be detrimental to this area.

**Winnebago County Farmland Preservation Plan, adopted March 13, 2012.** The Winnebago County Farmland Preservation Plan is included in the *Winnebago County Comprehensive Plan*. The plan is intended to guide local efforts related to farmland protection and the promotion of the agricultural sector in Winnebago County during the 15-year period from 2012 through 2026. The goals of the plan are: (1) Protect farmland in Winnebago County, while balancing landowner rights and community benefit; (2) Maintain a strong agricultural economy; (3) Support agriculture-related businesses and support systems; and (4) Promote urban agriculture. The intent of the plan is to meet the requirements of Chapter 91 of the Wisconsin State Statutes for Farmland Preservation and help maintain sustainable agriculture economies in the county as well provide an informational base to assist decision makers in the preservation of farmland and agriculture related development within the county.

**2011-2020 Winnebago County Land and Water Resource Management (LWRM) Plan.** Appendix C, 2016- 2020 Work Plan was updated in 2016. The LWRM) addresses soil and water quality concerns using local, state and federal programs. The goal of the *Winnebago County Land and Water Resource Management Plan* is to restore, improve, and protect the ecological diversity and quality and promote the beneficial uses of the land, water, and related resources found throughout the county.

**Winnebago County Comprehensive Park and Recreation Plan, 2013 -2017.** The *Winnebago County Comprehensive Park and Recreation Plan*, adopted in 2013, describes existing conditions, projects future growth, and offers recommendations to guide the future growth and development of recreational facilities in Winnebago County. The plan identifies three goals: (1) Provide throughout the county a planned system of parks and recreation areas that will enable county residents and visitors alike to participate in and enjoy a diversity of recreational activities; (2) Preserve scarce and valuable resources important to the ecological, sociological, and economic life of the county; and (3) To encourage continued involvement of county residents when planning for parks and recreational development.

## **Local Policies**

### **Village of Winneconne**

**Code of Ordinances.** The Village's Code of Ordinances regulates land divisions and land uses.

**Official Map.** The Village of Winneconne has an official map. An official map is intended to implement a master plan for a village or town. The master plan helps direct development by designating areas for streets, highways, parkways, floodplains, and other pertinent land uses. Official maps direct development away from sensitive areas which are designated for future public use.

## **State and Regional Programs**

### ***State Programs***

**Land and Water Resource Management Planning Program (LWRM).** The land and water resource management planning program (LWRM) was established in 1997 by Wisconsin Act 27 and further developed by Wisconsin Act 9 in 1999.<sup>2</sup> Although both Acts are designed to reduce non-point pollution, Wisconsin Act 27 regulates rural and agricultural sources while Wisconsin Act 9 regulates urban sources. Counties are required to develop LWRM plans and revise these plans every five years. Only counties with DATCP approved LWRM plans are eligible to receive annual funding through the soil and water resource management grant program. Plans must be developed through a locally led process that identifies local needs and priorities and describes how a county will implement runoff control standards for farms and urban areas. All LWRM plans must be approved by the Wisconsin Department of Agriculture, Trade, and Consumer Protection.

### ***Regional Programs***

#### **East Central Wisconsin Regional Planning Commission**

**Community Development and Affordable Housing.** This program element incorporates the Commission's ongoing efforts to help address regional land use and housing issues which have a strong relationship with the regional economic development strategy for the region. Examples of work under this program element relating to land use include: neighborhood planning, zoning ordinance assistance, urban/rural development strategies, downtown redevelopment, waterfront/riverfront planning, subdivision ordinance assistance, and historic preservation.

## **ECONOMIC DEVELOPMENT**

### **Regional and County Policies**

#### ***Regional Policies***

#### **East Central Wisconsin Regional Planning Commission**

**Milestone #3, Goals, Strategies, and a Plan for Action, Year 2030 Regional Comprehensive Plan "Shaping the 21<sup>st</sup> Century".** East Central adopted Milestone #3, its regional comprehensive plan in April 2008. The plan serves as an advisory document for counties and communities within the region. As part of this planning effort, East Central developed a vision for economic development, which states:

---

<sup>2</sup> Wisconsin Department of Agriculture, Trade and Consumer Protection. <http://datcp.wi.gov> .

*The East Central Region has diversified employment opportunities including well paid knowledge based jobs. The regional economy benefits from advances in research and technology and supports entrepreneurialism and local business ownership. The region conducts collaborative economic development efforts across jurisdictional boundaries of governments, educational institutions, and other economic development entities. The preservation of natural resource amenities supports tourism opportunities, assists in attracting an educated workforce and enhances the quality of place for residents in the region.*

The Milestone #3 report contains five economic development “plan guidelines”, which contain goals, strategies, and recommendations for achieving this vision. More Information is available at: <http://www.ecwrpc.org/programs/comprehensive-planning/>.

### **Comprehensive Economic Development Strategy (CEDS) Report**

The East Central Wisconsin Regional Planning Commission annually creates a Comprehensive Economic Development Strategy (CEDS) report, which evaluates local and regional population and economic activity. Economic development trends, opportunities, and needs are identified within the CEDS report. All communities, which are served by the Commission, are invited to identify future projects for economic development that the community would like to undertake. Those projects are included within the CEDS and may become eligible for federal funding through the Economic Development Administration (EDA) Public Works grant program. Additional information can be found at <http://www.ecwrpc.org/programs/economic-development-housing/ceds/>.

### **County Policies**

#### **Winnebago County**

**A Multi-Jurisdictional Comprehensive Plan for Winnebago County: 2016-2035.** The *Winnebago County Comprehensive Plan* was adopted in 2016. Economic development policies and programs in Winnebago County are to achieve maintenance and enhancement of a strong economic base through economic diversification, labor force education and development, and efficient movement of goods, services, and employees that also protects our quality environment and community atmosphere.

### **Federal, State, Regional, Local and Private Programs**

#### **Federal Programs**

#### **Occupation Safety and Health Administration (OSHA)**

- **Susan Harwood Training Grants Program.** These training grants are awarded to nonprofit organizations for training and education. They can also be used to develop training materials for employers and workers on the recognition, avoidance, and prevention of safety and health hazards in their workplaces. Grants fall into two categories; Target Topic Training and Training Materials Development. The Target Topic Training grants are directed towards specific topics chosen by OSHA. Follow-up is required to determine the extent to which changes were made to eliminate hazards associated with the chosen topic. The Training Materials Development grants are

specifically aimed at creating classroom quality training aids. Aids which are developed under the grant program must be ready for immediate self-study use in the workplace. Information regarding the Susan Harwood Training Grant Program can be found at <https://www.osha.gov/dte/sharwood/>.

### **United States Department of Labor**

- The Employment and Training Administration (ETA) administers federal government job training and worker dislocation programs, federal grants to states for public employment service programs, and unemployment insurance benefits. These services are primarily provided through state and local workforce development systems. More information on grant opportunities can be found at: [https://www.doleta.gov/grants/find\\_grants.cfm](https://www.doleta.gov/grants/find_grants.cfm).

### **United States Environmental Protection Agency (EPA)**

**One Cleanup Program.** The One Cleanup Program is EPA's vision for how different cleanup programs at all levels of government can work together to meet that goal and ensure that resources, activities, and results are effectively coordinated and communicated to the public. The EPA has entered into a memorandum of understanding with the Wisconsin DNR to provide a single, consolidated approach to environmental cleanup. More information regarding the program can be found at: <http://dnr.wi.gov/topic/brownfields/rrprogram.html>.

### **State Programs**

There are many state programs that communities can consider utilizing to meet their stated goals and objectives. While not an all-inclusive list, there are several programs that the Village should consider and are addressed below.

### **Wisconsin Department of Administration**

- **Community Development Block Grant for Economic Development (CDBG-ED).** CDBG-ED grant funds are awarded to local governments to assist businesses to create or retain jobs for individuals with low and moderate income. Additional information regarding the CDBG-ED program can be found at <http://doa.wi.gov/Divisions/Housing/Bureau-of-Community-Development>.
- **CDBG Public Facilities Funds (CDBG-PF).** CDBG-PF funds help support infrastructure and facility projects for communities. Some examples of eligible projects include streets, drainage systems, water and sewer systems, sidewalks, and community centers. Additional information regarding the CDBG-PF program can be found at <http://doa.wi.gov/Divisions/Housing/Bureau-of-Community-Development>.
- **CDBG Planning Funds.** CDBG Planning grant funds support community efforts to address improving community opportunities and vitality. Grants are limited to projects that, if implemented, are CDBG eligible activities. Additional information regarding the CDBG Planning funds program can be found at <http://doa.wi.gov/Divisions/Housing/Bureau-of-Community-Development>.
- **CDBG Public Facility - Economic Development (CDBG PF-ED).** CDBG PF-ED grants are awarded to local government for public infrastructure projects that support

business expansion or retention. Additional information regarding the PF-ED funds program can be found at <http://doa.wi.gov/Divisions/Housing/Bureau-of-Community-Development>.

- **CDBG Emergency Assistance (EAP).** The CDBG-EAP program assists communities to recover from a recent natural or manmade disaster. Eligible activities include repair of disaster related damage to dwellings, assistance to purchase replacement dwellings, and repair and restore public infrastructure and facilities. <http://www.doa.state.wi.us/Divisions/Housing/CDBG-EAP>.
- **Venture Capital Investment Program.** The venture capital investment program was created as part of 2013 Wisconsin Act 41. This program will help create jobs and promote economic growth in Wisconsin by identifying new investors for Wisconsin, bringing new capital to Wisconsin investments, and cultivating Wisconsin entrepreneurship.

### **Wisconsin Department of Transportation**

- **Transportation Economic Assistance (TEA) Program.** The Transportation Economic Assistance (TEA) program provides 50% state grants to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the state. Additional information regarding the TEA program can be found at the following website: <http://www.dot.wisconsin.gov/localgov/aid/tea.htm>.
- **State Infrastructure Bank Program.** This program is a revolving loan program that helps communities provides transportation infrastructure improvements to preserve, promote, and encourage economic development and/or to promote transportation efficiency, safety, and mobility. Loans obtained through SIB funding can be used in conjunction with other programs. Additional information regarding the State Infrastructure Bank Program can be found at <http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/aid/sib.aspx>.
- **Freight Railroad Infrastructure Improvement Program.** This program awards loans to businesses or communities wishing to rehabilitate rail lines, advance economic development, connect an industry to the national railroad system, or to make improvements to enhance transportation efficiency, safety, and intermodal freight movement. Additional information for the Freight Railroad Infrastructure Improvement Program is available at <http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/aid/default.aspx>.
- **Freight Railroad Preservation Program.** The Freight Railroad Preservation Program provides grants to communities to purchase abandoned rail lines in the effort to continue freight rail service, preserve the opportunity for future rail service, and to rehabilitate facilities, such as tracks and bridges, on publicly-owned rail lines. Additional information for the Freight Railroad Infrastructure Improvement Program is available at <http://www.dot.state.wi.us/localgov/aid/frpp.htm>.

### **Wisconsin Department of Natural Resources**

- **Remediation and Redevelopment Program (RR).** The WDNR Remediation and Redevelopment program oversees the investigation and cleanup of environmentally contaminated sites (e.g. “brownfields.” The program is comprehensive, streamlined, and aims to consolidate state and federal cleanups into one program. More information can be found at <http://dnr.wi.gov/topic/Brownfields/>.

### **Regional Programs**

#### **East Central Wisconsin Regional Planning Commission**

**Economic Growth and Resiliency Program.** The primary focus of this program element is to coordinate and promote the federal Economic Development Administration's (EDA's) programs with public and private stakeholders throughout the region. East Central also coordinates and communicates with State of Wisconsin economic development agencies and programs, including the Wisconsin Economic Development Corporation (WEDA). Examples of work under this program element relating to economic development include: access to EDA grants for eligible projects, development of the Comprehensive Economic Development Strategy (CEDS 5-year update) and subsequent CEDS annual reports, database of industrial parks, facilitation of joint economic development efforts, industrial site plans, industrial site data, ESRI Business Analyst Market Assessments/Profiles, EMSI Economic Impact Scenario Modeling, tourism development and marketing, local economic development strategy process/reports, global trade/exporting information, heritage tourism planning, maintain/update the "Farm Fresh Atlas" map, GDBG grant assistance/administration, business development grants, tourism grants and historic preservation grants. Additional information on some of the programs is provided below:

**EMSI Developer.** EMSI Developer is used by ECWRPC to provide economic data to requesting economic development entities or municipalities in the East Central WI Region as a service of WEDC. EMSI data is composed of comprehensive information on industries, occupations, demographics - as well as things like occupational skills, education, training, and even the names and size of companies in your region broken down by industry. EMSI links more than 90 data sources from federal sources like the Bureau of Labor Statistics to state and private sources. Additional information on EMSI Analyst is available at <http://www.ecwrpc.org/programs/economic-development-housing/economic-data-resources/>.

**Global Trade Strategy.** As part of the Economic Development Administration's Community Trade Adjustment Assistance Program, ECWRPC developed a study to increase exports for small to medium size companies in NE Wisconsin. This program assists communities impacted by trade with economic adjustment through the: (1) coordination of federal, state, and local resources; (2) creation of community-based development strategies; and (3) development and provision of programs that help communities adjust to trade impacts. The Community TAA Program is designed to provide a wide range of technical, planning, and infrastructure assistance and respond adaptively to pressing trade impact issues. Fond du Lac County was one of nine counties identified by the Department of Labor as being significantly impacted by global trade. More information on the Global Trade Strategy is available at <http://www.ecwrpc.org/programs/economic-development-housing/economic-data-resources/>.

**Initiative 41.** Initiative 41 was formed as a result of large-scale layoffs by Oshkosh Corporation in 2012-2013 that impacted much of the East Central region. This initiative focuses on the I-41

corridor from Green Bay to Fond du Lac. It is designed to create greater economic diversity by increasing collaborative efforts between businesses, governments, community leaders, universities and technical colleges throughout the region. Additional information on Initiative 41 is available at <http://www.ecwrpc.org/programs/economic-development-housing/initiative-41/>.

### **Northeast Wisconsin Regional Economic Partnership**

The combined Bay-Lake and East Central Wisconsin Regional Planning Commission areas were named as Technology Zone by the Wisconsin Department of Commerce in 2002. The Northeast Wisconsin Regional Economic Partnership (NEWREP) Technology Zone has provided over \$5 million in tax credits to businesses certified by Commerce, based on a company's ability to create jobs and investment and to attract related businesses. The Technology Zone Program focuses primarily on businesses engaged in research, development, or manufacture of advanced products or those that are part of an economic cluster and knowledge-based businesses that utilize advanced technology production processes in more traditional manufacturing operations. Additional information can be found at [http://newnorthwww.web1.buildmyownsite.com/doing-business/new-regional-economic-partnership-\(newrep\)](http://newnorthwww.web1.buildmyownsite.com/doing-business/new-regional-economic-partnership-(newrep)).

### **New North, Inc.**

New North's mission is "to harness and promote the region's resources, talents and creativity for the purposes of sustaining and growing our regional economy." New North maintains a number of regionally based economic development committees charged with addressing the following initiatives:

- Fostering regional collaboration
- Focusing on targeted growth opportunities
- Supporting an entrepreneurial climate
- Encouraging educational attainment
- Encouraging and embracing diverse talents
- Promoting the regional brand

For more information on the New North, visit: <http://www.thenewnorth.com/>.

### **ADVOCAP**

ADVOCAP, a non-profit community action agency, was founded in 1966 to fight poverty within our local communities. It offers programs in Fond du Lac, Green Lake and Winnebago counties and helps low-income person's secure affordable housing, gain employment skills and training, start a small business and become self-employed, volunteer at schools and daycares, etc. More information regarding ADVOCAP can be found at: <http://www.advocap.org/>.

### **Local Programs**

#### **Greater Oshkosh Economic Development Corporation (GO EDC)**

To provide leadership, direction, coordination, and services to advance economic development in the greater Oshkosh area. The Village of Winneconne is an investor in GO EDC.

## **Private Programs**

### **Wisconsin Economic Development Corporation**

WEDC is a quasi-public agency and is the state's lead economic development agency. It works collaboratively with more than 600 regional and local partner organizations, educational institutions and other government offices to help businesses, communities and individuals take advantage of new opportunities for growth and job creation through innovative market-driven programs.

- **Main Street Program.** The Main Street program assists communities ranging from towns with populations of less than 1,000 to large neighborhoods in Milwaukee and Green Bay. Communities selected to participate in the Wisconsin Main Street Program initially receive five years of free, intensive technical assistance. The end goal is to enable participating communities to professionally manage a downtown or historic commercial district that is stable, physically attractive, competitive and visible. Additional information can be found at <http://inwisconsin.com/community-development/programs/main-street-program/>.
- **Connect Communities Program.** The Connect Communities Program helps local planners leverage the unique assets of their downtowns and urban districts, providing technical assistance and networking opportunities to local leaders interested in starting a downtown revitalization effort. It also provides access to additional financial and technical assistance programs. Additional information on the Connect communities Program is available at: <http://inwisconsin.com/community-development/programs/connect-communities-program/>.
- **Capavillage Building Grants.** Capavillage Building (CAP) Grant funds are designed to help strengthen Wisconsin's economic development network by assisting local and regional economic development groups with economic competitive assessments and the development of a Comprehensive Economic Development Strategy. Additional information regarding the CAP grants can be found at <http://inwisconsin.com/grow-your-business/programs/capavillage-building-grants/>.
- **Brownfield Program.** Wisconsin's Brownfield Program provides grant funds to assist local governments, businesses and individuals with assessing and remediating the environmental contamination of an abandoned, idle or underused industrial or commercial facility or site. This program will help convert contaminated sites into productive properties that are attractive and ready for redevelopment. Additional information regarding the Brownfield Program can be found at <http://inwisconsin.com/grow-your-business/programs/brownfield-program/>.
- **Enterprise Zone Tax Credit.** A certified business may qualify for tax credits only for eligible activities that occur after an eligibility date established by WEDC. Positions that are created as a result of the tax credits claimed shall be maintained for at least five years after the certification date established by WEDC. Additional information regarding the Enterprise Zone Tax Credit program can be found at <http://inwisconsin.com/grow-your-business/programs/enterprisecredit/>.

- **Industrial Revenue Bond.** Industrial Revenue Bonds (IRBs) are designed to help Wisconsin municipalities support industrial development through the sale of tax-exempt bonds. RB financing can be used for building, equipment, land, and bond issuance costs, but not for working capital. Additional information regarding the Industrial Revenue Bond program can be found at <http://inwisconsin.com/grow-your-business/programs/industrial-revenue-bond/>.
- **Wisconsin Manufacturing and Agriculture Credit.** The manufacturing and agriculture tax credit is available to individuals and entities for taxable years that begin on or after January 1, 2013, for manufacturing and agricultural activities in Wisconsin. The tax credit is available for income derived from manufacturing or agricultural property located in Wisconsin and will offset a significant share of Wisconsin income taxes. The credit is a percentage of “eligible qualified production activities income. Additional information regarding the Wisconsin Manufacturing and Agriculture Credit program can be found at <http://inwisconsin.com/grow-your-business/programs/wisconsin-manufacturing-and-agriculture-credit/>.
- **Business Opportunity Loan.** Business Opportunity Loans are available to a business that has created new full-time positions and/or retained its existing full-time employment base in Wisconsin. Additional information regarding Business Opportunity Loans can be found at <http://inwisconsin.com/grow-your-business/programs/business-opportunity-loan/>.
- **Impact Loans.** Impact Loans are available to businesses with expansion projects that will have a significant impact on job creation, job retention, and capital investment on the surrounding community. WEDC’s Impact Loan Program is a forgivable loan program. Additional information regarding Impact Loans can be found at <http://inwisconsin.com/grow-your-business/programs/impact-loans/>.
- **Economic Development Tax Credits (Etc.).** Economic Development Tax Credits (ETC) are available for businesses that begin operating in, relocate to, or expand an existing operation in Wisconsin. Additional information regarding Economic Development Tax Credits can be found at <http://inwisconsin.com/grow-your-business/programs/economic-development-tax-credits/>.
- **Training Grants.** Rodrigues Training grants are available to any business making a firm commitment to locate a new facility in Wisconsin or expand an existing facility within the state, and is upgrading a product, process or service that requires training in new technology and industrial skills. Grants fund business upgrades to improve the job-related skills of its full-time employees. Additional information regarding Training Grants can be found at <http://inwisconsin.com/grow-your-business/programs/training-grants/>.
- **Minority Business Development Revolving Loan Fund.** The Minority Business Development Revolving Loan Fund Program (MRLF) is designed to support minority business development through business creation, business expansion and minority community business attraction. This is accomplished through direct grant assistance to qualifying minority business associations in Wisconsin. Grant assistance is provided to minority business associations for Revolving Loan Funds, technical assistance and used as a pass through to fund training. Additional information is available at <http://inwisconsin.com/inside-wedc/transparency/programs/minority-business-rlf/>.

### **Wisconsin Entrepreneurs' Network**

**Business Planning or Commercialization Planning Assistance.** The Business or Commercialization Planning assistance micro-grant can fund up to 75% of the costs, limited to \$4000, spent on hiring an independent, third party to write a comprehensive business or commercialization plan for a Wisconsin business. The program is limited to businesses in certain industries. Additional information regarding the Business or Commercialization Planning assistance micro-grants can be found at <http://www.wenportal.org/>.

## **HOUSING**

### **State, Regional, County, and Local Policies**

#### **State Policies**

#### **Wisconsin Department of Administration**

**Wisconsin Consolidated Housing Plan; 2015-2019.** The *Wisconsin 2015-2019 Consolidated Plan*, developed by the Wisconsin Department of Administration, Division of Housing (DOH), details the Division's overall strategy for addressing housing, community, and economic development needs. The plan defines how the Division of Housing will distribute grant funds to local governments, public and private organizations, and businesses. Additional information is available at: <http://www.doa.state.wi.us/Divisions/Housing/Consolidated-Plan>.

#### **Regional Policies**

#### **East Central Wisconsin Regional Planning Commission**

**Milestone #3, Goals, Strategies, and a Plan for Action, Year 2030 Regional Comprehensive Plan "Shaping the 21<sup>st</sup> Century".** East Central adopted Milestone #3, its regional comprehensive plan in April 2008. The plan serves as an advisory document for counties and communities within the region. As part of this planning effort, East Central developed a vision for housing, which states:

*In 2030 in the East Central Wisconsin region, a dynamic housing market fosters community and neighborhood cohesion. Varied types of quality housing are integrated with community facilities and various transportation alternatives. This housing market meets the needs of urban and rural households of all types, ages, income, cultures and mobility status.*

The Milestone #3 report contains four housing plan guidelines, which contain goals, strategies, and recommendations for achieving this vision. The plan can be view at the following link: <http://www.eastcentralrpc.org/planning/compplan/milestone3/MS3Final/ms3final.htm>.

**Overcoming Barriers to Affordable Housing in the East Central Region.** In January 2004, East Central adopted the report, *Overcoming Barriers to Affordable Housing in the East Central Region*. This report is a compilation of input from urban and rural residents, who identified barriers to affordable housing in their communities and suggested potential solutions that local citizens, county and local governments, developers and other housing providers can use to address these issues. Some of the identified issues and potential solutions which are pertinent to the Town of Greenville include senior housing issues, income and economic development

barriers and access to funding, to name a few. This report is available online at: [www.eastcentralrpc.org](http://www.eastcentralrpc.org) and through the ECWRPC office. Communities and agencies are encouraged to review the options presented and choose the best option or combination of options which best serve the needs of their residents and clients. Communities and individuals from the private and nonprofit sectors are encouraged to develop additional solutions and share those solutions with others to help improve the quality of life for all residents in our communities.

## **County Policies**

### **Winnebago County**

**A Multi-Jurisdictional Comprehensive Plan for Winnebago County: 2016-2035.** The *Winnebago County Comprehensive Plan* was adopted in 2016. The plan's housing element provides the following goal "To achieve a provision of housing choices for all residents, including different age, income, and special need levels, that protect the environments, balance fiscal constraints with available services, and promote a strong economy".

## **Local Policies**

### **Village of Winneconne**

**Code of Ordinances.** The Village's Code of Ordinances regulates land divisions and land uses.

**Official Map.** The Village of Winneconne has an official map. An official map is intended to implement a master plan for a village, or town. The master plan helps direct development by designating areas for streets, highways, parkways, floodplains, and other pertinent land uses. Official maps direct development away from sensitive areas which are designated for future public use.

## **Federal, National Private, State, Regional, County and Local Programs**

Funding and technical assistance for housing programs are available from several federal, state, and regional agencies. In addition the Village is an annual recipient of federal Community Development Block Grant (CDBG) funds. A listing of these programs follows.

### ***Federal Programs***

#### **United States Department of Housing and Urban Development**

- **Brownfield Economic Development Initiative Grant.** This grant can be used for brownfield sites (converting old industrial to residential). BEDI and Section 108 funds must be used in conjunction with the same economic development project, and a request for new Section 108 loan guarantee authority must accompany each BEDI application. Funds can be used to benefit low-moderate income persons, prevent/eliminate slum and blight, and address imminent threats and urgent needs (usually follow the same guidelines as CDBG). More specifically, funds can be used for land write downs, site remediation costs, funding reserves, over-collateralizing the Section 108 loan, direct enhancement of the security of the Section 108 loan, and provisions of financing to for-profit businesses at below market interest rates. The

maximum grant amount is \$1 million, and the minimum BEDI to Section 108 ratio is 1:1. For more information visit the web site at: <https://www.hudexchange.info/programs/bedi/>.

- **Multi-Family Housing Programs.** HUD offers a number of multi-family programs through the state. These programs fund facility purchases, construction, rehabilitation, lead based paint abatement, energy conservation and accessibility improvements. For more information, visit HUD's website at: [http://portal.hud.gov/hudportal/HUD?src=/program\\_offices/housing/mfh/grants](http://portal.hud.gov/hudportal/HUD?src=/program_offices/housing/mfh/grants).
- **Public Housing Programs.** HUD offers a number of public housing programs for the development/redevelopment or management of public housing authorities, rental assistance through the Section 8 program and some limited homeownership opportunities. General information can be found at: <http://www.hud.gov/progdesc/pihindx.cfm>. Information regarding the Oshkosh - Winnebago Public Housing Authority can be found at: <http://www.ohawcha.org/>.
- **Affordable Housing Program.** The National Housing Trust Fund is a new program designed to complement existing federal, state and local efforts to increase and preserve the supply of decent, safe, and sanitary affordable housing for extremely low-income and very low-income households, including homeless families. Grantees are required to use at least 80 percent of each annual grant for rental housing; up to 10 percent for homeownership housing; and up to 10 percent for the grantee's reasonable administrative and planning costs. Eligible activities include: real property acquisition; site improvements and development hard costs; related soft costs; demolition; financing costs; relocation assistance; operating cost assistance for rental housing (up to 30% of each grant); and reasonable administrative and planning costs. General information can be found at: <https://www.hudexchange.info/programs/htf/>.
- **Single Family Housing Programs.** HUD offers a number of single family home programs, including homebuyer education and counseling, down payment assistance, rehabilitation, weatherization, mortgage insurance and reverse mortgages. For general information, visit HUD's website at: [http://portal.hud.gov/hudportal/HUD?src=/program\\_offices/housing/sfh](http://portal.hud.gov/hudportal/HUD?src=/program_offices/housing/sfh). Some of these products, such as FHA loans, are available through approved lending institutions. Access to HUD single family home programs can also be obtained through Wisconsin Housing and Economic Development Authority (WHEDA) or the Wisconsin Department of Administration (DOA) Division of Housing. Information about products WHEDA provides can be found on WHEDA's website at: <http://www.wheda.com/root/>. For information about products provided through the DOA, visit the Wisconsin Department of Administrations Division of Housing website at: <http://doa.wi.gov/Divisions/Housing>.
- **Special Needs Programs.** HUD also funds programs for special need populations through the state. Information regarding emergency shelter/transitional housing programs or housing opportunities for people with AIDS can be found at the Wisconsin Department of Administration Division of Housing website at: <http://doa.wi.gov/Divisions/Housing/Bureau-of-Supportive-Housing>.

### **Federal Financial Institutions Examination Council**

- **Community Reinvestment Act.** Through the Community Reinvestment Act (CRA), banks/financial institutions help meet the credit/investment needs of their markets with the primary purpose of community development. This is in part accomplished through direct grants/investments or loans to nonprofits or agencies to develop affordable housing. Direct loans are also given to individual households of which a certain percentage must go to low to moderate income households. More information can be obtained from their website: <http://www.ffiec.gov/cra/default.htm> or from your local financial institution.

### **United States Department of Veterans Affairs**

- **Home Loan Guaranty Service.** The Veterans Administration provides a variety of benefits for eligible veterans and their dependents. Housing products include low cost loans for purchase, construction or repair of owner-occupied housing. General information can be obtained from the Veteran's Affairs at: <http://www.benefits.va.gov/homeloans/>.
- **Veteran Housing and Recovery Program.** The Veteran Housing and Recovery Program (VHRP) help homeless veterans and veterans at risk of homelessness. This program is designed to help homeless veterans receive job training, education, counseling and rehabilitative services needed to obtain steady employment, affordable housing and the skills to sustain a productive lifestyle. General information on this program is available at: <http://dva.state.wi.us/Pages/benefitsClaims/VHRP.aspx>.
- **Winnebago County Veterans Service Office.** Additional information for veterans and their dependents at the following website: <https://www.co.winnebago.wi.us/veterans>.

### **National Private Programs**

#### **National Association of Home Builders (NAHB)**

The National Association of Home Builders is a trade organization that represents the building industry. They provide information and education about construction codes and standards, national economic and housing statistics, a variety of housing issues, jobs within the housing industry and information about local builders who are members of their organization. Visit their website at: <http://www.nahb.org/> for more information.

#### **National Low Income Housing Coalition (NLIHC)**

NLIHC is a national advocacy group which conducts research on low income housing issues, provides information and data on a variety of housing or housing related issues affecting low income families and publishes reports and data regarding low income housing issues and legislation. Their mission is to end the affordable housing crisis for low income families. Information about NLIHC and its activities can be found at: <http://www.nlihc.org/>. NLIHC also has a number of state partners. Wisconsin has two State Coalition Partners, the Wisconsin Partnership for Housing Development, Inc. and Wisconsin Community Action Association. For information about the Wisconsin Partnership for Housing Development, visit their website at:

<http://www.wphd.org/>. For information about Wisconsin Community Action Association, visit their website at <http://wiscap.org/programs-services/programs/housing/>.

### **State Programs**

#### **University of Wisconsin – Extension**

- **Family Living Program.** The family living program provides assistance to families throughout Winnebago County. Some of these programs include financial and parent education, Rent Smart training and home maintenance. For information visit the UW-Extension Family Living webpage at: <http://winnebago.uwex.edu/family-living/>.
- **Homeowner Resources.** UW-Extension provides a number of publications and materials to aid homeowners. Topics include home care, home maintenance and repair, life skills, financial information, gardening, landscaping, pest control, etc. These publications may be obtained through the Winnebago County UW-Extension office, or accessed online at: <http://www.uwex.edu/topics/publications/>.
- **Housing – Ownership and Renting.** UW-Extension provides a website which includes information on home maintenance and repair, a seasonal newsletter, and Rent Smart, which is a tenant education program. This website is located at: <http://www.uwex.edu/ces/house/renting.html>. Publications are also available in Spanish.

#### **Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP)**

- **Consumer Protection.** DATCP publishes a number of resources for renters, landlords and homeowners. These publications can be found on DATCP's website at: [http://datcp.wi.gov/Consumer/Law at Your Fingertips/Landlord Tenant Practices/Health and Safety Hazards/index.aspx](http://datcp.wi.gov/Consumer/Law_at_Your_Fingertips/Landlord_Tenant_Practices/Health_and_Safety_Hazards/index.aspx).

#### **Wisconsin Department of Administration - Division of Housing**

The Department of Administration – Division of Housing helps to expand local affordable housing options and housing services by managing a number of federal and state housing programs and providing financial and technical assistance. Visit their website at: <http://doa.wi.gov/Divisions/Housing> for additional information.

- **Community Development Block Grant Emergency Assistance Program (CDBG-EAP).** The CDBG-EAP program assists local units of government that have recently experienced a natural or manmade disaster. CDBG-EAP funds may be used to address damage, including: repair of disaster related damage to the dwelling unit, including repair or replacement of plumbing, heating, and electrical systems; acquisition and demolition of dwellings unable to be repaired; down payment and closing cost assistance for the purchase of replacement dwellings; assistance is limited to 50 percent of the pre-market equalized assessed value; publicly owned utility system repairs for streets, sidewalks and community centers. Additional information is available at: <http://www.doa.state.wi.us/Divisions/Housing/Bureau-of-Affordable-Housing>.
- **Community Development Block Grant (CDBG) - Small Cities Housing Program.** These funds are primarily used for rehabilitation of housing units, homebuyer assistance,

and small neighborhood public facility projects. CDBG dollars are flexible and responsive to local needs.

- **Community Development Block Grant (CDBG) - Revolving Loan Fund.** CDBG housing funds are loaned to low and moderate-income (LMI) households (households at or below 80% of county median income) to make needed repairs to their homes. These funds are also loaned to local landlords in exchange for an agreement to rent to LMI tenants at an affordable rate. CDBG housing funds are repaid to the community when the borrower moves or when the unit ceases to be the borrower's principal place of residence. Loan to landlords are repaid on a monthly basis. Loans repaid to the community are identified as CDBG-Revolving Loan Funds (CDGB-RLF). This program is administered through the Village for additional information, please contact the Village.
- **Community Housing Development Organizations (CHDO).** A CHDO is a private nonprofit housing development corporation which among its purposes is the development of decent housing that is affordable to low- and moderate-income persons. CHDO's may qualify for special project funds, operating funds and technical assistance support associated with the state's HOME Investment Partnership Program (HOME). Additional information on CHDO can be found at <http://www.doa.state.wi.us/Divisions/Housing/Bureau-of-Affordable-Housing>.
- **Housing Cost Reduction Initiative (HCRI).** The HCRI program provides housing assistance to low- and moderate-income (LMI) households seeking to own or rent decent, safe, affordable housing. Funds are awarded to communities and local housing organizations to fund a range of activities that build, buy, and/or rehabilitate affordable housing for low income homeowners, homebuyers, and renters. Additional information on the HCRI program can be found at <http://www.doa.state.wi.us/Divisions/Housing/Bureau-of-Affordable-Housing>.
- **HOME-Homebuyer and Rehabilitation Program (HHR).** The HHR program provides funding for (1) Homebuyer assistance to eligible homebuyers for acquisition (down payment and closing costs), acquisition and rehabilitation, or new construction; (2) Owner-occupied rehabilitation for essential improvements to single-family homes serving as the principal residence of LMI owners; and (3) Rental rehabilitation to landlords for making essential repairs to units rented to tenants at or below 60% of the county median income. Additional information on the HHR program can be found at <http://www.doa.state.wi.us/Divisions/Housing/Bureau-of-Affordable-Housing>.
- **Neighborhood Stabilization Program (NSP).** The Neighborhood Stabilization Program provides assistance to acquire and redevelop foreclosed properties that might otherwise become sources of abandonment and blight within their communities. Additional information on the NSP program can be found at <http://www.doa.state.wi.us/Divisions/Housing/Bureau-of-Affordable-Housing>.
- **Rental Housing Development (RHD).** The Rental Housing Development (RHD) Program assists eligible housing organization, including Community Housing Development Organizations (CHDOs), with funds to develop affordable rental housing. Additional information on the RHD program can be found at <http://www.doa.state.wi.us/Divisions/Housing/Bureau-of-Affordable-Housing>.

### **Wisconsin Department of Health Services**

**Lead-Safe Wisconsin.** Funds are available for individuals and organizations working toward reducing lead-based paint hazards through home renovation and repair. There are different grants available. Many focus on low and moderate-income homeowners or property owners with tenants with low to moderate incomes. Some funding opportunities are aimed at special groups, such as veterans and rural residents. Additional information on Lead-Safe Wisconsin can be found at: <https://www.dhs.wisconsin.gov/lead/tools.htm>.

### **Wisconsin's Focus on Energy**

Focus on Energy is Wisconsin utilities' statewide energy efficiency and renewable resource program. It offers a variety of services and energy information to energy utility customers throughout Wisconsin. To learn about the programs and services they offer, visit their website at: <http://www.focusonenergy.com>.

### **Wisconsin Historical Society**

- **Historic Preservation.** The Wisconsin Historical Society offers technical assistance and two tax credit programs for repair and rehabilitation of historic homes in Wisconsin. One tax credit program provides state tax credits; the other program provides federal tax credits. The Wisconsin Historic Society also provides grants to local governments and nonprofit organizations for conducting surveys and developing historic preservation programs. For additional information, visit: <http://www.wisconsinhistory.org/hp/>.

### **Wisconsin Housing and Economic Development Authority (WHEDA)**

- **WHEDA Foundation.** The WHEDA Foundation awards grants to local municipalities and nonprofit organizations through the Persons-in-Crisis Program Fund to support the development or improvement of housing facilities in Wisconsin for low-income persons with special needs. Special needs is defined as homeless, runaways, alcohol or drug dependent, persons in need of protective services, domestic abuse victims, developmentally disabled, low-income or frail elderly, chronically mentally ill, physically impaired or disabled, persons living with HIV, and individuals or families who do not have access to traditional or permanent housing. For more information, visit WHEDA's web site at <https://www.wheda.com/WHEDA-Foundation/>.
- **WHEDA Multi-family Products.** WHEDA offers a number of multi-family home products, including tax credits, tax exempt bond funding, construction, rehabilitation and accessibility loans, asset management and tax credit monitoring services. For information about this programs, visit WHEDA's web site at <https://www.wheda.com/WHEDA-Foundation/>.
- **WHEDA Single Family Products.** WHEDA offers a number of single family home products, including home improvement or rehabilitation loans, homebuyer assistance and homebuyer education. For information about this programs, visit WHEDA's web site at <https://www.wheda.com/WHEDA-Foundation/>.
- **Wisconsin Affordable Assisted Living.** The WI Department of Health and Family Services and the WI Housing and Economic Development Authority in partnership with

NCB Development Corporation's Coming Home Program, a national program of the Robert Wood Johnson Foundation created Wisconsin Affordable Assisted Living. This website is a resource guide for providers, developers and consumers. Additional information on Affordable Assisted Living is available at <http://www.wiaffordableassistedliving.org/index.html>.

### **WIHousingSearch.org**

The WIHousingSearch.org is a searchable statewide data base designed to help connect those looking for affordable housing with those providing housing and housing services. The website is searchable by location, unit size, availability, accessibility and cost of rent. Landlords and property managers can list their properties; they are also responsible for updating information about their properties. Renters can search for housing and services to fit their needs. WIHousingSearch.org is funded by Wisconsin Housing and Economic Development Authority, Wisconsin Department of Health Services and Wisconsin Division of Housing. Additional information on WIHousingSearch.org and to search the database can be found at <http://www.wihousingsearch.org/index.html>.

### ***Regional Programs***

#### **East Central Wisconsin Regional Planning Commission**

**Community Development and Affordable Housing.** This program element incorporates the Commission's ongoing efforts to help address regional land use and housing issues which have a strong relationship with the regional economic development strategy for the region. Examples of work under this program element relating to housing include: housing assessments and housing data, support for government, non-profit and for-profit agencies and they address housing issues.

#### **Fair Housing Center of Northeast Wisconsin**

The Fair Housing Center of Northeast Wisconsin, a branch of the Metropolitan Milwaukee Fair Housing Council, serves the counties of Brown, Calumet, Outagamie and Winnebago as well as the Village of Fond du Lac. It seeks to "promote fair housing by guaranteeing all people equal access to housing opportunities and by creating and maintaining racially and economically integrated housing patterns. The Fair Housing Center maintains four broad programmatic areas: Enforcement, Outreach and Education, Fair Lending and Inclusive Communities. Additional information on the Fair Housing Center of Northeast Wisconsin can be found at <http://www.fairhousingwisconsin.com/new.html>.

#### **Fox Cities Housing Coalition**

The Fox Cities Housing Coalition (FCHC) is a consortium of twenty-seven housing providers in the Fox Cities that maintain a Continuum of Care model to ensure that the housing needs of all persons in the Fox Valley are met. In addition, the housing coalition conducts a semi-annual point in time survey of homeless persons in the Fox Valley, and collaborates to submit joint applications for funding. More information on the FCHC can be found at: <http://www.fchc.net/>.

### **Financial Information and Services Center**

Financial Information and Services Center (FISC) provides financial, housing and bankruptcy information and counseling for primarily low and moderate income clients. More information is available at: <https://www.fisc-cccs.org/>.

### **Limited Emergency Assistance Valley Ecumenical Network (LEAVEN)**

LEAVEN provides limited financial assistance to people who are struggling to meet their basic needs and have nowhere else to turn for help. LEAVEN assists with rent, mortgage payments and security deposits, utility payments, etc. More information is available at: <http://www.leavenfoxcities.org/>.

### **County Programs**

#### **Winnebago County Home Buyer Program**

The Winnebago Homebuyer Program is a collaborative program administered by the Oshkosh / Winnebago County Housing Authority (OHAWCHA). The OHAWCHA partners with the cities of Neenah, Oshkosh, Menasha, and Omro, local lending institutions and community housing agencies to facilitate affordable homeownership and housing rehabilitation in the county. More information is available at: <http://www.winnebagohomebuyer.org/about/>.

#### **Oshkosh/Winnebago County Housing Authority**

The Oshkosh/Winnebago County Housing Authority (OHAWCHA) was formed in 1970 and provides affordable rental housing assistance, homebuyer support, and resident services to low and moderately low income families living in Winnebago County. The OHAWCHA maintains over 650 Public Housing units including family, single, disabled, and elderly units, administers over 400 Housing Choice Vouchers, owns and maintains the properties of multiple group homes, coordinates a family self-sufficiency program, and facilitates the county's home ownership program.

### **Local Programs**

#### **Village of Winneconne**

**Community Development Block Grant.** The Village of Winneconne is an annual recipient of federal Community Development Block Grant (CDBG) funds. It prepares a plan each year that describes the conditions of the community and its housing, and proposes ways to address needs. Part of the CDBG funding that the Village receives is awarded to agencies who address the needs of Oshkosh residents.

#### **Housing Program**

The Village's Neighborhood Initiative is intended to concentrate resources (public and private) into participating areas to promote neighborhoods of choice in Oshkosh. The Neighborhood Initiative is carried out through the collaboration of various partners and programs. Together the partners treat a "neighborhood" as the customer and seek to strengthen neighborhood

components to achieve outcomes in four areas: Image, Market, Physical Conditions, and Neighborhood Management. Various housing programs have been created to provide flexible financing to homeowners and investors located or looking to locate within participating neighborhoods.

**Sold On Oshkosh Program** – The Sold on Oshkosh program encourages home ownership within participating neighborhoods. It promotes equity and pride of place and is intended to improve the real estate market. The program offers first time home buyers a down payment assistance forgivable grant after five years.

**Curb Appeal Rehabilitation Program** – The Curb Appeal Program encourages improvements to the exterior façade of residential properties while improving the image and physical conditions of homes in Oshkosh. The program offers eligible applicants 0% interest loans on select exterior projects.

**Owner Occupied Rehabilitation Program** – The Owner Occupies Rehabilitation Program encourages improvements to the exterior and interior of residential properties. The program offers 0% interest loans on select projects.

**Rental Rehabilitation Program** - The Rental Rehabilitation Program encourages improvements to the exterior and interior of residential properties. The program offers 0% interest loans on select projects.

## TRANSPORTATION

### State, Regional, County, and Local Policies

#### *State Policies*

#### **Wisconsin Department of Transportation (WisDOT)**

- **Wisconsin State Highway Plan 2020.** Wisconsin’s State Trunk Highway system, consisting of approximately 11,800 miles of roads, is aging and deteriorating while traffic congestion is increasing. In response to this critical issue, WisDOT, in partnership with its stakeholders, has developed the *Wisconsin State Highway Plan 2020*, a 21-year strategic plan that considers the highway system’s current condition, analyzes future uses, assesses financial constraints and outlines strategies to address Wisconsin’s preservation, traffic movement and safety needs. The plan is updated every six years to reflect changing transportation technologies, travel demand and economic conditions in Wisconsin.

According to the *Wisconsin State Highway Plan, 2020*, USH 41 is expected to be extremely congested through the Fox Cities if no improvements are made. The USH 41 corridor has been identified as a potential major project. Potential projects are subject to environmental analysis and legislative approval; they will be re-evaluated in future state highway plans.

This plan also stressed the need to develop a safe inter-modal transportation system which accommodates alternate forms of transportation by designating specific state and county highways that could safely accommodate bicycle transportation. Specific accommodations recommended by the plan include the use of designated bicycle lanes

in urban areas, widening traffic lanes to allow for bicycle travel, and paving shoulders to allow for increased bicycle use. The plan estimated that approximately \$6 million would be necessary to provide adequate bicycle accommodations throughout the state. More information is available at <http://wisconsindot.gov/Pages/projects/multimodal/ship.aspx>.

- **Connections 2030 Long Range Multimodal Transportation Plan.** Connections 2030 addresses all forms of transportation; integrates transportation modes; and identifies policies and implementation priorities to aid transportation decision makers when evaluating program and project priorities over the next 20 years. The plan is organized around transportation themes rather than modes. The seven themes are to (1) Preserve and maintain Wisconsin's transportation system; (2) Promote transportation safety; (3) Foster Wisconsin's economic growth; (4) Provide mobility and transportation choice; (5) Promote transportation efficiencies; (6) Preserve Wisconsin's quality of life; and (7) Promote transportation security. The plans policies were written using the seven themes as a base. More information is available at <http://wisconsindot.gov/Pages/projects/multimodal/c2030-plan.aspx>.
- **Wisconsin State Bicycle Transportation Plan 2020.** The *Wisconsin State Bicycle Transportation Plan (WSBTP) 2020* specifically addresses the future needs of bicycle transportation. The plan establishes two primary goals: to double the number of bicycle trips made by 2010 and to reduce the number of motor vehicle-bicycle crashes by 10 percent by 2010. To achieve these goals, objectives for engineering, education, enforcement and encouragement were identified. These goals included not only the need for the construction of an expanded network of transportation facilities that allows for safe bicycle travel, but also for the promotion of education to advance vehicle driver awareness of bicyclists (drivers licensing and bicycle safety courses). Finally, tips to promote the utility and ease of bicycle transportation were identified as well as a mandate to increase the enforcement of reckless driving behavior by both motorists and bicyclists.

The *WSBTP* provides suggestions for both intervillage (rural) and urban/suburban bicycle facilities. The suitability of rural roads for bicycle traffic is primarily determined by the paved width of the road and the volume of traffic. To be bicycle accessible, high volume roads (greater than 1,000 vehicle trips per day) should have a paved shoulder. Most State Trunk Highways located on the Priority Corridor System meet these criteria. No improvements were recommended for low volume roads (less than 1,000 vehicles per day). Finally, separated multi-use paths (trails) were also promoted as a viable option to increase bicycle transportation opportunities within rural areas. Urban improvements should include designated bicycle lanes within the street area, widened lanes, and paved shoulders. Larger urban parks often have both paved and unimproved multi-purpose trail systems, which commonly parallel rivers or other scenic corridors. More information is available at <http://wisconsindot.gov/Documents/projects/multimodal/bike/2020-plan.pdf>.

- **Wisconsin Pedestrian Policy Plan 2020.** The *Wisconsin Pedestrian Policy Plan 2020* provides a long-range vision to address Wisconsin pedestrian needs. It offers basic descriptions of existing and emerging pedestrian needs over the next 20 years, with a set of recommendations to meet those needs. More information is available at <http://wisconsindot.gov/Documents/projects/multimodal/ped/2020-plan.pdf>.

- **Wisconsin Guide to Pedestrian Best Practices.** The Wisconsin Guide to Pedestrian Best Practices provides detailed design, planning and program information for improving all aspects of the pedestrian environment. The guide serves as a companion document to the *Wisconsin Pedestrian Policy Plan 2020* to assist in the implementation of the goals, objectives and actions of the plan and serve as a reference or guidebook for state and local officials. More information is available at <http://wisconsindot.gov/Pages/projects/multimodal/ped.aspx>.
- **Wisconsin State Airport System Plan 2030.** The *Wisconsin State Airport System Plan 2030* builds off the policies and issues identified in *Connections 2030*, Wisconsin's statewide long-range transportation plan adopted in October 2009. It provides an inventory and evaluation of the Wisconsin Airport System's 98 airports and an implementation plan to meet established goals and objectives. The Appleton International Airport is classified as a Commercial Service Airport. More information is available at <http://wisconsindot.gov/Pages/projects/multimodal/sasp/default.aspx>.
- **Midwest Regional Rail System Report.** The *Midwest Regional Rail System Report* outlines a high speed (up to 110 mph) passenger rail system that utilizes 3,000 miles of existing rail right-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. The regional passenger rail system remains a conceptual idea at this time. More information is available at <http://www.dot.state.mn.us/planning/railplan/docs/railmidwest.pdf>.
- **Wisconsin Rail Plan 2030.** The *Wisconsin Rail Plan 2030* is the statewide long-range rail transportation plan. It provides a vision for freight rail, intervillage passenger rail and commuter rail, and identifies priorities and strategies that will serve as a basis for Wisconsin rail investments over the next 20 years. A copy of the plan is available at <http://wisconsindot.gov/Pages/projects/multimodal/railplan/default.aspx>.
- **Wisconsin State Freight Plan.** The *Wisconsin State Freight Plan* was started in early 2014 and is anticipated to be completed in December of 2016. Once completed, it will provide a vision for multimodal freight transportation and position the state to be competitive in the global marketplace by ensuring critical connections to national freight systems remain, or become, efficient. More information on this planning effort is available at <http://wisconsindot.gov/Pages/projects/sfp/default.aspx>.

## **Regional Policies**

### **East Central Wisconsin Regional Planning Commission**

- **Milestone #3, Goals, Strategies, and a Plan for Action, Year 2030 Regional Comprehensive Plan “Shaping the 21<sup>st</sup> Century”.** East Central adopted Milestone #3, its regional comprehensive plan in April 2008. The plan serves as an advisory document for counties and communities within the region. As part of this planning effort, East Central developed a vision for transportation, which states:

*In 2030, the East Central region will have an efficient regional transportation network which provides options for the mobility needs of all people, goods, and services.*

The Milestone #3 report contains five transportation “plan guidelines”, which contain goals, strategies, and recommendations for achieving this vision. These plan guidelines are (1) Effects of Sprawl Development on Transportation, (2) Transportation Funding and Priority Plans and Projects, (3) Regional Connectivity, (4) Balance Between Transportation and the Environment, and (5) Alternative Modes of Transportation and Mobility. The plan can be view at the following link:  
<http://www.ecwrpc.org/programs/comprehensive-planning/2030-regional-comprehensive-plan-2030/>.

- **Appleton (Fox Cities) Transportation Management Area: Long Range Transportation / Land Use Plan Appleton (Fox Cities) Urbanized Area.** *The Appleton Transportation Management Area (TMA): Long Range Transportation / Land Use Plan for the Appleton (Fox Cities) Urbanized Area* was prepared to meet the requirements of the Moving Ahead for Progress in the 21st Century Act (MAP-21) for long range transportation and land use planning in metropolitan areas.. The plan can be viewed at the following link:  
<http://fcompo.org/planning-activities/long-range-transportation-planning/>.
- **Transportation Improvement Program Fox Cities Transportation Management Area 2017.** The Transportation Improvement Program for the Fox Cities Transportation Management Area is a staged multi-year program of both capital and operating projects designed to implement the long-range element of the transportation plan and shorter-range transportation system management (TSM) element. The staged program covers a period of four years and includes projects recommended for implementation during the 2015-2018 program period. The specific annual element time frame recommended for funding approval differs for the FHWA Surface Transportation Program (STP) and the Federal Transit Administration Operating and Capital Assistance Programs. It includes funding recommendations for STP-Urban Projects from 2019 through 2020; and for transit assistance programs for 2017 and 2018. The plan can be viewed at:  
<http://fcompo.org/wp-content/uploads/2012/06/2017-Fox-Cities-TIP.pdf>.
- **Congestion Management Process (CMP) Plan Fox Cities (Appleton TMA) Urbanized Area.** The Congestion Management Process (CMP) plan is designed to provide systematic planning solutions to the transportation needs of the Fox Cities. It inventories traffic congestion across the Fox Cities. The primary goal of the CMP is to develop a balanced transportation network which can be efficiently integrated within the Fox Cities MPO boundaries. The plan can be viewed at <http://fcompo.org/wp-content/uploads/2013/10/Appleton-TMA-Congestion-Management-Plan-2013.pdf>.
- **Appleton (Fox Cities) Transportation Management Area and Oshkosh Metropolitan Planning Organization Bicycle and Pedestrian Plan – 2014.** The bicycle / pedestrian plan focuses on regional connectivity of bicycle and pedestrian networks throughout the Fox Cities (Appleton) and Oshkosh Metropolitan Planning Organizations. The plan can be viewed at:  
<http://fcompo.org/wp-content/uploads/2012/06/Appleton-TMA-and-Oshkosh-MPO-BikePed-Plan-2014.pdf>.
- **Valley Transit - Transit Development Plan.** The Valley Transit Development Plan was adopted in 2009 and provides a comprehensive examination of Valley Transit. It identifies recommendations for improving the transit system over the next five years. The plan can be viewed at: <http://fcompo.org/planning-activities/public-transit-specialized-transportation/>.

- **Section 5310 Enhanced Mobility of Seniors and Individuals with Disabilities Program Management and Coordination Plan Appleton Metropolitan Planning Organization 2014.** The Section 5310 plan details procedures for administering the Section 5310 Enhanced Mobility of Seniors and Individuals with Disabilities Program for the Appleton Transportation Management Area (TMA). The plan can be viewed at: <http://fcompo.org/wp-content/uploads/2014/06/Appleton-TMA-Section-5310-Management-Coordination-Plan.pdf>.

## **County Policies**

### **Winnebago County**

**A Multi-Jurisdictional Comprehensive Plan for Winnebago County: 2016-2035.** The *Winnebago County Comprehensive Plan* was adopted in 2016. The plan's transportation element provides the following goal: To achieve a safe, efficient, and environmentally sound transportation system that provides personal mobility for all segments of the population and supports the economy of the county.

**County Code of Ordinances.** The Winnebago County Code of Ordinances regulates transportation facilities. Several chapters may be relevant to the Village and/or the 3.0 mile extraterritorial area. These chapters, relating to transportation are summarized below.

**Chapter 7 – Traffic Code.** The Traffic Code regulates the speed limits on county highways within the unincorporated areas of the county.

**Chapter 8 – Public Works.** The public works ordinance establishes criteria for sharing the cost of funding for urban type construction on County Trunk Highways under county maintenance jurisdiction.

**Chapter 18 - Subdivisions and Platting.** The ordinance facilitates division of larger parcels of land into smaller parcels of land through two methods: Certified Survey Maps (CSMs) and plats. Certified Survey Maps create up to four new lots, parcels or tracts from the parent parcel. Plats are required for land subdivisions that create five or more lots created from the parent parcel. The ordinance also contains design standards for streets, blocks, setbacks and utility easements.

**Winnebago County Comprehensive Park and Recreation Plan, 2013 -2017.** The *Winnebago County Comprehensive Park and Recreation Plan*, adopted in 2013, describes existing conditions, projects future growth, and offers recommendations to guide the future growth and development of recreational facilities in Winnebago County. The plan identifies three goals: (1) Provide throughout the county a planned system of parks and recreation areas that will enable county residents and visitors alike to participate in and enjoy a diversity of recreational activities; (2) Preserve scarce and valuable resources important to the ecological, sociological, and economic life of the county; and (3) To encourage continued involvement of county residents when planning for parks and recreational development.

## **Local Policies**

### **Village of Winneconne**

**Code of Ordinances.** The Village's Code of Ordinances regulates land divisions and land uses.

**Official Map.** The Village of Winneconne has an official map. An official map is intended to implement a master plan for a village, or town. The master plan helps direct development by designating areas for streets, highways, parkways, floodplains, and other pertinent land uses. Official maps direct development away from sensitive areas which are designated for future public use.

## **Federal, State, Regional and Local Programs**

### **Federal Programs**

#### **Department of Transportation (DOT)**

- **Surface Transportation Urban Program (STP-Urban, STP-U).** This program allocates federal Fixing America's Surface Transportation (FAST) Act funds to complete a variety of transportation improvements including projects on higher function local roads not on the State Trunk Highway system, and local safety improvements. To be eligible roads must be functionally classified as urban "collector" or higher. More information can be found at <http://wisconsindot.gov/Documents/doing-bus/local-gov/astnce-pgms/highway/stp-urban.pdf>.
- **Transportation Alternatives Program (TAP).** The TAP allocates federal Fixing America's Surface Transportation (FAST) Act funds to transportation improvement projects that "expand travel choice, strengthen the local economy, improve the quality of life, and protect the environment. Projects that met eligibility criteria for the Safe Routes to School Program, Transportation Enhancements, and/or the Bicycle and Pedestrian Facilities Program will be eligible TAP projects. More information on the TAP can be found at <http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/aid/tap.aspx>.

### **State Programs**

#### **Wisconsin Department of Transportation (DOT)**

WisDOT is responsible for planning, building and maintaining Wisconsin's network of state highways and Interstate highway system. The department shares the costs of building and operating county and local transportation systems - from highways to public transit and other modes. WisDOT plans, promotes and financially supports statewide air, rail and water transportation, as well as bicycle and pedestrian facilities. A few of the funding opportunities are listed below, more information on other WisDOT associated funding opportunities (various programs) is available at:  
<http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/default.aspx>.

- **Local Bridge Improvement Assistance Program.** This program helps counties, cities, villages, and towns rehabilitate or replace existing bridges on Wisconsin's local highway

system based on the sufficiency rating. The program operates on a cost-shared basis with federal and state funds accounting for 80% of the total eligible project costs. More information on the Local Bridge Improvement Assistance Program can be found at <http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/localbridge.aspx>.

- **General Transportation Aid.** Road maintenance is partially funded by disbursement of the state transportation fund. The largest portion of the fund is from General Transportation Aids. The state provides an annual payment to each county and municipality that funds a portion of the local governments' costs for activities such as road construction, filling potholes, snow removal, and other related transportation maintenance. Disbursements from the account are determined by the total mileage of local roads within the municipality or by a formula based on historic spending. This information must be reported annually. More information can be found at <http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/gta.aspx>.
- **Local Roads Improvement Program (LRIP).** This program provides funding to improve or replace seriously deteriorating county highways, town roads, and village streets. New roads are not eligible. LRIP funds pay up to 50% of total eligible costs while the remaining amounts must be matched by the local government. The program has three basic programs: County Highway Improvement (CHIP); Town Road Improvement (TRIP); and Municipal Street Improvement (MSIP). Additional discretionary funds are available for high cost projects. More information can be found at <http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/lrip.aspx>.
- **Bicycle and Pedestrian Facilities Program.** This program provides funding for projects that construct or plan for bicycle or bicycle/pedestrian facilities. More information can be found at <http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/gta.aspx>.
- **Disaster Damage Aids.** Towns, villages, cities or counties may apply for financial aid due to disaster damage to any public highway under its jurisdiction that is not on the State Trunk or Connecting Highway systems. More information can be found at <http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/disaster.aspx>.
- **Wisconsin Employment Transportation Assistance Program (WETAP).** This program is designed to provide transportation for low-income workers to jobs, training centers, and childcare facilities through enhanced local transportation services. Funding is provided by a combination of federal, state, and local funds. This program provides a crucial link to allow low-income workers to remain in the workforce. More information can be found at <http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/transit/wetap.aspx>.
- **Local Transportation Enhancement Program (TE).** This program provides funds that increase multi-modal transportation within a region while enhancing the community and the environment. Eligible projects include multi-use recreational trails, landscaping, or the preservation of historic transportation structure. Funds cover up to 80% of the total eligible project costs. More information can be found at <http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/aid/te.aspx>.

- **Transportation Economic Assistance Grant Program (TEA Grant).** This program provides a 50% state grant to local governments, private businesses, and consortiums for road, rail, harbor, and airport projects that are necessary to help attract employers to Wisconsin. These grants have a performance based incentive and successful funding requires that businesses and industries created by the grant program retain and expand local economies in Wisconsin. More information can be found at <http://wisconsin.gov/Pages/doing-bus/local-gov/astnce-pgms/aid/tea.aspx>.

## **Regional Programs**

### **East Central Wisconsin Regional Planning Commission**

**Mobile and Active Communities Program.** The program element coordinates, administers and promotes federal, state, regional and metropolitan transportation planning through the Commission's Metropolitan Planning Organization (MPO) designation for the three urbanized areas. Major work efforts include the Fox Cities and Oshkosh Urbanized Areas MPOs, Short-Range Planning – Congestion Management Process (TMA) (TAP), Regional Transportation Planning, and the Fond du Lac Urbanized Area MPO. Examples of work under this program element include: local road and highway planning (long-range transportation/land use plans, Transportation Improvement Programs, CUBE Traffic Demand Model for transportation planning scenario analysis, highway corridor studies, traffic facility assistance, transportation assistance management, highway access control assistance, official street mapping, jurisdictional road transfers, PASER Pavement Evaluation Ratings, WisDOT WISLR access and training, local road sign inventories and airport systems), public transit planning, freight system planning, bicycle and pedestrian planning (bicycle and pedestrian plan development and implementation, on-street and off-street bicycle facilities issues and assessments, safe routes to school plans, bicycle and pedestrian safety training and bicycle route mapping), and grant assistance and support letters.

- **Oshkosh Area MPO –** The Oshkosh Metropolitan Planning Organization (MPO) encompasses the City of Oshkosh, the Towns Algoma, Black Wolf, Nekimi, Oshkosh, Vinland and Winnebago County.
- **East Central Wisconsin Regional Safe Routes to School (SRTS).** The SRTS is a national and international movement to create safe, convenient and fun opportunities for children to bicycle and walk to and from schools. The goal of the program is to enable and encourage children K-8th grade, including those with disabilities, to walk and bike to school. The East Central Wisconsin Regional SRTS Program focuses on empowering local communities and school districts with the resources and knowledge needed to implement SRTS activities.

## **Local Programs**

### **Greater Oshkosh Transit (GO Transit)**

**Fixed Route Bus Service.** O Transit's mission is to provide reliable, affordable and accessible public transportation options to support our community's mobility needs. Transportation options include fixed-route bus service within the Village of Winneconne, paratransit services to elderly and disabled individuals, paratransit service to low-income workers, and intervillage bus service to Neenah.

**The Connector.** The Connector is designed to provide safe, convenient, and affordable access to public transportation for Fox Cities residents who work second or third shift schedules or who need to travel throughout the community beyond Valley Transit's fixed route service area.

## **UTILITIES AND COMMUNITY FACILITIES**

### **Federal, State, Regional, County, and Local Policies**

#### ***Federal Policies***

**Water Pollution Control Act.** The Federal Water Pollution Control Act (1977), more commonly known as the Clean Water Act, established the basic structure for regulating discharges of pollutants into surface waters. Effluent standards for wastewater treatment plants and other industrial facilities were established by this landmark legislation. The legislation also provided grants to communities to assist with planning and construction of upgraded facilities. Today, increasing levels of growth and changing treatment standards have caused more recent expansions and improvements of these systems.

**Safe Drinking Water Act (SDWA).** Drinking water standards are set by the USEPA. The Safe Drinking Water Act (SDWA) requires the USEPA to set primary standards, while individual public water systems must ensure that they are met. Drinking water standards apply to public water systems which supply at least 15 connections or 25 persons at least 60 days of a calendar year. Standards have been set for 90 chemical, microbiological, radiological, and physical contaminants. Non-enforceable guidelines are also set for secondary standards for contaminants that may cause cosmetic effects such as poor taste or odors.

#### ***State Policies***

##### **Wisconsin Administrative Code**

**Chapter SPS 383 Private Onsite Wastewater Treatment Systems.** Formally COMM 83, Chapter SPS 383 establishes uniform standards and criteria for the design, installation, inspection and management of a private onsite wastewater treatment system, POWTS, so that the system is safe and will protect public health and the waters of the state.

**Chapter 287 Solid Waste Reduction, Recovery and Recycling.** Chapter 287 regulates solid waste reduction, recovery and recycling in the state, as well as littering and enforcement requirements. The law requires that every citizen in Wisconsin must have residential recycling service or drop-off centers within easy access and should be provided with recycling education and outreach.

**Chapter NR-110 Sewerage Systems.** Chapter NR-110 regulates site-specific facility planning and sanitary sewer extensions. Decisions regarding the extension or expansion of wastewater collection facilities are made primarily at the local level.

**Chapter NR-121 Areawide Water Quality Management Plans.** Chapter NR-121 specifies the standards and processes for initiating and continuous area wide wastewater treatment management planning. As provided by NR-121, the WNRD's role is to review and approve every sewer service area plan and its amendments, taking into account water quality impacts and cost-effectiveness.

**Chapter NR-809 Safe Drinking Water.** Drinking water standards are also maintained at a state level. NR-809 regulates the design, construction, and proper operation of public water systems. The WDNR also assures that regulated contaminants are adequately monitored.

### **Regional Policies**

#### **East Central Wisconsin Regional Planning Commission**

**Milestone #3, Goals, Strategies, and a Plan for Action, Year 2030 Regional Comprehensive Plan “Shaping the 21<sup>st</sup> Century”.** East Central adopted Milestone #3, its regional comprehensive plan in April 2008. The plan serves as an advisory document for counties and communities within the region. As part of this planning effort, East Central developed a vision for utilities and community facilities, which states:

*Efficient, cost effective community facilities are provided, which enhance the quality of life and ensure prosperity and economic stability for all. The emphasis in service provision is on cooperative planning, fostering collaboration, enhancing partnerships, sharing resources and transcending boundaries, as appropriate. In 2030, there are regional opportunities for the sustainable and safe management of solid waste and recycling, collection, processing and disposal activities. A well-managed and planned public and private water supply provides for the region’s citizens and industry. The region is served by a variety of well-functioning public and private wastewater treatment systems, which are capable of accommodating future growth, while limiting the inherent conflicts caused by both urban and rural development patterns. Adequate, cost effective, environmentally conscientious utility infrastructure exists to support industry and the general population. There are cost effective, efficient, quality emergency and non-emergency services to ensure public safety. A variety of meaningful educational options and opportunities exist for all students. Children and adults in the region are provided with accessible educational, informational and recreational library services and materials in an economically efficient and timely manner. There is a collaborative regional forum to create and implement a strategic framework for the continuum of care for the health and wellbeing of the residents of the region. Through cooperative efforts, park, open space, and recreational facilities and programs are protected and preserved and there are plans for new facilities. There are community facilities which meet the needs of various groups, including youth, elderly, and minorities, in a balanced and financially responsible manner.*

The Milestone #3 report contains nine utilities and community facilities “plan guidelines”, which contain goals, strategies, and recommendations for achieving this vision. The plan guidelines are (1) Waste: Garbage and Recycling, (2) Public and Private Wastewater Treatment, (3) Public and Private Water Supply, (4) Electric, Gas and Telecommunications, (5) Public Safety, (6) Education and Libraries, (7) Health and Childcare, (8) Local Parks and Recreational Facilities, and (8) Wind Energy. The plan can be view at the following link:  
<http://www.eastcentralrpc.org/planning/compplan/milestone3/MS3Final/ms3final.htm>.

### **County Policies**

#### **Winnebago County**

**A Multi-Jurisdictional Comprehensive Plan for Winnebago County: 2016-2035.** The Winnebago County Comprehensive Plan was adopted in 2016. The plan’s utilities and

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

**County Code of Ordinances.** The Winnebago County Code of Ordinances regulates private on-site wastewater treatment systems. Several chapters may be relevant to the Village and/or the 3.0 mile extraterritorial area. These chapters, relating to Utilities and Community Facilities are summarized below.

**Chapter 6 – Emergency Management Operations.** The Emergency Management Operations ordinance ensures that the county will be able to cope with emergencies resulting from enemy action and with emergencies resulting from natural disasters.

**Chapter 11 – Health and Social Services.** This chapter regulates the County Department of Health and Human Services and contains the Public Health Code.

**Chapter 15 – Sanitary Landfill.** This ordinance regulates the county sanitary landfill and transportation of waste to the landfill.

**Chapter 16 – Private On-site Wastewater Treatment Systems.** This ordinance regulates private on-site wastewater systems in the county.

**Chapter 19 – Parks and Recreation.** This chapter regulates parks and related activities.

**Winnebago County Comprehensive Park and Recreation Plan, 2013 -2017.** The *Winnebago County Comprehensive Park and Recreation Plan*, adopted in 2013, describes existing conditions, projects future growth, and offers recommendations to guide the future growth and development of recreational facilities in Winnebago County. The plan identifies three goals: (1) Provide throughout the county a planned system of parks and recreation areas that will enable county residents and visitors alike to participate in and enjoy a diversity of recreational activities; (2) Preserve scarce and valuable resources important to the ecological, sociological, and economic life of the county; and (3) To encourage continued involvement of county residents when planning for parks and recreational development.

### ***Local Policies***

#### **Village of Winneconne**

**Code of Ordinances.** The Village’s Code of Ordinances regulates land divisions and land uses.

**Official Map.** The Village of Winneconne has an official map. An official map is intended to implement a master plan for a village or town. The master plan helps direct development by designating areas for streets, highways, parkways, floodplains, and other pertinent land uses. Official maps direct development away from sensitive areas which are designated for future public use.

## **Federal, State, and Regional Programs**

### ***Federal Programs***

#### **United States Environmental Protection Agency (USEPA)**

- **National Pollutant Discharge Elimination System (NPDES) Storm Water Program.** The Clean Water Act also established the National Pollutant Discharge Elimination System (NPDES) Storm Water Program. The comprehensive two–phased program addresses the non-agricultural sources of stormwater discharges which adversely affect surface water quality. A NPDES permitting mechanism requires the implementation of controls designed to reduce the volume of stormwater runoff and the level of harmful pollutants in stormwater runoff.

#### **Federal Emergency Management Administration (FEMA)**

FEMA offers several annual grant awards to fire departments. Eligible project costs include equipment, supplies, training, emergency work (evacuations, shelters, etc.), and mobilization/demobilization activities. All municipal jurisdictions with a population of less than 50,000 are eligible to receive funding. Recipients must provide a 10 percent match for all project costs. Additional information on FEMA grants is available at <http://www.fema.gov/grants>.

#### **Other Federal Agencies**

Federal regulation of telecommunications, radio, and television towers is currently under the auspices of the **Federal Communications Commission (FCC)**, the **Federal Aviation Administration (FAA)**, and the **Occupational Safety and Health Administration (OSHA)**. The FCC issues licenses for new telecommunication facilities by determining the overall need, coordinates frequencies, and regulates tower placement. Communication towers must be located at the most central point at the highest elevation available. The FAA regulates tower height, coloring, and lighting to ensure aircraft safety. OSHA regulates the occupational exposure to non-ionizing electromagnetic radiation emitted from radio, microwave, television, and radar facilities.

### ***State Programs***

#### **Public Service Commission (PSC)**

Public utilities in Wisconsin are regulated by the PSC, an independent regulatory agency. The PSC sets utility rates and determines levels for adequate and safe service. More than 1,400 utilities are under the agency's jurisdiction. PSC approval must be obtained before instituting new rates, issuing stock or bonds, or undertaking major construction projects such as power plants, water wells, and transmission lines. Additional information on the Public Service Commission is available at <http://psc.wi.gov/>.

#### **Wisconsin Department of Administration**

- **Community Development Block Grant – Public Facilities (CDBG – PF).** CDBG-PF funds help support infrastructure and facility projects for communities. Some examples of eligible projects include streets, drainage systems, water and sewer systems,

sidewalks, and community centers. Additional information regarding the CDBG-PF program can be found at <http://www.doa.state.wi.us/Divisions/Housing/Bureau-of-Community-Development/CDBG-PF-Program-Overview>.

### **Wisconsin Department of Natural Resources**

- **Wisconsin Solid Waste Management Program.** Begun in the 1970s, the Wisconsin Solid Waste Management Program regulates the collection, storage, transportation, treatment and disposal of solid waste. The solid waste administrative codes are extensive and include Chapter 502, Solid Waste Storage, transportation, transfer, incineration, air curtain destructors, processing, wood burning, composting and municipal solid waste combustors; Chapter 518, Land spreading of solid waste; and ATCP 34, Clean sweep program. More information is available at: <http://dnr.wi.gov/topic/waste/solid.html>.
- **Knowles-Nelson State Stewardship.** The Knowles-Nelson State Stewardship Fund is a land acquisition program for the State of Wisconsin. Created by the state legislature in 1989, \$60 million dollars per year is utilized to purchase lands for parks and other recreational purposes. An important component of the program is the cooperation between the DNR and local governments and non-profit organizations. The program offers a 50 percent grant match to create parks, hiking trails, hunting grounds, and other facilities. The funds can also be utilized for facilities improvements such as road construction and capital acquisition projects (picnic equipment, playgrounds, etc.). More information is available at: <http://dnr.wi.gov/topic/stewardship/>.
- **Clean Water Fund Program (CWFP).** The Clean Water Fund Program (CWFP) is one of two Environmental Improvement Fund (EIF) loans that are jointly managed and administered by the Department of Natural Resources and the Department of Administration. It offers loans and hardship grants to any town, village, county utility district, public inland lake protection and rehabilitation district, metropolitan sewerage district or federally recognized American Indian tribe or band to construct or modify municipal wastewater systems or construct urban storm water best management practices. More information is available at: <http://dnr.wi.gov/aid/eif.html>.
- **Safe Drinking Water Loan Program (SDWLP).** The Safe Drinking Water Loan Program (SDWLP) is one of two Environmental Improvement Fund (EIF) loans that are jointly managed and administered by the Department of Natural Resources and the Department of Administration offers loans to any village, town, county, sanitary district, public inland lake protection and rehabilitation district, or municipal water district to construct or modify public water systems to comply with public health protection objectives of the Safe Drinking Water Act. More information is available at: <http://dnr.wi.gov/aid/eif.html>.
- **Wisconsin Pollutant Discharge Elimination System (WPDES) program.** The Department regulates the discharge of pollutants to waters of the state through the WPDES program. Individual (e.g., site-specific) WPDES permits are issued to municipal and industrial facilities discharging to surface water and/or groundwater. As of 2012, approximately 358 industrial facilities require individual WPDES permits and approximately 649 municipalities held individual WPDES permits. WPDES general permits are issued by the Wisconsin Department of Natural Resources for specific

categories of industrial, municipal and other wastewater discharges. More information is available at: <http://dnr.wi.gov/topic/wastewater/permits.html>.

- **Wisconsin Pollutant Discharge Elimination System (WPEDS) Storm Water Program.** The NPDES program is administered by the WDNR through NR-216. The Wisconsin Pollutant Discharge Elimination System (WPEDS) Storm Water Program regulates stormwater discharge from construction sites, industrial facilities, and selected municipalities. Recent Phase II requirements will require six minimum control measures to be addressed by communities and other local entities: public education, public participation, illicit discharges, construction site pollutant control ( $\geq 1$  acre in size), post construction site stormwater management, and pollution prevention. More information is available at: <http://dnr.wi.gov/topic/wastewater/dischargeypes.html>.

### **Department of Public Instruction (DPI)**

The Wisconsin Constitution as it was adopted in 1848 provided for the establishment of district schools that would be free to all children age 4 to 20. Subsequent laws allowed a property tax to be collected to fund school programs. Today, the Department of Public Education (DPI) oversees the operations of school systems and sets state standards for educational curricula, teacher certification standards, and other educational programs.

### **Wisconsin Community Action Program Association (WISCAP)**

The Wisconsin Community Action Program Association (WISCAP) is the statewide association for Wisconsin's sixteen (16) Community Action Agencies and three single-purpose agencies with statewide focus. CAP Services, a member of WISCAP covers Winnebago County.

### **Board of Commissioners of Public Lands (BCPL)**

- **State Trust Fund Loan Program.** The State Trust Fund Loan Program offers loans to municipalities, lake districts, metropolitan sewerage districts and town sanitary districts for a wide variety of municipal purposes.

### **Regional Programs**

#### **East Central Wisconsin Regional Planning Commission (ECWRPC)**

**Sustainable and Efficient Community Services and Facilities Program.** This program element implements the requirements of the "Smart Growth" planning legislation for the Community Facilities and Utilities plan element and incorporates the Commission's ongoing NR-121 sewer service area (SSA) planning function. In addition to SSA planning, the Commission provides assistance in the following areas: electric transmission line project reviews, capital improvement programs, resource recovery and recycling/composting and solid waste management planning.

- **Sewer Service Area Planning.** This function is derived from ECWRPC being designated by the WDNR as the 208 Water Quality Management Planning Agency for the region. The Commission acts in an advisory and regulatory role for Sewer Service Area (SSA) Plans and has prepared detailed long range plans for 26 wastewater treatment plants to address growth and ensure water quality within the region. In

addition, the Commission acts in an advisory capacity to WDNR and provides recommendations on various plan updates, amendments, facilities plans, and sewer extensions. Additionally the Commission provides population and development projections for facility siting and sewer service area planning.

**Recreation and Heritage Opportunities Program.** The Recreation and Heritage Opportunities work program element encompasses planning activities associated with meeting the open space and recreational needs of the region as a whole, as well as plans for individual governmental jurisdictions. Examples of work under this program element include: park and open space plans, park site plans, park funding and programming information, recreation inventories, recreation surveys, park needs assessments, water trail planning and ADA accessibility issues.

**Natural Resource Management.** The Natural Resource Management planning element ensured that the region's natural resources and unique environmental features are identified and managed as an integral part of planning and development throughout the region. This program element includes hazard mitigation planning, stormwater and watershed management and the NR-135 Non-Metallic Mining Reclamation Program Administration.

## **AGRICULTURAL, CULTURAL, AND NATURAL RESOURCES**

### **Federal, State, Regional, County, and Local Policies**

#### ***Federal Policies***

**Clean Water Act (1977).** The Clean Water Act established the basic structure for regulating discharges of pollutants into the waters of the United States.

#### ***State Policies***

#### **Wisconsin State Statutes**

- **Chapter 91 Farmland Preservation.** This chapter requires the county to adopt a farmland preservation plan. It addresses farmland preservation zoning and agricultural enterprise areas.

#### **Wisconsin Administrative Code**

- **Chapter SPS 383, Private Onsite Wastewater Treatment Systems.** Formally COMM 83, Chapter SPS 383 establishes uniform standards and criteria for the design, installation, inspection and management of a private onsite wastewater treatment system, POWTS, so that the system is safe and will protect public health and the waters of the state.
- **Chapter NR-103, Water Quality Standards for Wetlands.** Chapter NR-103 establishes water quality standards for wetlands.
- **Chapter NR-115, Wisconsin's Shoreland Management Program.** Chapter NR-115 requires counties to adopt zoning and subdivision regulations for the protection of all shorelands in unincorporated areas.

- **Chapter NR-116, Wisconsin’s Floodplain Management Program.** Chapter NR-116 requires municipalities to adopt reasonable and effective floodplain zoning ordinances.
- **Chapter NR-135, Nonmetallic Mining Reclamation.** Chapter NR-135 was established to ensure that non-metallic mining sites are properly abandoned. This law promotes the removal or reuse of non-metallic mining refuse, removal of roads no longer in use, grading of the non-metallic mining site, replacement of topsoil, stabilization of soil conditions, establishment of vegetative groundcover, control of surface water flow and groundwater withdrawal, prevention of environmental pollution, development and reclamation of existing non-metallic mining sites, and development and restoration of plant, fish and wildlife habitat if needed to comply with an approved reclamation plan.
- **Chapter ATCP 49, Farmland Preservation (Proposed).** In 2009, the Wisconsin Farmland Preservation Program, which had been in existence since 1977, was repealed by the Wisconsin State Legislature and recreated with a new structure. This was done in response to growing pressures to convert farmland statewide to nonagricultural uses. Under the new law, DATCP was authorized to write an administrative rule that sets technical details as to how local governments may plan and zone to preserve farmland.

## **Regional Policies**

### **East Central Wisconsin Regional Planning Commission**

**Milestone #3, Goals, Strategies, and a Plan for Action, Year 2030 Regional Comprehensive Plan “Shaping the 21<sup>st</sup> Century”.** East Central adopted Milestone #3, its regional comprehensive plan in April 2008. The plan serves as an advisory document for counties and communities within the region. As part of this planning effort, East Central developed three separate chapters for agriculture, natural and cultural resources:

***Agricultural Resources Vision:*** *In 2030, agriculture is an important feature of the economy and lifestyle of the East Central region. Development pressures have been diverted away from prime farmland and ample, un-fragmented agricultural districts exist. Farming is practiced on the most productive soils. A variety of farm types and sizes are operating successfully. The region’s farming community supplies both local and global markets. Citizens, local officials, and farmers are aware of and continuously address interrelated economic and land use issues. The viable and stable farm economy, in terms of farm income and prosperity, reflects concerted efforts by the private and public sectors to balance free market forces and government programs for land conservation.*

***Natural Resources Vision:*** *In 2030, the importance of natural resources, including their link to the regional economy, quality of life, and cost effective service provision is recognized. Natural resource planning is sustainable, consistent and coordinated in order to protect and build a strong sense of ecological place. The Winnebago Pool Lakes and the Fox/Wolf River systems are recognized as the backbone of the region's ecological resources. Geologic resources that are significant from an aesthetic, scientific, cultural, historic, educational, or commercial extraction purpose, have been identified, inventoried, preserved and protected to meet the development and societal needs of the region. The region has proactively addressed public access, recreation, open space, and trail facilities in order to meet the needs of its citizens; enhance the quality of life and environment; realize tax savings and other economic benefits; and to maintain and improve the region's tourism*

economy. The region is comprised of well-defined urban and rural spaces which improve the individual's perception of 'sense of place', while communities within the region have maintained their individual character and identity. Within the region, surface water resources are planned for in a watershed-based manner that embraces and encourages the use of 'green infrastructure' concepts. The proactive protection of natural features not only contributes to water quality, but also to the long term sustainability and economic benefit of the region.

**Cultural Resources Vision:** *In the year 2030, the region is recognized as a leader in the state for preservation of its cultural resources. It provides public access to resource protection tools and the political advocacy necessary to ensure protection for, and appreciation of, our diverse ethnic heritage, both historic and prehistoric.*

The Milestone #3 report contains four agricultural, five natural, and five cultural resources "plan guidelines", which contain goals, strategies, and recommendations for achieving each vision. The plan can be view at the following link:

<http://www.eastcentralrpc.org/planning/compplan/milestone3/MS3Final/ms3final.htm>.

## **County Policies**

### **Winnebago County**

**A Multi-Jurisdictional Comprehensive Plan for Winnebago County: 2016-2035.** The *Winnebago County Comprehensive Plan* was adopted in 2016. The plan's agricultural, cultural, and natural resources element provides the following goals:

#### *Agricultural:*

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

#### *Natural, Cultural and Historic Resources:*

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

**County Code of Ordinances.** The Winnebago County Code of Ordinances regulates erosion and sediment control, floods, nonmetallic mining, shoreland-wetland zoning, stormwater management and other ordinances that may be relevant to the Village and its planning area. Several chapters that relate to agricultural, natural and cultural resources are summarized below.

**Chapter 13 – Animal Waste Management.** The purpose of this chapter is to assure the safe handling and spreading of livestock waste as well as to regulate the location, design, construction, alteration, operation, and maintenance of all livestock facilities and livestock waste transfer and storage facilities; and to regulate the abandonment/closure of livestock waste transfer and storage facilities.

**Chapter 16 – Private On-site Wastewater Treatment Systems.** This ordinance regulates private on-site wastewater systems in the county.

**Chapter 20 – Non-Metallic Mining.** The purpose of this chapter is to establish a local program to ensure the effective reclamation of non-metallic mining sites on which non-metallic mining takes place in Winnebago County.

**Chapter 26 – Floodplain Zoning Code.** This chapter is intended to regulate floodplain development to protect life, health and property; minimize expenditures of public funds for flood control projects; minimize rescue and relief efforts undertaken at the expense of the taxpayers; minimize business interruptions and other economic disruptions; minimize damage to public facilities in the floodplain; minimize the occurrence of future flood blight areas in the floodplain; discourage the victimization of unwary land and homebuyers; prevent increases in flood heights that could increase flood damage and result in conflicts between property owners; and discourage development in a floodplain if there is any practicable alternative to locate the activity, use or structure outside of the floodplain.

**Chapter 27 – Shoreland Zoning Code.** Shorelands are defined as lands which are: 1,000 feet from the ordinary high water elevation mark of navigable lakes, ponds, or flowages; or 300 feet from the ordinary high water elevation mark of navigable rivers or streams. If the landward side of the floodplain exceeds either of these two measurements, this is used as the zoning standard. Wetlands means those areas where water is at, near or above the land surface long enough to be capable of supporting aquatic or hydrophytic vegetation and which have soils indicative of wet conditions. This ordinance controls the lot size, building setbacks, landfills, agricultural uses, alteration of surface vegetation, sewage disposal, filling, grading, lagoons, and other uses which may be detrimental to this area.

**Winnebago County Farmland Preservation Plan, adopted March 13, 2012.** The Winnebago County Farmland Preservation Plan is included in the *Winnebago County Comprehensive Plan*. The plan is intended to guide local efforts related to farmland protection and the promotion of the agricultural sector in Winnebago County during the 15-year period from 2012 through 2026. The goals of the plan are: (1) Protect farmland in Winnebago County, while balancing landowner rights and community benefit; (2) Maintain a strong agricultural economy; (3) Support agriculture-related businesses and support systems; and (4) Promote urban agriculture. The intent of the plan is to meet the requirements of Chapter 91 of the Wisconsin State Statutes for Farmland Preservation and help maintain sustainable agriculture economies in the county as well provide an informational base to assist decision makers in the preservation of farmland and agriculture related development within the county.

**2011-2020 Winnebago County Land and Water Resource Management (LWRM) Plan.** Appendix C, 2016- 2020 Work Plan was updated in 2016. The LWRM) addresses soil and water quality concerns using local, state and federal programs. The goal of the *Winnebago County Land and Water Resource Management Plan* is to restore, improve, and protect the ecological diversity and quality and promote the beneficial uses of the land, water, and related resources found throughout the county.

### **Local Policies**

#### **Village of Winneconne**

**Code of Ordinances.** The Village's Code of Ordinances regulates land divisions and land uses.

**Official Map.** The Village of Winneconne has an official map. An official map is intended to implement a master plan for a village or town. The master plan helps direct development by designating areas for streets, highways, parkways, floodplains, and other pertinent land uses. Official maps direct development away from sensitive areas which are designated for future public use.

## **Federal, State, Regional, County and Local Programs**

### ***Federal Programs***

#### **US Environmental Protection Agency**

- **National Pollution Discharge Elimination System (NPDES) Storm Water Program.** The Clean Water Act established the National Pollutant Discharge Elimination System (NPDES) Storm Water Program. The comprehensive two–phased program addresses the non-agricultural sources of stormwater discharges and industrial/municipal effluents which adversely affect surface water quality. A NPDES permitting mechanism requires the implementation of controls designed to reduce the volume of stormwater runoff and the level of harmful pollutants in stormwater runoff. More information is available at: <http://www.epa.gov/npdes>.

### ***State Programs***

#### **Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP)**

DATCP has a number of programs related to agricultural development, conservation assistance, farm and rural services, farmland preservation, etc. A few of the programs are highlighted below:

**Working Land Initiative.** The Wisconsin Working Lands Initiative was signed into law in 2009 and is comprised of the following three programs Farmland Preservation Program, Agricultural Enterprise Program, Purchase of Agricultural Conservation Easement (PACE) Program. More information is available: [http://datcp.wi.gov/Environment/Working\\_Lands\\_Initiative/](http://datcp.wi.gov/Environment/Working_Lands_Initiative/).

- **Farmland Preservation Program.** Counties are required to revise their farmland preservation plans to meet the new requirements which are designed to better protect farmland. A grant that covers up to 50 percent of the cost of preparing a farmland preservation plan is available to all counties.
- Local governments may choose to adopt and have certified a farmland preservation zoning ordinance to ensure that landowners covered by the ordinance are eligible to claim farmland preservation tax credits.
- **Agricultural Enterprise Area (AEA) Program.** AEA's are part of Wisconsin's Working Lands Initiative. An AEA is an area where the local community has prioritized preservation of farmland and agricultural development. Once an area is officially designated as an AEA, eligible farmers owning land within the area may enter into a farmland preservation agreement with the state. This enables the landowners to receive tax credits in exchange for agreeing to keep their farm in agricultural use for at least 15 years.

**Purchase of Agricultural Conservation Easement (PACE) Program.** The PACE Program provides up to 50% of the cost of purchasing agricultural conservation easements, including transaction costs. Cooperating local governments or non-profit organizations can obtain money from the state to purchase easements from willing landowners. Land with an agricultural conservation easement cannot be developed for any purpose that would prevent its use for agriculture.

### **Wisconsin Department of Natural Resources (WDNR)**

- **Wisconsin Pollutant Discharge Elimination System (WPEDS) Storm Water Program.** The NPDES program is administered by the WDNR through NR-216. The Wisconsin Pollutant Discharge Elimination System (WPEDS) Storm Water Program regulates stormwater discharge from construction sites, industrial facilities, and selected municipalities. Recent Phase II requirements will require six minimum control measures to be addressed by communities and other local entities: public education, public participation, illicit discharges, construction site pollutant control (1 or more acres in size), post construction site stormwater management, and pollution prevention. More information is available at: <http://dnr.wi.gov/topic/wastewater/permits.html>.
- **Knowles-Nelson Stewardship Local Assistance Grant Programs.** The Knowles-Nelson State Stewardship Fund is a land acquisition program for the State of Wisconsin. Four Stewardship grant programs are available: Acquisition and Development of Local Parks (ADLP), Urban Green Space (UGS) grants, Urban Rivers (UR) grants, and Acquisition of Development Rights (ADR). The program offers a 50 percent grant match to create parks, hiking trails, hunting grounds, and other facilities. The funds can also be utilized for facilities improvements such as road construction and capital acquisition projects (picnic equipment, playgrounds, etc.). More information is available at: <http://dnr.wi.gov/topic/stewardship/grants/applylug.html>.
- **Wisconsin Shoreland Management Program.** Shoreland zoning can enhance the quality of surface water, protect wildlife habitat, and improve its aesthetic appearance. The Wisconsin Shoreland Management Program is a cooperative effort between state and local governments. Local governments are allowed to adopt shoreland and floodplain zoning to direct development in compliance with state minimum standards. Specific ordinances regulate zoning for wetlands (NR-103), shorelands (NR – 115), and floodplains (NR – 116). Cities and villages can adopt similar zoning ordinances under NR – 117. More information is available at: <http://dnr.wi.gov/topic/ShorelandZoning/Programs/program-management.html>.
- **Forest Crop Law and Managed Forest Law.** In 1927, the Wisconsin Legislature enacted the Forest Crop Law (FCL), a voluntary forest practices program to encourage sound forestry on private lands. It has promoted and encouraged long-term investments as well as the proper management of woodlands. This law allowed landowners to pay taxes on timber only after harvesting, or when the contract is terminated. Since the program expired in 1986, participants are not allowed to re-enroll in the program. Since 1986, the Managed Forest Law has replaced the Forest Crop Law. More information is available at: <http://dnr.wi.gov/topic/forestlandowners/tax.html>.
- **The Managed Forest Law (MFL),** enacted in 1985, encourages the growth of future commercial crops through sound forestry practices. To be eligible, a landowner must

own at least 10 contiguous acres of woodlands. The landowner must implement a forestry management plan for future commercial harvests on the land. Contracts can be entered for a period of either 25 or 50 years. Portions of the land enrolled are open to public access for hunting, fishing, cross-country skiing, sight-seeing, and hiking. The program recognizes individual property owners' objectives while providing for society's need for compatible recreational activities, forest aesthetics, wildlife habitat, erosion control, and protection of endangered resources. More information is available at: <http://dnr.wi.gov/topic/forestlandowners/tax.html>.

- **Urban Forestry Grants.** Urban Forestry Grants are provided to cities, villages, towns, counties, tribes and 501(c)(3) nonprofit organizations. More information is available at: <http://dnr.wi.gov/topic/urbanforests/grants/index.html>. These grants fall into three categories:
  - Regular grants are competitive cost-share grants of up to \$25,000. Grants are to support new, innovative projects that will develop sustainable urban and community forestry programs, not to subsidize routine forestry activities.
  - Startup grants are competitive cost-share grants of up to \$5,000. These simplified grants are available to communities that want to start or restart an urban forestry program.
  - Catastrophic storm grants are used to fund tree repair, removal or replacement within urban areas following a catastrophic storm event for which the governor has declared a State of Emergency under s. 166.03, Wis. Stats.

### **Wisconsin Historical Society**

The Wisconsin Historical Society (WHS) Division of Historic Preservation (DHP) provides funds for conducting surveys to identify and evaluate historical, architectural, and archaeological resources, nominating properties and districts to the National Register, and carrying out a program of comprehensive historic preservation planning and education. These are available to local units of government and non-profit organizations. Although funding is limited, the DHP identified target communities during each funding cycle. In recent years the DHP has favored underrepresented communities: unincorporated communities or villages or fourth-tier cities with a population less than 5,000. A set of funds is also designated for use by Certified Local Government (CLG) status communities. In addition, many private funding sources specifically target smaller communities in the more rural parts of the state. Other specific programs are listed below.

- **Wisconsin Historic Preservation Fund Subgrants.** The Wisconsin Historic Preservation Fund Subgrants provide funds for surveys to identify and evaluate historical, architectural and archaeological resources, nominating properties to the National Register of Historic Places, and for carrying out a program of historic preservation planning and education. More information is available at: <http://www.wisconsinhistory.org/Content.aspx?dsNav=Ro:20,N:4294963828-4294963805&dsNavOnly=N:1210&dsRecordDetails=R:CS3314>.
- **Historic Homes Tax Credit Program.** The Historic Homes Tax Credit Program offers a 25 percent Wisconsin income tax credit for homeowners who rehabilitate historic, non-income-producing personal residences <http://www.wisconsinhistory.org/Content.aspx?dsNav=Ro:40,N:4294963828-4294963805&dsNavOnly=N:1210&dsRecordDetails=R:CS3136>.

- **Federal Historic Preservation Tax Credit.** This program returns 20 percent of the cost of rehabilitating historic buildings to owners as a direct reduction in the federal income taxes. To qualify, buildings must be income producing historic buildings, must be listed on the National Register of Historic Places, or contribute to the character of a National Register Historic District. More information is available at:  
<http://www.wisconsinhistory.org/Content.aspx?dsNav=Ny:True,Ro:0,N:4294963828-4294963805&dsNavOnly=N:1210&dsRecordDetails=R:CS3215&dsDimensionSearch=D:%E2%80%A2%09Wisconsin+Supplemental+Historic+Preservation+Credit.,Dxm:All,Dxp:3&dsCompoundDimensionSearch=D:%E2%80%A2%09Wisconsin+Supplemental+Historic+Preservation+Credit.,Dxm:All,Dxp:3>.
- **Wisconsin Historic Preservation Tax Credit Program.** This program returns 20 percent of the cost of rehabilitating historic buildings to owners as a Wisconsin income tax credit. More information is available at:  
<http://www.wisconsinhistory.org/Content.aspx?dsNav=Ny:True,Ro:0,N:4294963828-4294963805&dsNavOnly=N:1210&dsRecordDetails=R:CS3215&dsDimensionSearch=D:%E2%80%A2%09Wisconsin+Supplemental+Historic+Preservation+Credit.,Dxm:All,Dxp:3&dsCompoundDimensionSearch=D:%E2%80%A2%09Wisconsin+Supplemental+Historic+Preservation+Credit.,Dxm:All,Dxp:3>.

## **Regional Programs**

### **East Central Wisconsin Regional Planning Commission (ECWRPC)**

**Recreation and Heritage Opportunities.** The Recreation and Heritage Opportunities work program element encompasses planning activities associated with meeting the open space and recreational needs of the region as a whole, as well as plans for individual governmental jurisdictions. This program element also includes historic and agricultural preservation. Examples of work under this program element include: park and open space plans, park site plans, park funding and programming information, recreation inventories, recreation surveys, park needs assessments, water trail planning and ADA accessibility issues.

**Natural Resource Management.** The Natural Resource Management planning element ensured that the region's natural resources and unique environmental features are identified and managed as an integral part of planning and development throughout the region. Examples of work under this element include: Niagara Escarpment planning, air quality management, aquatic invasive species, environmental impact review, endangered resources reviews, groundwater resource management, green infrastructure planning, floodplain management, hazard mitigation planning, lakes management planning, the NR-135 Non-Metallic Mining Reclamation Program Administration, water quality management, stormwater and watershed management and wetlands protection/management.

## **County Programs**

### **Winnebago County Historical and Archaeological Society**

The Winnebago County Historical and Archaeological Society is a non-profit organization that was founded in 1919. The Historical Society promotes and facilitates outreach education through historically focused public programs, local historical tours, special events, and the publication of a quarterly newsletter.

## **Local Programs**

### **Oshkosh Landmarks Commission**

The Landmarks Commission was established in 1983 by the Oshkosh Common Council. Among the duties and responsibilities of the Commission, as defined in Chapter 2 of the Village's Municipal Code, the Commission is charged with:

- Fostering the protection, enhancement and perpetuation of historic improvements and of districts which represent or reflect elements of the Village's cultural, social, economic, political and architectural history.
- Safeguarding and fostering civic pride in the Village's historic and cultural heritage as embodied in its landmarks and historic districts.



**APPENDIX E**

**PUBLIC PARTICIPATION PLAN**

Resolution No. 2.1-2018

**ESTABLISHING PUBLIC PARTICIPATION PROCEDURES  
FOR THE VILLAGE OF WINNECONNE 2040 COMPREHENSIVE PLAN UPDATE**

**WHEREAS**, pursuant to Section 66.1001 of the Wisconsin Statutes, any program or action of a local governmental unit that affects land use, including but not limited to zoning, subdivision regulation and official mapping, shall be consistent with that local governmental unit's adopted comprehensive plan beginning January 1, 2010, and such plan must address the nine elements as required by Wisconsin Statutes Section 66.1001(2); and

**WHEREAS**, the Village of Winneconne has prepared the *Village of Winneconne Year 2030 Comprehensive Plan*, adopted on December 16<sup>th</sup>, 2008, that will be amended to comply with the authority and procedures established by Section 66.1001 and Section 62.23 of the Wisconsin Statutes; and

**WHEREAS**, Section 66.1001(4)(a) of the Wisconsin Statutes requires that the Village Board adopt written procedures designed to foster public participation at every stage of comprehensive plan preparation including open discussion, communication programs, information services and public meetings for which advance notice has been provided, and that such written procedures shall also provide for wide distribution of draft plan materials, an opportunity for the public to submit written comments on the plan materials, and a process for the governing body to respond to such comments; and

**WHEREAS**, the Village Board of the Village of Winneconne believes that regular, meaningful public involvement in the comprehensive planning process is important to assure that the resulting comprehensive plan reflects the desires and expectations of the public; and

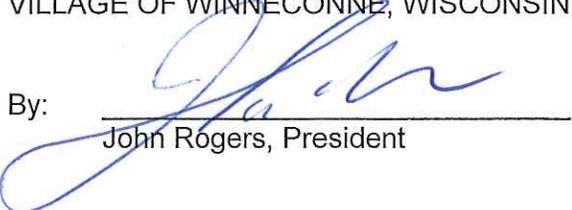
**WHEREAS**, the Plan Commission has reviewed the *Public Participation Plan* and has recommended approval; and

**WHEREAS**, the attached "Public Participation Plan" developed for the *Village of Winneconne 2040 Comprehensive Plan Update* includes written procedures designed to foster public participation, ensure wide distribution of draft plan materials, provide opportunities for written comments on such materials, and provide mechanisms to respond to such comments.

**NOW, THEREFORE, BE IT RESOLVED** that the Village Board of the Village of Winneconne hereby adopts the *Public Participation Plan for the Village of Winneconne 2040 Comprehensive Plan Update* as its public participation procedures to fulfill the requirements of Wis. Stats. Section 66.1001 (4)(a).

This resolution was adopted by the Village of Winneconne Village Board on the 20<sup>th</sup> day of February, 2018:

VILLAGE BOARD OF THE  
VILLAGE OF WINNECONNE, WISCONSIN

By:   
John Rogers, President

ATTEST:

  
Jacquie Stelzner, Clerk

**Public Participation Plan  
Village of Winneconne 2040 Comprehensive Plan Update**

**Introduction & Purpose**

Public participation is an important part of the comprehensive planning process as it helps to ensure that the plan accurately reflects the vision of the community. For a plan to develop, decision makers need to hear ideas, thoughts, and opinions from their citizens and stakeholders. The purpose of this public participation plan is to give citizens the opportunity to participate and learn about their community.

Wisconsin's Smart Growth Comprehensive Planning law requires public participation throughout the comprehensive planning process. Wisconsin Statutes, Section 66.1001(4)(a) requires, in part, that,

*"The governing body of a local governmental unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for a wide distribution of proposed, alternative, or amended elements of a comprehensive plan and shall provide every opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments."*

This Public Participation Plan actively involves the general public and key community interests in identifying major issues, establishing a shared vision for the community, and creating goals, objectives, and policies which help bring that shared vision to fruition. The Village will use this document as a guide to actively involve community members in the comprehensive planning process by providing them numerous opportunities to offer input and become educated via multiple means of communication.

**Comprehensive Plan Update Timeline**

Phase	Timeframe (Approximate)	Description/Key Events
Organization	February - March 2018	<ul style="list-style-type: none"> <li>• Creation of Public Participation Plan</li> <li>• Establishment of Comprehensive Plan Update Webpage</li> <li>• Appoint Ad Hoc Members to Plan Commission (if required/desired)</li> <li>• <b>Kickoff Meeting with Village Plan Commission (February, 2018)</b> <ul style="list-style-type: none"> <li>○ Review of project/process</li> <li>○ Adoption of Citizen Participation Plan (note that Village Board must also approve this document)</li> <li>○ Establish details for Public Visioning Portal</li> <li>○ Committee SWOT Analysis</li> </ul> </li> </ul>
Public Visioning	March, 2018	<ul style="list-style-type: none"> <li>▪ Prepare and launch web-based Public Visioning Portal. Portal to launch by March 30<sup>th</sup>, 2018 and stay open for 6-month period (Sept. 30<sup>th</sup>, 2018).</li> </ul>

<b>Inventory/Analysis &amp; Issue Identification / Vision &amp; Goal Development</b>	February, 2018 – August, 2018	<ul style="list-style-type: none"> <li>▪ Prepare Demographic Information</li> <li>▪ Update inventory and maps of the physical, social, and economic resources of the Village.</li> <li>▪ <b>Meet with Village Plan Commission (May, 2018)</b> <ul style="list-style-type: none"> <li>○ Review and discussion of :               <ul style="list-style-type: none"> <li>▪ Issues &amp; Opportunities Element (including socio-economic data)</li> <li>▪ Economic Development Element</li> <li>▪ Housing Element</li> </ul> </li> <li>○ Review of draft Vision Statements &amp; Plan Goals</li> <li>○ Identify key issues</li> <li>○ Review Public Visioning Portal results to date.</li> </ul> </li> <li>▪ <b>Meet with Village Plan Commission (August, 2018)</b> <ul style="list-style-type: none"> <li>○ Review and discussion of               <ul style="list-style-type: none"> <li>• Transportation Element</li> <li>• Community Facilities Element</li> <li>• Ag/Natural/Cultural Resource Element</li> </ul> </li> <li>○ Review of draft Vision Statements &amp; Plan Goals</li> <li>○ Identify key issues</li> <li>○ Review Public Visioning Portal results to date (portal to close Sept. 30<sup>th</sup>, 2018)</li> </ul> </li> </ul>
<b>Plan Alternative, Strategies &amp; Recommendations</b>	September – November, 2018	<ul style="list-style-type: none"> <li>• <b>Meeting with Village Plan Commission (November, 2018)</b> <ul style="list-style-type: none"> <li>○ Review and discussion of               <ul style="list-style-type: none"> <li>• Intergovernmental Cooperation Element Plan</li> <li>• Land Use Element</li> </ul> </li> <li>○ Review of draft Vision Statements &amp; Plan Goals</li> <li>○ Identify key issues</li> <li>○ Review final Public Visioning Portal results</li> <li>○ Review land use alternatives and preliminary land use plan map concepts and strategies</li> </ul> </li> </ul>

<b>Plan Implementation</b>	January, 2019 – April, 2019	<ul style="list-style-type: none"> <li>• <b>Meeting with Village Plan Commission (January, 2019)</b> <ul style="list-style-type: none"> <li>○ Review draft land use plan map and draft plan strategies and recommendations.</li> <li>○ Review Implementation Element</li> <li>○ Establish intergovernmental / public informational meeting date.</li> </ul> </li> <li>• <b>Hold Intergovernmental Meeting &amp; Public Informational Meeting (March, 2019)</b> <ul style="list-style-type: none"> <li>○ Adjust final plan, strategies and recommendations</li> <li>○ Adjust final future land use map</li> </ul> </li> <li>• <b>Meeting with Village Plan Commission (April, 2019)</b> <ul style="list-style-type: none"> <li>○ Approve draft plan for public review</li> <li>○ Develop press release</li> <li>○ Publish 30 day public notice</li> </ul> </li> </ul>
<b>Plan Review, Public Hearing &amp; Adoption</b>	May - July, 2019	<ul style="list-style-type: none"> <li>• <b>Hold Public Hearing / Village Plan Commission recommendation of comprehensive plan amendment (May, 2019)</b></li> <li>• <b>Village Council adoption of plan update (amendment) by ordinance (June, 2019)</b></li> <li>• <b>Plan printing and delivery (July, 2019)</b></li> </ul>

### **Methods of Citizen Participation**

The Village of Winneconne will use several methods to encourage public input throughout the comprehensive planning process for any future updates and amendments. The methods to be employed are as follows:

#### *Method 1: Plan Commission & Ad Hoc Members*

The Village of Winneconne will utilize the Plan Commission as the main body responsible for development of the Comprehensive Plan Update. The Village may choose to add additional, ad hoc, non-voting members to the Plan Commission to help guide the comprehensive planning process and discussions. The Plan Commission will be responsible for reviewing data, prioritizing issues and land use alternatives, overseeing the organization of the Plan, and determining goals, objectives and policies based on information gathered from the public.

#### *Method 2: Public Meetings*

Public meetings provide opportunity for both education and input. All Plan Commission and Village Board meetings are open to the public. All agendas and meeting minutes are posted in advance through the Village of Winneconne website and published as required by State law. As each chapter of the comprehensive plan is developed it will be reviewed in detail by the

Comprehensive Plan Update Committee at a meeting that is open to the public. Time for public participation will be set-aside at each meeting.

*Method 3: News Releases/Website/Social Media*

News releases are an effective tool to keep both the public and the press informed about the planning process. The Village of Winneconne will utilize news releases to create public awareness about the comprehensive planning process at key times during the process. In addition, the Village will utilize its website (<https://www.winneconnewi.gov/>) and social media (e.g. Facebook and Twitter) to keep citizens informed on the planning process, to encourage public involvement, and to provide input/comments to Village staff at any time.

*Method 4: Web-Based Public Visioning Portal*

A web-based Public Visioning Portal will be developed and will incorporate survey and GIS mapping technologies (ESRI StoryMaps) to allow residents and stakeholders to participate in a number of exploratory questions and exercises in order to identify specific land use issues, high priority trends, needed physical improvements, and plan implementation opportunities that will be used to maintain or enhance the current Comprehensive Plan. This process will generate materials that will enhance the Village's current comprehensive plan by adding several more layers of 'depth' to addressing current issues, including the application of specific planning and implementation concepts that were not included in the Village's current plan.

*Method 5: Open Houses and Community Events*

The Village of Winneconne may choose to sponsor open houses, informational meetings, or attend various community events (e.g. farmer's markets, street festivals, etc.) during the comprehensive planning process. This will provide an informal setting for residents to interact with the Village of Winneconne staff and give them the opportunity to gather information, ask questions, react to the information and provide both written and verbal feedback.

*Method 6: Public Hearings*

A public hearing will be held before the Village Plan Commission prior to the adoption of the *2040 Comprehensive Plan Update*. The public hearing will consist of a short presentation summarizing and highlighting the major parts of the planning process and the final draft of the comprehensive plan. Participants will have the opportunity to provide comments about the draft plan. An official public record of the presentation and all comments will be established. The draft plan will be available for review prior to the public hearing. Interested citizens will also have the opportunity to provide written comments prior to the public hearing, which will be read into the hearing.

Future amendments to the Comprehensive Plan will be subject to the public hearing process and the same opportunities for review and comment by the general public as the original approved plan and per Wisconsin Statutes, Section 66.1001(4)(b-d).

# EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION

Martin Farrell, Chair  
Jeff Nooyen, Vice-Chair  
Melissa Kraemer Badtke, Interim Secretary-Treasurer

## COMMISSION MEMBERS

### CALUMET COUNTY

Alice Connors  
Hope Karth  
Merlin Gentz  
Rick Jaeckels

### FOND DU LAC COUNTY

Martin Farrell  
Brenda Schneider  
Brian Kolstad  
Allen Buechel  
Charles Hornung

### MENOMINEE COUNTY

Ruth Winter  
Laure Pecore  
(Jeremy Johnson, Alt.)  
James Lowey

### OUTAGAMIE COUNTY

Thomas Nelson  
(Kara Homan, Alt.)  
Daniel Rettler  
Timothy Hanna  
Jeff Nooyen  
Michael Thomas  
Kevin Sturn

### SHAWANO COUNTY

Jerry Erdmann  
Thomas Kautza  
Chuck Dallas

### WAUPACA COUNTY

Dick Koeppen  
James Nygaard  
Brian Smith  
DuWayne Federwitz

### WAUSHARA COUNTY

Donna Kalata  
Larry Timm  
Neal Strehlow  
(Robert Sivick, Alt.)

### WINNEBAGO COUNTY

Mark Harris  
Shiloh Ramos  
(David Albrecht, Alt.)  
Ernie Bellin  
Lori Palmeri  
Robert Schmeichel  
Vacant



## EX-OFFICIO MEMBERS

Jill Michaelson  
Ronald McDonald

