

**Town of Clayton, WI**

# **Highways 10 & 76 Corridor Land Use Master Plan**

**PUBLIC REVIEW DRAFT – JUNE 9, 2021**



# **Town of Clayton, Wisconsin**

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## CHAPTER 1: Project Charge

### Background

In late 2020, the Town of Clayton hired Cedar Corporation to prepare a “Land Use Master Plan” (Master Plan) which addresses land use and growth along the STH 76 corridor, including the interchange areas associated with the USH 10 corridor. The initiation of this project is the result of years’ worth of work by the Town to obtain the rights for expanding nearby municipal sewer and water infrastructure to this portion of the Town. While this area of the community has long been the target for economic development, it is only now that the vision can be realized. The preparation of this more focused plan is also in alignment with the Town’s proclaimed community values as found on its website:

- Planned growth that will retain our small town atmosphere.
- A clean and attractive town with parks and trails.
- Providing the highest level of service possible in the most efficient and responsible manner.
- Protecting the assets and natural resources to enhance the lives of our citizens; and,
- Fostering business development that will work in a cooperative partnership with the town.



### Purpose

The Town recognized the need for more detailed planning for lands receiving new public sewer and water service as development potential is expected at an accelerated rate in this portion of the Town once services are installed (Summer/Fall 2021). The Master Plan will be developed as a detailed component of the Comprehensive Plan update and adopted as such. A more complete update of the Town’s Comprehensive Plan is scheduled for 2021 or 2022 whereby this plan can be re-examined for adjustments, if needed.

## Objectives

Working with the Town, several project details and guiding principles were discussed regarding how the development of a Master Plan could benefit the community. As such, Cedar Corporation's scope of work was based on the following objectives:

- Develop a plan which assists developers with meeting the intentions of the town. The resultant plan should allow landowners to "target" specific projects and recruit prospects for development.
- Reduce the uncertainty and surprises to development prospects (potential applicants). Provide more clarity in obtaining approvals and permits.
- Assist the Plan Commission with more information by which to conduct application reviews for rezones, conditional use, land divisions and site plans. Recommend ordinance amendments where appropriate to implement the vision.
- Identify unique or useful approaches to implement the future land use type identified within the Master Plan Study Area. Examples could include Planned Unit Developments, Official Map representation and other implementation tools.

In addition to the Master Plan study, Cedar Corporation is also preparing a parallel *Municipal/Public Safety Building Study* for the Town of Clayton. The Town has an existing Public Safety Building, however; it is experiencing a need for increased space to provide the necessary services to the Town. To provide the increased services the project will review options and sizing for a new Municipal / Public Safety Building. A new facility, if constructed, is likely to be located somewhere within the southern part of this project's Study Area. The facilities planning effort is running along the same preparation timeline and its outcomes will be integrated into the Master Plan.

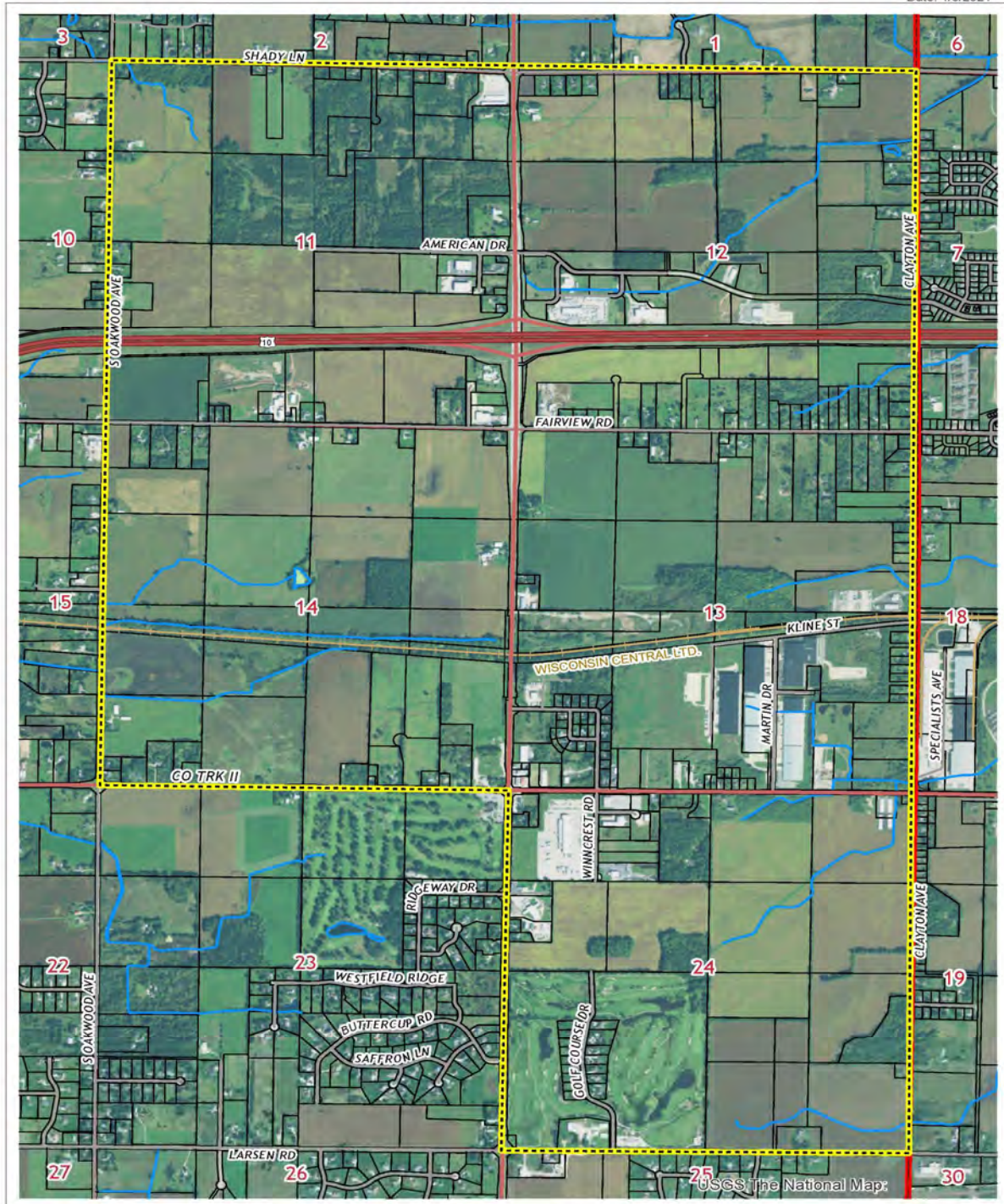
## **Project Location**

The project Study Area encompasses approximately 5 square miles (3,200 acres) in the northeast corner of the Town. As shown on Map 1-1, the Study Area is bisected in a north-south manner by USH 76, a heavily traveled State Highway which provides access to the USH 10 corridor, leading travelers easterly to the Fox Cities or to the Waupaca and Stevens Point areas.

The Study area covers lands immediately adjacent to these two highway corridors and generally is in a desirable location for long-term commercial and industrial development which not only services highway travelers (commuters in particular), but also the nearby residents of the Town of Clayton. The nearest similar highway commercial/industrial development area is 2-1/2 miles to the east, in the Village of Fox Crossing, along the CTH CB/USH 10 corridor.

## Map 1-1: Study Area

Date: 1/5/2021



Town of Clayton  
Hwys 10/76  
Corridor Land Use  
Master Plan  
Winnebago County, Wisconsin



### Project Location Map

- Study Area
- T. Clayton Boundary
- Parcels
- Railroad

### ROAD CLASSIFICATION

- Expressway
- Secondary Hwy
- Ramp
- Interstate Route
- Local Connector
- Local Road
- 4WD
- US Route
- State Route

0 1,250 2,500  
Feet



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## **CHAPTER 2: Land Use Master Plan**

Based on the information and input generated through the planning process, a proposed Land Use Master Plan for the USH 10/STH 76 Corridor was developed and is shown on Map 2-1. It is the intent of the Town to adopt the Master Plan as a more detailed component (addendum) of its current (2017) Comprehensive Plan and associated Future Land Use Map.

### Proposed Land Use Districts

The Master Plan Study Area is comprised of nine (9) separate land use districts and four (4) transportation and utility categories to help define basic land uses, their intensities, and other important infrastructure features:

- 1) Single & Two-Family Residential District
- 2) Medium & High Density Residential District
- 3) Clayton Business Park District
- 4) Gateway Commercial & Retail District
- 5) Neighborhood Center Mixed Use District
- 6) Light Industrial, Warehousing, and Distribution District
  - a) Clayton Industrial Park North
  - b) Clayton Industrial Park South
- 7) Utilities & Public Facilities District
- 8) Recreation & Conservation District
- 9) Non-Metallic Mining District
- 10) Existing Recreational Trails
- 11) Future Recreational Trails
- 12) Future Primary Roads
- 13) Regional Stormwater Detention Sites

The land use districts are summarized and described on the next several pages. Descriptions are of a general nature to allow for flexibility in the overall development of the corridor. The strategies and recommendations are to be considered key parts of the broader framework for the general development of the area. They should be looked at as being the minimum level of action that the Town should consider to implement the Master Plan.

## Land Use District Descriptions

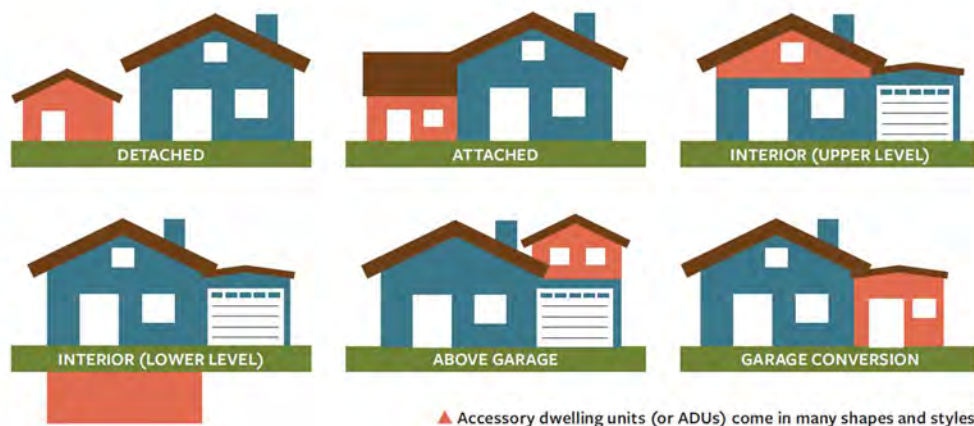
### Single Family & Duplex Residential District

This district is present in various portions of the Study Area and is intended to accommodate both single-family and duplex residential housing units that are connected to public sewer and water. Depending on its location the planned densities for new residential development should fall between 0.5 to 6 dwelling units per acre. Within the Airport Zone 2b and Zone 3, the densities can be a maximum of 0.5 units per acre and 1 unit per acre, respectively. Outside of those zones, a variety of lots sizes should be provided that targets between 3 and 6 dwelling units per acre.

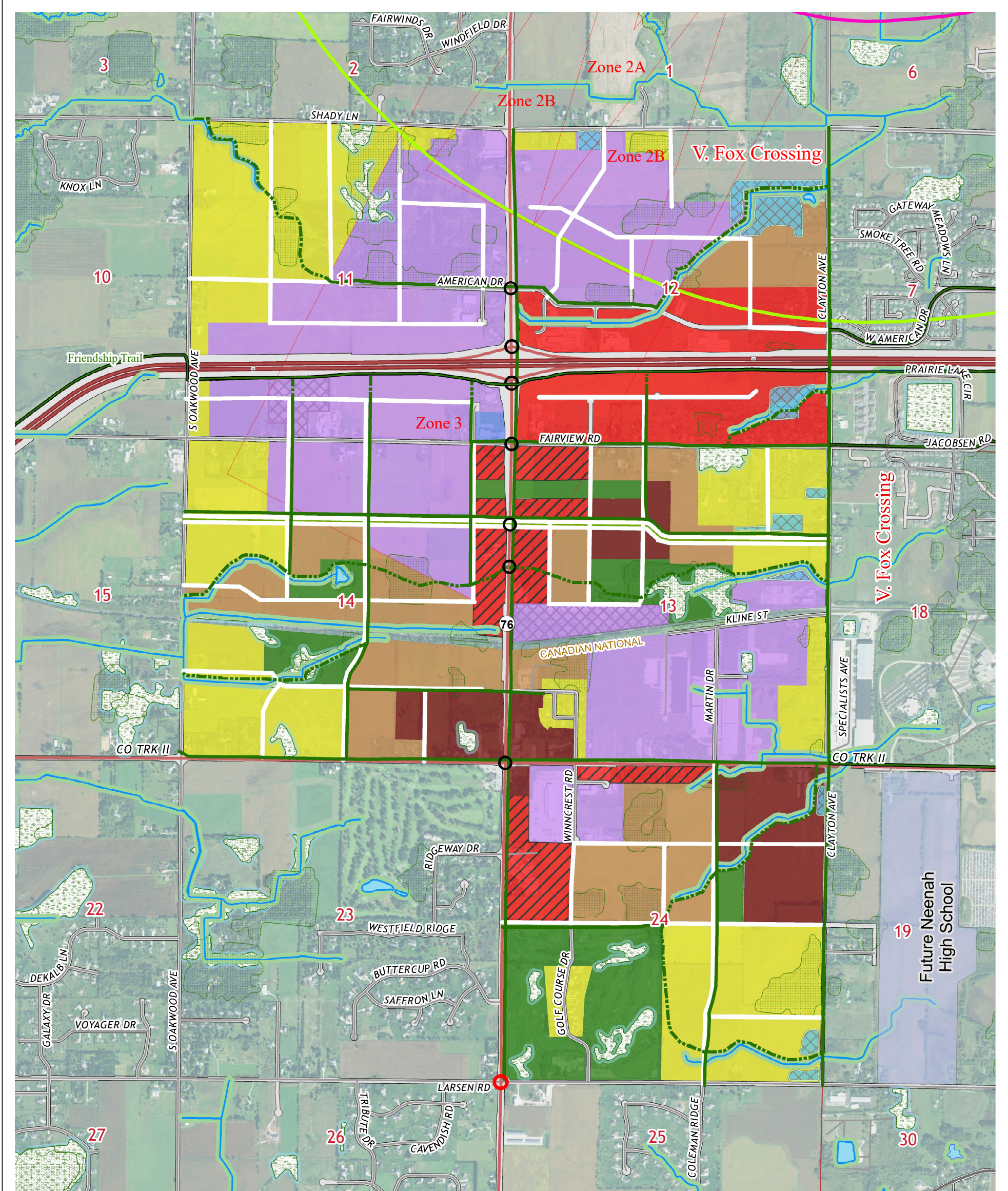


In addition to accommodating typical urban and suburban housing styles, this district should also contemplate the use of Accessory Dwelling Units (ADUs). As shown in Figure 2-1, an ADU is a smaller, independent residential dwelling unit located on the same lot as a stand-alone single-family home and can be attached or detached in nature. Homeowners may desire to add ADUs for different reasons including as an income-generating investment, or to help address multi-generational or palliative care needs. The demands for ADUs are expected to increase during the planning period as the local, state, and national home affordability continues to be an issue. Communities can find broader benefits through the allowance of ADUs, including the addition of attainable units to the existing housing mix, providing housing units in that are appropriate for people at a variety of stages in the life cycle, and to protect neighborhood stability, pride of ownership, and property values.

**Figure 2-1: Accessory Dwelling Unit (ADU) Types**







Town of Clayton  
Hwys 10/76  
Corridor Land Use  
Master Plan (2040)  
Winnebago County, Wisconsin

Legend

- Section
- Right of Way
- Future Roads
- Existing Trails
- Railroad
- Woodland
- DNR Wetland
- Water Features

Proposed Land Use Districts

- Single & Two Family Residential
- Medium & High Intensity Residential
- Clayton Business Park
- Gateway Commercial & Retail
- Neighborhood Center Mixed Use
- Light Industrial, Warehousing, and Distribution
- Utilities & Public Facilities
- Recreation & Conservation
- Current Non-Metallic Mine
- Proposed Regional Stormwater Facilities
- Intersection Safety Improvements
- Planned Roundabouts - 2025/2026

Future Trails

- Off-Road
- On-Road
- Outagamie County Airport
- Zoning Class
- Zone 1
- Zone 2A
- Zone 2B
- Zone 3
- Airport Buffer
- 5,000 ft. Buffer
- 10,000 ft. Buffer

ROAD CLASSIFICATION

- Expressway
- Secondary Hwy
- Ramp
- Interstate Route
- US Route
- Local Connector
- Local Road
- 4WD
- State Route

0 0.25 0.5 Miles

0 1,000 2,000 3,000 Feet





### Medium & High Density Residential District

This district is present in various portions of the Study Area and is intended to accommodate both single-family and multiple-family housing units that are connected to public sewer and water. Planned densities should fall between 6 and 12 dwelling units per acre. This district is designed to better accommodate more affordable ‘workforce’ housing and those types of units which are often referred to as ‘the missing middle’ (Figure 2-2).

The Missing Middle housing types provide diverse housing options, such as duplexes, fourplexes, cottage courts, and townhouses. This definition does not include typical 8-plex and 16-plex apartment buildings. These house-scale buildings should fit seamlessly within residential neighborhoods and support walkability. They provide solutions along a spectrum of affordability to address the mismatch between the available housing stock and shifting demographics combined with the growing demand for walkability.

**Figure 2-2: Missing Middle Housing Types**



### Clayton Business Park District

Located along the north and south sides of USH 10, between STH 76 and Clayton Avenue, this district contains much of the visible property that fronts the USH 10 corridor. The accessibility and visibility of these lands is attractive to commercial land uses and it is envisioned, that over time, the existing residential uses along the north side of Fairview Road would be transitioned to commercial based on market forces.



Planned commercial uses would be of high quality (corporate offices, medical offices, etc.) and would be regional in nature, serving a market broader than just the Town of Clayton. “Big Box” types of stores are not desired in this setting and requiring that all development occur under a Planned Unit Development (PUD) condition will help to ensure the quality of the development and its buildings. PUDs are not subject to the standard zoning

requirements, but instead work with the local government to develop criteria that will determine common areas, private areas and building guidelines.





### Gateway Commercial & Retail District

Located primarily along STH 76, along with some frontage on CTH II, this district is intended to accommodate typical highway interchange types of uses including fast food, gas stations, restaurants, a grocery store, childcare, banking, and other retail, and service oriented businesses that are aimed at travelers and local residents. Requiring that all development occur under a Planned Unit Development (PUD) condition will help to ensure the quality of the development and its buildings.



### Neighborhood Center Mixed Use District

Mixed use development is an important component of the Master Plan. Development of traditional neighborhoods and denser, yet livable schemes, will bring a uniqueness to the market of available living options in the Fox Cities. This district is located in three specific



areas (Map 4-1a) and are intended to accommodate development of neighborhood centers that are small, low impact, and of limited use. They are typically pedestrian and bicycle-oriented, with limited automobile access and parking. Neighborhood centers are generally well-integrated into the fabric of the surrounding residential area and allow for the creation of “social capital” by virtue of new gathering places (3<sup>rd</sup> spaces) and civic uses. They are intended to serve as an amenity for residents of the immediate neighborhood and support a variety of uses.

Neighborhood centers should generally include a limited range of convenience goods and services in keeping with the character and scale of the surrounding neighborhood. Business types desired in this District would include, but not be limited to those that provide high levels of social engagement such as coffee shops, craft breweries, indoor/outdoor event space, restaurants, and other retail establishments, etc. Secondary uses include other supporting, neighborhood-oriented uses such as schools, small offices, day care,



parks, and civic facilities, as well as residential uses. The integration of new civic uses, such as the potential new Town of Clayton Municipal/Public Safety Facility near CTH II and STH 76, will help to create local destinations and gathering places. Appropriate residential types may include upper floor units located above retail uses, townhouses, and small lot, single-family detached homes. The integration of residential uses helps to assure extended hours of activity within the district and support a mix of uses.



The district balances automobile access from arterial streets with pedestrian and bicycle access and circulation, and provides good transitions and connectivity with the surrounding neighborhoods. Surface parking is more limited, with shared parking opportunities and on-street parking. For mixed use development to succeed, varied land uses must be within convenient walking distance of each other (one quarter mile, 5-10 minutes) and there must be direct, safe, and convenient connections between the uses. Residents in mixed use developments should be able to take care of many daily needs without having to drive elsewhere.
















In addition, mixed use developments can enhance opportunities for those who are working from home such as was experienced during the COVID-19 pandemic. The number of “at-home” workers are expected to remain at much higher levels than they were pre-pandemic as businesses attempt to attract workers and reduce overhead costs.

### Light Industrial, Warehousing, and Distribution District (PUD)

This District is in several portions of the study area to recognize existing industrial uses within the Study Area, but also to target new industrial development projects and potentially new renewable energy generation facilities (i.e., solar). Two of the District’s sub-areas have been identified based on their relationship to USH 10: Clayton Industrial Park North and Clayton Industrial Park South. A third area is located along CTH II near the Canadian National rail line. Envisioned uses for these districts include: light manufacturing, contractor offices/storage, warehousing, and distribution types of facilities. Based on information about the regional economy and current industry clusters, the Town should focus its efforts on attracting advanced manufacturing, professional service, and transportation/logistics businesses as shown in Figure 2-3.



**Figure 2-3: Target Regional Industry Clusters**

Advanced Manufacturing		
 Aerospace Vehicles & Defense	 Automotive	 Food Processing & Manufacturing
 Metalworking Technology	 Paper & Packaging	 Production Technology & Heavy Machinery
Professional Services		
 Hospitality & Tourism	 Information Technology & Analytical Instruments	 Insurance Services
 Financial Services	 Printing Services	 Business Services
Transportation & Logistics		
 Transportation & Logistics		

Source: "Driving the Future: A Strategy for Fostering Collaborative Economic Development Along the Interstate 41 Corridor", ECWRPC, February 2018.

#### Public Facilities District

This District exists to accommodate public uses such as the existing Clayton Elementary School located on Fairview Road. While there is a proposal for a new Clayton Municipal Building, that facility is acknowledged as part of the aforementioned Neighborhood Mixed-Use District. Utilities are consciously excluded from this District as the plan contemplates the allowance of such uses (i.e., solar generation, etc.) as part of the Industrial District.



### Recreation & Conservation District

This District encompasses lands which have been identified for future active or passive recreation and conservation lands. This district includes existing and future parks, stream corridor buffers, existing and future stormwater management ponds, and remnant woodlands. This District may also include smaller, more urban parks, plazas, and public gathering spaces that are not necessarily indicated on the map but may be included within the Neighborhood Center Mixed Use District.



### Non-Metallic Mining District

Two existing, operational non-metallic mines are located within the Study Area. These features are identified with cross-hatching, but the Master Plan map illustrates the proposed 'end land use' for these sites so that they are consistent with the NR-135 non-metallic mining reclamation laws.

### Existing Recreational Trails

This category identifies and acknowledges all public trail segments which exist on the ground as of 2021. Within the Study Area, various segments of the Friendship Trail located along the south side of USH 10 are the only facilities included in this designation.

### Future Recreational Trails

Future on and off-road recreational trails have been identified in this category and are located throughout the Study Area to allow for increased connectivity of the planned neighborhoods. The Master Plan contemplated the designation of future land uses and regional stormwater facilities and how they should be best connected with a trail system.



### Future Roads

Primary connector roads have been laid out within the Study Area to create the 'backbone' of the new 'gridded' street system. These streets should be designed in a manner that not only allows for traffic to move easily, but also considers usage by pedestrians and bicyclists.

### Regional Stormwater Detention Sites

An analysis by McMahon engineers identified a series of regional stormwater ponds for lands in the eastern portion of the Study Area. These facilities are shown on the map as approximate and final locations and sizing will be determined based on development proposals within each drainage basin. It is important to note that all stormwater drainage and collection features should be considered for 'dual use' and integrated into the overall trail and recreation plan for new developments within the Study Area (Figure 2-4).

**Figure 2-4: Stormwater & Recreation Features in Menomonee Valley, Milwaukee**



## CHAPTER 3: Master Plan Implementation

The implementation of the Master Plan will need to occur through a variety of methods. The following objectives, strategies and recommendations are provided as a guide to establishing the parameters for new development within the Study Area. As noted in several categories, significant changes to existing Town regulations will be necessary to achieve the vision established for the Study Area.

### 1) General Master Plan Strategies & Recommendations

**Objective 1.1:** Establish a comprehensive framework for future development within the Study Area.

Strategy	Recommendation	Timeframe	Responsibility
<b>1.1.1: Locate major roads within the Study Area.</b>	Create/Update the Town's Official Map to include all Primary Roads as shown on Map 4-1.	2021	Plan Commission
	Utilize a strong 'grid' system of streets which creates logical 'blocks' for which to locate various land use types. The grid system requires most streets to be oriented north/south and east/west with minimal curvatures.	Ongoing Reviews	Plan Commission
	Blocks should generally be between 250'-600' on each side and be somewhat uniform. If block lengths are longer than 600', mid-block pedestrian through routes should be incorporated into the designs.	Ongoing Reviews	Plan Commission
	Cul-de-sacs should be used only as a last resort based on property access and usage issues. If cul-de-sacs are allowed, pedestrian through-routes should be incorporated at the bulb-end of the roadway. Amend ordinances as required to facilitate.	Ongoing Reviews	Plan Commission
<b>1.1.2: Phase new development so that infrastructure needs can be accommodated with the least financial impact.</b>	New development should be phased in as shown on Map 4-1 and should be consistent with the approved NR-121 Sewer Service Area Plan. Seek amendments to the SSA Plan as needed.	Ongoing Reviews	Plan Commission
	Create and adopt an "adequate public facilities" ordinance to better ensure the timing of development in relation to infrastructure availability and development impacts. See Appendix F for an example.	2022	Plan Commission

<b>1.1.3: Establish basic land development patterns for the Study Area consistent with this Master Plan.</b>	Require new development proposals to prepare a detailed Area Development Plan (ADP) which covers at least 80 acres and/or ensures that the parcel of interest and all adjacent parcels are addressed in terms of access, roads, parks, sewer, water, and stormwater management. Create and adopt regulations which foster this approach.	2021 and beyond	Plan Commission
	Consider the development of building height regulations east of STH 76 between Fairview Road and the CN rail line which could result in staggered buildings which take advantage of the easterly view.	2021	Plan Commission
<b>1.1.4: Create framework for future land use conditions.</b>	Create and adopt new regulations that address Future Land Use Districts, Plan Unit Developments (PUDs), and Design Standards for all districts as noted. Consult with Outagamie County as needed to ensure compliance with the existing Airport Overlay Zoning requirements.	2021-2022	Plan Commission
	Incorporate standards which will result in all commercial development to have a theme/style which emulates the Town's "Touch of Country" motto.	2021-2022	Plan Commission
	Use major physical features (major roads, streams, etc.) along with new street, block, and land use patterns to help foster well-defined, yet self-identified, "neighborhoods" so as to leverage 'social capital' opportunities. Work with Neighborhood Partners, a local non-profit to develop a plan and process for new residents to 'create' their own, self-identified neighborhood group or association.	2022 and beyond	Plan Commission / Future self-identified neighborhoods

**Objective 1.2:** Enhance the attractiveness of new development within the Study Area by incorporating new technology and infrastructure where practical.

Strategy	Recommendation	Timeframe	Responsibility
<b>1.2.1: Seek the expansion of Broadband internet services and 5G cell service within the Study Area.</b>	Work with current or new broadband internet providers to establish services of at least 1Gbps symmetrical broadband service to anchor institutions such as schools, government buildings, and business parks and at least one internet service with minimum speeds of 25Mbps download and 3Mbps upload (25/3 Mbps).	2024	Staff
	Monitor new technologies (5G, etc.) and adapt ordinances as needed to accommodate infrastructure in a manner least obtrusive to the aesthetics of the installation location.	2021-2022	Plan Commission
<b>1.2.2: Encourage and accommodate new renewable electric technology and support systems for electric vehicles within the Study Area.</b>	Modify current ordinances to allow for the use of small-scale solar and wind energy generation systems within the Study Area.	2021-2022	Plan Commission
	Plan for, encourage and regulate the installation of electric vehicle charging stations at businesses and residences within the Study Area.	2021 and beyond	Plan Commission
<b>1.2.3: Integrate the natural management of stormwater on sites that are feasible.</b>	Modify ordinances to encourage and allow for “green infrastructure” placement within new private developments as appropriate in order to reduce the Town’s cost of managing stormwater.	2021	Plan Commission

**Objective 1.3:** Actively market and promote development opportunities within the Study Area.

Strategy	Recommendation	Timeframe	Responsibility
<b>1.3.1: Prepare necessary materials to properly market the Study Area to the development community.</b>	Develop a unique ‘brand’ for the Study Area. A catchy name (i.e., Clayton Crossing, Friendship Ridge, etc.), maps, illustrations, and other materials should be created to highlight key features of the Master Plan in an effort to recruit developers.	2021-2022	Staff
	Dedicate a page on the Town’s website to sharing information about the Master Plan, associated regulations, and opportunities for development.	2022	Staff
	Consider seeking “Gold Shovel Certification” (New North program) for applicable industrial sites that ready for development.	Ongoing	Staff



<b>1.3.2: Monitor and administer the Master Plan.</b>	Commit adequate staff and Committee time to facilitating new development within the Study Area that meets the Master Plan's vision and criteria. Consider the hiring of a Community Development Director in the near future to take on the increased workload created by this vision.	Ongoing	Staff / Plan Commission / Green Space Cmte. / Town Board
	Prepare a new Future Land Use Map of the entire Town which incorporates the Master Plan's district classifications for comprehensive planning purposes.	2021-2022	Staff
	Create a "Funding Strategy" for continued/more detailed planning needs as well as infrastructure for the Study Area – See Appendix E for potential grant and loan resources.	2021-2022	Staff
	Monitor development amounts during the planning period in order to better understand and project traffic flow generation and impacts on the existing functionally classified roads	Ongoing	Staff / ECWRPC (Appleton MPO)

## 2) Single & Two-Family Residential District

**Objective 2.1:** Provide ample opportunities for suburban and urban style housing development within the Study Area.

Strategy	Recommendation	Timeframe	Responsibility
<b>2.1.1: Create opportunities to accommodate market rate housing within the Study Area.</b>	Control lot sizes by amending the Town's zoning and subdivision ordinances so that an average density of four (4) units per acre or more is achieved.	2021	Plan Commission
	Create an ordinance which allows for the use of Accessory Dwelling Units (ADUs) on all parcels zoned for new residential uses within the Study Area only. Research other communities' regulations and modify elements as needed to ensure 'pride of ownership' (i.e., ADU size, owner-occupancy, short-term rentals, etc.).	2022	Plan Commission
<b>2.1.2: Allow for job creation opportunities within residential zones.</b>	Modify zoning ordinance to increase allowances for 'work from home' and home-based businesses, based on standards, within residential districts associated with the Study Area.	2022	Plan Commission

### 3) Medium & High Density Residential District

**Objective 3.1:** Provide ample opportunities for higher density residential development which matches market demands for urban living.

Strategy	Recommendation	Timeframe	Responsibility
<b>3.1.1: Create opportunities to accommodate attainable workforce and retiree housing within the Study Area.</b>	Control lot sizes by amending the Town's zoning and subdivision ordinances so that an average density of eight (8) units per acre or more is achieved.	2021	Plan Commission
	Allow for a variety of housing sizes and styles that address the "Missing Middle", including small apartment units (4-6 units), townhouses, condominiums, and cottage-style developments. Amend regulations as needed.	2021-2022	Plan Commission
	Near the end of TIF District #1's life (2038), consider extending it for one year to address attainable housing needs.	2037	Staff

### 4) Clayton Business Park District

**Objective 4.1:** Create an attractive environment for large-scale corporate and professional offices that can benefit from the visibility along the USH 10 corridor.

Strategy	Recommendation	Timeframe	Responsibility
<b>4.1.1: Establish uses and target business types for the District.</b>	Modify the current zoning ordinance to update regulations which specify the general uses and lot size/setback standards, and discourages "big box" types of development, for the Clayton Business Park areas.	2021	Plan Commission
	Consider the integration of co-working/flex space within this District to assist entrepreneurs and business growth.	Ongoing	Plan Commission
<b>4.1.2: Develop regulations which ensure a quality environment.</b>	Revisit design standards that address architecture, materials, landscaping, signage, and lighting for this District. Also, consider additional criteria that ensures all four (4) sides of proposed structures are aesthetically pleasing.	2021	Plan Commission
<b>4.1.3: Coordinate with landowners and offer</b>	Work with residential landowners in the Clayton Business Park District to	Ongoing	Staff / Town Board

<b>incentives to facilitate change.</b>	facilitate the logical transition of these uses to business uses over time.		
	Consider the use of TIF District incentives to help attract new businesses to the corridor.	Ongoing	Staff / Town Board
<b>4.1.4: Promote and Market the Clayton Business Park.</b>	Work with area economic development entities to promote the Clayton Business Park.	Ongoing	Staff
	Develop promotional materials (maps, services, amenities, etc.) for the Clayton Business Park which align with a new 'brand'.	2022	Staff

## 5) Gateway Commercial & Retail District

**Objective 5.1:** Create an attractive setting for commercial/retail land uses that serve the traveling public.

Strategy	Recommendation	Timeframe	Responsibility
<b>5.1.1: Establish uses and target business types for the District.</b>	Create a zoning district which specifies the general uses and lot size/setback standards, and discourages "big box" types of development, for the Gateway District.	2021	Plan Commission
<b>5.1.2: Develop regulations which ensure a quality environment.</b>	Revisit design standards addressing architecture, materials, landscaping, signage, and lighting. Where practical, incorporate the "Touch of Country" theme into the standards.	2021	Plan Commission

## 6) Neighborhood Center Mixed Use District

**Objective 6.1:** Create attractive, higher density, activity centers with a mix of land uses that is more walkable than traditional forms of development.

Strategy	Recommendation	Timeframe	Responsibility
<b>6.1.1: Create new policies and regulations that facilitate the creation of mixed-use centers and neighborhoods as illustrated on Map 4-1.</b>	Create a Neighborhood Center Mixed Use Zoning District and apply various design standards which are consistent with the description and intent of the District description including: <ul style="list-style-type: none"> <li>• Blocks, Buildings, and Street Network</li> <li>• Pedestrian Circulation, Access, and Connections</li> <li>• On-site Amenities</li> <li>• Parking</li> <li>• Landscaping</li> <li>• Land Use Contexts and Transitions</li> <li>• Streets / Utilities</li> <li>• Stormwater Drainage</li> </ul>	2022	Plan Commission

	Ensure that mixed use developments contain a complementary mix of uses such as residential housing types, retail, commercial, employment, civic and entertainment uses in close proximity - sometimes in the same building.	2022 and beyond	Plan Commission
	Integrate new mixed use development with its surroundings by encouraging public spaces, connections for pedestrians and vehicles, and assuring sensitive, compatible use, scale, and operational transitions to neighboring uses.	2022 and beyond	Plan Commission
	Develop regulations that allow for, when appropriate, shared parking areas in order to reduce impervious surfaces.	2022	Plan Commission
	Consider the integration of co-working/flex space within this District to assist entrepreneurs and business growth.	Ongoing	Plan Commission

## 7) Light Industrial, Warehousing & Distribution District

**Objective 7.1:** Create opportunities to attract well-paying industrial and manufacturing jobs within the Town of Clayton.

Strategy	Recommendation	Timeframe	Responsibility
<b>7.1.1: Establish uses and target business types for the District</b>	Review current zoning ordinance to ensure compatibility with the District's description. Generate new zoning district regulations as needed.	2021	Plan Commission
	Examine opportunities for small-scale solar field installations within industrial areas affected by the Airport Overlay Zone	2021	Plan Commission
<b>7.1.2: Develop regulations which ensure a quality environment.</b>	Revisit design standards for addressing architecture, materials, landscaping, signage, and lighting.	2021	Plan Commission
<b>7.1.3: Promote and Market the Clayton Business Park</b>	Work with area economic development entities to promote the Clayton Industrial Park.	Ongoing	Staff
	Develop promotional materials (maps, services, amenities, etc.) for the Clayton Industrial Park.	2022	Staff
<b>7.1.4: Ensure that adequate electrical capacity exists to service industrial development within Study Area.</b>	Meet with local utility companies and organizations (WPS, WE Energies, RENEW, Focus on Energy, etc.) to discuss electrical capacity needs and potential solutions for meeting Study Area demands, including renewable energy options.	Ongoing	Staff

	Require that all electrical power lines be buried to improve aesthetics and increase resiliency (applicable to all districts, not just Industrial).	Ongoing	Plan Commission
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## 8) Public Facility District

**Objective 8.1:** Recognize the importance and contributions of the Clayton Elementary School and the proposed new Clayton Municipal Building as integral components of the development scheme for the Study Area.

Strategy	Recommendation	Timeframe	Responsibility
<b>8.1.1: Support the existing Clayton Elementary School facility.</b>	Maintain communications with the Neenah School District regarding any changes being proposed for the Clayton Elementary School or other facilities resulting from new development within the Study Area.	Ongoing	Staff
	Work with School District and Winnebago Co. Sheriff's office to plan safe pedestrian/bike infrastructure that would allow for the Unusually Hazardous Bussing designation to be lifted.	Ongoing	Staff
	As appropriate, work with the Clayton Elementary School on the creation of Safe Routes to School (SRTS) program.	Ongoing	Town Board / East Central WI RPC
<b>8.1.2: Support the construction of a new Clayton Municipal Building near STH 76 and CTH II</b>	Implement recommendations of the 2021 study concerning the construction of a new Clayton Municipal & Public Safety Building. Integrate the facility into the Neighborhood Center Mixed Use District near STH 76 and CTH II.	2021 and beyond	Staff

## 9) Recreation & Conservation District

**Objective 9.1:** Create a network of new parks, recreation facilities and natural open spaces for use by new residents and workers within the Study Area.

Strategy	Recommendation	Timeframe	Responsibility
<b>9.1.1: Create new parks and open spaces.</b>	Work towards the creation of new park and open space facilities as illustrated in Map 4-1, including the proposed "Central Park" viewshed recreation area.	2021 and beyond	Green Space Committee / Plan Commission
<b>9.1.2: Make use of existing and new funding tools for parkland and trail acquisition.</b>	Utilize existing tools such as land exactions and/or impact fees to generate revenue for parkland and equipment purchase.	Ongoing	Plan Commission / Staff
	Apply for grant funding from the WDNR and other agencies / organizations as appropriate to implement the vision for	Ongoing	Green Space Committee / Staff

	parklands and trails within the Study Area.		
	In conjunction with the comprehensive plan update, review and revisit the recreation element to ensure compliance with the WDNR's CORP requirements to maintain eligibility for grants.	2022	Plan Commission /Green Space Committee
<b>9.1.3: Preserve natural and aesthetic features within the Study Area and connect them to the network of parks and trails.</b>	Establish strong standards and programs for the planting and maintenance of trees on both private and public properties. Work towards obtaining a "Tree City USA" designation.	2022	Green Space Committee / Plan Commission / Public Works
	Protect existing wetlands and an associated 50-foot buffer and integrate them into the parks/trails network when possible.	Ongoing	Plan Commission
	Preserve natural drainageways (75 feet on either side) and integrate them into the regional stormwater plan and parks/trails network when possible.	Ongoing	Plan Commission
	Preserve existing woodland areas where practicable and integrate them into the parks/trails network.	Ongoing	Plan Commission
	Consider the development of a Viewshed Protection Overlay for lands located on the west side of STH 76, between Fairview Road and the CN rail line that ensures the preservation of key lines-of-sight.	2022	Plan Commission

## 10) Non-Metallic Mining District

**Objective 10.1:** Allow for the extraction of materials in the town while recognizing the outcomes of the NR-135 reclamation requirements.

Strategy	Recommendation	Timeframe	Responsibility
<b>10.1.1: Monitor existing non-metallic mining uses within the Study Area.</b>	Periodically monitor and review the operational conditions and site lives of both active non-metallic mining sites within the Study Area.	Ongoing	Staff
<b>10.1.2: Plan for the end land use of non-metallic mining sites.</b>	Based on NR-135 requirements, the Town should eventually plan for, and integrate, the proposed 'end land uses' identified in the reclamation permit.	Ongoing	Staff

## 11) Existing Recreational Trails

**Objective 11.1:** Enhance existing trails through improved connections and wayfinding.

Strategy	Recommendation	Timeframe	Responsibility
<b>11.1.1: Create new trail connections.</b>	Seek new connections to existing regional trail system.	Ongoing	Green Space Committee
<b>11.1.2: Incorporate wayfinding signage on existing trails.</b>	Utilize the regional wayfinding signage design standards established by the ECWRPC for all existing trails. <a href="https://www.ecwrpc.org/wp-content/uploads/2017/12/East-Central-WI-Trail-Wayfinding-Guidebook.pdf">https://www.ecwrpc.org/wp-content/uploads/2017/12/East-Central-WI-Trail-Wayfinding-Guidebook.pdf</a>	Ongoing	Green Space Committee

## 12) Future Recreational Trails

**Objective 12.1:** Create a new network of recreational trails within the Study Area as a critical amenity to attract new development.

Strategy	Recommendation	Timeframe	Responsibility
<b>12.1.1: Develop a new system of trails within the Study Area as development occurs.</b>	Promote the development of new recreational trails as shown on Map 4-1, utilizing the Official Map process to reserve corridors as needed.	2021 and beyond	Plan Commission / Green Space Committee
	When creating new trails, consider locations and designs that allow for: increased connectivity; the creation of loops of various sizes; nature/wildlife exposure; and aesthetic curving routes.	Ongoing	Plan Commission / Green Space Committee
	Integrate new trails along stormwater management infrastructure such as drainageways and regional ponds.	2021 and beyond	Plan Commission / Green Space Committee
	Seek solutions to create safe and effective crossings of both the CN Rail line (west of USH 76) and USH 76 between Fairview Road and CTH II.	2021 and beyond	Plan Commission / Green Space Committee
	Involve the Town in the current/ongoing update of the Appleton TMA's Regional Bicycle & Pedestrian Plan being conducted by ECWRPC.	2021-2022	Green Space Committee
<b>12.1.2: Incorporate wayfinding signage on existing trails.</b>	Utilize the regional wayfinding signage design standards established by the ECWRPC for all existing trails. <a href="https://www.ecwrpc.org/wp-content/uploads/2017/12/East-Central-WI-Trail-Wayfinding-Guidebook.pdf">https://www.ecwrpc.org/wp-content/uploads/2017/12/East-Central-WI-Trail-Wayfinding-Guidebook.pdf</a>	Ongoing	Green Space Committee



### 13) Future Roads

**Objective 13.1:** Ensure that a basic transportation framework is established for safe roads that accommodate future levels of planned development within the Study Area.

Strategy	Recommendation	Timeframe	Responsibility
<b>13.1.1: Identify and reserve major transportation connections within the Study Area.</b>	Officially map all proposed primary roads as illustrated on Map 4-1. Implement a boulevard design for the central east-west collector which bisect the lands between Fairview Road and the CN rail line.	2021	Plan Commission
	Seek solutions for a new, safe, and effective, crossing of the CN Rail line between USH 76 and Oakwood Road in order to connect development on both sides, as well as reduce traffic congestion.	2021 and beyond	Plan Commission / Green Space Committee
<b>13.1.2: Develop the necessary policies to ensure that the transportation system is safe and effective for all users.</b>	Consider the adoption of a Complete Streets policy and utilize as a guide for all new roadways planned within the Study Area. See Appendix F for an example.	2021	Plan Commission
	Ensure that proper access controls are in place and well-defined for the primary road network within the Study Area.	2021	Plan Commission
	Contemplate the future urbanization of Fairview Road, between Oakwood Road and Clayton Avenue as development and pavement conditions warrant.	2021	Plan Commission / Town Board
	Work with WisDOT on future STH 76 redesign options to integrate traffic calming, safety, and aesthetic improvements, including the Town's desire to see the following (See Appendix E): <ul style="list-style-type: none"> <li>• Expansion to 4 lanes on STH 76 between Shady Lane and CTH II;</li> <li>• Roundabout at STH 76/American Dr.;</li> <li>• Roundabouts at STH 76/10 interchange;</li> <li>• Roundabout at STH 76/Fairview Road;</li> <li>• Roundabout at STH 76/new planned boulevard;</li> <li>• Programmed roundabout at STH 76/Larsen Road.</li> </ul>	Ongoing	Plan Commission
	Require that Area Development Plans be prepared and a "street connectivity analysis" be conducted as part of all development reviews. Connectivity	2022	Plan Commission



	targets should be established prior to its utilization and application. An example is provided in Appendix F.		
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## 14) Regional Stormwater Detention Sites

**Objective 14.1:** Ensure that stormwater management for the Study Area is addressed proactively and in a manner that is safe and well-integrated to the Study Area’s recreational components.

Strategy	Recommendation	Timeframe	Responsibility
<b>14.1.1: Identify and reserve recommended sites for regional stormwater detention facilities.</b>	Reserve lands for future regional stormwater ponds and critical drainage-ways using the Official Map process and current subdivision and stormwater ordinance provisions.	2021	Plan Commission / Stormwater Utility
	Work with Outagamie County as needed to address any issues associated with the siting of regional stormwater detention sites within or near the Airport Overlay Zone districts.	Ongoing	Plan Commission / Stormwater Utility
	Work with Winnebago County as needed to address any reviews and approvals of regional stormwater detention facilities within the Study Area.	Ongoing	Plan Commission / Stormwater Utility
<b>14.1.2: Address ‘dual use’ opportunities</b>	Where possible, integrate new stormwater management facilities into the current/future recreational trail system.	Ongoing	Plan Commission / Green Space Committee
	Consider the use of underground stormwater storage device alternatives, particularly within the Airport Overlay Zone.	Ongoing	Plan Commission / Stormwater Utility

## APPENDIX A: Existing & Future Conditions

### Past Studies

There are many previous planning documents and studies that were reviewed at the beginning of the planning process as they may have implications on the corridor's Study Area. An examination of these documents provided either specific or contextual information as follows:

#### Town of Clayton

- Comprehensive Plan
- Zoning Ordinance
- 5-Year Capital Improvements Plan
- TID #1 Project Plan
- Misc. Engineering Studies
- Winnebago County Zoning Ordinance
- Winnebago County Comprehensive Plan
- Winnebago County Farmland Preservation Plan

#### Outagamie County

- Outagamie County Zoning Ordinance (Airport Overlay)

#### Regional Studies

- Fox Cities NR-121 Sewer Service Area Plan
- Fox Cities TMA – Long-Range Transportation/Land Use Plan
- Fox Cities TMA – Bicycle & Pedestrian Plan
- Fox Cities TMA – Valley Transit-Transit Development Plan
- EDA Comprehensive Economic Development Strategy for the East Central Region

#### State of Wisconsin

- Six-Year Improvement Program
- Connections 2030 Statewide Long-Range Transp. Plan (being updated to 2050)
- Wisconsin Rail Plan 2030 (being updated to 2050)
- Wisconsin Bicycle Transportation Plan 2020
- Wisconsin Pedestrian Policy Plan 2020
- Wisconsin State Airport System Plan 2030
- Wisconsin State Freight Plan 2018



Each of these formally adopted plans contain information useful to the preparation of the Master Plan for the corridor. In the case of local plans, many details exist concerning the community's future vision for the development of this area. In contrast, many of the regional or state approved plans lend context to the future vision of the corridor as well as establishing parameters for various "bigger picture" functions and services that need to be considered during the Master Plan's creation.

## Socioeconomic Characteristics

A cursory review of socioeconomic and demographic data shows that the Town of Clayton continues to grow and change. Highlights include:

### Population

- The Town's 2020 total population was 4,193 persons. Note that this WDOA estimate was slightly higher than WDOA's projection for the same year which was prepared in 2013 (4,150 persons).
- The Town's Year 2040 projected population could reach 5,685 persons, or an increase of 1,492, or 36%. This is similar to growth rates in Fox Crossing between 2000-2019.
- Most of the Town's population fell within the 30-60 year age range, with a median age in the low 40's, which is relatively "young" as compared to other nearby rural communities. However, the Town will continue to see its population age over time.
- About three-quarters of the Town's households are comprised of families with a persons per household average above 3.0 persons. In addition, there are very few 'single-parent' families residing within the Town.

### Housing

- Most housing units in the Town are classified as single-family.
- The Town is projected to increase its total households by approximately 500 between 2020 and 2040.

- Based on 2013-17 ACS data, the Town has significant levels of 'housing burden', with 24% of its households spending more than 30% of their income on housing costs. Figure A-1 illustrates the amount of housing burden by income level for the Town.

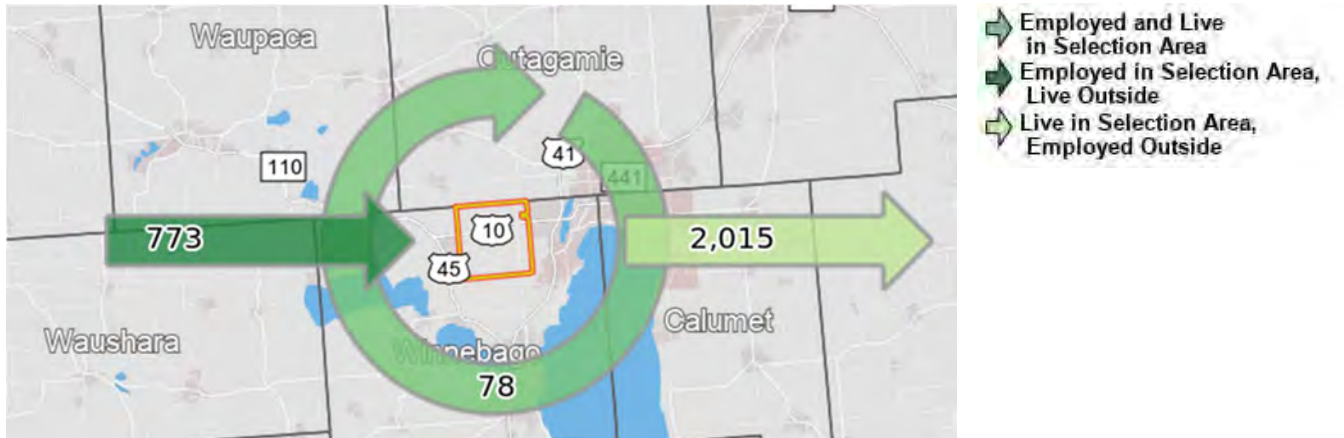
**Figure A-1: Regional and Local Housing Burden (2013-17 ACS)**

Household Income & percent spent on housing costs	Urbanized Area Regional Total (Fox Cities, Oshkosh & Fond du Lac)		T. Clayton	
	Totals	% of Total (30% or more)	Estimate	% of Total (30% or more)
<b>Total Owner-occupied housing units:</b>	70,105	18%	1,399	24%
<b>Less than \$20,000:</b>	4,419		58	
30 percent or more	3,905	88%	58	100%
<b>\$20,000 to \$34,999:</b>	8,097		147	
30 percent or more	3,746	46%	103	70%
<b>\$35,000 to \$49,999:</b>	8,674		95	
30 percent or more	2,473	29%	48	51%
<b>\$50,000 to \$74,999:</b>	15,091		179	
30 percent or more	1,898	13%	40	22%
<b>\$75,000 or more:</b>	33,444		920	
30 percent or more	807	2%	88	10%
<b>Zero or negative income</b>	380	n/a	0	n/a

### Economics

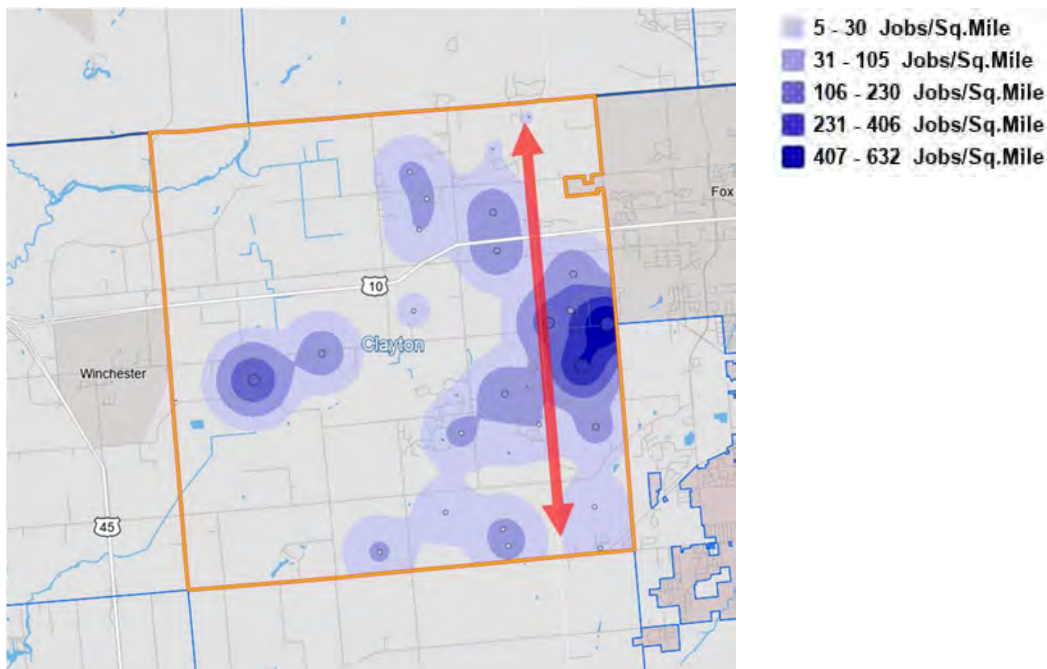
- As shown on Figure A-2, of the 2,866 employed individuals within the Town, 2,015 (70.3%) commute to jobs located outside of the community in 2018. Only 78 (0.27%) lived and worked within the Town.

**Figure A-2: Inflow & Outflow of Workers, Town of Clayton (2018)**



- As shown on Figure A-3, most jobs within the Town are located along, or just east of the STH 76 corridor. These jobs not only provide employment for Town residents, but also attract workers from the entire Fox River Valley.

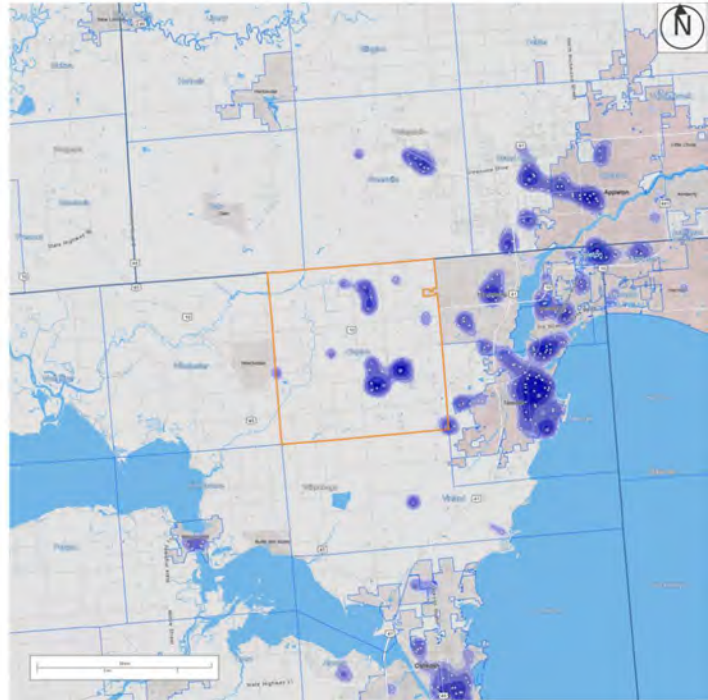
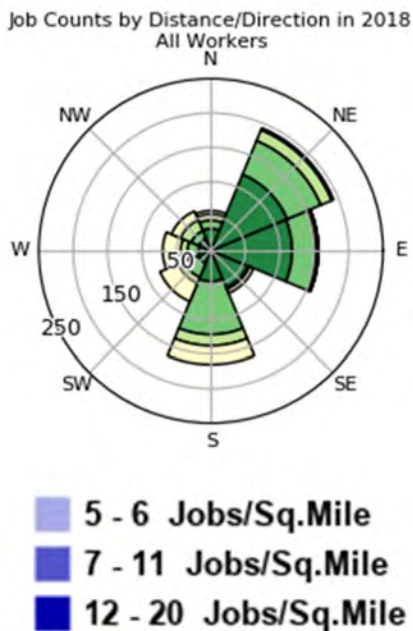
**Figure A-3: Existing Job Density, Town of Clayton (2018)**





- As shown on Figure A-4, those individuals employed outside of the Town primarily commute in a northeasterly direction, with other significant commute patterns heading easterly towards Neenah, and southerly towards the Oshkosh metropolitan area.

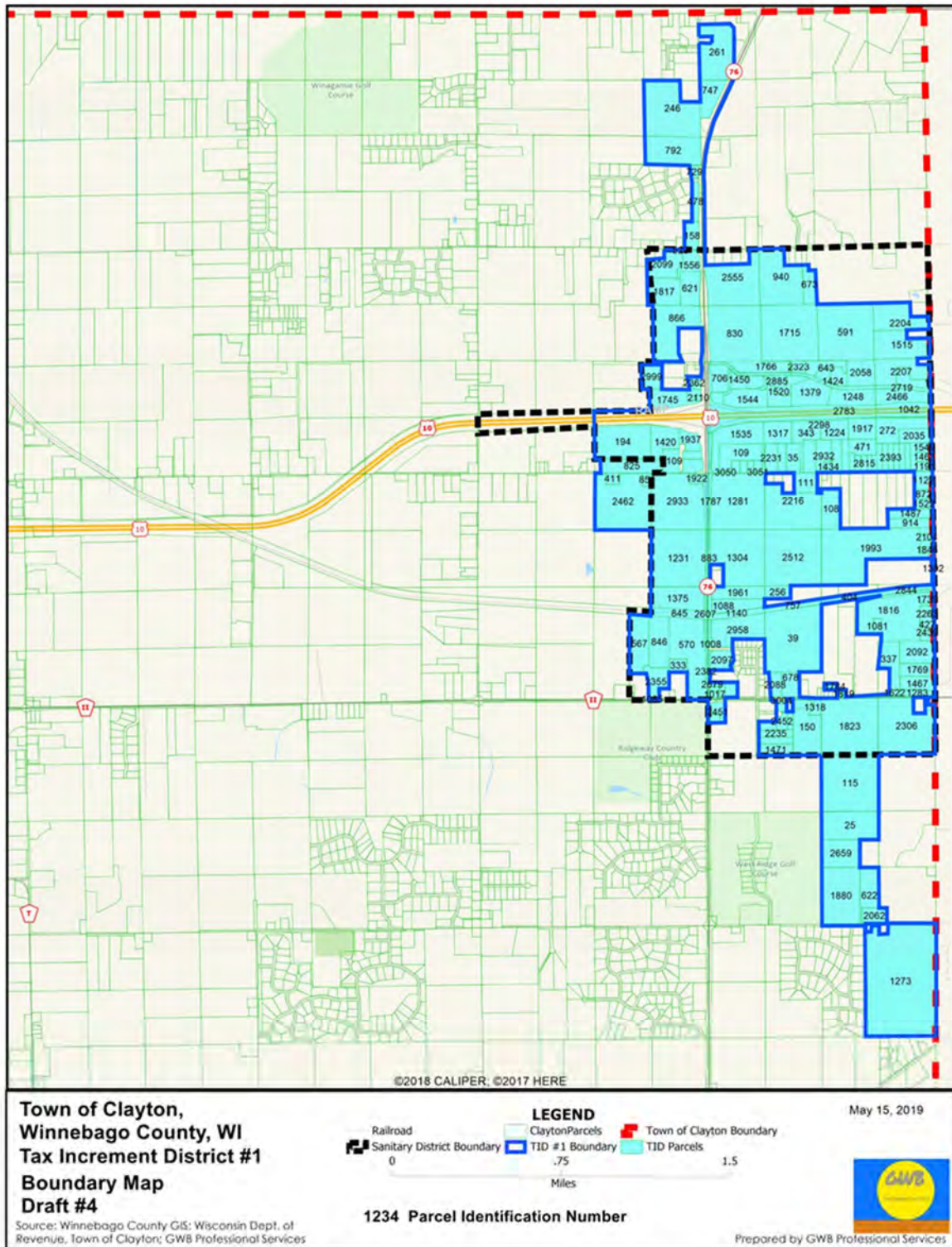
**Figure A-4: Commuting Patterns by Employed Persons (2018)**



#### Tax Increment Finance Districts

In late 2019 the Town of Clayton created and approved its first Tax Increment Finance District (TIF/TID) which covers large portions of the Study Area (Map A-1). The TIF was created to facilitate the installation of public utilities (sewer and water mainly) which in turn would allow for new commercial and industrial development to occur within portions of the District.

# Map A-1: Town of Clayton Tax Increment Finance District No. 1



## **Land Use & Zoning**

### Existing Land Use

The study area contains approximately 3,200 acres of which the vast majority are in an agricultural or undeveloped state. Map A-2 illustrates the current land use and shows that several clusters of residential development occur along Fairview Road, with scattered residences along Shady Lane, CTH II, and Clayton Avenue. Existing commercial developments are located primarily along USH 76, CTH II, and near the STH 76/USH 10 interchange. Industrial developments are limited to lands north and south of CTH II, east of STH 76.

No formal town-owned park facilities exist within the Study Area however the privately owned Westridge Golf Course is located along STH 76 in the southern portion of the Study Area. In addition, one institutional use, the Clayton Elementary School, is located near STH 76 and Fairview Road. Lastly, two (2) permitted non-metallic mining sites also exist within the Study Area with one be located north of Fairview Road, west of STH 76 (Borchert Pit/Larsen Materials), and the second being a 28-acre site north of the Canadian National Railroad and east of STH 76 (Brucks Pit, operated by Calnin & Goss).

### Future Land Use

The Town of Clayton has spent significant time thinking about future land uses for the Study Area. The Town's current (2016) Comprehensive Plan identified major portions of the Study Area to be developed in commercial, industrial, and residential uses as shown on Map A-3. While the map is still in effect, this study will refine and re-allocate specific land uses for this area. The new Master Plan map will be adopted in a manner that replaces the Future Land Use Map identified in the Comprehensive Plan for the Study Area.

### Existing Zoning

The Town of Clayton took a significant step toward providing more local control over land use decisions by removing town wide zoning control through Winnebago County. On December 17, 2013, the Town developed and adopted The Town of Clayton Zoning Code of Ordinances. This ordinance also received certification through the Department of Agricultural Trade and Consumer Protection (DATCP), to allow farm tax credit opportunities. The Town also recently adopted a Personal Storage Unit Overlay District which limits areas for the construction and use of such facilities. It should be noted that Winnebago County still maintains zoning control with shoreland areas (300' of a navigable street and 1000' from a lake or impoundment). The current zoning districts for the Study Area is contained on Map A-4.

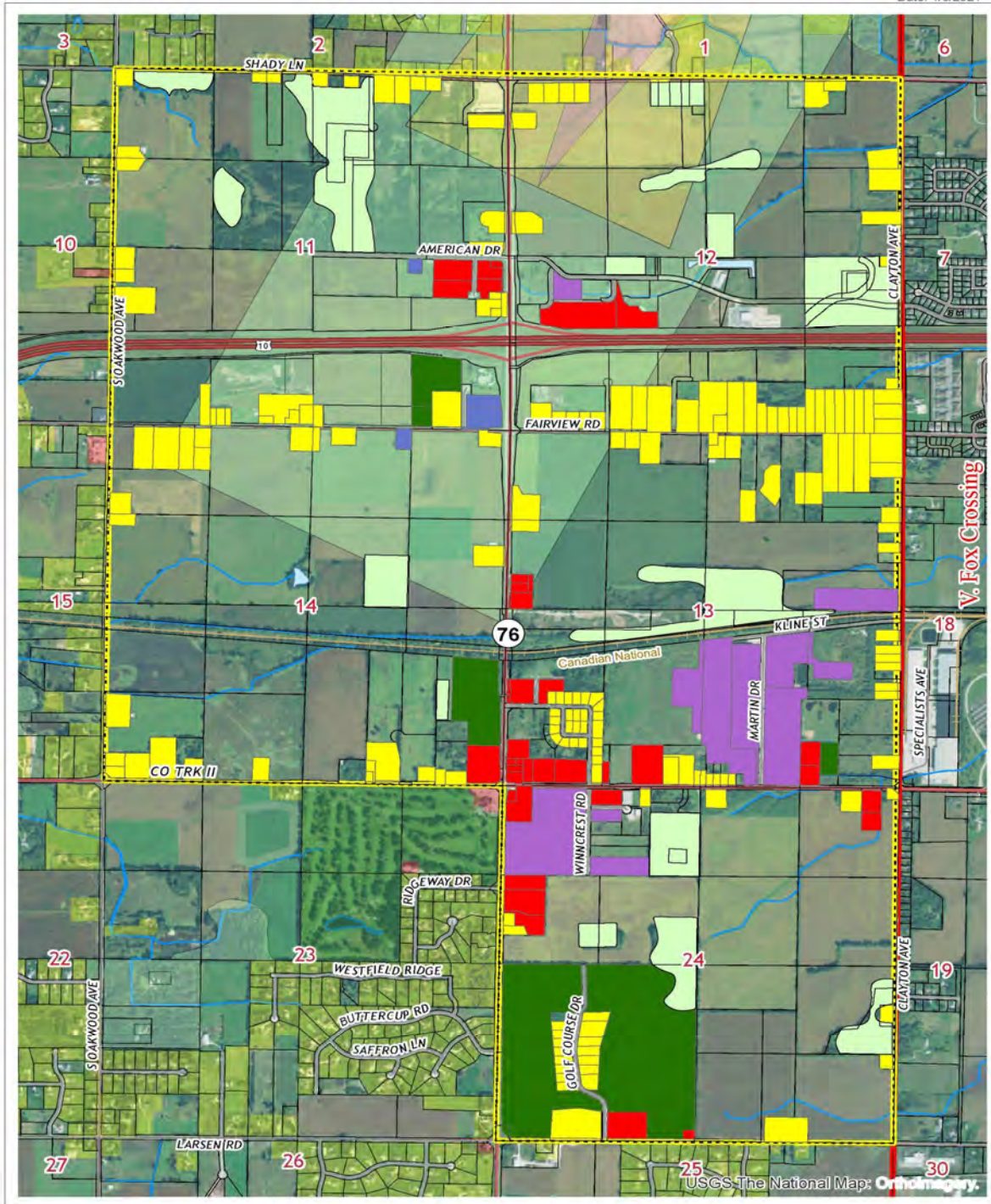
### Outagamie County Airport Zoning Overlay

The Winnebago County Zoning Code acknowledges that land located in the vicinity of the Outagamie County Regional Airport may also be subject to additional land use regulations as may be adopted by Outagamie County under s. 114.136, Wis. Stats. Specifically, regulations relating to the height of buildings and land uses in the vicinity of the Outagamie County Regional Airport. The location of these overlay districts is shown on Map A-5. A copy of this ordinance and its land use table are contained in Appendix D.



## Map A-2: Study Area Existing Land Use

Date: 1/6/2021



Town of Clayton  
Hwys 10/76  
Corridor Land Use  
Master Plan  
Winnebago County, Wisconsin

### Existing Land Use Map

- Study Area
- T. Clayton Boundary
- Land Use Category**
- Recreation
- Single Family Residential
- Two Family Residential
- Undeveloped/Agriculture Areas
- Utilities and Public Facilities
- Water
- Industrial
- Manufactured Housing
- Non-Metallic Mining

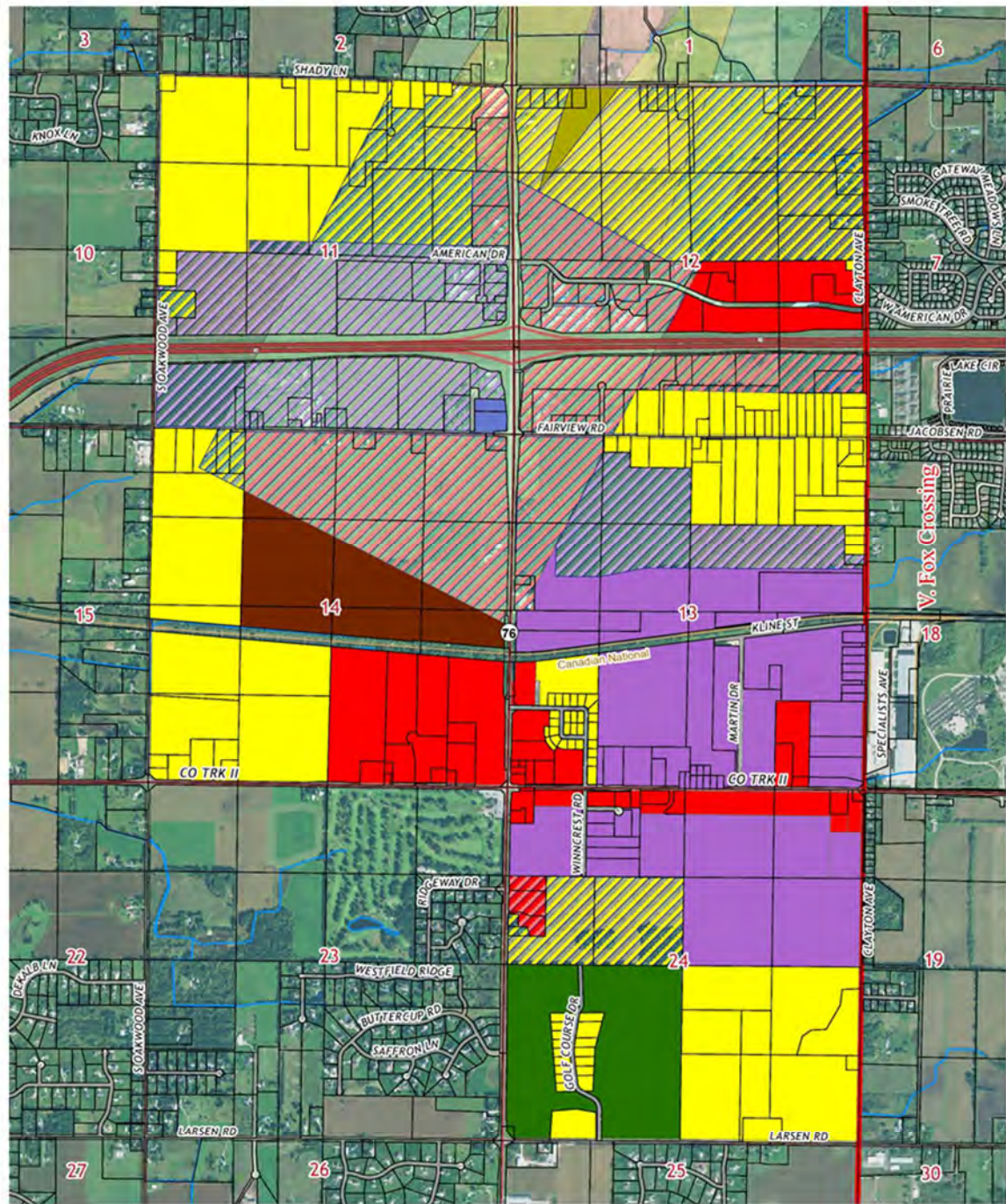
- ROAD CLASSIFICATION**
- Expressway
  - Secondary Hwy
  - Ramp
  - Local Connector
  - Local Road
  - 4WD
  - Interstate Route
  - US Route
  - State Route
- 0 1,250 2,500  
Feet





# Map A-3: T. Clayton Future Land Use (2016 Comprehensive Plan)

Date: 2/1/2021



Town of Clayton  
Hwys 10/76  
Corridor Land Use  
Master Plan  
Winnebago County, Wisconsin

## Study Area: Future Land Use

Land Use	Multi-Family
Ag-OpenSpace	Multi-Family
Barnd-OtherP.C.D.	Recreation
Business	ResidentialP.C.D.
Business-Industrial	Single Family Residential
BusinessP.C.D.	Utilities and Public Facilities
	Water

## Outagamie County

Airport	Zoning Class
	Zone 2A
	Zone 2B
	Zone 3

## ROAD CLASSIFICATION

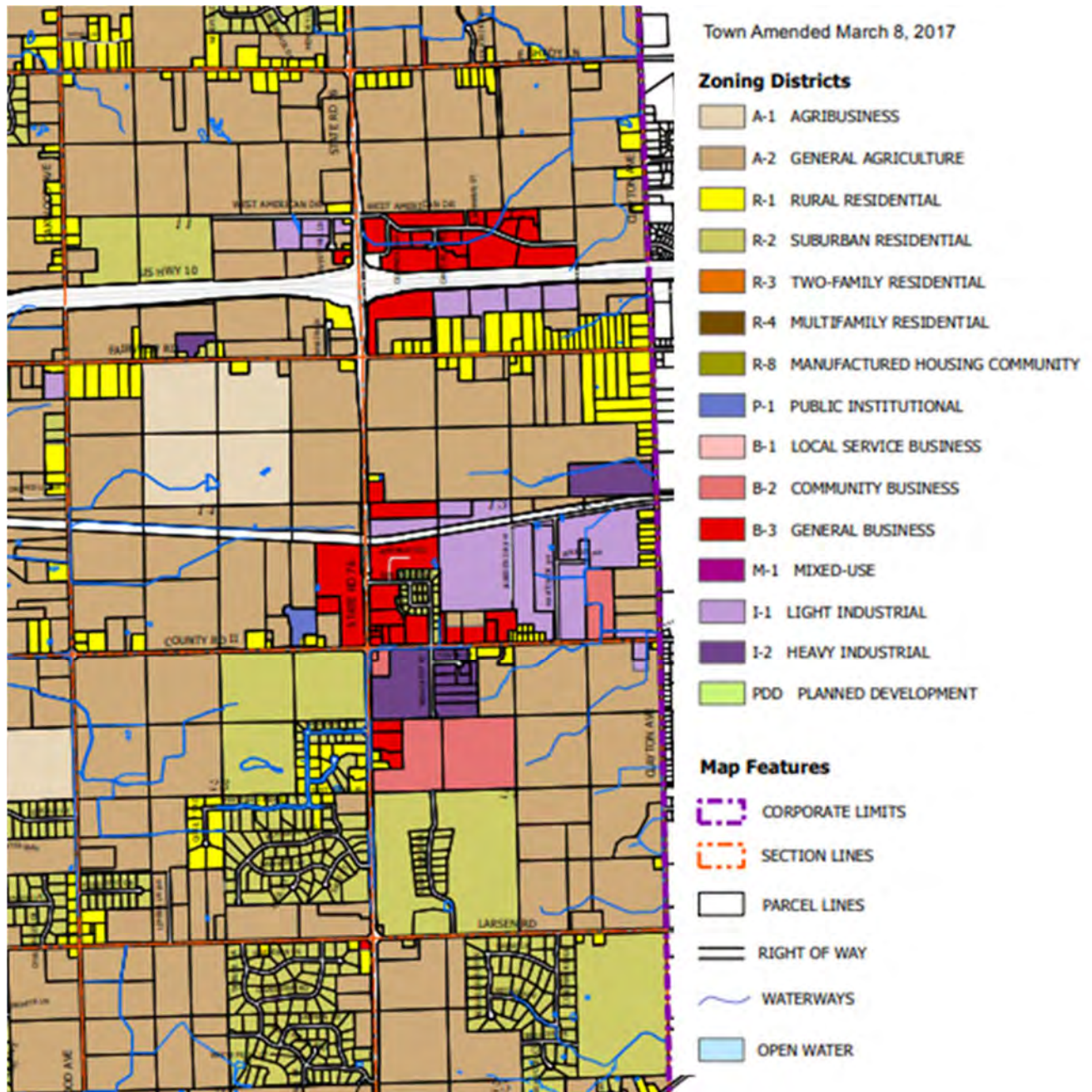
Expressway	Local Connector
Secondary Hwy	Local Road
Ramp	4WD
Interstate Route	US Route
	State Route

0 1,250 2,500  
Feet



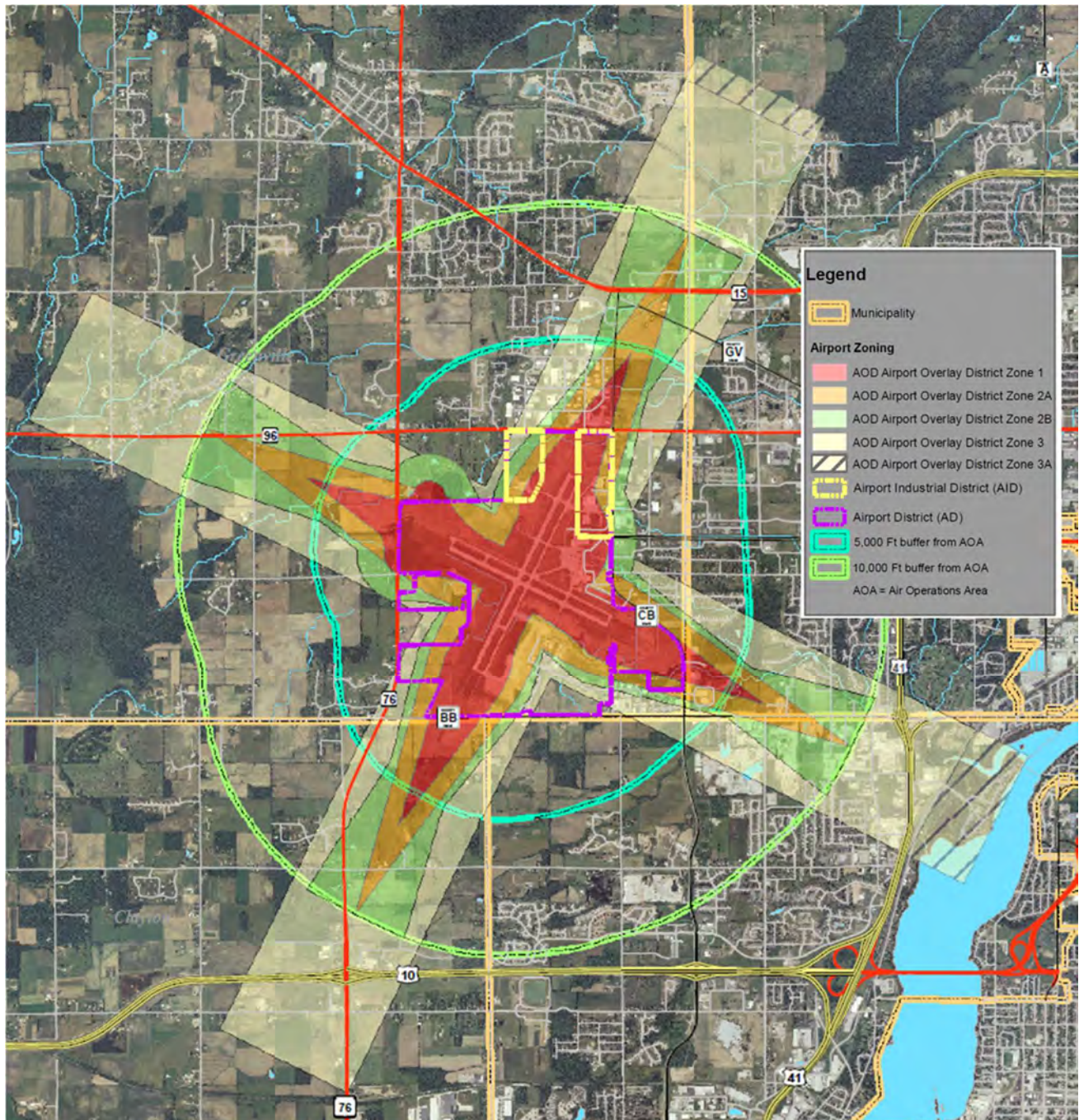


## Map A-4 – Study Area Existing Zoning





## Map A-5 – Outagamie Co. Airport Zoning Overlay



## Transportation

### Highways & Roads

The Study Area is dominated by two major state highways, USH 10 which is a major east-west freeway facility (principal arterial) that connects the Fox Cities to the central and eastern parts of the State, and STH 76, a minor arterial, which runs in a north/south manner connecting the City of Oshkosh to smaller communities such as Greenville, Shiocton, and Bear Creek to the north. The opening of USH 10 in 2003 to four lane status gave the Town direct access to Interstates 39 (Stevens Point-West), STH 441 and Interstate 41 (Green Bay, Fond du Lac, Milwaukee-North and South). Further improvements were made to the STH 441/Interstate 41 interchange which opened in 2019 and now allows for all turn movements.

County Highway facilities include CTH II which is a major collector and provides direct access to the City of Neenah environs. Fairview road is the only local road within the Study Area to be classified as a minor collector, as it serves as a frontage road to the USH 10 system.

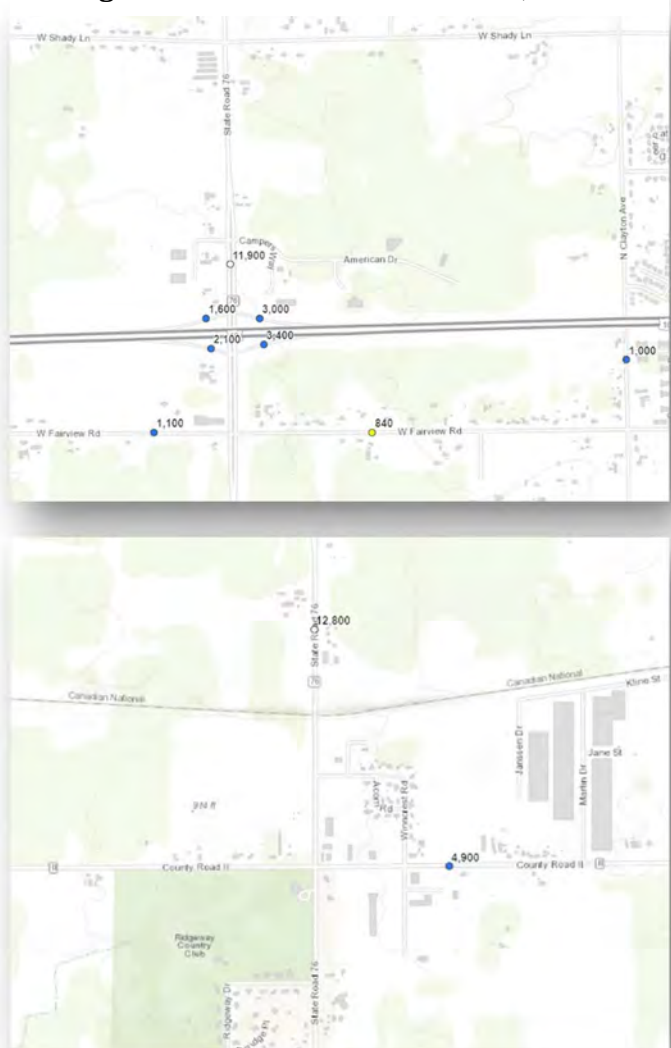
### Traffic Counts & Crashes

WisDOT's Annual Average Daily Traffic (AADT) counts were last taken in April 2019 (Figure A-5). At that time, approximately 12,800 vehicles were shown to use the segment of STH 76 located between USH 10 and Fairview Road. This represents a continued increase in traffic levels which were shown to be 7,200 AADT in 2010.

Lower classified roadways such as CTH II had only 4,900 AADT and Fairview Road showed between 840 (east of 76) and 1,000 AADT (west of 76) at that time.

A review of WisDOT crash data over the past 10 years did not show anything out of the ordinary with scattered accidents along major and minor arterials and collectors with a small "hotspot" located at the USH 10/STH 76 interchange (which does have signalized intersections).

**Figure A-5: WisDOT AADT Counts, 2019**





### Railroads

The Canadian National (CN) mainline track is located within the Town of Clayton, connecting the City of Neenah and Stevens Point. The rail line bisects the Town, and this track segment is rated for 286,000 Pound Rail Car Limit. According to the Town's 2016 Comprehensive Plan, the rail line moves approximately thirty freight trains daily and service is also provided to the warehouses along CTH "II" and Clayton Avenue. Planning has begun for constructing a second main line from Neenah to Stevens Point through the Town of Clayton.

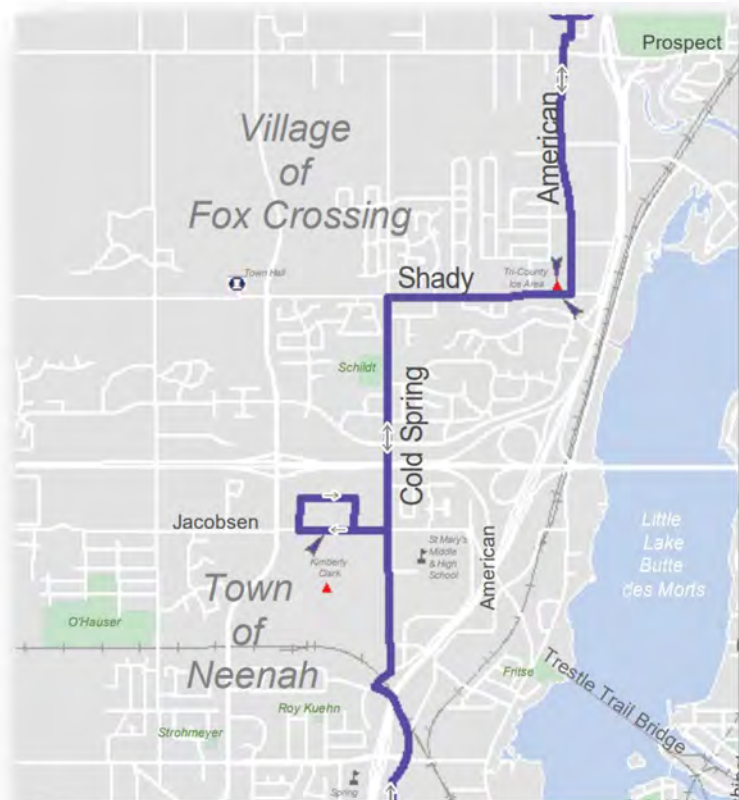
### Recreational Trails & Bike/Ped Facilities

Only one formal trail exists within the Study Area, the State's Friendship Trail. This is an off-road unpaved facility that runs east-west through the Town for 6.1 miles parallel to USH 10 and intersects with the WIOUWASH Trail, located approximately 2-1/2 miles to the west. The Friendship Trail will eventually travel from Manitowoc to Stevens Point and the system allows for connections to other local Fox Valley Trails, including the Little Lake Butte des Morts trestle bridge. Approximately 2 miles of the Friendship trail is within the Study Area, along the south side of USH 10 and an area known as "Olson's Rest" is located just to the west of the Study Area that can trail users can relax and/or picnic.

### Public Transit

Valley Transit is run by the City of Appleton as a regional transit system with funding support from communities that utilize the service. At this time, there is no public transit service available to the 10/76 Corridor with the nearest regular bus route (Route 41) being located near Interstate 41, about ¼ mile east of CTH CB (Figure A-6). According to the most current (2018-19) Transit Development Plan (TDP) created by Valley Transit, no future bus service for the corridor is being planned for at this time.

**Figure A-6: Valley Transit Bus Route 41**

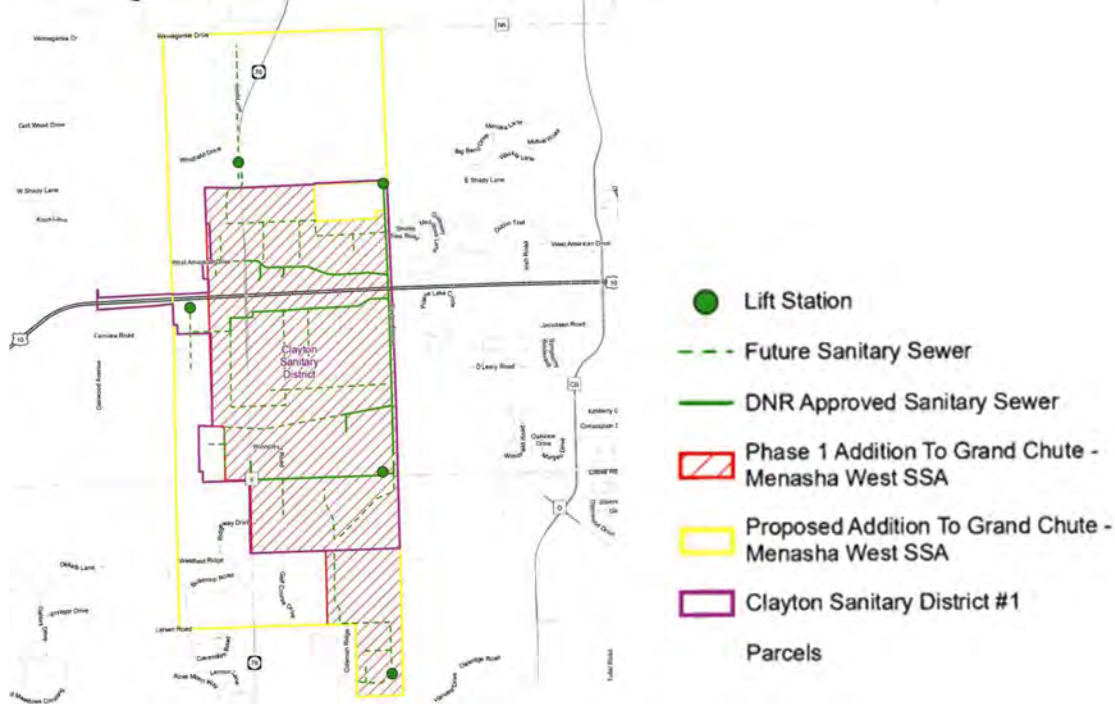


## Utilities

### Sanitary Sewer / Municipal Water

In June 2015, the Town of Clayton commissioned a study by an area engineering firm to assess the feasibility of creating wastewater collection and treatment system as well as a municipal water system. Over the next four to five years a significant amount of planning and relationship building was done by the Town with their neighbors to the east, the Village of Fox Crossing. This effort ultimately led to the approval of a boundary and service agreement between the two communities. The Town received approvals from the WDNR to amend the formal Sewer Service Area Plan in March of 2020 (Figure A-7) and is now beginning the process of final engineering and construction of sanitary sewer and water mains to portions of the Study Area. The Clayton Sanitary District #1 will manage and oversee the new wastewater collection system.

**Figure A-7: Sewer Service Area Amendment, Town of Clayton 2020**



### Stormwater

There are no storm sewers in the Town of Clayton or the Study Area. The drainage of all precipitation is along the surface and roadside ditches into wetlands, streams, and rivers. In November 2012, the Town of Clayton adopted the Town of Clayton Storm Water Utility Ordinance establishing a Storm Water Utility as a method by which to fund and manage stormwater improvements. The Town is currently working with McMahon & Associates on the development of a more detailed stormwater plan for the eastern portion of the Town as it will now need to comply with MS4 level stormwater planning requirements and provisions set forth by Winnebago County in their Surface Water Drainage Ordinance (Section 17.02).



### Electric/Gas

Electric service is provided to most Clayton businesses and residents, including the entire Study Area, by WE Energies. Natural gas service is also available from WE Energies (generally east of STH 76) and WPS (generally west of STH 76).

### Broadband / Internet

Broadband infrastructure is limited within the Study Area but is available in most locations through AT&T with 6.0 Mbps download speeds according to the Wisconsin Broadband Office. According to the Town Administrator a broadband fiber line has also been installed along Fairview Road from STH 76 to Oakwood Avenue.

## **Environmental**

### Topography

The Study Area's geography is such that its main thoroughfare, STH 76, parallels a north-south trending ridge of higher elevation. The ridge itself is at approximately 895 feet above mean sea level (MSL), while one mile to the east (Clayton Avenue), the elevation is about 832 feet MSL – a difference of ~65 feet. A similar gradient occurs moving west from STH 76 with an MSL of approximately 850 feet (difference of ~50 ft.) at Oakwood Avenue. This high ridge generally serves as a watershed divide, with rainfall either being directed east towards Little Lake Buttes des Morts or west towards the Rat River.

### Agriculture & Woodlands.

A vast majority lands within the Study Area are either in active or fallow agricultural use. Most of the soils are considered as Class 2, meaning that they are some of the best suited for agricultural use and therefore, many properties are zoned as A-1 or A-2 agricultural use and would need to be rezoned for development purposes. Woodlands are scattered throughout the Study Area, with largest areas being associated with existing wetlands. Small patches of woodland and/or fence-line trees can provide valuable habitat within the agricultural landscape and should be considered for protection.

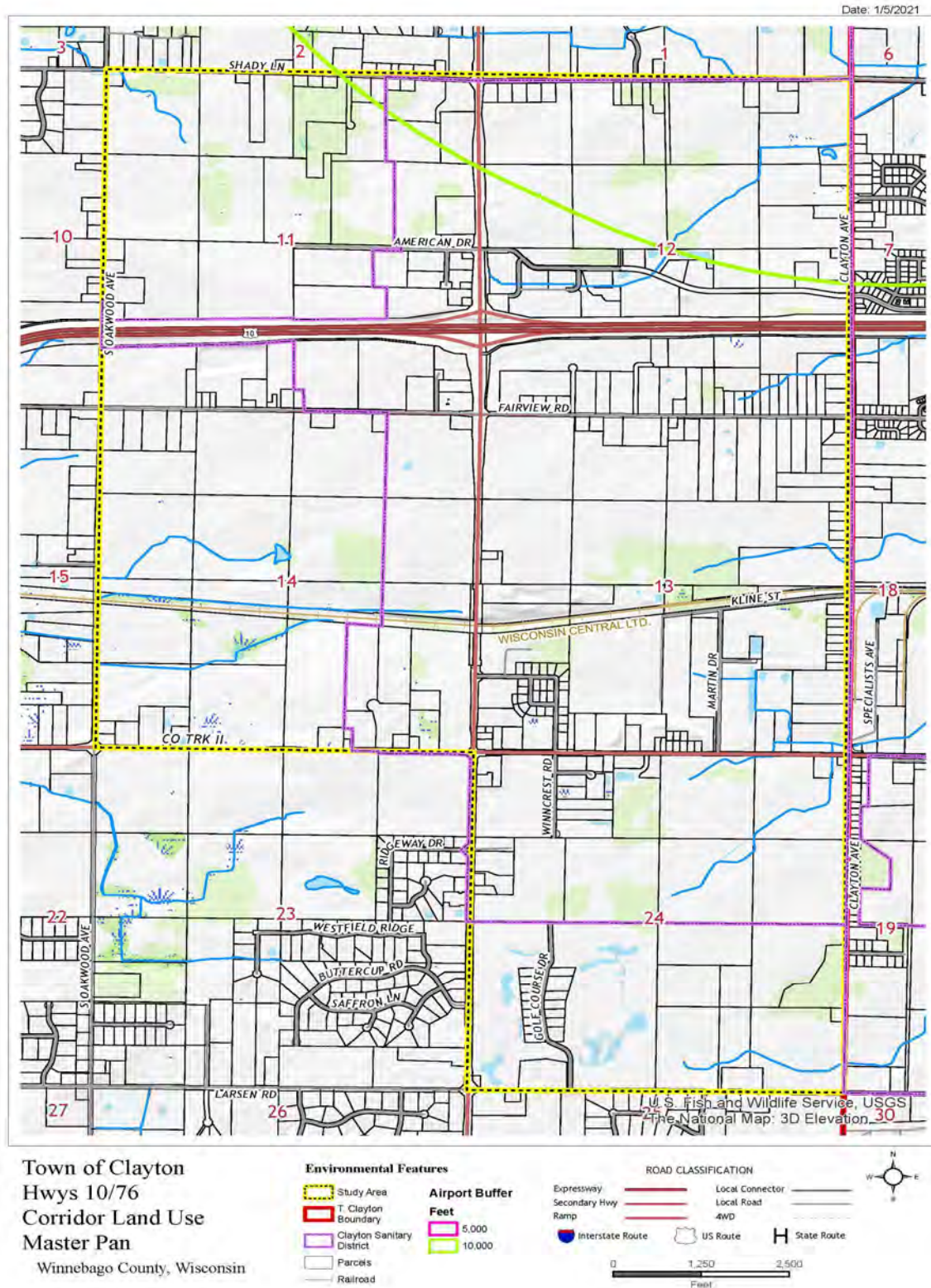
### Waterways & Floodplains

There are no “named” waterways within the Study Area, but rather a series of non-navigable drainage channels and small navigable waterways that collect and move surface water runoff (Map A-6). Pond or lake features exist only in the form of private waterbodies associated with the Westridge Golf Course. Nonetheless, these waterways serve an important function for draining agricultural lands and, in many cases are subject to the County's Shoreland Zoning requirements. No documented 100-year floodplains exist within the Study Area and therefore are not of concern with respect to development.

### Wetlands

Small wetlands are scattered throughout the Study Area with most being associated with the natural waterways (Map A-6). Larger wetland complexes lie near the CN rail line, and south of Fairview Road, west of Clayton Avenue. Overall, wetlands do not create major hindrances to the development of land within the Study Area and exact wetland boundaries will require further investigation by a wetland delineator.

## Map A-6: Environmental Features



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## APPENDIX B: Corridor Visioning & Scenario Development

### Steering Committee

A formal ad hoc Steering Committee was created to help guide the planning process for the Master Plan. A combination of three persons who are currently involved in Town government, along with five additional residents having a variety of backgrounds including real estate development, were appointed and called together to actively participate in three meetings to prepare the Master Plan. The Steering Committee was led by planning staff from Cedar Corporation and a listing of its members is contained on the inside front cover of this document.

### Visioning Exercises

A kickoff meeting of the Steering Committee was held on January 7, 2021 to review the project goals and objectives as well as to solicit up-front input from the Committee based on their knowledge of the region, the community, and the corridor. Four short visioning exercises were created to obtain input from the group through a variety of methods. An overview of each exercise is provided below, along with brief summaries of the responses from participants, including key points and statements which will be moved forward into the scenario development and final Master Plan development process. Detailed results from the individual exercises are contained in Appendix C.

#### **EXERCISE #1: Context & Conversation**

A series of five questions were asked in a discussion format with the Steering Committee to help identify various aspects of the Study Area's geographic and economic context, specific or potential drivers of change, and potential strategies which need to be considered in the more detailed allocation and design of various land uses for the corridor.

*Question 1: Who or what are you “connecting” along this corridor? Who will it be serving?*

- Responses to this question were heavily centered on the need for the corridor to serve existing residents (commuters), highway travelers, and new residents. New “attainable” housing in the \$175k-\$225k range was felt to be important so that the Town can attract young professionals and young families with ‘starter’ homes.
- Attracting a variety of high-quality retail and service commercial developments were desired, noting that uses closer to the 10/76 interchange would likely service commuters and travelers, including ideas for a potential conference/meeting center and/or hotel facility and possible larger corporate

offices. Given the ease of access to the Study Area, coupled with it being essentially the “first” interchange traveler’s encounter when heading east into the Fox Cities, this location will be attractive for new uses.

- Areas closer to the 76/CTH II area would house commercial uses that serve more localized residents, with perhaps certain retail and office uses being more integrated into a mixed-use setting. A grocery store, “dollar” store, and restaurants were all mentioned as potential uses.
- The addition of light industrial uses in other parts of the corridor can capitalize on the area’s access to transportation and ideally would provide good paying wages in facilities with between 100-150 employees. It was noted that perhaps a goal of the Master Plan should be to “reverse the commute” by providing jobs to Town residents AND drawing additional employees from elsewhere in the Fox Cities and Oshkosh area.

*Question 2: What areas of the Fox Cities do you feel are/will be “competitors” to this newly developing area?*

- Many participants felt that the Highway 10 corridor is the “hottest” place in the Fox Cities in term of new development or development potential, particularly now that all turn movements can be made at the I-41/USH 441 interchange.
- Specific areas which were felt to be the “most competition” for the 10/76 Corridor included: the USH 10/CTH CB interchange (approx. 2.5 miles to the east), the USH 15 corridor in Greenville, and the new USH 15 bypass of the Village of Hortonville.
- It was recognized that in order to support additional commercial and industrial uses in the 10/76 Corridor, the Town will need to incorporate additional residential uses so that a nearby population can support the businesses as well as creating a nearby available workforce. It was noted that the siting and construction of the new Neenah High School just to the south of the Study Area may also influence growth patterns in the area.

*Question 3: What will be the “differentiator” that sets this location apart from others? What’s your “big idea”?*

- The Steering Committee made mention of the obvious geographical benefits of the corridor such as highway/interstate access, proximity to the Appleton International Airport as well as close-by events and amenities such as the annual EAA fly-in, Appleton Performing Arts Center, and outdoor/water-based recreation.



- Several ideas were generated as to how this highway corridor is/can be differentiated from others in the Fox Cities/Oshkosh area, including: improved 'greenfield' sites with few environmental or service restrictions; location along a State Highway (76) versus a County Highway (CB); and high elevation lands along a ridge which could offer attractive views.

*Question 4: What assets or opportunities should be leveraged along the corridor?*

- The Committee recognized that the corridor's location and accessibility could leverage regional 'destination' uses such as a convention center, meeting facilities and/or medical offices (hospital), perhaps even a hotel(s).
- Having infrastructure (sewer, water, stormwater) ready and available to create "shovel ready" sites.
- Achieving methods by which the Town can reduce the timeframe for development reviews (pre-planning), while still maintaining quality and control over site design parameters.
- There was also a desire to maximize benefits of infrastructure placement in a cost-effective manner. For example, siting new bicycle and pedestrian accommodations (trails, etc.) that are integrated into regional stormwater facilities.

*Question 5: What barriers exist for development along this corridor?*

- The Committee recognized that future development should be of high quality and beneficial to the Town and that this will take an increased level of commitment on all fronts. More focus will need to be given to the Study Area as development proposals are submitted to ensure that they fit with or contribute to the overall vision of the Master Plan.
- Development review factors including the Airport Overlay Zoning impacts and sign-offs from Outagamie County, as well as Winnebago County stormwater reviews, can lengthen permitting and approval timeframes.
- Staying within the limits of the Town's finances and not over-extending its investment in the corridor.
- Concerns about over-regulation and over-reach of locally developed ordinances for fear they will be too restrictive for landowners/developers, while at the same time ensuring that the vision for the corridor is adhered to.



### **EXERCISE #2: Agents of Change**

This visual, map-based, exercise asked participants to prioritize parcels of land throughout the Study Area using their own knowledge of previous planning activities, landowners, Study Area characteristics, real estate markets, and personal opinions. Each Steering Committee member was provided ten (10) colored dots as follows: 3 yellow (residential), 3 red (commercial), 3 blue (industrial) and 1 green (park). About ten minutes was provided for the Steering Committee members to place their dots on one of three maps distributed around the meeting space. Participants were asked not to place more than one of their own dots per parcel.

A total of 113 dots were placed within the Study Area by Committee members during the exercise. Images of the actual maps used are contained in Figure B-1, while a composite map of all dots is shown in Map B-1 on the following page. Map B-2 illustrates the composite ranking of existing parcels based on the total number of “dots” placed per parcel.

**Figure B-1: Raw “Dot” Data**



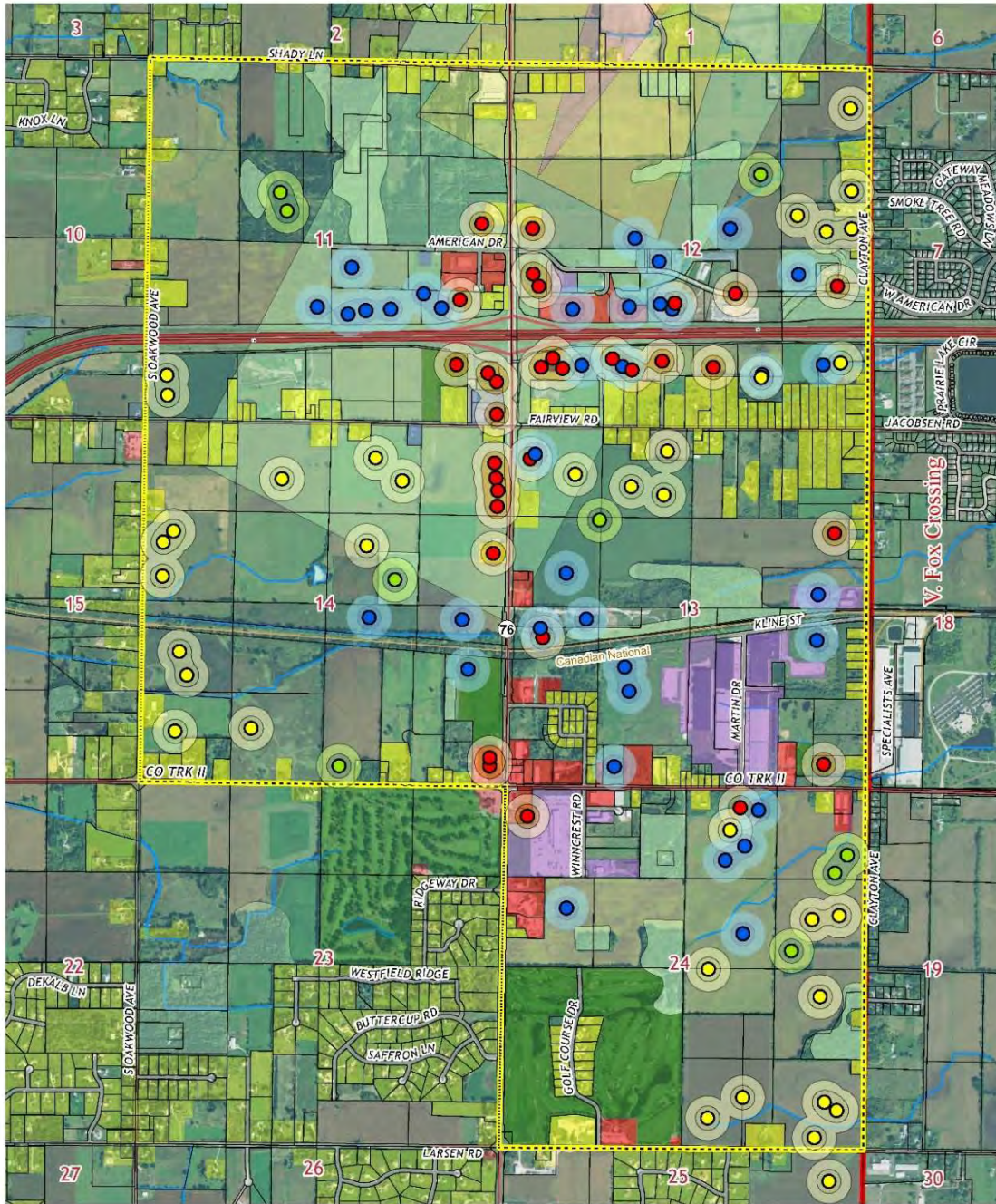
After a thorough review of the data, there are several patterns that emerge which can be described as follows:

- Residential priorities were located in four main areas including:
  - The western 1/3 of the Study Area (south of USH 10)
  - Lands along the southern frontage of Fairview Road.
  - An area north of USH 10 and west of Clayton Avenue, and.
  - Lands in the extreme southeast portion of the Study Area bounded by Clayton Avenue and Larsen Road.



# Map B-1: Exercise #2, Composite "Dot" Data

Date: 1/21/2021



Town of Clayton  
Hwy 10/76  
Corridor Land Use  
Master Plan  
Winnebago County, Wisconsin

**Planning Points**  
Type  
• Commercial  
• Industrial  
• Park  
• Residential

**Existing Land Use Map**

Study Area  
T. Clayton Boundary  
**Land Use Category**  
Residential  
Single Family Residential  
Two Family Residential  
Undeveloped/Agriculture Area  
Commercial  
Industrial  
Manufactured Housing  
Neighborhood Meeting  
Airport  
Undeveloped Public Facilities  
Water  
Woods

**Outagamie County Airport**

**Zoning Class**  
Zone 2A  
Zone 2B  
Zone 3

**ROAD CLASSIFICATION**  
Expressway  
Secondary Hwy  
Ramp  
Local Connector  
Local Road  
4WD  
US Route  
State Route

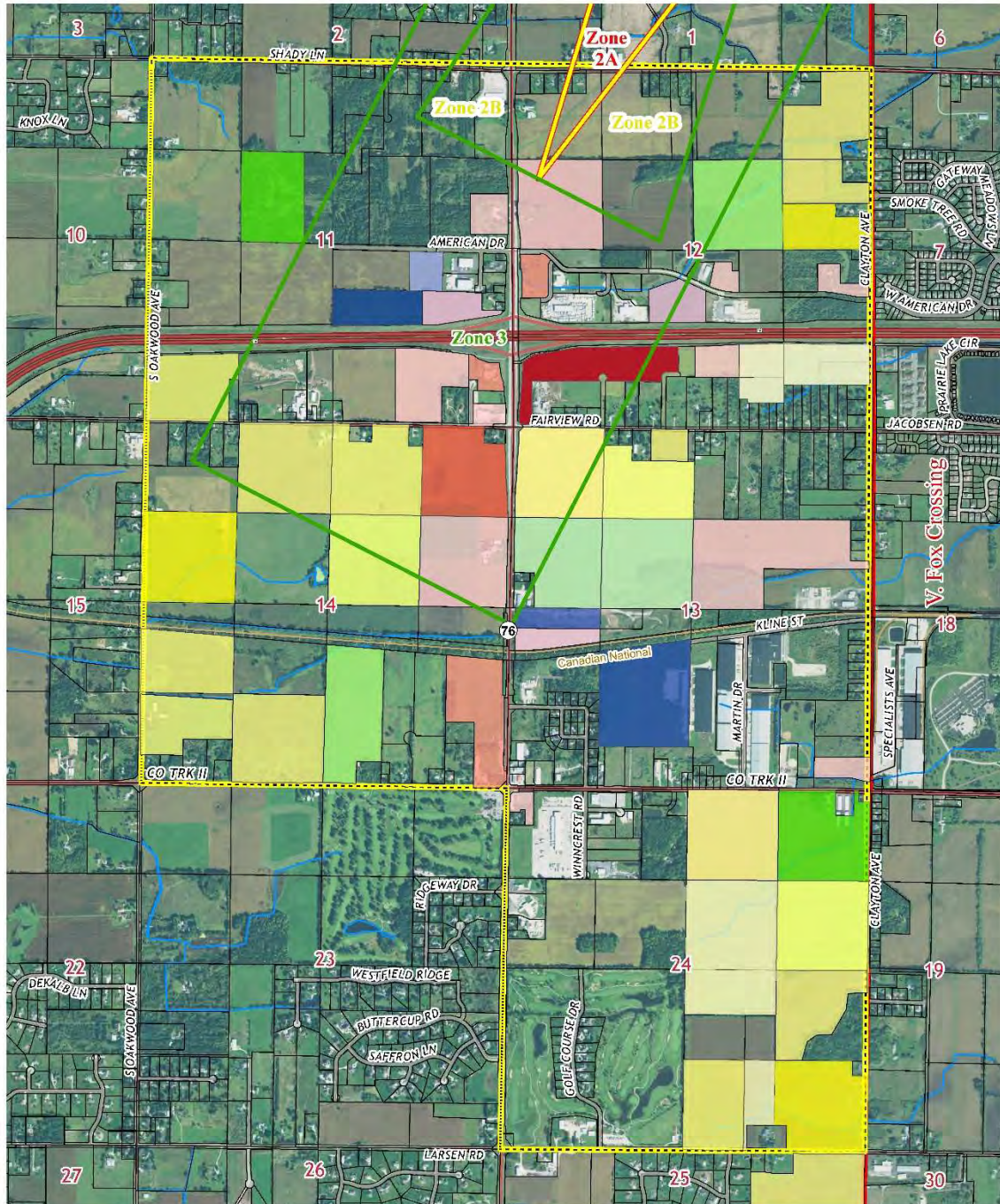
0 1,250 2,500  
Feet



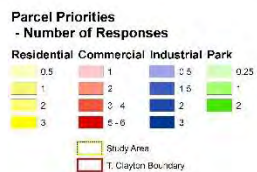


## Map B-2: Exercise #2, Composite Parcel Rankings

Date: 1/29/2021



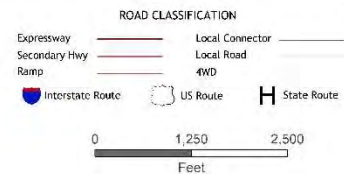
Town of Clayton  
Hwys 10/76  
Corridor Land Use  
Master Plan  
Winnebago County, Wisconsin



Outagamie  
County  
Airport

**Zoning Class**

- Zone 2A
- Zone 2B
- Zone 3



- Commercial locations were clustered mainly around the USH 10/STH 76 interchange, along the USH 10 frontage between STH 76 and Clayton Avenue (behind the residential properties on the north side of Fairview Road), and in two locations along CTH II (intersections of STH 76 and Clayton Avenue).
- Industrial land development priorities were located north of USH 10, on either side of STH 76; along the CN railroad corridor in the central part of the Study Area; and, south of CTH II and east of STH 76.
- Parkland priorities were also scattered in six (6) different areas throughout the Study Area and were most often associated with areas proposed for new residential development.

### **EXERCISE #3: Visual Preference Survey**

A Visual Preference Survey (VPS) presents alternatives described through text and accompanying visual aids, typically photographs. The photographs are intended to clarify the options, prevent vague interpretations, and ensure that all respondents have a common reference for the question which results in more reliable results by reducing misunderstanding. A 12-page VPS was created for this planning effort to collect input from the Steering Committee specifically regarding the design of commercial, industrial, residential, and mixed-use development types and associated characteristics. The results of this survey will help guide the future writing of design standards for the Study Area.

A total of nine (9) survey responses were received from Steering Committee members with the detailed results being contained in Appendix C. Each survey was reviewed and rankings for each photo were converted to scores (1 to 5) and input into a table for analysis. The average, median, and mode were calculated for each photo. Using the average score, a set of photos that were “most liked” and “most disliked” were identified as shown in Figure B-2.





Industrial/Office  
Avg. Score = 4.44



Commercial 1  
Avg. Score = 4.33



Commercial 2  
Avg. Score = 4.33



Mixed Use  
Avg. Score = 3.56



Workforce Housing  
Avg. Score = 4.56



Commercial Building Setbacks  
Avg. Score = 3.67

**Figure B-2**  
**Visual Preference**  
**Survey “Most Liked”**  
**Photos (Scale = 1 to 5)**



Bldg. Architectural Elements  
Avg. Score = 4.44

**Figure B-2**  
**Visual Preference**  
**Survey “Most Liked”**  
**Photos, Continued**



Parking Preferences  
Avg. Score = 3.89



Streetscaping  
Avg. Score = 4.22



Sidewalk/Trail Design  
Avg. Score = 4.50



Public Gathering  
Spaces (Tie)  
Avg. Score = 4.00



Signage Design  
Avg. Score = 4.38



Industrial/Office  
Avg. Score = 2.67

**Figure B-2**  
**Visual Preference**  
**Survey “Least Liked”**  
**Photos (Scale = 1 to 5)**



Commercial 1 (Tie)  
Avg. Score = 3.56



Commercial 2  
Avg. Score = 3.22



Mixed Use  
Avg. Score = 2.56



Workforce Housing  
Avg. Score = 3.11



Commercial Building Setbacks  
Avg. Score = 3.67



**Bldg. Architectural Elements**  
Avg. Score = 2.56

**Figure B-2**  
**Visual Preference**  
**Survey “Least Liked”**  
**Photos, Continued**



**Parking Preferences (Tie)**  
Avg. Score = 3.11



**Streetscaping**  
Avg. Score = 3.33



**Sidewalk/Trail Design**  
Avg. Score = 3.00



**Public Gathering Spaces (Tie)**  
Avg. Score = 3.25



**Signage Design**  
Avg. Score = 2.75



After the survey results were reviewed and discussed with the Steering Committee, the following points were made and affirmed with respect to specific elements and characteristics the highly-ranked images. Many of these items will be addressed in the final plan's recommendations and, in some cases are very appropriate for inclusion in a set of future design standards for development.

#### Office/Industrial

- Desire for higher end “corporate” types of structures that have clearly defined entrances which are set off using higher quality materials.
- Possible incorporation of ‘green roofs’ where feasible.

#### Commercial

- No ‘big box’ chain stores.
- Prefer smaller sit-down restaurants vs. fast food chains.
- Strip malls are ok but need to be well-designed and high quality.
- Incorporating a more ‘country’ feel to the architecture (using peaked roofs, covered front ‘porches’, natural materials, etc.) to emulate the Town’s “Touch of Country” motto.
- Distribution/storage within airport overlay.

#### Mixed use

- Ok with vertical mixed use, as well as horizontal.
- Seeking a blend of older, traditional, and newer modern style architecture.
- Buildings should be kept at or near 3 stories in height.

#### Workforce Housing

- More traditional, with wood siding or brick.
- Single story preference, but two story townhouses ok.
- Cottage style garden apartments.
- Instill “pride of ownership”.

#### Parking Preferences

- Prefer parking in rear of building, some ok in front if well-designed.
- Incorporate more “green” into parking lots (trees, medians, stormwater facilities)

#### Commercial Building Setbacks

- Front setbacks can be on the smaller side, with no parking, or perhaps a small amount of parking, so that the building is more pedestrian oriented.
- Designs and rooflines that project a “touch of country” feel to them.
- Multi-story building should have a pronounced entrance.

### Streetscaping

- Incorporate greenspace and stormwater facilities to give a more natural feel.
- Not against bike racks, but nothing ‘artsy’.

### Sidewalk/Trail Design

- Have an appropriate mix of facility types, but preference for wide off-road trails.
- Enhance trails with adjacent natural features.
- Incorporate with stormwater areas.
- Encourage use by putting trails in the right place but do have some areas that are ‘off the beaten path’ and provide a more natural setting.
- Incorporate a system of ‘loops’ for recreational walkers/bikers.

### Public Gathering Spaces

- Preference for small urban plazas with simple seating areas
- Integration of greenspace around/adjacent to stormwater facilities and drainage corridors.
- Small active or passive “pocket parks” desired in/near residential and commercial areas.

### Signage Design

- Low height with high quality materials preferred.
- Use of natural materials (stone, brick, concrete, wood, and metal)
- No backlighting of signs
- Tie signage design to architectural elements of the building
- Not huge fans of digital signs and electronic banners, but if the technology can be ‘softened’ (i.e., brightness, scrolling, etc.) it may be appropriate in some instances.

#### **EXERCISE #4: Driving Forces & Trends**

The Driving Forces and Trends methodology is a model often used to understand the future and to build insights to assist in decision-making. This methodology is being used by many entities around the world including corporate entities, local government, and non-profits to better understand the world and how it may impact them in the future. It is difficult to understand the consequences a decision is having on your community. Whether it comes to a specific requirement for development that you approve, to the provision of infrastructure and services that benefit the community. These decisions have a great impact on the Town's future capabilities and activities. To make the right decision you need to know the drivers that will affect the future.

Using individual Post-It Notes, the Steering Committee was asked to generate a list of items that it felt represented broader “driving forces” and/or “trends” that the Town may be impacted by in the future.

**Figure B-3: Post-It Note Responses**

A total of 54 comments and ideas about driving forces and trends were generated by the Steering Committee for discussion and consideration on how they might affect land use, development, the real estate market, or other factors pertaining to the development of the Master Plan (Figure B-3). A complete set of organized comments is contained in Appendix C.





In summary, the Committee identified a substantial list which could be considered “true” driving forces or trends and which may have an impact on land use and development within the Study Area. Depending on how the final Master Plan is designed, addressing some of these trends could help the Town better accommodate a changing world. Highlights of the points generated during the exercise are contained below along with specific questions that were identified as part of the framing discussion.

### Decision-Making

- Economic Impacts – *Clayton will need to afford all the projects within the Study Area amidst numerous financial constraints that are present.*

### Demographics

- Aging Population – *Development within the Study Area should accommodate residents as they get older. This will have an impact on housing styles, transportation, and public/private service provision.*
- Housing for Younger Generation – *The Town can utilize housing concepts that attract younger talented individuals and new families. Higher density homes and the addition of amenities can assist in attracting these populations.*

### Economics

- Economic Downturns/Upturns – *New development should be planned and constructed in a manner that makes it, or the community, more resilient to economic changes.*
- Workforce availability – *Clayton needs to ensure new businesses have the required workforce if they are going to locate in the corridor.*

### Environment

- Climate Change – *Altering the “typical” patterns of development can make it more resilient to increases in extreme weather (wind, flooding, etc.) and invasive species.*
- Electric Infrastructure - *Incorporate facilities and infrastructure to promote/better accommodate upcoming electric car technology and/or renewable energy generation (solar, wind, geothermal, etc.).*

### Housing

- Attainable Housing – *Incorporate more attainable housing within the Study Area to attract a workforce.*
- Elderly Housing – *Consider the best locations for elderly housing types.*
- Downsizing – *Ensure homes are available so that aging residents can stay in the community.*
- Return to Small Lots – *Small lots can be strategically located and used within the corridor to increase affordability.*

### Land Use

- Loss of farms – *Preserve farmland (temporarily) within the Study Area. Utilize the Master Plan to minimize the amount of future rural development by directing it to the Study Area.*
- More People Working from Home – *Establish areas for development which better accommodate the needs for ‘working from home’, as well as the appropriate amenities to limit isolation.*

### Technology

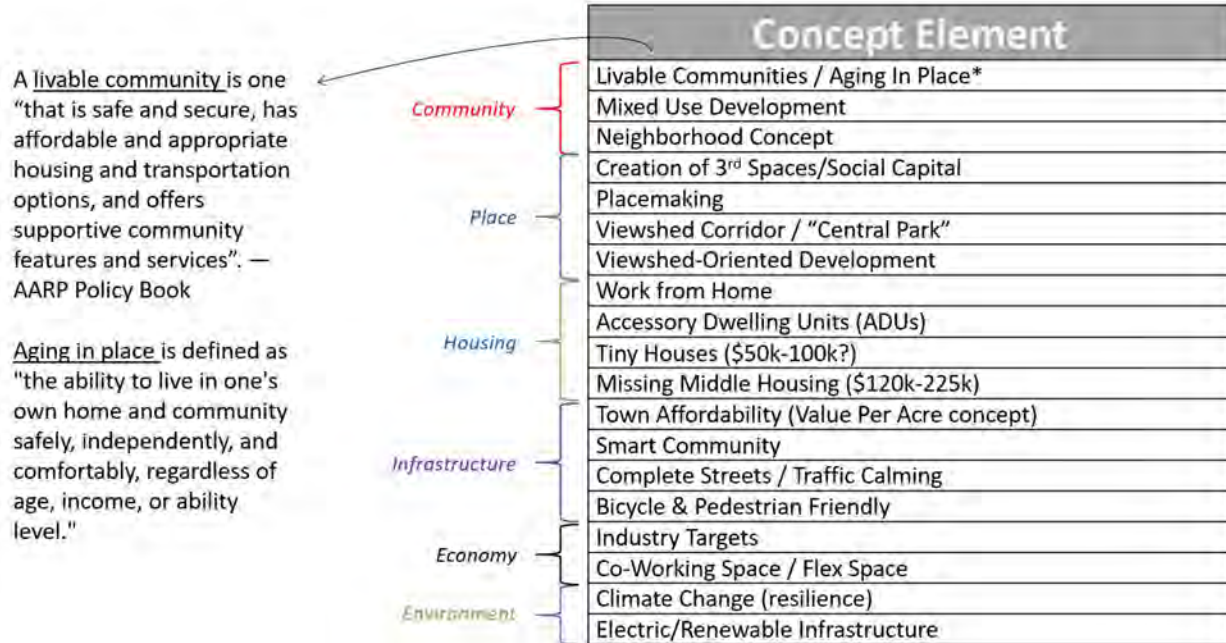
- High Bandwidth Internet – *Take advantage of existing fiber infrastructure and expand it throughout the Study Area to leverage new development.*

## **Scenario Development & Selection**

Scenario planning is making assumptions on what the future is going to be and how your community environment will change over time considering that future. More precisely, scenario planning is identifying a specific set of uncertainties, different “realities” of what might happen in the future of your community. Scenario planning is not about choosing just one option for the future but rather dealing with all the possible outcomes to develop a strategy that will stand the test of all scenarios.

Working with the Steering Committee the discussions and feedback related to the four visioning exercises were used to create a preliminary listing of development features and qualities which essentially represent conceptual elements (Figure B-4) that may be desired for integration into the final Land Use Master Plan.

**Figure B-4: Master Plan Concept Elements**



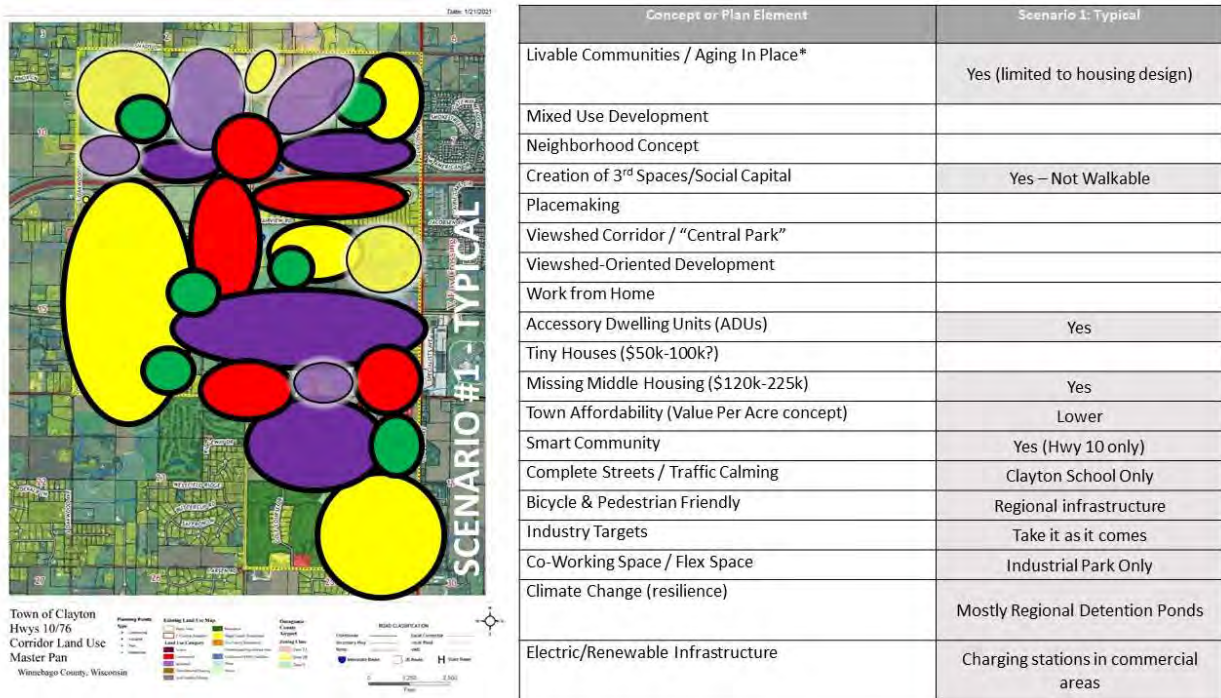
The Master Plan Concept Elements represent a comprehensive set of ideas that can alter how different land uses are treated within the context of the entire Study Area. A series of maps containing 'bubble diagrams' representing different major land uses were prepared along with the inclusion or exclusion of certain Concept Elements. In some cases, the Concept Element is present within all three scenarios, but to different degrees of presence or integration.

The first scenario (Figure B-5 – "Typical") represents a concept that looks fairly traditional in terms of the locations and segregations of differing land uses. Commercial and industrial land uses along main highway corridors (USH 10, STH 76 and CTH II) with residential uses and some parklands nestled in behind them to fill out the rest of the Study Area. This pattern was based primarily on the Steering Committee's input through the examination of Visioning Exercise #2 – Agents of Change (dot maps). And while there is a fair amount of logic to this pattern (e.g., access, visibility, conservation, etc.), two additional scenarios were created to see how this land use pattern can generally remain, but in an enhanced manner.

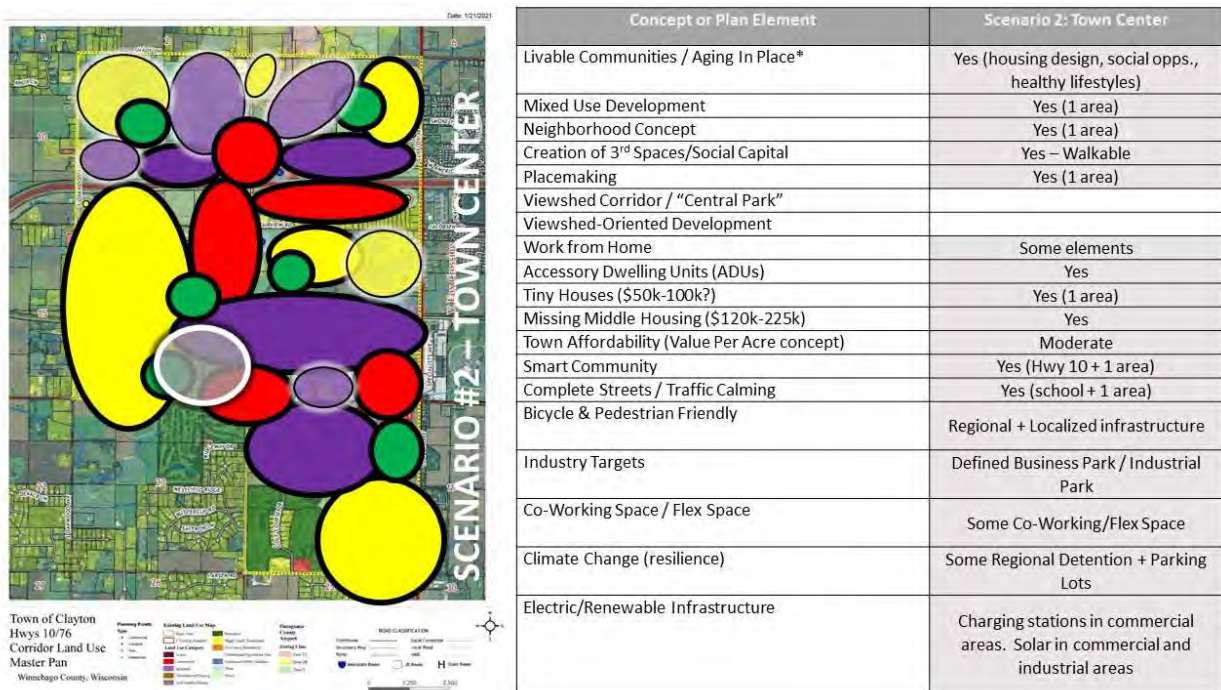
These enhancements are shown at two levels on Figures B-6 and B-7 and basically include the addition of centralized, higher density, mixed use activity areas. Scenario #2 – "Town Center" envisions a higher density, affordable mixed use environment north of CTH II, west of USH 76 and south of the CN rail line. The addition of more conceptual elements, ranging from different densities, housing styles, and amenities are made to help to create a more unique environment that will meet some of the current market's demands, but will also help to foster a sense of community and engagement by its residents.



**Figure B-5: Land Use Concept Scenario #1 – Typical**

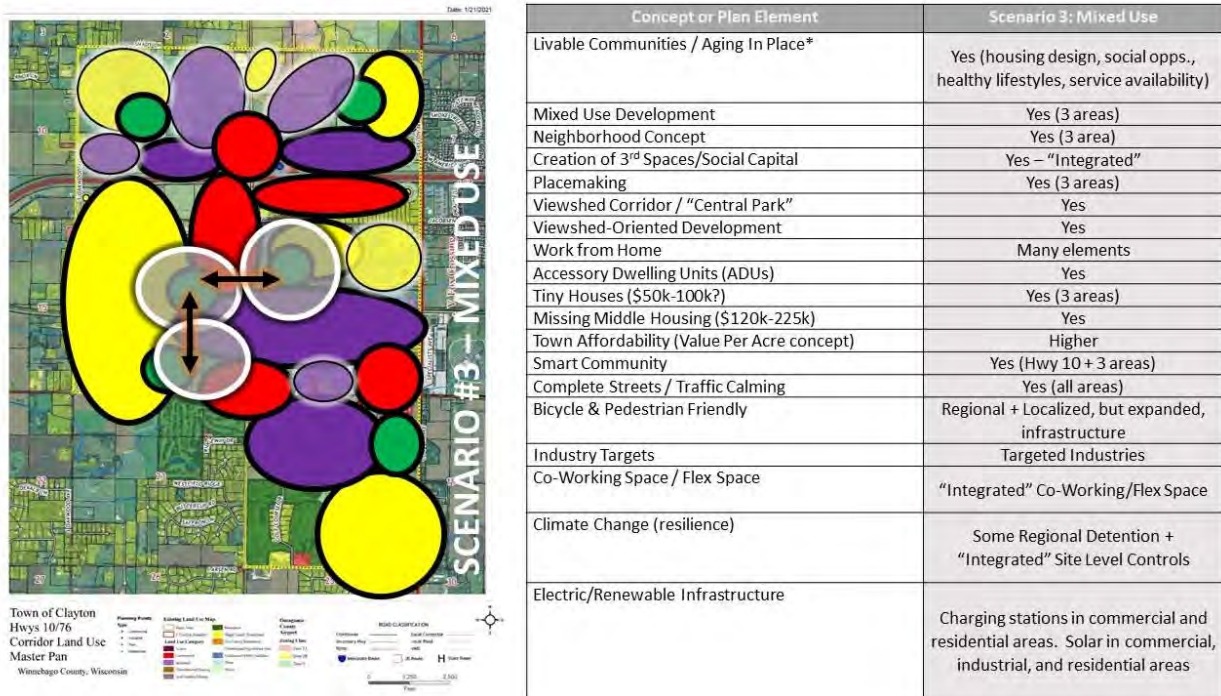


**Figure B-6: Land Use Concept Scenario #2 – Town Center**



Scenario #3 – “Mixed Use” is much the same as Scenario #2 but adds two more higher density ‘centers’ on either side of USH 76, between the CN rail line and Fairview Road. This scenario also increases the number of Concept Elements, or their intensity.

**Figure B-7: Land Use Concept Scenario #3 – Mixed Use**



After discussion and deliberation by the Steering Committee, there was a consensus to move forward with further examination of Scenario #3 – “Mixed Use”. A refined version of the Land Use Master Plan (Chapter 2) based on the general concepts noted in the Scenario, was developed along with a series of specific Land Use Districts and associated objectives, strategies, and recommendations (Chapter 3).

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## **Exercise #1 – Context, Conversation & Big Ideas (original comments)**

### **Question 1: Who or what are you “connecting” along this corridor? Who will it be serving?**

- Residential Development
  - Middle Income
  - \$175-\$225K range
  - “Attainable” housing vs. “affordable” (use of terms)
- Light Industrial – to create jobs (100-150 employees)
  - For Clayton residents & reverse the commute
- Good wages needed
- Food stores/Woodman’s Big Service - Retail
- “Dollar” Stores are hot right now
- Convention/Meeting Center
  - As anchor to spawn feeder business
- Hotel
  - “Destination” for travelers
- 41/441 Interchange now allows for full turn movements and improvement/opportunities
- Cost of Community Services kept low but attract high value development (need value per acre?)
- Corporate offices
- Extension of existing type uses from CTH CB west to STH 76

### **Question 2: What areas of the Fox Cities do you feel are/will be “competitors” to this newly developing area?**

- Kimberly Clark and CTH CB Corporate uses
- “Rooftops” needed to compete
- USH 10 is the hottest corridor in the area
- New Neenah H.S. development impacts
- Hwy 15 bypass could be competitor for development

### **Question 3: What will be the “differentiator” that sets this location apart from others?**

#### **What’s your “big idea”?**

- Great highway access
- Close to Appleton airport
- Proximity to EAA/PAC/L. Winnebago (regional attractions)
- Town has municipal water & sewer
- “Greenfield” undeveloped land with infrastructure
- Town has State designated highway (76) vs. county designated for CTH CB
- Middle type housing needed
- STH 76 elevation on a ridge / attractive viewshed. How to preserve and/or take advantage of?

**Question 4: What assets or opportunities should be leveraged along the corridor?**

- Regional attractions could be developed
  - Hospital
  - Convention Center
- Establish a timeframe for development
  - How can Town make area more shovel ready? (Incorporation will help.)
- Preplan vs. better control of site design
- Be infrastructure ready
  - Use of regional stormwater ponds
    - Tie in trails, etc. (multiple benefits)
- Explore Town being the developer. Risks?

**Question 5: What barriers exist for development along this corridor?**

- Town needs additional focus
- Airport Zoning overlay confusing
- Lengthy review process for development proposals. Plus, multiple units of government involved
- County stormwater reviews
- Financial constraints of Town
- Ordinance over-reach. Standards too restrictive for developers?

**Town of Clayton - Hwys 10/76 Corridor Land Use Master Plan  
Visual Preference Survey Results**

Point Equivalents:



Topic	Picture	Response 1	Response 2	Response 3	Response 4	Response 5	Response 6	Response 7	Response 8	Response 9	Total	Mean	Median	Mode
Sheet #1 Industrial/Office	A (upper left)	4	4	1	3	5	4	5	2	1	29	3.22	4.0	4.0
	B (upper middle)	3	1	3	2	3	3	5	2	2	24	2.67	3.0	3.0
	C (upper right)	3	1	5	2	2	4	5	2	4	28	3.11	3.0	2.0
	D (lower left)	4	5	5	5	5	5	5	4	2	40	4.44	5.0	5.0
	E (lower middle)	1	5	4	5	4	5	5	3	3	37	4.11	5.0	5.0
	F (lower right)	4	1	1	4	1	4	3	5	4	27	3.00	4.0	4.0
Sheet #2 Commercial 1	A	5	5	5	2	3	4	5	5	5	39	4.33	5.0	5.0
	B	3	5	5	3	3	3	5	3	2	32	3.56	3.0	3.0
	C	5	2	4	5	4	4	5	5	4	38	4.22	4.0	5.0
	D	5	5	2	1	4	3	5	3	4	32	3.56	4.0	5.0
	E	4	3	2	4	4	3	5	4	4	33	3.67	4.0	4.0
	F	5	4	3	5	5	4	5	2	2	35	3.89	4.0	5.0
Sheet #3 Commercial 2	A	5	3	4	3	3	4	5	3	4	34	3.78	4.0	3.0
	B	4	4	2	3	3	4	5	4	4	33	3.67	4.0	4.0
	C	3	4	3	4	1	4	5	5	4	33	3.67	4.0	4.0
	D	5	3	5	4	3	4	5	5	5	39	4.33	5.0	5.0
	E	4	4	2	4	3	4	3	2	3	29	3.22	3.0	4.0
	F	5	3	1	2	5	3	5	5	1	30	3.33	3.0	5.0
Sheet #4 Mixed Use	A	3	2	2	5	5	3	5	2	1	28	3.11	3.0	2.0
	B	5	2	2	2	5	3	5	2	1	27	3.00	2.0	2.0
	C	2	4	2	2	3	3	3	1	3	23	2.56	3.0	3.0
	D	4	3	4	3	4	4	5	1	4	32	3.56	4.0	4.0
	E	4	3	3	3	4	4	3	1	4	29	3.22	3.0	4.0
	F	2	5	2	4	4	3	5	1	2	28	3.11	3.0	2.0
Sheet #5 Workforce Housing	A	4	2	3	5	4	4	5	4	4	35	3.89	4.0	4.0
	B	4	5	4	5	5	4	5	4	5	41	4.56	5.0	5.0
	C	2	4	4	5	3	4	5	2	1	30	3.33	4.0	4.0
	D	4	4	2	5	3	4	3	4	4	33	3.67	4.0	4.0
	E	3	1	5	3	3	4	3	2	4	28	3.11	3.0	3.0
	F	4	5	1	3	4	3	5	4	5	34	3.78	4.0	4.0
Sheet #6 Comm. Bldg. Setbacks	A	4	4	1	3	3	4	5	1	2	27	3.00	3.0	4.0
	B	4	4	3	2	3	3	5	4	4	32	3.56	4.0	4.0
	C	3	3	5	3	3	4	5	2	5	33	3.67	3.0	3.0
	D	3	1	2	3	4	3	5	3	3	27	3.00	3.0	3.0
	E	5	3	1	5	5	2	3	4	1	29	3.22	3.0	5.0
	F	1	3	2	3	4	2	5	1	1	22	2.44	2.0	1.0
Sheet #7 Bldg. Arch. Elements	A	0	4	5	3	4	4	5	1	2	28	3.50	4.0	4.0
	B	5	4	3	5	3	5	5	5	5	40	4.44	5.0	5.0
	C	4	3	3	3	4	4	5	4	3	33	3.67	4.0	4.0
	D	4	4	2	5	3	4	5	2	3	32	3.56	4.0	4.0
	E	1	4	2	5	4	3	5	5	2	31	3.44	4.0	5.0
	F	3	2	1	3	2	4	5	1	2	23	2.56	2.0	2.0
Sheet #8 Parking Preferences	A	3	4	2	5	2	3	5	2	3	29	3.22	3.0	3.0
	B	4	2	3	3	1	3	5	4	3	28	3.11	3.0	3.0
	C	4	4	4	3	4	3	5	2	5	34	3.78	4.0	4.0
	D	5	3	5	2	3	4	3	5	5	35	3.89	4.0	5.0
	E	3	4	1	1	3	3	3	5	5	28	3.11	3.0	3.0
	F	5	5	2	1	3	4	2	5	5	32	3.56	4.0	5.0
Sheet #9 Streetscaping	A	4	5	5	4	5	3	3	5	4	38	4.22	4.0	5.0
	B	4	2	1	4	5	4	5	5	5	35	3.89	4.0	5.0
	C	4	5	3	1	4	4	5	4	4	34	3.78	4.0	4.0
	D	3	4	2	3	3	4	3	5	4	31	3.44	3.0	3.0
	E	5	5	3	5	5	4	3	2	5	37	4.11	5.0	5.0
	F	4	5	3	2	5	4	3	3	1	30	3.33	3.0	3.0
Sheet #10 Sidewalk/Trail Design	A	0	5	5	5	5	5	3	4	4	36	4.50	5.0	5.0
	B	0	5	3	5	4	4	3	2	3	29	3.63	3.5	3.0
	C	0	5	2	5	5	3	5	2	3	30	3.75	4.0	5.0
	D	0	5	1	3	3	3	2	4	4	25	3.13	3.0	3.0
	E	0	5	1	1	5	4	2	4	2	24	3.00	3.0	5.0
	F	0	5	5	1	5	5	3	2	4	30	3.75	4.5	5.0
Sheet #11 Public Gathering Spaces	A	0	5	5	1	5	4	3	5	4	32	4.00	4.5	5.0
	B	0	5	5	3	5	5	2	2	5	32	4.00	5.0	5.0
	C	0	5	2	3	5	5	2	4	5	31	3.88	4.5	5.0
	D	0	5	1	2	3	3	3	5	4	26	3.25	3.0	3.0
	E	0	4	3	3	5	3	3	2	3	26	3.25	3.0	3.0
	F	0	4	2	5	5	5	3	4	4	32	4.00	4.0	4.0
Sheet #12 Signage Design	A	0	5	5	5	3	4	5	3	5	35	4.38	5.0	5.0
	B	0	2	4	2	4	3	5	1	1	22	2.75	2.5	2.0
	C	0	4	1	5	5	4	3	4	5	31	3.88	4.0	4.0
	D	0	4	2	4	4	2	3	1	3	23	2.88	3.0	4.0
	E	0	4	2	5	4	5	5	5	4	34	4.25	4.5	5.0
	F	0	5	2	3	4	5	5	3	3	30	3.75	3.5	5.0



# Survey Results



**Least Liked Photo(s)**



**Most Liked Photo(s)**

# Development Style: Office/Industrial

Please review the photos and place a dot on each scale (below the photo) to indicate the level to which you like or dislike the specific design or functional detail of these commercial buildings.

Large scale mfg./distribution



Medium scale mfg./



Small scale contractor/service



Medium mfg./



Medium scale office / medical



Green roof on industrial building



Comments / Additional Thoughts:

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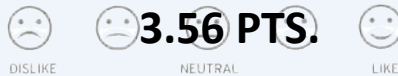
# Development Style: Commercial 1

Please review the photos and place a dot on each scale (below the photo) to indicate the level to which you like or dislike the specific design or functional detail of these commercial buildings.

Medium scale retail w/outdoor



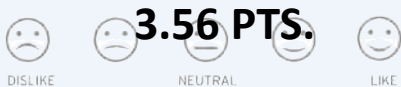
Small scale drive-



Single use medium scale retail



Large scale



Small scale outlot retail



Large format multi-tenant retail



Comments / Additional Thoughts:

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# Development Style: Commercial 2

Please review the photos and place a dot on each scale (below the photo) to indicate the level to which you like or dislike the specific design or functional detail of these commercial buildings.

Small scale multi-tenant retail



Medium scale multi-tenant retail



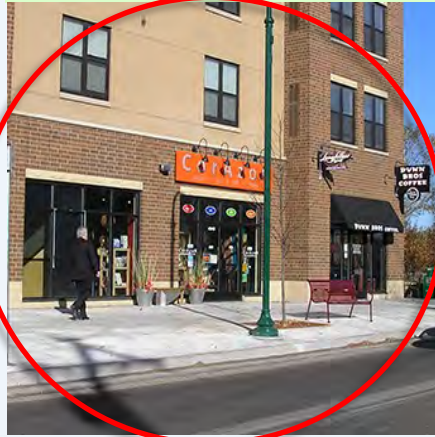
Small office park w/shared parking



Small scale multi-tenant (local)



Medium scale mixed use (retail/res.)



Large scale suburban town center



Comments / Additional Thoughts:

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# Development Style: Mixed Use

Please review the photos and place a dot on each scale (below the photo) to indicate the level to which you like or dislike the specific design or functional detail of these commercial buildings.

Large scale mixed use 1



Large scale mixed use 2



Small scale live-



Small scale mixed use



Medium scale mixed use



Medium scale live/work units



Comments / Additional Thoughts:

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# Development Style: Workforce Housing

Please review the photos and place a dot on each scale (below the photo) to indicate the level to which you like or dislike the specific design or functional detail of these commercial buildings.

2-Story townhouse



Detached cottage style



Medium 4-Story multi-plex / condo



2-1/2 Story walk-up townhouse



Small 2-Story multi-plex



Detached small garden style



Comments / Additional Thoughts:

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# Commercial Building Setbacks

Please review the photos and place a dot on each scale (below the photo) to indicate the level to which you like or dislike the specific design or functional detail of these commercial buildings.

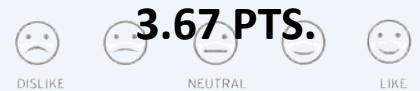
Large front setback from street



Medium front setback from street



Small front setback



Small/staggered front setbacks



Large side setbacks



Zero lot line setbacks



Comments / Additional Thoughts:

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# Building Architectural Elements

Please review the photos and place a dot on each scale (below the photo) to indicate the level to which you like or dislike the specific design or functional detail of these commercial buildings.

Low, brick and glass, integrated signs



Peaked roofs to break up long, low, look



Corner entrance tower, brick exterior



Corner entrance, dryvit/stucco exterior



Modern large scale entrance / glass & wood



Low, modern,



Comments / Additional Thoughts:

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# Parking Preferences

Please review the photos and place a dot on each scale (below the photo) to indicate the level to which you like or dislike the specific design or functional detail of these commercial buildings.

Parking in front



Parking on side



Parking in rear



Stormwater control integration



Use of canopies / solar integration



Environmentally friendly paving



Comments / Additional Thoughts:

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# Streetscaping

Please review the photos and place a dot on each scale (below the photo) to indicate the level to which you like or dislike the specific design or functional detail of these commercial buildings.

Traditional stormwater detention pond



Parking lot screening / ped. bumpouts



Pedestrian crossing



Identity



Protected bike lane



Bicycle racks



Comments / Additional Thoughts:

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# Sidewalk / Trail Design

Please review the photos and place a dot on each scale (below the photo) to indicate the level to which you like or dislike the specific design or functional detail of these commercial buildings.

Wide path adjacent to landscape buffer(s)



DISLIKE ☒ 4.50 PTS. ☐ LIKE

Sidewalk next to access roads



DISLIKE ☐ ☐ NEUTRAL ☐ ☐ LIKE

Wide unpaved path / prairie buffer



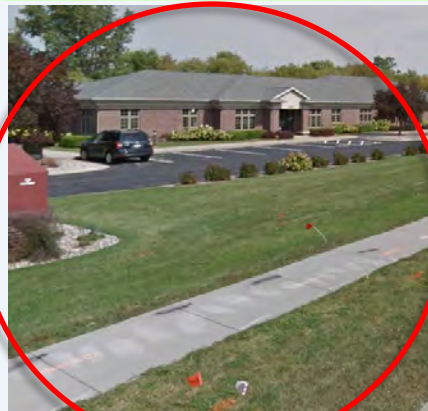
DISLIKE ☐ ☐ NEUTRAL ☐ ☐ LIKE

Meandering, plaza-like pathway



DISLIKE ☐ ☐ NEUTRAL ☐ ☐ LIKE

Sidewalk between road and parking



DISLIKE ☒ 3.00 PTS. ☐ LIKE

Stormwater terrace plantings



DISLIKE ☐ ☐ NEUTRAL ☐ ☐ LIKE

Comments / Additional Thoughts:

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# Public Gathering Spaces

Please review the photos and place a dot on each scale (below the photo) to indicate the level to which you like or dislike the specific design or functional detail of these commercial buildings.

"Street front" outdoor dining



DISLIKE **4.00 PTS.** LIKE

Linear greenspaces w/stormwater



DISLIKE **4.00 PTS.** LIKE

Gardens & rain gardens w/paths



DISLIKE NEUTRAL LIKE

Public-private plaza w/sculpture, etc.



DISLIKE **3.25 PTS.** LIKE

Large sports field complex



DISLIKE **3.25 PTS.** LIKE

Small 'pocket park' with equipment



DISLIKE **4.00 PTS.** LIKE

Comments / Additional Thoughts:

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# Signage Design

Please review the photos and place a dot on each scale (below the photo) to indicate the level to which you like or dislike the specific design or functional detail of these commercial buildings.

Modern concrete/steel monument



DISLIKE **4.38 PTS.** NEUTRAL LIKE

Wall mounted signs



DISLIKE **2.75 PTS.** NEUTRAL LIKE

Locally crafted wood monument



DISLIKE NEUTRAL LIKE

Digital monument



DISLIKE NEUTRAL LIKE

Traditional stone pillar monument



DISLIKE NEUTRAL LIKE

Modern wood/concrete monument



DISLIKE NEUTRAL LIKE

Comments / Additional Thoughts:

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Town of Clayton      Hwys 10/76 Corridor Land Use Master Plan  
 January 7, 2021 Steering Committee Meeting  
 "Driving Forces & Trends" Exercise - summary of post-it notes (sorted)

*Highlighted comments are considered to be actual trends.*

CATEGORY	COMMENT
Community	Community awareness Community involvement Existing residents
Decision-making	Becoming a village <b>Economic impact - can Clayton afford all projects?</b> Political movement through Plan Commission & Town Board Regulations for developers
Demographics	<b>Aging population</b> Focus on family areas that have schools or parks <b>Focus on housing for younger generation that has higher density and entertainment</b> Geriatric support system
Economics	Changes to the economy <b>Dealing with economic downturns/upturns</b> Economic development will come when ready Economic trend to socialism, handouts Economy Stock market changes Trades (i.e. machine shop) vs. technology skills <b>Workforce availability</b> Workforce development Workforce training
Environment	Clean air <b>Climate change - incr. wild weather, incr. invasive species, stronger structures, bigger stormwater systems</b> <b>Electric infrastructure to sustain solar/electric cars (less gas stations?)</b> Urban forests
Housing	<b>Apartments / affordable housing</b> <b>Elderly homes/housing</b> Lack of affordable / homes Condos/ Apartments <b>Downsizing</b> Multi-family developments] <b>Return to small residential lots</b>
Land Use	Create shopping areas that are screened by trees/vegetation. Maintain "touch of country" Farming <b>Less family farms and more large-scale/industrial farms</b> <b>Loss of farms</b> <b>More people working from home</b> New [Neenah] high school Proximity to amenities (groceries, shopping, dining) Recreation Away from highway noise Types of business Working from home Work from home
Political	Can Clayton continue to get along with neighboring municipalities Changes in town officials Presidential changes
Services	Infrastructure schedule Maintenance [costs] Police & Fire protection needs with growth
Taxes	Taxes Taxes!
Technology	<b>High bandwidth internet</b> Technology becoming more invasive/losing privacy

## **APPENDIX C – OUTAGAMIE CO. AIRPORT ZONING OVERLAY LAND USE ALLOWANCES**



## OUTAGAMIE COUNTY AIRPORT OVERLAY ZONING ORDINANCE

Downloaded from MuniCode website on 03/30/21.

[https://library.municode.com/wi/outagamie\\_county/codes/code\\_of\\_ordinances?nodeId=COOR\\_CH10AV\\_ARTIII\\_AZO](https://library.municode.com/wi/outagamie_county/codes/code_of_ordinances?nodeId=COOR_CH10AV_ARTIII_AZO)

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### ARTICLE III. - AIRPORT ZONING<sup>[2]</sup>

#### Footnotes:

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**State Law reference**— Airport areas, Wis. Stats. § 59.69(4g); aeronautics and astronautics, Wis. Stats. § 114.001 et seq.

#### DIVISION 1. - GENERALLY

##### Sec. 10-497. - Introduction.

- (a) *Statutory authorization.* This article is established pursuant to the provisions of Wis. Stats. § 114.136, and shall be known as the "Outagamie County Airport Zoning Ordinance."
- (b) *Purpose.* The purpose of this article is to promote the public safety, welfare and convenience. These provisions are also designed to implement the recommendations of the county airport master plan.

(Code 1992, § 21.50; Ord. No. G-2011-12, 1-24-2012)

##### Sec. 10-498. - Definitions.

- (a) The following words, terms and phrases, when used in this article, shall have the meanings ascribed to them in this subsection, except where the context clearly indicates a different meaning:

*Airport hazard* means any structure, object of natural growth or use of land which obstructs the air space required for the flight of aircraft in landing or taking off at an airport or is otherwise hazardous to such landing or taking off.

*Airport master plan* means the county airport master plan study, final report, January 1981, and the county airport master plan, December 2003 and subsequent updates.

*County airport* means Outagamie County Airport located in sections 25, 26, 35 and 36, Township 21 North, Range 16 East, Greenville Township, Outagamie County, Wisconsin.

*Legal nonconforming use* means any structure, tree or use of land that lawfully existed, but which does not conform to regulation prescribed in this article or amendment thereto as of September 7, 1981, for those areas located within Outagamie County and April 2, 2012 for those areas located within Winnebago County.

*Overlay district* means a zoning district that superimposes additional regulations for the use of the air space and land over the underlying zoning.

*Property, airport, recreation and economic development committee* means the county property, airport, recreation and economic development committee of the County Board.

*Runway* means a portion of an airport having a surface specially developed and maintained for the landing and takeoff of aircraft.

*Tower* is a structure generally used to generate, store, transmit, or distribute utilities and/or communications.

*Tree* means any object of natural growth, except farm crops which are cut at least once a year and shrubs, bushes or plants which do not grow to a height of more than five feet.

(b) Also included are the definitions contained in section 54-4.

(Code 1992, § 21.52; Ord. No. Z-11-99, § 21.53, 7-13-1999; Ord. No. G-2011-12, 1-24-2012)

Secs. 10-499—10-516. - Reserved.

## DIVISION 2. - DISTRICTS AND DISTRICT REGULATIONS

### Subdivision I. - In General

Sec. 10-517. - Establishment of districts.

To achieve the purposes of this article, the following districts are hereby established:

- (1) AD - Airport district.
- (2) AOD1 - Airport overlay district zone 1.
- (3) AOD2 - Airport overlay district zone 2.
- (4) AOD3A - Airport overlay district zone 3A.
- (5) AOD3 - Airport overlay district zone 3.
- (6) AID - Airport industrial district.

(Code 1992, § 21.51(1); Ord. No. Z-11-99, § 21.51, 7-13-1997; Ord. No. Z-23-01, § 21.51(6), 4-17-2001; Ord. No. G-2011-12, 1-24-2012)

Sec. 10-518. - Airport zoning map.

The location and boundaries of the runways and districts shall be shown on a map entitled "Outagamie County Regional Airport Zoning Map," dated April 2, 2012. The map, which is on file with the County Clerk, with all notations, dimensions, designations, references and other data shown shall be part of this article.

(Code 1992, § 21.51; Ord. No. Z-11-99, § 21.51, 7-13-1997; Ord. No. Z-23-01, § 21.51(6), 4-17-2001; Ord. No. G-2011-12, 1-24-2012)

Sec. 10-519. - Conflict.

The provisions of this article shall prevail over the zoning districts designated and mapped on the official zoning atlas of the county or the zoning maps of the towns of Grand Chute, Greenville, Clayton and Menasha.

(Code 1992, § 21.51(3); Ord. No. Z-11-99, § 21.51, 7-13-1997; Ord. No. Z-23-01, § 21.51(6), 4-17-2001; Ord. No. G-2011-12, 1-24-2012)

Sec. 10-520. - Administration.

The County Zoning Administrator is hereby authorized to administer this article as inspector. The township inspectors of the Towns of Greenville, Grand Chute, Clayton and Menasha and the airport director are hereby appointed as deputy inspectors. Such inspector and deputies shall have the duty to administer and enforce the regulations described herein. The deputy inspectors in the Towns of Greenville, Grand Chute, Clayton and Menasha have the authority to issue or deny airport zoning permits. Such issuance by the town shall be subject to review by the County Zoning Administrator and the Zoning Administrator shall have three days from receipt of notice to object to such issuance. If the Zoning Administrator does not object within three business days, the permit issuance shall be deemed final.

(Code 1992, § 21.51(4); Ord. No. Z-11-99, § 21.51, 7-13-1997; Ord. No. Z-23-01, § 21.51(6), 4-17-2001; Ord. No. G-2011-12, 1-24-2012)

Sec. 10-521. - Interpretation of district boundaries.

- (a) Except as otherwise specifically provided, a district symbol or name shown within district boundaries on the airport zoning map indicates that the district regulations pertaining to the district extend throughout the whole area surrounded by the boundary line.
- (b) The airport district shall include all county land owned for airport purposes.
- (c) Whenever a parcel of land is located within more than one overlay district the location of the building site will be considered for inclusion in the specific district and not the entire parcel.
- (d) Whenever there is a question as to which district a lot or parcel belongs within, the more restrictive district shall prevail; with overlay district zone 1 being the most restrictive and overlay district zone 3 being the least restrictive.
- (e) Where the property layout existing on the ground is at variance with that shown on the airport zoning map, the County Zoning Administrator shall interpret and make the determination. The determination of the Zoning Administrator may be appealed to the Board of Adjustment as provided in section 54-788.

(Code 1992, § 21.51(5); Ord. No. Z-11-99, § 21.51, 7-13-1997; Ord. No. Z-23-01, § 21.51(6), 4-17-2001; Ord. No. G-2011-12, 1-24-2012)

Sec. 10-522. - Application of regulations.

- (a) No land, building or structure shall hereafter be used or occupied and no building, structure or part thereof shall hereafter be erected, constructed, reconstructed, moved or structurally altered, except in conformity with all the regulations herein specified for the district in which it is located.
- (b) No use shall be made of any land in any of the districts established by this article which:
  - (1) Creates or causes interference with the operations of radio or electronic facilities on the airport or with radio or electronic communications between the airport and aircraft;
  - (2) Makes it difficult for pilots to distinguish between airport lights and other lights;
  - (3) Results in glare in the eyes of pilots using the airport;
  - (4) Impairs visibility in the vicinity of the airport; or
  - (5) Otherwise endangers the landing, taking off or maneuvering of aircraft.
- (c) Any permit or variance granted within the airport district may as a part of the permit or variance be conditioned as to require the owner of the structure or trees to permit the owner of the airport to install, operate and maintain thereon such markers and lights as may be necessary to indicate the presence of an airport hazard. The inspector reserves the right to inspect and maintain such markers and lights.



- (d) Owners of nonconforming lots of record, as of September 7, 1981 for Outagamie County, or April 2, 2012 for Winnebago County whether vacant or improved, may construct, reconstruct or structurally alter a structure on such lot upon obtaining an airport zoning permit from the Zoning Administrator.
- (e) All nonconforming lots of record, as of September 7, 1981, for Outagamie County, or April 2, 2012 for Winnebago County, whether vacant or improved, that meet any of the following conditions shall be granted a special exception permit under this article, in accordance with the procedures set forth in division 6 of article XII of chapter 54, pertaining to zoning.
  - (1) The nonconforming parcel does not meet some or all of the dimensional requirements, as established by this article, for the parcel's existing use.
  - (2) There is probable cause to believe that the hardship standard for zoning variances would be met if a variance were requested to allow the existing use and dimensional circumstances to continue.
  - (3) Any use or intended use, as evidenced by an approved site plan, certified survey map, or other similar means, of the parcel that lawfully existed at the effective date of adoption or amendment of this article.
  - (4) A special exception permit granted under this section would exempt the permit holder from the dimensional or use requirements of this article as authorized by the special exception permit. A permit holder is permitted to construct, reconstruct, remodel, or enlarge an existing structure. A permit holder is also permitted to construct accessory buildings, decks, and patios on the subject parcel. All structures permitted herein are specifically subject to underlying zoning requirements and the height limitation requirements established by article II of this chapter.
- (f) No pond, retention, detention or other manmade waterbody may be allowed within the 5,000 feet and 10,000 feet buffer from the Air Operations Area (AOA) as indicated on the Outagamie County Regional Airport Zoning Map dated April 2, 2012. Such facility may be permitted if the design requirements of the FAA Advisory Circular 150/5200-33B dated 8-28-2007 are followed.

(Code 1992, § 21.51(6); Ord. No. Z-11-99, § 21.51, 7-13-1997; Ord. No. Z-23-01, § 21.51(6), 4-17-2001; Ord. No. G-2011-12, 1-24-2012)

#### Sec. 10-523. - Interpretation.

In their interpretation and application, the provisions of this article shall be considered minimum requirements. Where the provisions of this article impose greater restrictions than any statute, other regulations, ordinance or covenant, the provisions of this article shall prevail. Where the provisions of any statute, other regulations, ordinance or covenant impose greater restrictions than the provisions of this article, the provisions of such statute, other regulations, ordinance or covenant shall prevail.

(Code 1992, § 21.51(7); Ord. No. Z-11-99, § 21.51, 7-13-1997; Ord. No. Z-23-01, § 21.51(6), 4-17-2001; Ord. No. G-2011-12, 1-24-2012)

#### Sec. 10-524. - Other applicable regulations.

- (a) In addition to the applicability of these regulations, certain lands and structures in the county are also subject to, without limitation, regulations pertaining to floodplains, shorelands and wetlands and town or county zoning.
- (b) The Land Use Matrix found in the appendix at the end of this chapter provides a generalized listing of land uses that are compatible or prohibited in each of the airport overlay zones.

(Code 1992, § 21.51(9); Ord. No. Z-11-99, § 21.51, 7-13-1997; Ord. No. Z-23-01, § 21.51(6), 4-17-2001; Ord. No. G-2011-12, 1-24-2012)

Secs. 10-525—10-563. - Reserved.

Subdivision II. - AD - Airport District

Sec. 10-564. - Purpose; permitted uses and structures.

- (a) *Purpose.* The purpose of the AD, airport district is to implement the recommendations of the airport master plan and is intended to include all county land owned for airport purposes.
- (b) *Permitted uses and structures.* Any uses and structures that are directly related and necessary for the function and operation of the county airport, such as:
  - (1) Air terminals.
  - (2) Aircraft hangars.
  - (3) Aircraft runways, taxiways, aprons and related lighting and air support apparatus.
  - (4) Airport administration buildings.
  - (5) Airport maintenance buildings.
  - (6) Aircraft repair and maintenance buildings and facilities.
  - (7) Fuel storage and pumps.
  - (8) Parking lots and driveways.
  - (9) Commercial uses directly related to the airport operations.
  - (10) Agricultural crops which are harvested annually, grazing and farm fences.
  - (11) Public gatherings in conjunction with an airport related activity when first approved by the Airport Committee.

(Code 1992, § 21.53(1); Ord. No. Z-11-99, § 21.53, 7-13-1999; Res. No. Z-1-2003-2004, § 7.2, 2-24-2004; Ord. No. G-2011-12, 1-24-2012)

Sec. 10-565. - Prohibited uses and structures.

To protect the airport from incompatible uses and activities, the following are specifically prohibited in the AD, airport district:

- (1) Residential.
- (2) Hospitals, schools and churches.
- (3) Theater, amphitheaters, stadiums, trailer courts and campgrounds.
- (4) Places of public or semipublic assembly.
- (5) Any other structure or use which may be susceptible to being adversely affected by loud and extensive noise or which may interfere with the use and operation of the county airport.

(Code 1992, § 21.53(1)(c); Ord. No. Z-11-99, § 21.53, 7-13-1999; Res. No. Z-1-2003-2004, § 7.2, 2-24-2004; Ord. No. G-2011-12, 1-24-2012)

Sec. 10-566. - Dimensional requirements.

Dimensional requirements of the AD, airport district are as follows:

- (1) *Height regulations.* No structure or growth shall exceed the height permitted by the airport overlay district in which the property is located.
- (2) *Setback regulations.* The placement of structures shall adhere to Federal Aviation Administration design standards or section 54-350, whichever is more restrictive.
- (3) *Minimum area.* No minimum land area for the publicly owned lands. Private lands shall have minimum area permitted by the airport overlay district in which it is located.
- (4) *Airplane hangars.* Private airplane hangars may be allowed to be closer than 30 feet with state approval, but no closer than ten feet.

(Code 1992, § 21.53(1)(d); Ord. No. Z-11-99, § 21.53, 7-13-1999; Res. No. Z-1-2003-2004, § 7.2, 2-24-2004; Ord. No. G-2011-12, 1-24-2012)

Secs. 10-567—10-584. - Reserved.

Subdivision III. - AOD1 - Airport Overlay District Zone 1

Sec. 10-585. - Purpose and permitted uses and structures.

- (a) *Purpose.* The purpose of the AOD1, airport overlay district zone 1 is to permit uses of land which are considered compatible with the operating and use of the county airport. Zone 1 is coterminous with noise exposure forecast 30 (NEF 30), as described in the airport master plan, 1981.
- (b) *Permitted uses and structures.* AOD1 does not apply to county-owned lands in the airport district or the airport industrial district, except as provided therein:
  - (1) Uses permitted in subsections 10-564(b) and 10-649(b).
  - (2) Agricultural uses.
  - (3) Light recreational (nonspectator).

(Code 1992, § 21.53(2)(a); Ord. No. Z-11-99, § 21.53, 7-13-1999; Res. No. Z-1-2003-2004, § 7.2, 2-24-2004; Ord. No. G-2011-12, 1-24-2012)

Sec. 10-586. - Special uses; commercial and industrial uses.

- (a) Special, commercial and industrial uses of the AOD1, airport overlay district zone 1 are as follows:
  - (1) Each single commercial and industrial site shall be of a size not less than two acres.
  - (2) Each site shall contain no dwellings.
  - (3) A statement indicating if and how the proposed use will affect the county airport or how the county airport will affect the proposed use.
  - (4) Maximum ground area covered by buildings shall not exceed 50 percent of the lot area.
  - (5) A planned unit development permit is approved as provided in section 10-673.
- (b) Prohibited uses and structures. All uses and structures prohibited in the AD airport district shall be prohibited in the AOD1, airport overlay district zone 1.

(Code 1992, § 21.53(2)(c); Ord. No. Z-11-99, § 21.53, 7-13-1999; Res. No. Z-1-2003-2004, § 7.2, 2-24-2004; Ord. No. G-2011-12, 1-24-2012)

Secs. 10-587—10-606. - Reserved.



#### Subdivision IV. - AOD2 - Airport Overlay District Zone 2

##### Sec. 10-607. - Purpose, permitted uses and structures.

- (a) *Purpose.* The purpose of AOD2, airport overlay district zone 2 is to encourage the types of land development contiguous to the county airport which will be compatible with its operation. Zone 2 is subdivided in zones 2A and 2B. The dividing line between zones 2A and 2B begins at a point outward from the end of the runways for a distance of 1,850 feet and connecting at a point 10,000 feet from the end of each runway, excluding zone 1.
- (b) *Permitted uses and structures.* Permitted uses and structures are as follows:
  - (1) Agricultural.
  - (2) Light recreational (non-spectator).

(Code 1992, § 21.53(3)(a); Ord. No. Z-11-99, § 21.53, 7-13-1999; Res. No. Z-1-2003-2004, § 7.2, 2-24-2004; Ord. No. G-2011-12, 1-24-2012)

##### Sec. 10-608. - Special uses.

Special uses of AOD2, airport overlay district zone 2 are as follows:

- (1) Residential, provided it is the principal premises of a farm operation which exceeds 35 acres or if it is within zone 2B at a density of not more than one unit per two acres of land and occupying not more than 50 percent of the lot area.
- (2) Commercial and industrial uses provided the provisions in section 10-586 are met.

(Code 1992, § 21.53(3)(c); Ord. No. Z-11-99, § 21.53, 7-13-1999; Res. No. Z-1-2003-2004, § 7.2, 2-24-2004; Ord. No. G-2011-12, 1-24-2012)

##### Sec. 10-609. - Prohibited uses and structures.

Prohibited uses and structures of AOD2, airport overlay district zone 2 are as follows:

- (1) Residential, except as provided in subsection 10-608(1).
- (2) Prohibited uses and structures as provided in subsections 10-565(2) through (4).

(Code 1992, § 21.53(3)(d); Ord. No. Z-11-99, § 21.53, 7-13-1999; Res. No. Z-1-2003-2004, § 7.2, 2-24-2004; Ord. No. G-2011-12, 1-24-2012)

Secs. 10-610—10-628. - Reserved.

#### Subdivision V. - AOD3 - Airport Overlay District Zone 3

##### Sec. 10-629. - Purpose and permitted uses and structures.

- (a) *Purpose.* The purpose of the AOD3, airport overlay district zone 3 is to permit uses of land which will be developed in a manner consistent with the present and future use and operation of the county airport. Zone 3 is parallel to the runway at a width of one-half mile from its centerline and extends to a length of 16,000 feet from the end of each runway. Zone 3 is further subdivided into zone 3A. The dividing line between zones 3 and 3A begins at a point outward from the end of runway 30 at a distance of 13,620 feet and continues to a point 16,000 feet from said runway end point. Zone 3A is also located

off the end of runway 21. The dividing line between zones 3 and 3A begins at a point outward from the end of runway 21 at a distance of 15,000 feet and continues to a point 16,000 feet from said runway end point. The width of zone 3A is the same as described for zone 3.

(b) *Permitted uses and structures.* Permitted uses and structures within zone 3 are as follows:

- (1) Agricultural.
- (2) Light recreational (nonspectator), except those spectator activities approved by the Airport Committee.
- (3) Residential, provided it is the principal premises of a farm operation which exceeds 35 acres. (Note: Any properties zoned apartment residential at the time of adoption of this subdivision are hereby exempt).
- (4) Other residential which meet the following standards:
  - a. One acre minimum lot size per unit.
  - b. Maximum lot coverage of 50 percent.
  - c. Airport zoning permit is obtained from the inspector.
- (5) Commercial and industrial uses which meet the following standards:
  - a. One acre minimum lot size.
  - b. Maximum lot coverage of 75 percent.
  - c. Airport zoning permit is obtained from the inspector.

(c) *Permitted uses and structures within zone 3A are as follows:*

- (1) Existing uses and structures and existing lots of record which legally existed prior to April 2, 2012, in the Town of Grand Chute, Outagamie County and the Town of Menasha, Winnebago County, which will be developed in a manner consistent with the present and future use and operation of the county airport.
- (2) Agricultural.
- (3) Light recreational (nonspectator), except those spectator activities approved by the Airport Committee.
- (4) Residential, provided no greater density than what existed prior to April 2, 2012, (Note: Any properties zoned apartment residential at the time of adoption of this subdivision are hereby exempt).
- (5) An airport zoning permit must be obtained from an inspector for the construction or reconstruction of permitted structures.
- (6) Commercial and industrial uses which meet the following standards:
  - a. One acre lot size.
  - b. Maximum lot coverage of 75 percent.
  - c. Airport zoning permit is obtained from the inspector.

(Code 1992, § 21.53(4)(a); Ord. No. Z-11-99, § 21.53, 7-13-1999; Res. No. Z-1-2003-2004, § 7.2, 2-24-2004; Ord. No. G-2011-12, 1-24-2012)

Sec. 10-630. - Prohibited uses and structures.

Prohibited uses and structures as provided in subsections 10-565(2) through (4).

(Code 1992, § 21.53(c); Ord. No. Z-11-99, § 21.53, 7-13-1999; Res. No. Z-1-2003-2004, § 7.2, 2-24-2004; Ord. No. G-2011-12, 1-24-2012)

Secs. 10-631—10-648. - Reserved.

Subdivision VI. - AID - Airport Industrial District

Sec. 10-649. - Purpose and permitted uses and structures.

- (a) *Purpose.* The AID airport industrial district shall provide for and enable airport related manufacturing, assembly and marketing uses and activities to make appropriate use of the county airport in a planned setting of the air industrial park.
- (b) *Permitted uses and structures.* Permitted uses and structures are as follows:
  - (1) Potential occupants of this AID airport industrial district must be able to satisfactorily demonstrate with pertinent data that they have a need to locate within this district and thus have direct accessibility to the county airport facilities. Such uses include:
    - a. Aircraft sales.
    - b. Aircraft maintenance and repair provided all are within an enclosed structure.
    - c. Manufacturing, assembly, production and marketing of products requiring direct access to aircraft and the county airport.
    - d. Automobile parking lots.
    - e. Public gatherings in conjunction with an airport related activity, provided it is first approved by the Airport Committee.
  - (2) All private permitted uses listed in subsection (b)(1) of this section are subject to:
    - a. Planned unit development requirements in section 10-673.
    - b. A statement indicating if and how the proposed use will be affected by the project 1984 noise volumes indicated on sheet 8, land use guidance zones of the airport master plan (1981).

(Code 1992, § 21.53(5)(a); Ord. No. Z-11-99, § 21.53, 7-13-1999; Res. No. Z-1-2003-2004, § 7.2, 2-24-2004; Ord. No. G-2011-12, 1-24-2012)

Sec. 10-650. - Development standards.

The purpose of these standards is to achieve development which is practical, feasible and economic and is an asset to the owner, the neighboring occupants and the community. These standards are incorporated herein to help ensure the maintenance of property values, to help protect life and property and to help ensure that the purposes of the AID airport industrial district shall be achieved. Whenever a conflict in provisions of this subdivision might arise between these development standards and the planned unit development requirements, then these development standards shall prevail:

- (1) *Land.* Land standards are a minimum of two acres.
- (2) *Buildings.* Building standards are as follows:
  - a. All electrical and air conditioning structures, including towers and air handling units, regardless of location and whether on the roof or otherwise, shall be concealed by landscaping or by decorative screening material which form an integral part of the design.
  - b. Buildings or symbolic design or color schemes for reasons of advertising are not permitted.
  - c. All roof surfaces with a slope greater than three inches in 12 feet shall be shingled.



- d. Highly reflective building materials that might interfere with or create confusion with the navigation of aircraft shall not be permitted on the exterior of any buildings or upon the grounds thereof.
- e. Upon the sale of land by the county, construction shall begin within 12 months of the closing date and shall be completed within 24 months of the closing date. No parcel purchased from the county shall be resold without the required structural improvements.

(3) *Landscaping.* Landscaping standards are as follows:

- a. Emphasis is placed upon landscaping to achieve a park-like setting. Landscape design and planting is to be an integral part of the area and site design concept and not an afterthought merely added onto the plans.
- b. At least 30 percent of the total site area shall be landscaped. Appropriate natural or wild areas compatible with adjacent development are encouraged.
- c. Existing trees are to be saved whenever possible with necessary removal approved as a part of the landscape plan. It is incumbent upon the occupant to take all steps necessary to effectively protect such existing trees during and after clearing, grading and construction. The planting of additional appropriately sized trees in the case of loss of existing trees during this period may be required.
- d. Enough trees and shrubs along with grasses are required to accomplish a park-like appearance, visual screening, sound absorption, border definition, land cooling, drainage and other environmental relationships. If a site does not have an adequate number or stand of mature trees appropriately situated, several of the trees to be planted shall be at least 3½ inches to four inches in diameter. The term "several," as used herein, shall be an absolute minimum of three such trees for a site of two acres, plus one such additional tree for each additional one acre or fraction thereof.
- e. One of the uses of landscaping will be to screen. This can be by architecturally complementary wing walls, mounds, nonmetallic fences or vegetation. All yards shall have at least a ten-foot depth of landscaping, including landscaping to effectively screen parking lots and the automobiles thereon, loading docks, rail loading facilities, etc., from public streets, joint driveways and neighboring properties. The total landscaped depth of the two side yards shall be at least 30 feet. Landscaping shall not restrict vision at street intersections or driveways.
- f. The front yard and the side yards abutting the front one-third of the building shall have a minimum of a six-foot strip of landscaping immediately adjacent to the building or to any sidewalk adjacent to the building. Paved pedestrian walks to building entrances may cross such strip.
- g. The street and side yard lawns must be sodded. Proper seeding procedures may be used elsewhere. The lawn and as much of the other landscaping as the season permits shall be installed as an integral part of the building project. All remaining landscaping is to be installed during the next planting season.

(4) *Minimum building setback lines, yards.* Unless otherwise provided herein, the following yard and building setback requirements shall be observed for all sites:

- a. The minimum setback and yard shall be 55 feet adjacent to all federal, state and county highways as defined section 54-350.
- b. There shall be a minimum street front yard and street setback of 35 feet.
- c. There shall be a minimum interior side yard and rear yard of 20 feet for one story and ten additional feet of yard for each additional story.

(5) *Parking setbacks.* All parking lots, truck loading facilities and loading berths shall be located to the rear of the building or in the interior side yard beyond the front yard setback, except that a guest parking lot containing stalls for not more than ten cars may be located within the front yard,

street side or joint driveway side yard. The guest parking stalls shall be located at least 20 feet from any lot line and shall not be oriented toward, nor adjacent to the building. Such facilities shall be effectively screened as specified elsewhere herein. The inclusion of earth mounds in the screening of guest parking may be required.

- (6) *Parking areas.* On-street parking shall be prohibited in the airport industrial district. Off-street parking and loading shall be provided on the same lot as served. One off-street parking stall shall be provided for each employee with the number of parking stalls based on the maximum number of employees working at any given time and not exceed that number by 20 percent. At least one ten-foot by 30-foot loading berth shall be provided for buildings containing 10,000 to 100,000 square feet of gross floor area, plus one additional loading berth for each additional 100,000 square feet of gross floor area or fraction thereof. All driveways, parking lots, storage areas and loading berths shall be paved, dust-free and properly marked.
- (7) *Driveways.* It is the intention that driveways shall be designed to be compatible with a park-like setting. The design shall be such that it does not provide a direct, unscreened view from the street to the employee parking lot, docks, dock maneuvering areas or permitted storage areas. No parking shall be permitted on entry driveways, be they joint or otherwise.
- (8) *Lighting.* Lighting and its visual effects are to be considered an element of building and site design. Lighting may be used to emphasize landscaping, trees, a portion of the building, etc. It is not to be used as a form of advertising, except as prescribed in subsection (9) of this section. All lighting shall be shielded and confined within the property lines.
- (9) *Signs.* Sign standards are as follows:
  - a. This subsection pertains to all signs visible from the exterior of any building. Signing is limited to advertising only the names of the firm, companies or corporations operating the use conducted on the site. Signs shall not rotate, gyrate, blink or move in any animated fashion. Illuminations of signs shall be indirect or shielded and shall not be a nuisance to surrounding property nor conflict with aircraft operations.
  - b. Except as otherwise provided herein, the following sign regulations shall apply:
    1. *Nongovernmental signs.* Three types of nongovernmental signs shall be permitted:
      - (i) *Wall signs.* A sign attached to or erected on the exposed face of a building or structure in a plane approximately parallel with the plane of the exterior wall and in elevation view shall not extend beyond the cornice or edge of the building or structure. The wall sign shall not comprise more than ten percent of the building face on which the sign is located and shall not exceed 100 square feet in area or need be less than ten square feet in total area. Individual letters and/or symbols applied directly shall be measured by calculating the area within the rectangle that circumscribed the lettering and/or symbols. If there is more than one building on the site, the 100 square feet shall be cumulative.
      - (ii) *Ground signs.* One sign, either single or double-faced, is permitted. It shall be integrated with landscaping and shall not unduly interfere with traffic vision. The bottom of the sign may be flush with the ground. The top of the sign shall not be above the roofline or the first floor. The sign must be at least ten feet from the lot line. At this ten-foot distance, the maximum sign size is ten percent of the building face. If the sign is architecturally compatible with the building and site, then as the distance between the facing lot line and the sign increases beyond ten feet, an additional one-half square foot of sign area may be added for every additional foot of distance.
      - (iii) *On-site temporary sign, ground or wall.* For purposes of describing a construction or improvement project or advertising the sale or lease of a site or building. The sign shall be no larger than 32 square feet and shall not remain longer than completion of such construction, sale or lease.

2. *Entry and directory signs.* The county, its governmental successors and assigns shall have the right to erect entry and directory signs not subject to the size limitations in this declaration, so long as such signs are designed and erected in a fashion and in locations harmonious with the overall intent of this declaration. Such signs shall be subject to the approval of the airport committee.
- (10) *Outdoor storage and motor vehicle pools.* Outdoor storage or operations, to include motor vehicle pools, are not a matter of right, but may be permitted by the airport committee, subject to conditions specified in writing. Such permission shall always specify that the use be located to the rear of the building or in the interior side yard beyond the front yard setback and enclosed or screened as specified elsewhere herein. Such outdoor storage or operations shall not exceed the height of such screening. Walls or nonmetallic fencing may be made a mandatory part of such screening.
- (11) *Utilities.* All utility service lines on the property shall be placed underground. Such underground service lines cannot be connected to existing overhead facilities without the expressed written consent of the Airport Committee. It is noted that as part of the general upgrading of the area that all existing overhead utility facilities will be replaced by underground facilities within three years after this zone has been established on the zoning map of the county.
- (12) *Lot coverage.* The maximum lot coverage shall be 50 percent for buildings and structures.
- (13) *Access.* There shall be no access to class "A" highway, except via public streets. Access to other public streets shall comply with governmental regulations, including those which may be noted on the applicable certified survey or subdivision plat.
- (14) *Easements.* There is reserved to the county the right to acquire at no cost easements deemed necessary for further utility development and to locate such easement within the required yards or at other locations agreeable to property owners and/or tenants. The utility companies utilizing such easement shall have the normal responsibility to return such easement areas to the same level of improvement that existed prior to the installation and/or maintenance of such utilities at no cost to the owner.
- (15) *Subdivision.* Lots or sites shall not be further divided into parcels smaller than two acres without the prior written approval of the Airport Committee. Any division not only shall comply with applicable governmental regulations, but also shall not create a parcel which is not readily adaptable to these development standards.

(Code 1992, § 21.53(5)(c); Ord. No. Z-11-99, § 21.53, 7-13-1999; Res. No. Z-1-2003-2004, § 7.2, 2-24-2004; Ord. No. G-2011-12, 1-24-2012)

Sec. 10-651. - Nuisance, safety and environmental controls.

- (a) All unsold parcels and vacant parcels or portions of parcels vacant shall be maintained in a tidy manner. Any time after 15 days of written notification by the zoning inspector to the owner or lessee of needed landscaping or vacant parcel maintenance or upkeep, the county shall have the right to contract for the completion of the work. Any time after 30 days of written notification to the owner or lessee of needed maintenance or upkeep on buildings, structures, paved areas and the like, the county shall have the right to bill the owner or lessee for such costs, plus ten percent thereof for administrative costs. Minimum actions required on the part of the owner or lessee to avoid county action in the latter case is presentation of a written order, accepted in writing by a licensed contractor, to complete the work within a time limit deemed reasonable by the county, but not to exceed six months.
- (b) No rubbish may be burned on the premises. Smoke from operations shall not exceed a No. 1 rating on the Ringelmann Smoke Chart for periods aggregating four minutes in any 30-minute period. Dust, dirt and fly ash shall not exceed three-tenths of a grain per cubic foot of flue gas at 60 degrees Fahrenheit, 14.7 psi absolute and ten percent CO<sub>2</sub> and shall in no manner be unclean, destructive,

unhealthful or hazardous to humans or vegetation, nor shall visibility be impaired by opaqueness equivalent to a No. 1 on the Ringelmann chart.

- (c) Operations of aircraft within the airport industrial district or noncontrolled area shall conform to existing airport regulations. Any aircraft not complying with Federal Aviation Regulations, part 36, shall be towed to a controlled area of the county airport. A planned unit development permit must be approved for the construction of an aircraft testing stand or facility and for the operation of aircraft that may exceed existing airport regulations. It is intended that aircraft not be operated in such a manner as to cause or create an unusually noisy condition or disturbance.
- (d) Vibration originating within the property which is discernible to the human sense of feeling at the property line shall not be permitted at any time. Emission of gaseous pollutants is not to cause air pollution or public nuisance as defined in the state department of natural resources' air pollution control rules. No person shall emit into the ambient air malodorous substances or liquid pollutants in the form of mist at levels which cause air pollution or a public nuisance.

(Code 1992, § 21.53(5)(d); Ord. No. Z-11-99, § 21.53, 7-13-1999; Res. No. Z-1-2003-2004, § 7.2, 2-24-2004; Ord. No. G-2011-12, 1-24-2012)

#### Sec. 10-652. - Right of entry.

During reasonable hours, representatives of the county shall have the right to enter upon and inspect any building, site or parcel and the improvements thereon for the purpose of ascertaining whether or not the provisions of the airport industrial district have been or are being complied with. Such representatives shall have the further right as necessary to enter upon the premises to accomplish work ordered as provided herein. Such representatives shall not be deemed guilty of trespass by reason of such entry.

(Code 1992, § 21.53(5)(e); Ord. No. Z-11-99, § 21.53, 7-13-1999; Res. No. Z-1-2003-2004, § 7.2, 2-24-2004; Ord. No. G-2011-12, 1-24-2012)

#### Sec. 10-653. - Height regulations.

Except as otherwise provided in this subdivision, no structure shall be constructed, altered, located or permitted to remain and no trees shall be allowed to grow in excess of the height limit indicated on the maps referred to in section 10-677.

(Code 1992, § 21.53(5)(f); Ord. No. Z-11-99, § 21.53, 7-13-1999; Res. No. Z-1-2003-2004, § 7.2, 2-24-2004; Ord. No. G-2011-12, 1-24-2012)

#### Sec. 10-654. - Use restrictions.

No use may be made of any land or structure in such manner as to create electrical interference with radio communications between the airport and aircraft; make it difficult for pilots to distinguish between airport lights and other lights; result in glare in the eyes of pilots using the airport; impair visibility in the vicinity of the airport; or otherwise endanger the landing, taking off or maneuvering of aircraft.

(Code 1992, § 21.53(5)(g); Ord. No. Z-11-99, § 21.53, 7-13-1999; Res. No. Z-1-2003-2004, § 7.2, 2-24-2004; Ord. No. G-2011-12, 1-24-2012)

#### Sec. 10-655. - Administration.

The county airport director is hereby appointed as zoning inspector of the county to enforce the AID airport industrial district. The township inspector of the Towns of Greenville and Grand Chute and the



county planner are hereby appointed as deputy inspectors. Such inspector and his deputies shall have the duty to administer and enforce the regulations described herein. Applications for permits and variances shall be made to the zoning inspector or his deputies upon a form furnished by him. Applications which are by this subdivision to be decided by the airport director as inspector or deputy inspector shall be promptly considered and granted or denied by him within ten workdays or considered approved. Applications for action by the Board of Adjustment shall be immediately transmitted by the inspector or his deputies to the Board for hearing and decision.

(Code 1992, § 21.53(5)(h); Ord. No. Z-11-99, § 21.53, 7-13-1999; Res. No. Z-1-2003-2004, § 7.2, 2-24-2004; Ord. No. G-2011-12, 1-24-2012)

Sec. 10-656. - Permits.

- (a) *Future uses.* No structure shall hereafter be constructed, erected or installed or be permitted to remain in the AID airport industrial district until the owner or his agent shall have applied in writing for a permit therefore and obtained such permit from the inspector or his deputies. Such permit shall be posted in a prominent place on the premises prior to and during the period of construction, erection, installation or establishment. No tree may be planted without a permit and any tree planted without a permit or permitted to grow without planting may be ordered removed at any time by the inspector or his deputies upon their finding that such tree violates or is about to violate the height restriction for the zone. Application for such permit shall indicate the use for which the permit is desired and shall describe and locate the use with sufficient particularity to permit the inspector or his deputies to determine whether such use would conform to the regulations herein prescribed. If such determination is in the affirmative, the inspector or his deputies shall issue the permit applied for. The decision of the inspector shall take precedence over the decision of the deputies.
- (b) *Existing uses.* Before any nonconforming structure or tree may be replaced, altered or repaired, rebuilt or replanted, a permit shall be applied for and secured in the manner prescribed by subsection (a) of this section authorizing such change, replacement or repair. No such permit shall be granted that would allow the structure or tree to become a greater hazard to air navigation than it is when the application for permit is made.

(Code 1992, § 21.53(5)(i); Ord. No. Z-11-99, § 21.53, 7-13-1999; Res. No. Z-1-2003-2004, § 7.2, 2-24-2004; Ord. No. G-2011-12, 1-24-2012)

Sec. 10-657. - Hazard marking and lighting.

Any permit or variance granted may, if action is deemed advisable by the inspector or his deputies to effectuate the purpose of this subdivision and if such is reasonable in the circumstances, be so conditioned as to require the owner of the structure or trees in question to permit the owner of the airport at its own expense to install, operate and maintain thereon such markers and lights as may be necessary to indicate to flyers the presence of an airport hazard.

(Code 1992, § 21.53(5)(j); Ord. No. Z-11-99, § 21.53, 7-13-1999; Res. No. Z-1-2003-2004, § 7.2, 2-24-2004; Ord. No. G-2011-12, 1-24-2012)

Secs. 10-658—10-672. - Reserved.

## APPENDIX - OUTAGAMIE COUNTY AIRPORT ZONING ORDINANCE APPENDIX; LAND USE MATRIX

### Outagamie County Airport Overlay Zoning Land Use Compatibility Summary

LAND USE	ZONING DISTRICT/LAND USE COMPATIBILITY					
	AD	AOD1	AOD2A	AOD2B	AOD3	AID
Airport Operations:						
• Airport terminal and hangars	Yes	No	No	No	No	Yes
• Airport Administration and maintenance buildings	Yes	No	No	No	No	Yes
• Fuel storage and pumps	Yes	No	No	No	No	Yes
• Aircraft runways, taxiways, aprons and related facilities	Yes	No	No	No	No	Yes
• Commercial uses related to airport operations	Yes	No	No	No	No	Yes
Residential {1}	No	No	No	Yes	Yes	No
Lodging:						
• Hotels & motels	No	No	No	No	No	No
• Bed and breakfast	No	No	No	Yes	Yes	No
Institutional and Medical:						
• Elementary, middle, and high schools	No	No	No	No	No	No
• Colleges and universities	No	No	No	No	No	No
• College/university outdoor training facilities	Yes	No	No	No	Yes	No
• Hospitals	No	No	No	No	No	No
• Nursing homes	No	No	No	No	No	No

• Clinics, out-patient	No	No	Yes	Yes	Yes	No
• Pet hospitals/veterinarian services	No	No	Yes	Yes	Yes	No
• Other medical facilities	No	No	No	No	No	No
Industrial:						
• General industrial	No	Yes	Yes	Yes	Yes	Yes
• General light industrial	No	Yes	Yes	Yes	Yes	Yes
• General heavy industrial	No	Yes	Yes	Yes	Yes	Yes
• Industrial park	No	Yes	Yes	Yes	Yes	Yes
• Manufacturing	No	Yes	Yes	Yes	Yes	Yes
• Warehousing	No	Yes	Yes	Yes	Yes	No
• Mini-warehousing	No	Yes	Yes	Yes	Yes	No
• Wholesale trade	No	Yes	Yes	Yes	Yes	No
Transportation, Communications & Utilities:						
• Railroad, bus and other transit	Yes	Yes	Yes	Yes	Yes	No
• Motor vehicles sales, service, and rentals	Yes	Yes	Yes	Yes	Yes	No
• Aircraft transportation	Yes	No	No	No	No	Yes
• Marine craft sales and service	No	Yes	Yes	Yes	Yes	No
• Highway and street right-of-way	Yes	Yes	Yes	Yes	Yes	Yes
• Automobile parking	Yes	Yes	Yes	Yes	Yes	Yes
• Communications	Yes	Yes	Yes	Yes	Yes	Yes

• Towers (2)	No	No	No	No	No	No
• Utilities	Yes	Yes	Yes	Yes	Yes	Yes
• Solid waste disposal/landfills (3)	No	No	No	No	No	No
• Other transportation, communication & utilities	Yes	Yes	Yes	Yes	Yes	Yes
Office:						
• General offices	No	Yes	Yes	Yes	Yes	No
• Government offices (<25,000 Gross Square Feet)	No	Yes	Yes	Yes	Yes	No
• Research centers	No	Yes	Yes	Yes	Yes	No
• Call centers	No	No	No	No	Yes	No
Retail Trade:						
• General retail stores/centers (<20,000 GSF) (4)	No	Yes	Yes	Yes	Yes	No
• General retail stores/center (<30,000 GSF) (4)	No	No	Yes	Yes	Yes	No
• General retail stores/centers (<40,000 GSF) (4)	No	No	No	No	Yes	No
• Furniture stores	No	Yes	Yes	Yes	Yes	No
• Shopping malls (5)	No	No	No	No	No	No
• Grocery stores/supermarkets (<20,000 GSF)	No	No	No	Yes	Yes	No
• Grocery stores/supermarkets (<40,000 GSF)	No	No	No	No	Yes	No
• Banquet halls (<10,000 GSF)	No	No	No	Yes	Yes	No
• Banquet halls (<25,000 GSF)	No	No	No	No	Yes	No
• Restaurants (<3,500 GSF)	No	Yes	Yes	Yes	Yes	No



• Restaurants (<7,000 GSF)	No	No	No	No	Yes	No
• Taverns/bars (<3,000 GSF)	No	No	No	Yes	Yes	No
• Taverns/bars (<7,000 GSF)	No	No	No	No	Yes	No
• Filling stations/convenience stores	Yes	Yes	Yes	Yes	Yes	No
• Automobile sales, service, and repairs	No	Yes	Yes	Yes	Yes	No
• Car Washes	No	Yes	Yes	Yes	Yes	No
• Highway oasis	No	No	No	No	Yes	No
• Truck stops	No	No	No	No	Yes	No
Services:						
• Finance, insurance, and real estate	No	Yes	Yes	Yes	Yes	No
• Personal and professional services	No	Yes	Yes	Yes	Yes	No
• Cemeteries	No	Yes	Yes	Yes	Yes	No
• Business and repair services	No	Yes	Yes	Yes	Yes	No
• Construction services	No	Yes	Yes	Yes	Yes	No
• Religious facilities	No	No	No	No	No	No
• Adult/child care facilities	No	No	No	No	No	No
Cultural, Entertainment, and Recreational:						
• Museums and libraries	No	No	No	No	No	No
• Nature centers and exhibits	No	Yes	Yes	Yes	Yes	No
• Auditoriums and concert halls	No	No	No	No	No	No

• Indoor recreational facilities (such as racquet clubs, bowling alleys, movie theaters, laser tag, and the like) (<25,000 GSF)	No	Yes	Yes	Yes	Yes	No
• Outdoor music shells and amphitheaters	No	No	No	No	No	No
• Outdoor sports arenas/spectator sport facilities	No	No	No	No	No	No
• Outdoor recreational facilities (such as golf courses, riding stables, and the like)	No	Yes	Yes	Yes	Yes	No
• Resorts and group camps	No	No	No	No	No	No
• Parks	No	Yes	Yes	Yes	Yes	No
Agricultural, Forestry, and Mining	No	Yes	Yes	Yes	Yes	No
Ponds - Retention, Detention, and Other Manmade Waterbodies (6)	No	No	No	No	No	No

Notes:

\* Footnote 1 - Residential development is permitted at the following densities: Zone 2B = 1 unit per 2 acres/50% maximum lot coverage; Zone 3 = 1 unit per 1 acre/50% maximum lot coverage.

\* Footnote 2 - Towers present not only height concerns, but also navigation concerns and would only be permitted subject to height limitations.

\* Footnote 3 - Solid waste facilities and landfills are significant wildlife attractors.

\* Footnote 4 - General retail store/centers include, but are not limited to, discount stores, department stores, electronic stores, hardware stores, drug stores, and the like.

\* Footnote 5 - Shopping malls are generally considered as large regional retail centers with a group of commercial establishments which are planned, developed, and managed as a single unit (i.e., Fox River Mall).

\* Footnote 6 - Could be permitted provided wildlife deterrent measures within the 10,000' from the Air Operations Area of the airport are approved by the County/Community of jurisdiction.

\* The conversion of an existing use must comply with the restrictions noted for the proposed use.

\* No use is allowed to produce smoke, glare, electrical interference, or other thing that could be a hazard to the airport operations or to the operation of aircraft.

\* All uses are subject to the height limitations.

AD = Airport District

AOD1 = Airport Overlay District 1

AOD2A = Airport Overlay District 2A

AOD2B = Airport Overlay District 2B

AOD3 = Airport Overlay District 3

AID = Airport Industrial District

(Ord. No. G-2011-12, 1-24-2012)



# Outagamie County Regional Airport Zoning Map

April 2, 2012

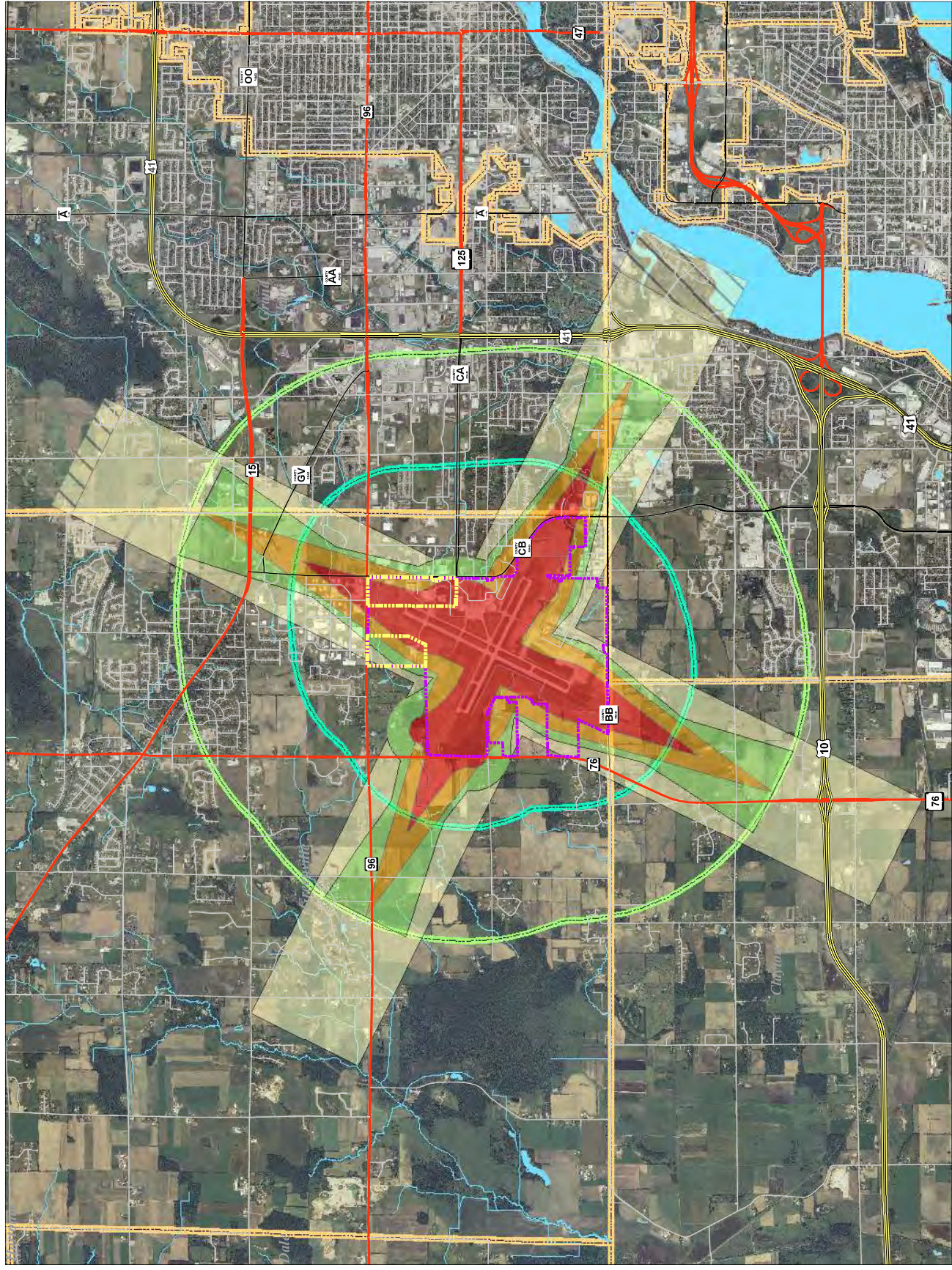


**Legend**

Municipality

Airport Zoning

- AOD Airport Overlay District Zone 1
- AOD Airport Overlay District Zone 2A
- AOD Airport Overlay District Zone 2B
- AOD Airport Overlay District Zone 3
- AOD Airport Overlay District Zone 3A
- Airport Industrial District (AID)
- Airport District (AD)
- 5,000 Ft buffer from AOA
- 10,000 Ft buffer from AOA
- AOA = Air Operations Area



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## **APPENDIX D – POTENTIAL FUNDING PROGRAMS**

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# Wisconsin Community Funding & Program Guide

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*This document was prepared by Cedar Corporation in response to the many needs of our client communities. It offers a reasonably comprehensive listing and summary of Federal, State, and non-profit grant and funding resource programs, mechanisms, and opportunities. Programs are organized by general categories of funding interest, with specific funding programs listed under each category. Please know that while Cedar Corporation tries its best to ensure program information is current, there are constant changes which we may not be aware of. If have more questions or interest about a program, please feel free to reach out to your Client Manager or to Eric Fowle, Senior Planner at [eric.fowle@cedarcorp.com](mailto:eric.fowle@cedarcorp.com). A set of icons provides a quick visual for each type of funding or assistance program as follows:*

<b>Grant Program</b>	<b>Low-Cost Loan Program</b>	<b>Tax/Credit Program</b>	<b>Technical Assistance / Training Program</b>	<b>Resources / Support</b>
				

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## COMMUNITY INFRASTRUCTURE FUNDING



### Water and Waste Disposal Loan and Grant Program (USDA)

This program provides funding for clean and reliable drinking water systems, sanitary sewage disposal, sanitary solid waste disposal, and storm water drainage to eligible rural areas. Service area must be under 10,000 in population. **Deadline: Continuous / Max Funding: Based on \$ available / Terms: Max. 40 yrs., interest rate may be as low as 3%**



### Board of Commissioners of Public Lands (BCPL)

This simple program offers loans to municipalities, schools, lake districts, metropolitan sewerage districts and town sanitary districts for a wide variety of purposes. **Deadline: Continuous / Terms: varies**



### Clean Water Fund Program (WDNR)

The Clean Water Fund Program offers subsidized interest rate loans and principal forgiveness (grants) to any local unit of government to construct or modify municipal wastewater systems or construct urban storm water best management practices. Funding from this program is typically used for the planning, design, and construction of publicly owned wastewater and storm water systems and infrastructure. **Deadline: Annually, October 31 for following year funding / Max Funding: None / Terms: 30 yr. max, current rates 0% - 1.76%**



### **Safe Drinking Water Loan Program (SDWLP)**

The Safe Drinking Water Loan Program (SDWLP) provides financial assistance to municipalities for drinking water infrastructure projects. Funds are commonly used for the planning, design, and constructions of new wellhouses, wellhouse rehabilitation, storage facilities, and watermain replacements. **Deadline: Annually, October 31 for following year funding / Max Funding: None / Terms: 30 yr. max, current rates 0% - 1.76%**



### **Community Facility Guaranteed Loans (USDA)**

These loans provide funding for essential community facilities, i.e., village/town halls, libraries, hospitals, clinics, adult/childcare centers, assisted living facilities, nursing homes, homeless shelters, police stations, fire halls, fire, police and emergency vehicles, private schools and colleges, museums, and airports. This program also may be used to fund recreational facilities. Applicants must be public bodies, federally recognized Indian Tribes, or non-profit organizations. Cities and villages must have a population of 20,000 or fewer. **Deadline: Year-Round / Max Funding: Based on \$ available / Loan Terms: 40 yrs. max., interest rate negotiated**



### **Emergency Community Water Assistance Grants (USDA)**

This program helps eligible communities prepare, or recover from, an emergency that threatens the availability of safe, reliable drinking water. Eligible applicants include: most state and local governmental entities (w/population of 10,000 or less) that meet income guidelines, nonprofit organizations, and federally recognized tribes. Disaster events that qualify include: Drought or flood, earthquake, tornado or hurricane, disease outbreak, chemical spill, leak or seepage, or other disaster. Note that a federal disaster declaration is not required. **Deadline: Continuous / Max Funding: \$150,000 water lines and \$1 million water source and treatment / Local Match: None**



### **Community Facilities Direct Loan & Grant Program (USDA)**

These loans and grants provide funding for essential community facilities including village/town halls, libraries, hospitals, clinics, adult/childcare centers, assisted living facilities, nursing homes, homeless shelters, police stations, fire halls, fire, police and emergency vehicles, private schools and colleges, museums, and airports. Applicants must be public bodies, federally recognized Indian Tribes, or non-profit organizations. Cities and villages must have a population of 20,000 or fewer. **Deadline: Continuous / Max Funding: varies / Loan Terms: 40 yrs. max., interest rate as low as 3%.**



## TRANSPORTATION FUNDING (see Trails for multi-modal)



### Transportation Alternatives Program (WisDOT)

The TAP program provides funds that increase multi-modal transportation while enhancing the community and the environment. Eligible projects include multi-use recreational trails, landscaping, or the preservation of historic transportation structures.

**Deadline: Biennial / Max. Funding: Based on \$ available / Local Match: 20%**



### Local Bridge Improvement Assistance Program (WisDOT)

This program helps counties, cities, villages, and towns rehabilitate or replace existing bridges. A project must be located on a local road (not on a connecting highway), the structure must have a span of greater than 20 feet in length and have a sufficiency rating (SR) of 80 or less for rehabilitation or 50 or less for replacement.

**Deadline: Not announced / Max Funding: Based on \$ available / Local Match: 20%**



### WisDOT Local Road Improvement Program (CHIP, TRIP, MSIP)

The Local Road Improvement Program (LRIP) is a reimbursement program for road improvements. Three components exist: County Highway Improvement (CHIP) program, Town Road Improvement (TRIP) program, and Municipal Street Improvement (MSIP) program. There are also three similar discretionary components for high-cost projects.

**Deadline: Biennial, on odd-numbered years, usually November / Max Funding: Variable / Local Match: 50%**



### State Infrastructure Bank Program (WisDOT)

This program is a revolving loan program for transportation infrastructure improvements to promote transportation efficiency, safety, and mobility.

**Deadline: First come, first serve annually / Max Funding: Based on \$ available / Terms: Max. 30 yrs.**



### Wisconsin Employment Transportation Assistance Program (WisDOT)

The WETAP 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. **Deadline: Annually, early November / Max. Funding: Varies / Local Match: Up to 50%**



## RAIL & AIRPORT INFRASTRUCTURE GRANTS



### [Freight Railroad Infrastructure Improvement Program \(WisDOT\)](#)

The FRIIP provides loans that assist with improvements to rail infrastructure, highway/grade crossings, and the construction of new rail-served facilities to boost economic activity. Eligible applicants include private industries, railroads, and local governments. **Deadline: Continuous / Max. Funding: Based on \$ available / Terms: 100%, min. 2% interest**



### [Freight Railroad Preservation Program \(WisDOT\)](#)

FRPP provides grants to local governments and public entities for rail projects designed to preserve rail service or rehabilitate fixed-facilities on publicly supported rail lines. Projects can include the purchase of rail lines to preserve freight rail service. **Deadline: Continuous / Max. Funding: Based on \$ available / Local Match: 20%**



### [Railroad Crossing Improvements \(OCR\)](#)

Wisconsin's Office of the Commissioner of Railroads (OCR) works with private rail firms, local governments, and citizens on a variety of highway/rail crossing issues.

## TRAIL GRANTS



### [Recreational Trails Program \(WDNR\)](#)

Provides funds for motorized and non-motorized recreational trail rehabilitation, maintenance, development, and acquisition. Funds may be used in conjunction with funds from the state snowmobile or ATV grant programs and Knowles-Nelson Stewardship projects. **Deadline: Annually on May 1. Max Award: \$45,000 (\$200,000 every third calendar year). Local Match: 50%.**



### [The Norma and Stanley DeBoer Quiet Trails Fund \(NRF\)](#)

Provides funding to support the creation and maintenance of quiet trails (e.g., walking, hiking, or skiing) open to the public. Applicant must be one of the following: a public charity with approved 501(c)(3) exempt status; a governmental unit, an Indian tribe; or an accredited school, college, or university. Funding may not be used to support projects open to motorized vehicles (e.g., snowmobiles, all-terrain vehicles, motorcycles) or mountain bikes. **Deadline: Annually by March 1 / Max. Funding: \$1,000 / Local Match: None required.**



### [Snowmobile Trail Aids \(WDNR\)](#)

Snowmobile Trail Aids provide funds to maintain trails. Eligible Items include clearing of trees from storm damage, filling and grading, and widening and straightening trail segments to improve visibility. **Deadline: Annually (04/15 for maintenance and development projects, 08/01 for supplemental maintenance) / Max. Funding: Varies / Local Match: 0%**



### [PeopleForBikes Community Grant Program](#)

This program supports bicycle infrastructure projects that make it easier and safer for people of all ages and abilities to ride. Example infrastructure projects include: bike paths, lanes, trails, and bridges; mountain bike facilities; and bike racks, bike parking, bike repair stations and bike storage. **Deadline: Jan. 22, 2021 or July 23, 2021 / Max. Funding: \$10,000 / Local Match: 50%**

## STORMWATER & WATER QUALITY GRANTS



### [Surface Water Grants \(WDNR\)](#)

The surface water grant program provides cost-sharing grants for surface water protection and restoration. Funding is available for education, ecological assessments, planning, implementation, and aquatic invasive species prevention and control. **Deadline: Annually / Max. Funding: Varies with project type / Local Match: 25%-33%**



### [Targeted Runoff Management Grant Program \(WDNR\)](#)

The Targeted Runoff Management (TRM) Grant Program offers competitive grants for local governments for the control of pollution. Eligible items: stream bank protection projects, wetland construction, detention ponds, and property acquisition costs. **Deadline: Annually / Max. Funding: \$150,000-\$1 million / Local Match: 30%+**



### [Urban Nonpoint Source & Storm Water Mgt. Construction & Planning Grants \(WDNR\)](#)

The Urban Nonpoint Source & Storm Water (UNPS&SW) Management Grant Program offers competitive grants for controlling urban nonpoint source and storm water runoff pollution. Eligible projects: storm water detention ponds, streambank stabilization, shoreline stabilization, land acquisition, stormwater management planning, education, ordinance, and utility development. **Deadline: May 15th / Max. Funding: \$150,000 / Local Match: varies**

## RECREATION, OPEN SPACE, PARK FACILITIES



### [Land and Water Conservation Fund \(WDNR\)](#)

The LWCF provides financial assistance to state agencies, counties, villages, towns, school districts, cities, and Indian tribes for the acquisition and development of public outdoor recreation areas and facilities. **Deadline: Annually on May 1 / Max. Funding: None / Local Match: 50%**



### [Stewardship Assistance - Aids for the Acquisition and Development of Local Parks \(WDNR\)](#)

This competitive grant is used for acquisition or development of public outdoor recreation areas for nature-based outdoor recreation, including trails. **Deadline: May 1 / Max. Funding: None / Local Match: 50%**



### [Stewardship Assistance - Urban Green Space Grants \(WDNR\)](#)

Funding for acquisition of lands near urban areas to provide natural spaces, protect scenic features, or provide areas for community gardens. **Deadline: May 1 / Max. Funding: None / Local Match: 50%**



### [Stewardship Assistance - Urban Rivers Grants \(WDNR\)](#)

The program goals are to improve the quality of urban waterways and riverfronts through preservation, restoration or enhancement and expand outdoor recreational opportunities. Projects include riverfront parks and trail construction. **Deadline: May 1 / Max. Funding: None / Local Match: 50%**



### [Stewardship Assistance - Acquisition of Development Rights \(WDNR\)](#)

This program provides funding for the acquisition of development rights that provide or enhance nature-based outdoor recreation areas. **Deadline: May 1 / Max. Funding: None / Local Match: 50%**



### [Restoration and Resilience COVID Recovery Fund \(NEEF\)](#)

The Restoration and Resilience COVID Recovery Fund provides grants for **parks, nature areas, and other green spaces**, that have been impacted by increased use during the COVID-19 pandemic. **Deadline: February 1, April 1, and June 1, 2021 / Max. Funding: \$2,500 / Local Match: 0%**



### [Burke's Grant Resource Center \(Private\)](#)

Burke's Grant Resource Center is a database of Federal, State and Private Foundation grants available to schools and non-profit organizations including those with religious affiliations. For more information, contact a Burke Representative by calling 800-266-1250.



### [American Express Grants \(Private\)](#)

American Express has three divisions of their grant program, one of which includes community service and could be a good fit for the installation of a playground. Grant amounts vary and there is a rolling deadline. **Deadline: Continuous**



### [Kaboom! Grant Opportunities & Resources \(Private\)](#)

KABOOM! works with corporate sponsors to bring play areas to communities. **Deadline: Continuous / Max. Funding: \$80,000**



### [Christopher & Dana Reeve Foundation \(Private\)](#)

The Christopher Reeve Foundation offers grants for special needs to support non-profits addressing the needs of persons living with paralysis, their families, and caregivers. **Deadline: Spring Cycle opens Feb. 2021 / Max. Funding: Varies**



### [Keurig Dr. Pepper Let's Play Grants \(Private\)](#)

Keurig Dr. Pepper provides funding for equipment and play spaces to make active play a daily priority. **Deadline: Continuous**



### [The Campbell Soup Foundation \(Private\)](#)

The Foundation donates to organizations that focus on community wellbeing, youth empowerment and the development of a healthy community. A focus has been placed on COVID recovery for 2021. **Deadline: January 15, 2021 / Max. Funding: \$25,000**



### [Parks for All Grants](#)

Parks for All, the charitable giving program of Hydro Flask, supports the development, maintenance, and accessibility of public green spaces. The non-profit organization must be dedicated to building, restoring, maintaining, or providing public access to parks and recreational public lands or beaches and coastal areas.



### [Fundraising Ideas & Resources \(NRPA\)](#)

The National Parks and Recreation Association has fundraising ideas and resources along with updated grant listings for park and recreation projects.



## ECONOMIC DEVELOPMENT PROGRAMS



### [Tax Incremental Financing \(TIF\) \(WDOR\)](#)

One of the best economic development tools available for communities, a TIF District is a financing tool that allows municipalities to invest in infrastructure and other improvements and pay for these investments by capturing property tax revenue from the newly developed property. Typically, the amount of assistance for a project is based on the increased assessed value, number of jobs created or retained, the type of project, and impact on the community. Specifically pertaining to rural towns, the creation of TAF Districts (Tourism, Agriculture, and Forestry) is a tool to provide incentives to promote business.



### [Transportation Economic Assistance \(WisDOT\)](#)

The Transportation Economic Assistance (TEA) program provides matching state grants to governing bodies 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. Job creation or retention is a requirement for the program. **Deadline: Continuous / Max. Funding: \$1 million / Local Match: 50%**



### [Community Development Block Grants for Economic Development Program \(WDOA\)](#)

CDBG funds are awarded to local governments to assist businesses in creating or retaining jobs for individuals with low and moderate incomes. Examples of eligible projects include business loans to expand facilities or purchase equipment, specialized employee training, or business infrastructure projects.



### [Fab Lab Grant Program \(WEDC\)](#)

The goal of the Fabrication Laboratories (Fab Labs) Grant Program is to support the growth of a talent pipeline in the state. The program is designed to support hands-on science, technology, engineering, arts, and math (STEAM) education by assisting public school districts with equipment purchases used for instructional and educational purposes in fabrication laboratories in Wisconsin schools.



### [Wisconsin Business Improvement Districts \(State Legis.\)](#)

Wisconsin Statutes gives municipalities the power to establish one or more Business Improvement Districts (BIDs) within their community. The municipality can also develop an assessment methodology that allows properties in the BID to contribute to promotion, management, maintenance, and development programs.



### [Public Finance Authority \(PFA\)](#)

The Public Finance Authority (PFA) was established to provide a means to finance projects efficiently and reliably on behalf of local governments. PFA's mission is to provide local governments and eligible private entities access to low-cost, tax-exempt, and other

financing for projects that contribute to social and economic growth and improve the overall quality of life in communities.



### [Community Trade Adjustment Assistance \(EDA\)](#)

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.

## ENERGY EFFICIENCY & ENERGY PLANNING



### [Energy Innovation Grant Program \(PSC\)](#)

The Energy Innovation Grant Program established by the Public Service Commission covers a wide variety of energy related projects that reduce energy consumption and support renewable energy and energy storage, energy efficiency and demand response, electric and renewable natural gas (RNG) vehicles and infrastructure, or comprehensive energy planning. **Deadline: Biannual, January submission typical / Max. Award: \$500,000 / Local Match: 0%**



### [Solar for Good Grant Program \(RENEW\)](#)

RENEW awards grant-funding and solar panels to nonprofit organizations, helping them switch to clean, renewable, solar energy. The program also offers small grants for engineering reviews and technical. Application information for 2021 has yet to be released, but likely to be due on October 1, 2021.

## ARTS & CULTURE



### [Creative Communities Grants \(WAB\)](#)

The Creative Communities Program encourages arts education and community arts development in Wisconsin. It provides support for projects that further the Arts Board's goals in the following three areas: Arts Education; Folk and Traditional Arts; and Local Arts. A project must be distinct from the organization's regular, ongoing programs/services. **Deadline: Applications: January 21, 2021 / Max. Funding: ~\$5,000 / Local Match: Not listed**



### [Grants for Humanities Programs](#)

Wisconsin Humanities awards grants to support locally-initiated public humanities programs. They offer two types of grant opportunities throughout the year: Mini Grants (up to \$2,000) are awarded four times per year. Award decisions are made by the end of the month, and Major Grants (\$2,001 - \$10,000) are awarded three times per year. **Deadline: Varies / Max. Award: \$2,000 & \$5,000 / Local Match: Not required.**



### [Kohler Foundation Grants](#)

This grant is for non-profit and public organizations with geographic preference in Sheboygan County followed by small towns in Wisconsin. **Deadline: March 15 and Sept. 15, 2021 / Max. Award: \$5,000 / Local Match: Not required.**



### [Our Town Grants \(NEA\)](#)

Our Town is the National Endowment for the Arts' creative placemaking grants program. Successful projects require a partnership between a local government entity and a cultural organization. **Deadline: March 15 & Sept. 15, 2021 / Max. Award: \$150,000 / Local Match: 50%**

## FORESTRY / URBAN FORESTRY



### [Urban Forestry Grants \(WDNR\)](#)

The WDNR offers urban forestry grants to cities, villages, towns, counties, tribes and 501(c)(3) nonprofit organizations. These grants fall into three categories: 1) Regular Grants support new, innovative projects that will develop sustainable urban and community forestry programs; 2) Startup grants are available to communities that want to start or restart an urban forestry program, and 3) Catastrophic storm grants fund tree repair, removal or replacement following a catastrophic storm event for which the governor has declared a State of Emergency. **Deadline: Annual, October 1/ Max. Funding: \$5,000/ \$25,000 / Local Match: 50% cash or in-kind**

## WILDLIFE & HABITAT / CONSERVATION EDUCATION



### [Bass Pro Shops \(Private\)](#)

Bass Pro Shops offers community grants geared toward outdoor projects, including wildlife and habitat protection, connecting people to the outdoors, advocating sportsmen's rights, and supporting veterans. Small grants (<\$10,000) are typical, but larger projects may be funded.



### [Fund for Wild Nature Grants](#)

The Fund provides small grants for North American campaigns to save native species and wild ecosystems, with particular emphasis on actions designed to defend threatened wilderness and biological diversity. Examples of activities funded include advocacy, litigation, public policy work, and similar endeavors. **Deadline: May 1, Oct. 1**



### **Five Star Urban Waters Restoration Program Grant (NFWF)**

The focus of this grant is on ecological improvements, including wetland, riparian, forest, and coastal habitat restoration; wildlife conservation; community tree canopy enhancement; water quality monitoring; and green infrastructure best management practices for managing run-off. This program requires the establishment of partnerships of at least five organizations (nonprofit organizations, local and state government agencies, Indian tribes, and educational institutions). **Deadline: January 28, 2021 / Max. Funding: \$50,000 / Local Match: 50%**



### **C.D. Besadny Conservation Fund Grants (NRF)**

This conservation fund was established to invest in grassroots conservation and education projects that benefit Wisconsin's lands, waters, and wildlife, and that connect people to Wisconsin's natural resources. Priorities include: Innovative projects that leverage resources and partnerships; projects that have measurable outcomes; and projects that engage and impact underserved communities in Wisconsin. **Deadline: March 1 or Sept. 1 / Max. Funding: \$2,000 / Local Match: 50%**

## **BROADBAND & TELECOMMUNICATIONS**



### **Broadband Expansion Grants (PSC)**

These grants help expand broadband internet to unserved areas of the state. **Deadlines: Not announced / Local Match: 0%**



### **Community Connect Grants (USDA)**

Community Connect provides financial assistance to provide broadband service in rural, economically-challenged communities where service does not exist. Rural areas that lack any existing broadband speed of at least 10 Mbps downstream and 1 Mbps upstream are eligible. **Deadline: Continuous / Local Match: 15%.**



### **Telecommunications Infrastructure Loans & Loan Guarantees (USDA)**

This program provides financing for the construction, maintenance, improvement and expansion of telephone service and broadband in rural areas. Eligible areas include: rural areas with a population of 5,000 or less; areas without telecommunications facilities, or areas where the applicant is the recognized telecommunications provider. **Deadline: Continuous / Terms: Variable.**



### **Rural Broadband Access Loan and Loan Guarantee (USDA)**

*The program remains closed for funding and will not open until such time as a Solicitation of Applications is published.*



## OTHER GRANTS & PROGRAMS



### Environmental Education Grants (EPA)

Under the Environmental Education Grants Program, EPA seeks grant applications from eligible applicants to support environmental education projects that promote environmental awareness and stewardship and help provide people with the skills to take responsible actions to protect the environment. This grant program provides financial support for projects that design, demonstrate, and/or disseminate environmental education practices, methods, or techniques.



### Wells Fargo Grants

Wells Fargo supports local communities throughout the U.S. Local giving focuses on the areas of affordable housing, financial health, and small business growth.



### Bank of America – Neighborhood Builders Program

Through the Neighborhood Builders® program Bank America deploys capital and builds cross-sector partnerships to advance nonprofit leaders addressing economic mobility and social progress issues in the communities they serve.



### Alliant Energy Community Grant

Alliant offers small grants in two forms: corporate sponsorships and community grants. The community grants program supports initiatives that fall underneath their focus areas of: Hunger & Housing, Workforce Readiness, Environmental Stewardship, Diversity & Wellbeing, and Public Safety. Grants are limited to \$1,000 for first responders or playgrounds and \$2,500 for other projects. **Deadline: March 1, Sept. 1 / Max. Funding: \$2,500 / Local Match: None**



### Wisconsin Public Service Charitable Giving Program (WPS)

Wisconsin Public Service (WPS) supports initiatives for community and neighborhood development, health and human services, arts and culture, education, and environment.



### We Energies Foundation Charitable Giving

We Energies supports initiatives for community and neighborhood development, health and human services, arts and culture, education, and environment.



### Community Change Grants

This program will award grantees \$1,500.00 in community stipends for projects related to creating healthy, active, and engaged places to live, work, and play.

## **APPENDIX E –POLICY EXAMPLES**

Adequate Public Facilities Ordinance / Fact Sheet

Accessory Dwelling Unit (ADU) Ordinance

Complete Streets Policy

Connectivity Analysis Example

## **Accessory Dwelling Unit Model Ordinance**

[This template is provided as a starting point. Not all portions may be applicable to your situation. Modify as appropriate. Be sure to have your legal counsel review.]

### **1.0 Purpose and Intent:**

This section provides standards for an accessory dwelling unit (ADU) to be added to a single family dwelling. A house with an ADU can be distinguished from a duplex because its intensity of use is less, and it retains the appearance of a single-family dwelling. The intent of permitting ADU is to:

1. Promote growth management goals by providing infill housing in close proximity to existing infrastructure and services, including public transportation, schools, parks, employment centers, and other public areas and to conserve land, house more people within urban growth areas, and prevent sprawl;
2. Add moderately priced rental units to the housing stock to meet the needs of smaller households, moderate income households, elderly, and persons with disabilities;
3. Provide older homeowners with a means of obtaining rental income, companionship, and security thereby enabling them to stay more comfortably in homes and neighborhoods they might otherwise be forced to leave;
4. Protect stability, property values, and the residential character of a neighborhood.

## 2.0 Definitions

[Some of these definitions may already be defined in your local code or zoning/building ordinance. Modify or delete as appropriate.]

**Accessory Dwelling Unit (ADU):** An accessory dwelling unit is a self-contained housing unit that is clearly a subordinate to the single-family dwelling and complies with each of the requirements contained in this chapter. An ADU shall include a kitchen, a separate bathroom, and a separate entrance/exit.

**Administrator:** The director of the development services/planning and zoning department or his/her designee or the individual appointed by the city/county as the planning and zoning administrator.

**Building, Attached:** A building having any portion of one or more walls in common or within five feet of an adjacent building.

**Building, Detached:** A building having five feet or more of open space on all sides.

**Dwelling, Single-Family:** A building designed or used exclusively as a residence and including only one dwelling unit.

**Dwelling Unit:** A building with a permanent foundation and one or more rooms designed, occupied, or intended for occupancy as separate living quarters, with cooking, sleeping and sanitary facilities provided within the dwelling unit for the exclusive use of a single family maintaining a household.



Living Area: Interior habitable area of a dwelling unit, including basements and attics, but does not include a garage or any accessory structure.

Owner-occupant: An owner who has legal residency on the premises of a dwelling unit that contains an ADU, who resides in the home at least six months of the year, and whose portion of the dwelling is not occupied when the owner is not present.

Owner must maintain a homeowners/homestead exemption with the county under Idaho Code 55-1001.

Primary Residence: A dwelling in which is conducted the principal use of the residential lot on which it is located.

### 3.0 General Requirements

1. An ADU shall be an allowed use in the following zones **[Include applicable zones, typically residential zones]**: \_\_\_\_\_

subject to administrative review and approval of an application for an ADU permit and issuance of a certificate of zoning compliance. All individuals seeking to establish an ADU as an allowed use must submit an application for an ADU permit and comply with the standards and requirements applicable to an ADU. All permits for an ADU shall be valid for one year and may be renewed annually upon written request of the owner-occupant. Previous violation of the ADU standards and requirements or other zoning or subdivision ordinance provisions may be grounds for denial of an application for an ADU or renewal of an ADU permit.

2. If an ADU does not meet the criteria for administrative approval, it may be permitted by conditional use permit in the following zones **[Include**

**applicable zones, typically residential zones]**:

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3. Contents of the application for an ADU permit: All applications for an ADU shall contain the following: site plans, photographs of the site, architectural renderings, affidavits, and copies of the notices sent to property owners. The city/county may request additional information it deems necessary to determine compliance with applicable standards and ordinances.
4. Prior to issuance of a permit, the owner(s) must provide an affidavit stating that the owner will occupy one of the dwelling units on the premises as the owner's primary residence, except for bona fide temporary absences. When a structure, which has received a permit for an ADU, is sold, the new owner(s), if they wish to continue to exercise the permit, must, within thirty (30) days of the sale, submit a notarized letter to the Administrator stating that they will occupy one of the dwelling units on the premises as their primary residence, except for bona fide temporary absences.
5. Prior to submitting an application for administrative approval of an ADU, the applicant shall give written notice to adjacent property owners of his/her intent to apply for an ADU **[This may be expanded to include property**

**owners within 300 feet or another distance considered appropriate].**

The notice shall provide a basic site plan and advise landowners that they have fifteen (15) days to provide their comments to the Administrator.

6. After administrative approval, the Administrator shall provide notice of the approval of the ADU to adjacent property owners **[Distance should comply with local zoning ordinances where applicable]** of the registered site.  
**[The notice should state that the unit complies with the standards of this section, describe the requirements for maintaining the unit, and explain how to obtain general information, how to file an appeal, and how to report code violations.]**

7. The applicant shall provide a covenant in a form acceptable to the City Attorney and suitable for recording with the County Auditor, providing notice to future owners or long term leasers of the subject lot that the existence of the ADU is subject to an annual permit, compliance with applicable code provisions, and predicated upon the occupancy of either the ADU or the principal dwelling by the person to whom the ADU permit has been issued. The covenant shall also require any owner of the property to notify a prospective buyer of the limitations of this Section and to provide for the removal of improvements added to convert the premises to an ADU and the restoration of the site to a single family dwelling in the event that any condition of approval is violated. Administratively approved ADU permits shall require renewal application annually. A notarized letter from the

applicant indicating compliance and a desire to renew shall be reviewed by the Administrator. An ADU's approved by conditional use permit shall comply with the review and verification of compliance requirements specified in the conditional use permit.

8. The applicant must provide to the building official certification or proof from the Health District and/or city water department that the water supply and sewage disposal facilities are adequate for the projected number of residents.
9. The Administrator may impose conditions of approval on a permit necessary to adequately protect public health, safety, and welfare and/or assure compliance with applicable ADU standards and requirements. The written decision of the Administrator shall be issued within thirty (30) days of submission of the application. The Administrator's written decision and any conditions of approval shall be recorded with the county recorder and a copy of the recorded decision mailed to the applicant.
10. An administrative permit for an ADU may be revoked or declined for renewal by the Administrator if the Administrator determines that the ADU or the permit holder is not in compliance with city/county code or condition(s) of approval. If a permit is revoked or declined for renewal, the property owner must restore the property and bring it into compliance with city/county ordinances, including any necessary removal of improvements, within thirty (30) days. The city/county may toll the thirty (30) days pending an appeal.



by the effected individual. Individuals effected by the approval of a permit or the denial or revocation of a permit may appeal the decision of the Administrator in accordance with **section \_\_\_\_\_**. **[Include applicable section from local code.]**

#### **4.0 Findings Required for Administrative and Conditional Use Permit**

##### **Approval of Accessory Dwelling Units.**

Before approval of an application for an ADU, the Administrator or decision making body shall find that:

1. A single-family dwelling exists on the lot or will be constructed in conjunction with the ADU. The ADU may be attached to, or detached from, the principal unit. Any new separate outside entrance serving an ADU shall be located on the side or in the rear of the building. There shall be no more than one single-family conversion per lot.
2. In no case shall an ADU be more than ten (10) percent of the lot area, nor more than eight-hundred (800) square feet, nor less than three-hundred (300) square feet, nor be occupied by more than three (3) people nor have more than two (2) bedrooms.
3. One off-street parking space, in addition to that which is required by the ordinance for the underlying zone, shall be provided. Parking spaces include garages, carports, or off-street areas reserved for vehicles. ADUs within a one-quarter ( $\frac{1}{4}$ ) mile of a public transit route may waive this requirement.

4. Setbacks and Lot Coverage: Any additions to an existing building shall not exceed the allowable lot coverage or encroach into the existing setbacks.
5. Building Height and Stories.
  - a. A one (1) story detached ADU shall be no more than thirteen (13) feet in height.
  - b. A one and one-half (1.5) to two (2) story detached ADU shall be no more than twenty-two (22) feet in height measured to the roof peak.
  - c. An attached ADU may occupy a basement, first, or second story of a main residence if it is designed as an integral part of the main residence and meets the setbacks required for the main residence.
6. The design of the ADU is incorporated into the primary unit's design with matching materials, colors, window style, and roof design. The ADU shall be designed so that, to the degree reasonably feasible, the appearance of the building remains that of a single-family residence.
7. When an ADU is adjacent to an alley, every effort shall be made to orient the ADU toward the alley with the front access door and windows facing the alley. Parking provided off the alley shall maintain a twenty-four (24) foot back out which includes the alley. Fences shall be three feet six inches (3' 6")

along the alley. However, higher fencing up to six (6) feet can be considered and approved in unusual design circumstances subject to review and approval of the Administrator.

8. The site plan shall provide open space and landscaping that are useful for both the ADU and the primary residence. Landscaping shall provide for the privacy and screening of adjacent properties.
9. On-going owner-occupancy of either the primary or the ADU will be maintained and shall be required through homeowners/homestead exemption with the county under Idaho Code 55-1001.
- 10.No daycare facilities may be undertaken in either the principal or the accessory unit.
- 11.Notice to adjacent landowners was provided in accordance with this chapter. Timely input from adjacent property owners should be considered in the design and siting of an ADU in order to maintain privacy between adjacent housing units.
- 12.The ADU shall meet the requirements of the applicable building code.

## **5.0 Findings Required for Conditionally Permitted Accessory Dwelling Units.**

In addition to complying with the other requirements to receive approval of a conditional use permit contained in this chapter, the decision making body must find that the application for an ADU complies with the following:

1. The location and design of the ADU maintains a compatible relationship to adjacent properties and does not significantly impact the privacy, light, air, or parking of adjacent properties. Windows that impact the privacy of the neighboring side or rear yard have been minimized.
2. Exterior design of the ADU is compatible with the existing residence on the lot through architectural use of building forms, height, construction materials, colors, landscaping, and other methods that conform to acceptable construction practices.
3. The ADU does not result in excessive noise, traffic, or parking congestion.
4. The ADU is harmonious with local plan policies and density requirements of the comprehensive plan.
5. The location of the ADU is in an area with adequate water and sewer service, such that service will be provided and the location is in close proximity to public schools, public transit, or necessary services.



## **Administration and Enforcement**

1. It shall be the duty of the Administrator to administer and enforce the provisions of this ordinance/section.
2. No building shall be constructed or changed in use or configuration, until the Building Official has issued a building permit. No building permit shall be issued until a sewage disposal works permit, when applicable, has first been obtained from the Health District and the proposed building and location thereof conform with the city/county code, applicable regulations and any conditions of approval. No building shall be occupied until a certificate of occupancy has been issued by the Building Official where required.

The Administrator shall refuse to issue or renew any permit, which would result in a violation of any provision of this chapter or in a violation of the conditions or terms of any approval or conditional use permit or properly approved variance.

3. Construction or use of an ADU according to an administrative or conditional use permit shall commence within six (6) months after the issuance of a permit. Construction must proceed in a continuous and expeditious manner and shall be completed not more than one (1) year from the issuance of the permit. Failure to comply with this requirement

shall constitute an expiration of the permit and the applicant must submit a new application for an ADU subject to current ordinances and standards.

# Planning Implementation Tools

## Adequate Public Facilities Regulations



Center for Land Use Education

[www.uwsp.edu/cnr/landcenter](http://www.uwsp.edu/cnr/landcenter)

November 2009

### TOOL DESCRIPTION

Adequate public facilities (APF) regulations are designed to balance the timing of new development with planned public expenditures such as roads, transit facilities, water and sewer service, and emergency services. Commonly referred to as a „concurrency“ requirement, APF regulations condition the approval of new development on a finding that adequate public facilities or services are in place or will be provided within a reasonable time frame to serve the new development. The most effective APF regulations are closely tied to planned land uses, infrastructure phasing maps, and level of service standards laid out in a community’s comprehensive plan and capital improvement plan.

### COMMON USES

#### Growth Management

APF regulations are not intended to halt or necessarily slow community growth. Rather, they help a community to manage growth by linking the provision of key public facilities and services to factors such as the density, rate, location, timing and type of new development. APF regulations promote planned, rational, and affordable growth and ensure that a community is not left playing “catch-up” to provide necessary infrastructure or services that are not within the community’s means.

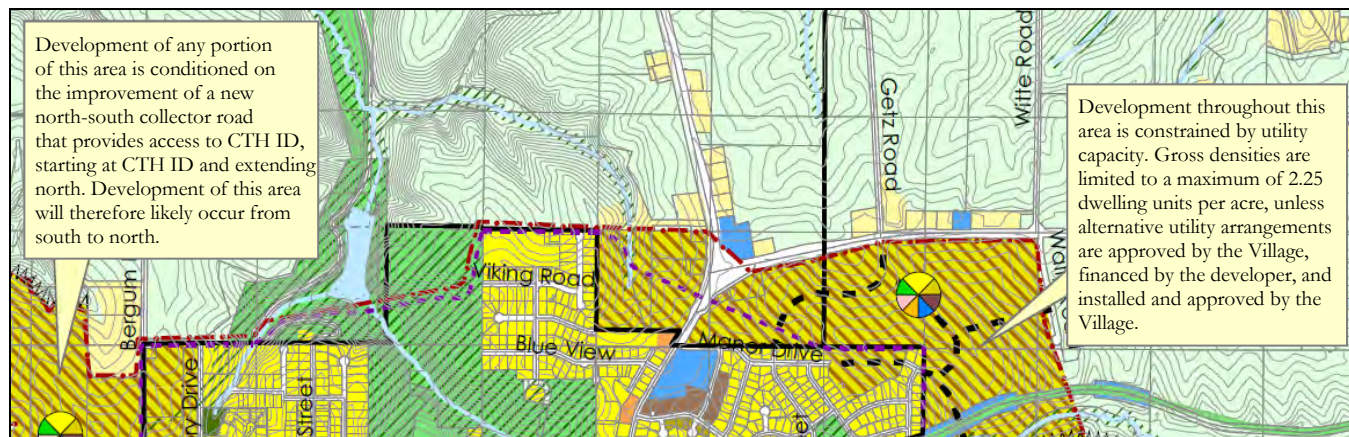
#### Capital Facilities Planning

APF regulations work hand-in-hand with capital improvement plans, programs and other facility planning devices. If a jurisdiction’s schedule for providing capital improvements is not adequate for the proposed development, the project may be denied or deferred until resources are available. Requests for development should alert planners and elected officials to future infrastructure needs and assist in prioritizing projects.

### Purposes of Adequate Public Facilities Regulations

- ◆ Ensure that an adequate level of public facilities and services is available to efficiently serve new growth.
- ◆ Protect existing residents from overburdened facilities, declining quality of service, and increasing debt resulting from the demands of growth.
- ◆ Balance the timing of private development with planned public improvements.
- ◆ Encourage compact, contiguous or infill development and redevelopment that uses infrastructure efficiently.

*Figure 1: The Village of Mount Horeb specifies conditions under which growth may occur on the future land use map within its comprehensive plan.*



## CREATION

The following APF components may be considered in existing zoning or subdivision regulations or adopted in a stand-alone ordinance:

1. **Public facilities and services.** Roads, transit and pedestrian facilities, stormwater facilities, water and sewer service, parks, and emergency services are commonly regulated by APF ordinances.
2. **Level of service (LOS) standard.** LOS standards measure the capacity and performance characteristics of a given facility or service. For example, average daily traffic counts are commonly used to measure the capacity of various road classifications.
3. **Development approval.** The APF regulation should identify the types of development subject to APF findings and the timing of review. Findings are commonly tied to approval of subdivision or condominium plats, certified survey maps, conditional use permits, rezonings, site plans, and building permits. Early review highlights potential deficiencies and helps to avoid unexpected costs late in the process (i.e. preliminary plat vs. final plat or building permit).

## ADMINISTRATION

The elected governing body, plan commission, zoning board or staff may be involved in the following project review steps:

1. **Adequate public facilities determination.** Before development can proceed, the applicant must show that existing infrastructure can support projected demand based on the established LOS standards.
2. **Project approval or denial.** Some communities strictly limit approval to projects where facilities are in place or have been budgeted for in the capital improvement plan. Others allow private developers to install or upgrade infrastructure, but may require a development agreement or financial guarantee.

## Authority

- ◆ Wisconsin does not have legislation explicitly authorizing APF regulations.
- ◆ However, state statutes do provide local governments with authority to create subdivision regulations that “*facilitate adequate provision for transportation, water, sewerage, schools, parks, playgrounds and other public requirements.*”
- ◆ Furthermore, the state’s Comprehensive Planning Law encourages communities to compile “*objectives, policies, goals, maps and programs to guide the future development of utilities and community facilities.*”

Wis Stats §§ 236.45 and 66.1001

*Figure 2: Level of service standards are often assigned a letter grade from A-F. However, it may not always be desirable to operate at the „A” level. As service improves for one facility (vehicle speeds), it may decline for another (bicycle safety). Costs can also be prohibitive when applied across a community. New projects should not be responsible for correcting existing system deficiencies.*

### Level of Service Standards for Bicycle Access

A/B

Desirable



- ◆ Dedicated bike lane, at least 4-5 feet in width, with signage, stripes or other markings and a separate sidewalk for pedestrians.
- ◆ New or recently resurfaced pavement, free of cracks.
- ◆ Light traffic volume.
- ◆ Posted speed limit of 25 mph or less.

C/D

Typical



- ◆ Paved shoulder or emergency walkway, at least 3 feet in width.
- ◆ Worn pavement with minor cracks or hazards.
- ◆ Moderate traffic volume.
- ◆ Posted speed limit of 25-40 mph.

E/F

Undesirable



- ◆ No bike lane, paved shoulder or sidewalk.
- ◆ Dangerous cracks, potholes, loose gravel, drainage grates or other hazards.
- ◆ High traffic volume, including numerous heavy vehicles.
- ◆ Posted speed limit greater than 40 mph.



## Report Card

Cost	Money or staff resources required to implement the tool.
Upfront costs, long-term savings	The cost of impact analyses and other studies to determine whether adequate public facilities are present may be incurred by the local government or passed on to the developer through permit fees. Over the long run, APF regulations can save costs by ensuring that the community is adequately prepared to build and maintain new infrastructure or services.
Public Acceptance	The public's positive or negative perception of the tool.
Public acceptance, private sector concern	APF regulations protect existing community members by ensuring that adequate public infrastructure is in place before new development is allowed to take place. The private sector may become concerned if APF regulations appear to halt growth or shift an unreasonable portion of infrastructure costs to private developers.
Political Acceptance	Local officials' willingness to implement the tool.
Recognize importance, hesitant to adopt	Wisconsin officials seem open to the idea of APF regulations. Many local communities reference APF concerns in comprehensive plans, zoning ordinances and subdivision regulations. Others routinely deny rezonings, subdivision plats, and other development proposals based on "traffic congestion" or other infrastructure shortfalls. Yet, most do so on an ad hoc basis. Very few Wisconsin communities have adopted formal APF regulations that establish targeted service level standards, measure existing capacity, and tie development approval to provision of services. Local officials may be reluctant to cite standards or commit to improvements, fearing that existing service levels are inadequate.
Equity	Fairness to stakeholders regarding who incurs costs and consequences.
Equity concerns if not properly administered	LOS standards create an objective measure for evaluating the impacts of new development. If utilized correctly, APF regulations provide an efficient tool to address rapid growth and help mitigate problems such as traffic congestion and overburdened infrastructure. If misused, APF regulations can potentially inhibit growth, disproportionately shift the burden of infrastructure improvements to the private sector, and exclude low income households from the market. If a community is unable to implement an effective infrastructure development plan, APF regulations may operate as a de facto moratorium.
Administration	Level of complexity to manage, maintain, enforce, and monitor the tool.
Adds complexity to development process	APF regulations may increase the complexity of the development process and the cost of processing development proposals. Depending on the type of decision at hand, the elected governing body, plan commission or zoning board may be involved. Staff time is generally also required to review proposals and conduct impact analyses.
Scale	The geographic scale at which the tool is best implemented.
Local government	APF regulations can be used by cities, villages, towns and counties.

## WISCONSIN EXAMPLES

### City of Muskego

In October 2003, the City of Muskego amended its zoning and subdivision ordinances to include APF requirements. Prior to obtaining approval for subdivision plats, certified survey maps, conditional use permits, and building site and operation plans, a developer is required to obtain a Certificate of Adequate Public Facilities (CAPF). The CAPF certifies that roads, solid waste facilities, potable water facilities, and stormwater facilities are in place or will be provided within a given time period. Service level standards are based on adopted engineering and design standards found within the municipal code and state statutes. A streamlined certification process is provided for small and low density developments. A waiver may also be granted if the absence of a public facility does not pose a threat to public health or safety.

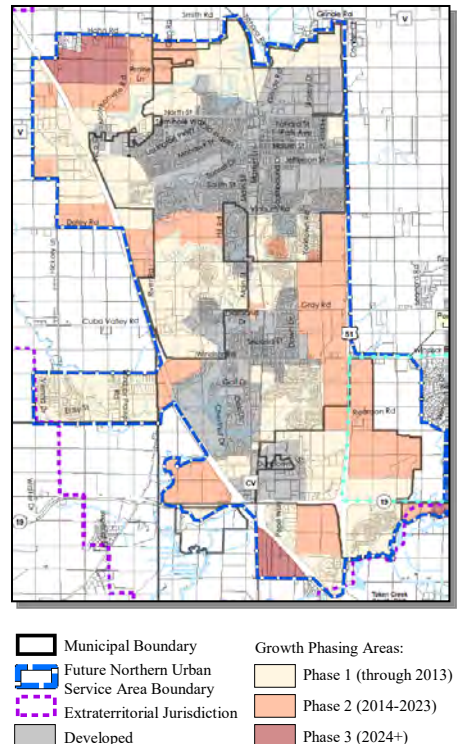
For more information see the City of Muskego Code of Ordinances, Chapter 17, Section 5.11 (Zoning) and Chapter 18, Section 18.27 (Land Divisions). [www.ci.muskego.wi.us/Portals/11/docs/Codes/](http://www.ci.muskego.wi.us/Portals/11/docs/Codes/)

### Village of DeForest

The 2006 Village of DeForest Comprehensive Plan contains a number of components that support adequate public facilities. The plan identifies a „future urban service area boundary“ and recommends that future utilities only be provided to areas within this boundary. The plan also identifies „growth phasing areas“ which are intended to guide the location and timing of new development to areas that can efficiently and cost effectively be served by community facilities, services and infrastructure. In further support of APF goals, the plan recommends development of level of service standards and continued use of its Capital Improvement Plan to provide for major utility and community facility needs.

For more information see the Village of DeForest Comprehensive Plan. [www.vandewalle.com/work/wipdeforest.html](http://www.vandewalle.com/work/wipdeforest.html)

*Figure 3: The Village of DeForest growth phasing map shows desired patterns of development through 2024. Growth is linked to the provision of public facilities and services projected to occur within the urban service area boundary.*



## FOR MORE INFORMATION

White, S. Mark. 1996. *Adequate Public Facilities Ordinances and Transportation Management*. American Planning Association, Planning Advisory Service, Report 465.

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## ACKNOWLEDGEMENTS

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Figure 1 map excerpted from the 2005 Mount Horeb Comprehensive Plan, prepared by Vandewalle & Associates. Figure 2 photos and level of service standards adapted from the 2009 Quality/Level of Service Handbook, prepared by the Florida Department of Transportation. Figure 3 map excerpted from the 2006 Village of DeForest Comprehensive Plan, prepared by Vandewalle & Associates.

**§ 400-32. Adequate public facilities.**

- A. Authority. This section is adopted pursuant to § 62.23(7)(am), (b), and (c), Wis. Stats. Said statutes include enabling legislation, including but not limited to the authority to "facilitate the adequate provision of transportation, water, sewerage, schools, parks, and other public requirements."
- B. Purpose. In order to prevent the improper development of land which might pose a threat to the health, safety, and welfare of the community at large or the occupants of land in particular areas of the City of Muskego, it is hereby declared that developments shall not be approved unless certain public facilities are available or will be made available at adequate levels to serve said developments. The purpose of this section is to ensure that, to the maximum extent practical, new developments will be approved only when it can reasonably be expected that adequate public facilities, as defined herein, will be available to accommodate such new developments. No portion of this section shall be interpreted or deemed to affect any rights which have been vested prior to the enactment of this code.
- C. Certificate required. No building, site and operation plan, preliminary plat, final plat, certified survey map, or conditional use grant (CUG) shall be approved unless on the date of such approval there exists a valid and current certificate of adequate public facilities (CAPF) applicable to the project for which approval is sought.
- D. Exemptions. The following shall be exempt from certification requirements:
  - (1) Rezoning petitions, provided that the requested rezoning is consistent with the adopted Comprehensive Plan.
  - (2) Final plats for which a preliminary plat has been approved by the Common Council prior to enactment of this section, provided that said preliminary plat approval has not expired.
  - (3) Amendments to approved BSO plans and CUGs, provided that the Public Works and Development Director or his designee has determined that said amendments will not increase the demand for public facilities covered by this section.
- E. Automatic certifications.

- (1) The Public Works and Development Director or his designee is authorized to issue an automatic certificate of adequate public facilities for applicants which meet the following:
    - (a) Small and low-density developments, where the Public Works and Development Director or his designee has determined that all of the following criteria are met:
      - [1] The average daily traffic (ADT) will not increase more than 40.
      - [2] Where within an adopted sanitary sewer service area, that sanitary sewer is immediately available to adequately serve the property, or, where outside of an adopted sanitary sewer service area, that the Waukesha County Department of Parks and Land Use has reviewed the proposal and determined that the subject lands are suitable for a private on-site wastewater treatment system pursuant to Ch. SPS 383, Wis. Adm. Code.
      - [3] Where within an adopted water capacity assessment district, that municipal water is immediately available to adequately serve the property, or, where outside of an adopted water capacity assessment district, that a private on-site potable water source is available pursuant to the requirements of Ch. NR 812, Wis. Adm. Code.
      - [4] The development is exempt from Chapter 309, Stormwater Management, of the Code.
  - (2) Automatic certificates shall be exempt from the requirements of this section of this code but may be required to submit application materials deemed necessary by the Public Works and Development Director or designee to make an exemption determination.
- F. Certificate of adequate public facilities (CAPF) application procedure.
- (1) Materials required. Applicants shall submit the following information to the Public Works and Development Department for review and determination:
    - (a) Complete application form provided by the Public Works and Development Department. No form shall be deemed complete unless signed and dated by the applicant and



property owner (if different). Application form can be the initial submittal of the land division or BSO if deemed concise by the Public Works and Development Director or designee.

- (b) Eighteen copies of the development plan for the proposed development application for which the CAPF is requested.
  - (c) Other information as may be requested in writing by the Public Works and Development Director or his designee in order to assist in reviewing the application for CAPF.
  - (d) Fees as adopted by the Common Council from time to time.
- (2) Summary of procedure. The following shall be the general review process for an application for CAPF. The Finance Committee may establish additional policies and procedures as deemed necessary from time to time in order to efficiently administer the application process.
- (a) The Public Works and Development Director or his designee shall review the application for CAPF in conjunction with the development plan. Upon completion of staff review and determination that the application is complete and in an approvable form, the application shall be forwarded to the committees and commissions having jurisdiction over components of said application, including but not limited to the Public Works and Safety Committee and Plan Commission, in accordance with the adopted Developer's Procedure Guide, as may be amended from time to time. Development plans which are eligible for automatic certifications pursuant to Subsection E of this section shall be processed administratively by the Public Works and Development Director or his designee.
  - (b) The committees and commissions of jurisdiction shall review the application and staff recommendations. Said committees and commissions shall either recommend approval, recommend conditional approval, recommend denial, or shall refer the matter back to the Public Works and Development Director or his designee for additional information or to address specific concerns.
  - (c) Upon the application's receipt of recommendation for approval, conditional approval, or denial, the application

and development plan shall be forwarded to the Common Council via the minutes of the committee or commission.

- (d) Applications forwarded to the Common Council shall not require individual action and shall be approved by Council acceptance and/or filing of the minutes of the committee or commission. Following said approval, the Public Works and Development Director or his designee shall issue the written certificate of adequate public facilities.
- G. Determining adequate public facilities. The determination of adequate public facilities shall be made in accordance with the following criteria:
- (1) Streets. The development's street system shall connect to segments of the public roadway system. Said street segments shall be capable of handling projected traffic flow on an average daily traffic (ADT) and peak hour basis. The developer is responsible for providing any traffic impact analysis and related studies to the satisfaction of the Public Works and Safety Committee. For purposes of this section, a street shall be deemed "adequate" where projected traffic flow is not reduced below "C" for arterial and collector streets and "C minus" on local and minor streets and the plans, specifications, and said traffic analysis have been approved by the Public Works and Safety Committee prior to or concurrent with the CAPF recommendation.
  - (2) Wastewater facilities. The development's wastewater facilities shall be designed with adequate capacity to accommodate the type and flow from the proposed development, as well as any upstream development which may flow through the site in question. For purposes of this section:
    - (a) Developments within the City's adopted Sanitary Sewer Service Area and/or Reserve Capacity Assessment District shall be deemed to have "adequate" wastewater systems when connected to the municipal collection system in accordance with adopted design standards for municipal sanitary sewer systems and plans and specifications relating thereto are approved by the Public Works and Safety Committee prior to or concurrent with the CAPF recommendation. Developments within the City's adopted Sanitary Sewer Service Area and/or

Reserve Capacity Assessment District may use the provisions of Subsection G(2)(b) upon receipt of a waiver from the Public Works and Safety Committee, as described in Subsection K(2) of this section.

- (b) Developments located outside of the City's adopted Sanitary Sewer Service Area and/or Reserve Capacity Assessment District shall be deemed to have "adequate" wastewater systems when:
  - [1] Single-use systems designed in accordance with Ch. SPS 383, Wis. Adm. Code, are approved by the Waukesha County Department of Parks and Land Use.
  - [2] Engineering systems for multiple users designed in accordance with Ch. SPS 383, Wis. Adm. Code, are approved by the Waukesha County Department of Parks and Land Use and where the ownership and maintenance duties of said engineered system are conveyed to a private trust or the City of Muskego by separate document, and where plans and specifications relating thereto are approved by the Public Works and Safety Committee prior to or concurrent with the CAPF recommendation.
- (3) Potable water. The development's potable water supply shall provide sufficient capacity for the proposed level of occupancy. For purposes of this section:
  - (a) Developments within the City's adopted Water Capacity Assessment District area shall be deemed to have "adequate" potable water systems when connected to the municipal distribution system in accordance with adopted design standards for municipal water systems and plans and specifications relating thereto are approved by the Public Works and Safety Committee prior to or concurrent with the CAPF recommendation. Developments within the City's adopted Water Capacity Assessment District may use the provisions of Subsection G(3)(b) upon receipt of a waiver from the Public Works and Safety Committee, as described in Subsection K(3) of this section.
  - (b) Developments located outside of the City's adopted Water Capacity Assessment District shall be deemed to have "adequate" potable water systems when:

- [1] Single-use systems designed in accordance with Ch. NR 812, Wis. Adm. Code, are approved by the Waukesha County Department of Parks and Land Use.
  - [2] Engineering systems for multiple users designed in accordance with Ch. NR 811, Wis. Adm. Code, are approved by the Wisconsin Department of Natural Resources and approved by the City of Muskego Public Works and Safety Committee, and where the ownership and maintenance duties of said engineered system are conveyed to a private trust or the City of Muskego by separate document, and where plans and specifications relating thereto are approved by the Public Works and Safety Committee prior to or concurrent with the CAPF recommendation.
- (4) Drainage systems and stormwater management. The development's drainage systems and stormwater management appurtenances shall be designed to convey runoff in accordance with Chapter 309, Stormwater Management, of the City Code and Chapter 13 of the Milwaukee Metropolitan Sewerage District Regulations. For purposes of this section:
- (a) Developments subject to Chapter 309, Stormwater Management, meet the requirements established by that chapter, and plans and specifications relating thereto are approved by the Public Works and Safety Committee prior to or concurrent with the CAPF recommendation.
  - (b) Developments exempt from Chapter 309, Stormwater Management, have grading and drainage plans approved by the City Engineer or his designee prior to or concurrent with the CAPF recommendation.
- H. Grant of certificate. Upon recommendation by all committees and commissions of jurisdiction and the Common Council acceptance of their minutes, the Public Works and Development Director or his designee:
- (1) Shall issue written findings which determine that:
    - (a) Adequate public facilities are present; or
    - (b) The applicant will take actions to make adequate public facilities present within the time frame established by this section; and



(2) Shall issue the written certificate of adequate public facilities within 10 days of said findings. Said certificate may be in the form of a resolution and shall include any conditions required by the approvals of the committees and commissions of jurisdiction and may include the certificate's expiration dates as depicted in this section. If not mentioned, the expiration dates are the same as the expiration dates of the requested development as found in this chapter or Chapter 392, Land Division, of the City Code.

- I. Expiration. Certificates of adequate public facilities issued pursuant to this chapter, in which the petitioner has not commenced construction activity or preparation of the land, are valid for the following period of time, commencing the date of the Common Council acceptance and/or filing of minutes of all committees and commissions of jurisdiction:

<b>Type of Development</b>	<b>Months Valid</b>
Building, site and operation plan	24
Conditional use grant	24
Preliminary plat	24
Certified survey map	6
Condominium plat	6
Final plat	6

- J. Time extensions. The Common Council may grant one or more time extensions to any approved CAPF, provided that such time extension coincides with a time extension or reapproval is concurrent with a time extension or reapproval authorized for the development by Chapter 392, Land Division, and/or this chapter.
- K. Waiver of certificate. In the event that an application does not establish that adequate public facilities will be present pursuant to Subsection G of this section and the applicant does not propose to provide adequate public facilities, approval of the application may occur upon the Common Council's expressed findings by resolution that one or more of the following apply:
- (1) Due to the nature of the proposed development, its occupants and the general citizenry of the City of Muskego will not be endangered, and the inadequacy of the particular public facility will not pose a threat to the health, safety, or general welfare of the citizens of Muskego.

- (2) Where the development is within the adopted Sanitary Sewer Service Area and/or Reserve Capacity Assessment District and it is not economically feasible to extend municipal sanitary sewers to serve a development, adequate facilities are provided pursuant to Subsection G(2)(b).
- (3) Where the development is within the adopted Water Capacity Assessment District and it is not economically feasible to extend municipal water mains to serve a development, adequate facilities are provided pursuant to Subsection G(3)(b).
- L. Fees. The Common Council may establish fees to be charged to applicants for CAPFs. Said fees shall be established by resolution from time to time as deemed necessary by the Common Council.

TOWN OF GRAND CHUTE  
OUTAGAMIE COUNTY, STATE OF WISCONSIN  
RESOLUTION TBR-13-2013

A RESOLUTION OF THE TOWN BOARD OF THE TOWN OF GRAND CHUTE  
TO ADOPT A COMPLETE STREETS POLICY.

WHEREAS, Complete Streets are defined as roadways that enable safe, convenient, and comfortable access and travel for pedestrians, bicyclists, motorists, and public transport users of all ages and abilities; and

WHEREAS, Complete Streets help create more direct connections between places, provide transportation options for significant segments of our population, enhance safety for all types of users, and increase the capacity of the overall transportation system; and

WHEREAS, Complete Streets provide residents greater opportunities for everyday exercise, which effectively combats obesity, diabetes, heart disease, and stroke, and improves overall community health; and

WHEREAS, Complete Streets provide residents more affordable transportation options, allow households to control transportation expenses when fuel prices spike, and stimulate economic development; and

WHEREAS, Complete Streets encourage more residents to travel by foot or bicycle for short-distance trips, thereby reducing carbon monoxide, nitrogen oxides, sulfur dioxide emissions from automobiles, which improves overall air quality and the environment; and

WHEREAS, Wis. Stats. 84.01(35) and Administrative Code Trans 75 require the Wisconsin Department of Transportation to ensure that pedestrian and bicycle facilities are included in all new highway construction projects funded in whole or in part from certain state or federal funds; and

WHEREAS, The *Town of Grand Chute Comprehensive Plan*, adopted in December 2009, states that the Town will encourage development and expansion of cost-effective and affordable transportation alternatives; and

WHEREAS, The *Town of Grand Chute Pedestrian and Bicycle Strategy*, adopted in February 2013, provides the vision for future pedestrian and bicycle network, a toolbox of alternatives that can be used to complete this network, and a framework for identifying areas most in need of facilities;

NOW THEREFORE, BE IT RESOLVED, THAT THE TOWN BOARD OF THE TOWN OF GRAND CHUTE ESTABLISHES A COMPLETE STREETS POLICY (THIS POLICY) AS FOLLOWS:

1) In accordance with recommendations in the *Pedestrian and Bicycle Strategy*, the Town will plan for, fund, design, construct, operate, and maintain Complete Streets throughout the community, meaning a transportation system that enables safe, convenient, and comfortable access and travel for pedestrians, bicyclists, public transport users, and auto and truck motorists of all ages and abilities, both within and between modes.

2) This Policy covers all development and redevelopment in the public right-of-way. This includes all public transportation projects, such as, but not limited to new street construction,

reconstruction, retrofits, upgrades, rehabilitation, and resurfacing. This Policy does not apply to projects that only involve routine or ordinary maintenance activities such as mowing, cleaning, sweeping, spot repaint, concrete joint repair, pothole patching, whose primary purpose is to keep existing infrastructure in serviceable condition.

3) The Town recognizes that there are a variety of methods available to "complete" a street. The Town will plan for, fund, design, construct facilities that fit the types, ages, and abilities of existing and/or anticipated users, as well as the context of the street and the surrounding built environment, using recommendations presented in the *Pedestrian and Bicycle Strategy* and other peer-reviewed, professional publications.

4) The Town Board may consider exempting a project from this Policy if:

- a) **The Town Board deems a street inappropriate for pedestrian and bicycle facilities; or**
- b) The project is not specifically identified in the *Pedestrian and Bicycle Strategy*; or
- c) Pedestrians, bicyclists, or transit vehicles are legally prohibited from the street segment; or
- d) The addition of pedestrian and bicycle facilities is greater than or equal to twenty percent (20%) of the estimated total project cost; or
- e) Proper and safe pedestrian, bicycle, or transit accommodations can be provided through existing facilities on adjacent properties; or
- f) A professional engineer (PE) determines that there is insufficient space to properly and safely accommodate new pedestrian, bicycle, or transit facilities within the existing pavement, curb-to-curb, or right-of-way width; or
- g) An official representative from a federal, state, or county agency determines that new pedestrian, bicycle, or transit facilities will have a significant negative impact on legally-protected natural or cultural resources.

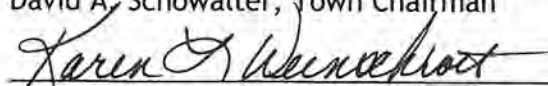
5) The Town will implement this Policy through ordinances regarding Subdivision of Land (Chapter 475) and Zoning (Chapter 535) and administratively through its Site Plan Review Committee, Park Commission, Plan Commission, Town Board, and the Capital Improvement Plan. The Town recognizes that while it is primarily responsible for building infrastructure, other public (Outagamie County and the State of Wisconsin), private, and community-based organizations will play a significant role in supporting operation and maintenance of these facilities. They will also have a role in educating users on the proper and safe use of facilities, encouraging people to travel by foot or bicycle, and enforcing rules of the road.

6) The Town will measure progress on its Complete Streets through an annual report that measures:

- a) The percentage of streets that meet or exceed minimum recommended facilities for pedestrians and bicyclists as defined in the *Pedestrian and Bicycle Strategy*; and
- b) The total linear feet of sidewalks, paved trails, and cycle tracks; and
- c) The total linear feet of bicycle lanes, paved shoulders, and wide outside lanes; and
- d) The number of pedestrian and bicyclist improvements to intersections or mid-block crossings.

Passed and approved this 21 day of May, 2013.

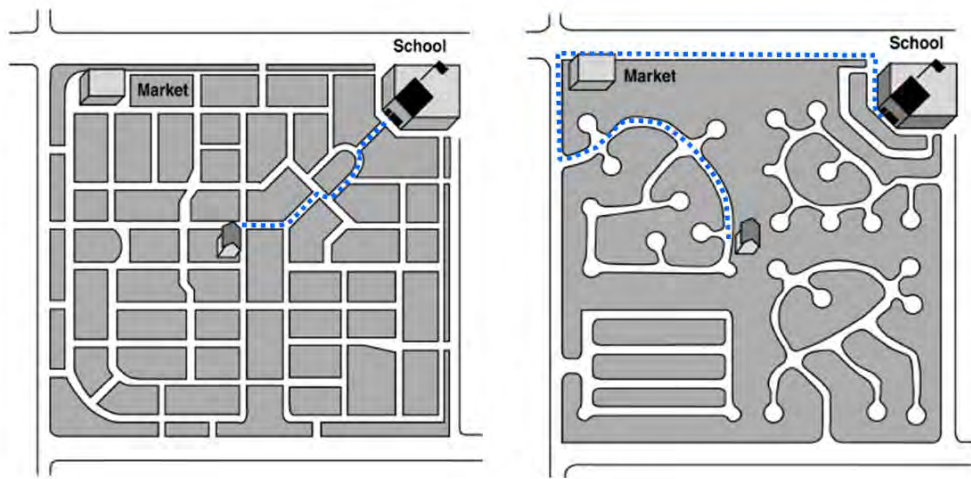
  
David A. Schowalter, Town Chairman

  
Karen L. Weinschrott, Town Clerk

VOTED FOR: 5  
VOTED AGAINST: 0



# Street Connectivity Zoning and Subdivision Model Ordinance



Prepared by  
Division of Planning  
Kentucky Transportation Cabinet

March 2009



# Street Connectivity

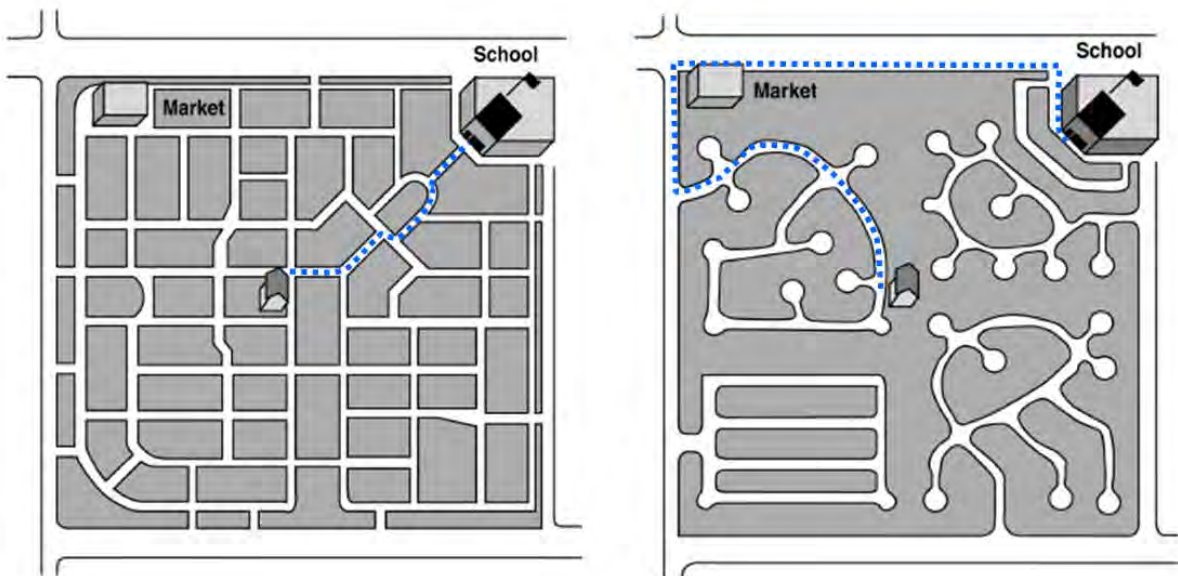
## Zoning and Subdivision Model Ordinance

### Background & Purpose

The term “street connectivity” suggests a system of streets with multiple routes and connections serving the same origins and destinations. Connectivity not only relates to the number of intersections along a segment of street, but how an entire area is connected by the transportation system. A well-designed, highly-connected network helps reduce the volume of traffic and traffic delays on major streets (arterials and major collectors), and ultimately improves livability in communities by providing parallel routes and alternative route choices. By increasing the number of street connections or local street intersections in communities, bicycle and pedestrian travel also is enhanced. A well-planned, connected network of collector roadways allows a transit system to operate more efficiently.

Over the last forty to fifty years, residential and non-residential development patterns have been created that lack internal vehicular and pedestrian connectivity. The lack of connectivity has created a physical environment that lacks mobility options and pedestrian friendly features. Development trends during the 1960s and '70s encouraged building residential communities with few street connections and numerous cul-de-sacs. It was assumed that communities built with this type of street design had less traffic and fewer traffic delays on neighborhood streets. A recent Metro Portland study found these assumptions to be false. Residential subdivisions that are dominated by cul-de-sacs provide discontinuous street networks, reduces the number of sidewalks, provides few alternate travel routes and forces all trips onto a limited number of arterial roads.

Figure 1 illustrates a more traditional, interconnected development pattern compared to a disconnected, development pattern of the late 20<sup>th</sup> century.



**Figure 1: Shorter trip distance with connected network**

The blue, dashed line represents the travel path a vehicle or pedestrian would have to take from home to school under the two different configurations. The path in the second scenario is two and a half times the length and requires travel on the major streets.

Local street connectivity provides for both intra- and inter-neighborhood connections to knit developments together, rather than forming barriers between them. The street configuration within each parcel must contribute to the street system of the neighborhood.

Research has shown that high roadway connectivity can result in:

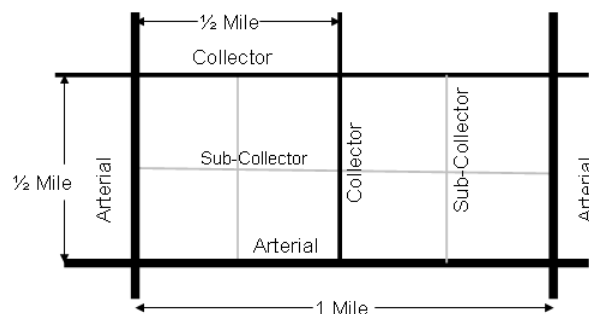
- Reduction in travel distance (VMT) for drivers
- Reduction in travel times for drivers;
- Better and redundant emergency vehicle access;
- More efficient public services access (mail, garbage, transit)
- Improved bicycle and pedestrian routes and accessibility.
- Higher percentage mode share for transit, bicycling and walking
- Safer roads

A 2008 study of California cities compared “safe” road networks (fatal/severe rates less than 1/3 state average) to “less safe” networks (fatal/severe crash rates close to the state average). The results, shown in Table 1, demonstrate that with a higher intersection density i.e., higher connectivity, mode share for transit and non-motorized modes is higher while the fatality rate due to automobile crashes is much lower.

	Less safe	Safe
Average intersection density (#/square mile)	63	106
Walking/bicycling/transit mode share (%)	4	16
Fatality rate per 100,000 population	10.5	3.2

**Table 1**

In addition to the following connectivity ordinance, it is recommended that cities and counties plan their transportation network to have an acceptable roadway (arterials, collectors and sub-collectors) network density. It is recommended that through streets be spaced no more than ½ mile apart, although spacing of sub-collectors (through-streets that feed collectors typically with volumes less than 500 vehicles per day) at ¼ mile spacing is even better (Figure 2). Lower densities result in a higher strain on the existing highway system, often resulting in needed capacity improvements and inefficient operations.



**Figure 2: Arterial & collector road density**

## Connectivity Model Ordinance

The following model ordinance may be adopted in whole or amended to fit local conditions by a planning commission or local government. It consists of two primary components: the internal and external connectivity requirements. Both are critical to ensuring an efficient roadway system.

### Purpose

The *[elected body]* hereby finds and determines that an interconnected street system is necessary in order to protect the public health, safety, and welfare in order to ensure that streets will function in an interdependent manner, to provide adequate access for emergency and service vehicles, to connect neighborhoods, to promote walking and biking, to reduce miles of travel that result in lower air emissions and wear on the roadway, and to provide continuous and comprehensible traffic routes.

### General Standards

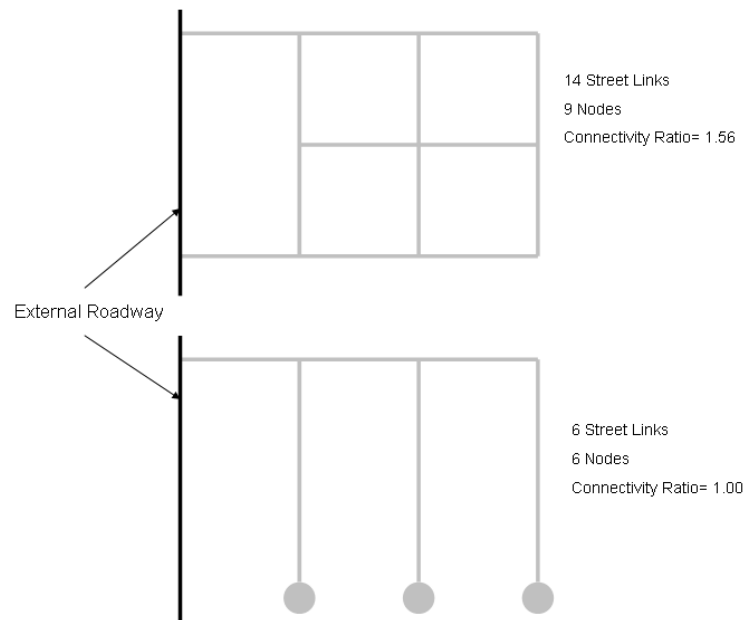
1. A proposed development shall provide multiple direct connections in its local street system to and between local destinations, such as parks, schools, and shopping, without requiring the use of arterial streets.
2. Each development shall incorporate and continue all collector or local streets stubbed to the boundary of the development plan by previously approved but unbuilt development or existing development.

### Connectivity Index (Internal)

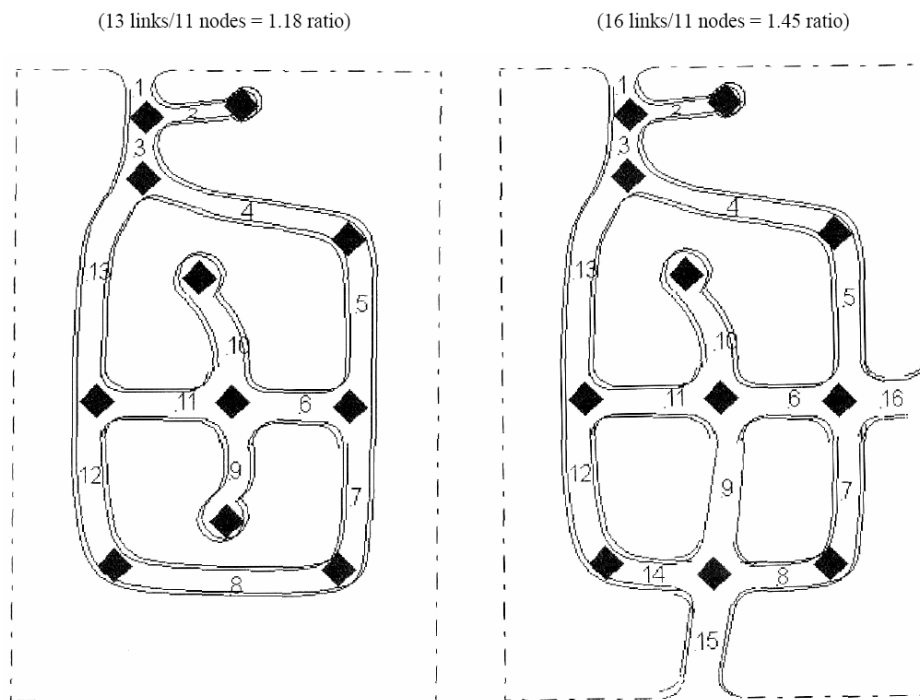
1. To provide adequate internal connectivity within a subdivision or planned development, the street network shall have a minimum connectivity index of *[1.40]*. The desired minimum connectivity index is *[1.60]*. The connectivity index is defined as the number of street links divided by the number of nodes and link ends (including cul-de-sacs and sharp curves with 15 mph design speed or lower).

*Commentary: The higher the connectivity index, the more connected the road network. A connectivity index of 1.40 is a reasonable standard to ensure a connected roadway network; however, there are some cities that require a smaller index, sometimes as low as 1.20. Figures 3 and 4 demonstrate how to calculate the connectivity index.*



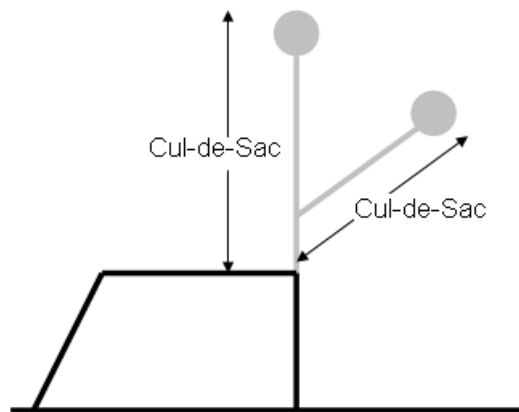


**Figure 3: Example Connectivity Index Calculation**

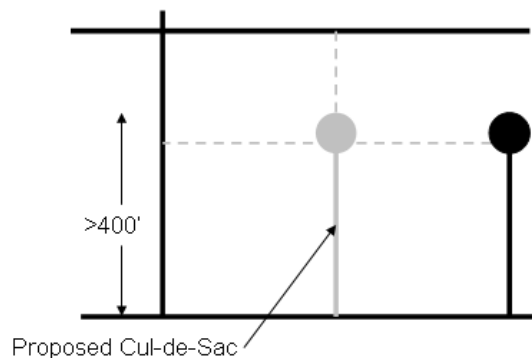


**Figure 4: Example Connectivity Index Calculation**

2. A link is defined as a segment of road between two intersections or from an intersection to a cul-de-sac/stub-out. This includes road segments leading from the adjoining highway network or adjacent development.
3. Nodes are defined as intersections and cul-de-sacs. They do not include the end of a stub-out at the property line or intersection with the adjoining highway network.
4. No dead-end streets shall be permitted except in cases where such streets are designed to connect with future streets on abutting land, in which case a temporary turnaround easement at the end of the street with a diameter of at least *[one hundred (100)]* feet must be dedicated and constructed.
5. Cul-de-sacs shall only be permitted if they are:
  - a. less than *[four hundred (400)]* feet in length (See Figure 5 on how to measure cul-de-sac length.) or
  - b. less than *[six hundred sixty (660)]* feet in length and have a pedestrian connection from the end of the cul-de-sac to another street. (See Figure 6.)



**Figure 5: Measuring cul-de-sac length**



**Figure 6: Providing pedestrian connections from cul-de-sac**

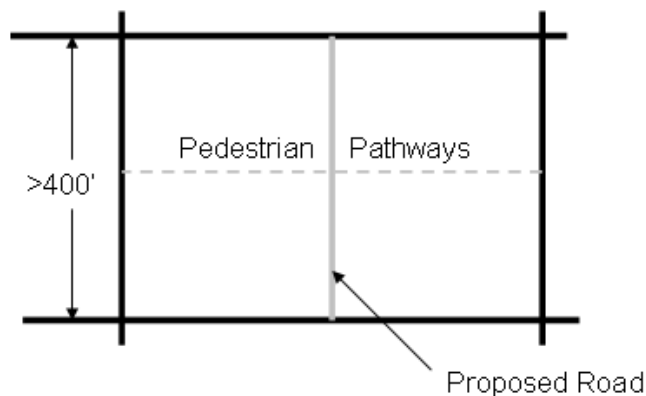
## Connectivity (External)

1. To ensure future street connections where a proposed development abuts unplatted land or a future development phase of the same development, street stubs shall be provided to provide access to all abutting properties or to logically extend the street system into the surrounding area. All street stubs shall be provided with temporary turn-around or cul-de-sacs and the restoration and extension of the street shall be the responsibility of any future developer of the abutting land.

*Commentary: A street stub may either be a local road, collector, or frontage road. The planning director and developer should take into account the purpose of each stub and future traffic patterns that may exist once adjacent land develop occurs and a street connection is made. Cut-through traffic and speeding on local residential streets should be discouraged through proper location and inclusion of traffic calming measures. In contrast, collectors and frontage roads should have logical, direct routes that make cross parcel driving possible. This may include a road that traverses the land from one property line to the opposite property line.*

2. Streets within and contiguous to the subdivision shall be coordinated with other existing or planned streets within the general area as to location, widths, grades, and drainage. Such streets with shall be aligned and coordinated with existing or planned streets in existing or future adjacent or contiguous to adjacent subdivisions. All streets, alleys, and pedestrian pathways in any subdivision or site plan shall connect to other streets and to existing and projected streets outside the proposed subdivision or other development.
3. Street connections shall be spaced at intervals not to exceed *[six hundred sixty (660)]* feet (1/8 mile) along each boundary that abuts potentially developable or redevelopable land. Blocks longer than *[four hundred (400)]* feet in length shall have a mid-block pedestrian pathway connecting adjacent blocks. See Figure 7.

*Commentary: Minimizing the block length of local streets allows better access for pedestrians, bicyclists and automobiles. The number may be changed to lower than 660 feet. The appropriate length may be determined based from a typical block length based on historical precedence in the area. It is common for American cities to have block lengths between 200 and 400 feet.*



**Figure 7: Mid-block pedestrian pathways**

4. The *[City Engineer]* may require any limited movement collector or local street intersections to include an access control median or other acceptable access control device. The *[City Engineer]* may also allow limited movement intersection to be initially constructed to allow full movement access.

*Commentary: Local and state access management regulations will regulate the minimum spacing and design. Full intersection access on an arterial should be between ¼ and ½ mile. Partial intersection access, controlled by a median, may be at shorter distances. More frequent access improves overall roadway connectivity but may impact the operations on an arterial roadway.*

5. Gated street entryways into residential developments shall be prohibited.



## References

1. Street Connectivity: An Evaluation of Case Studies in the Portland Region, Metro Regional Government, June, 2004.
2. Best Development Practices: Doing the Right Thing and Making Money at the Same Time, Florida Department of Community Affairs, May 1995.
3. Pedestrian and Transit Friendly Design, Florida Department of Transportation, March 1996.
4. Model Street Connectivity Standards Ordinance, Washington Department of Transportation , 2006.
5. Unified Development Ordinance, Section 31-612, Street Improvement Standards, City of Suffolk, Virginia. (from website August 2008)
6. Unified Development Ordinance, Section 10-1, Street Improvement Standards, City of Kannapolis, North Carolina. (from website August 2008)
7. Fort Collins, Colorado, Land Use Code, Division 3.6, Transportation and Circulation. (from website August 2008; last changes to regs in 2006)
8. Connectivity, Safe Routes to Schools Guide, Pedestrian and Bicycle Information Center (from website August 2008).
9. Street Network Types and Road Safety: A Study of 24 California Cities, Wesley E. Marshall and Norman Garrick, University of Connecticut, 2008

## **APPENDIX F – STH 76 IMPROVMENTS CORRESPONDENCE**

**From:** Nielsen, David - DOT <[david.nielsen@dot.wi.gov](mailto:david.nielsen@dot.wi.gov)>

**Sent:** Wednesday, May 19, 2021 8:42 PM

**To:** Eric Fowle <[eric.fowle@cedarcorp.com](mailto:eric.fowle@cedarcorp.com)>

**Cc:** Ken Jaworski <[ken.jaworski@cedarcorp.com](mailto:ken.jaworski@cedarcorp.com)>

**Subject:** RE: Town of Clayton Study Comments?

Sorry for the delay but we have been swamped with requests and have been addressing them as they come in. We did meet and it was reconfirmed that we would be looking at 2,000'-2,600' spacings for new street connections. What that means to the preliminary sketch you had sent me the only new street connection would be 1 between Fairview and the RR tracks.

As part of new developments and street in the area we believe that for the safety of the users of the roadways driveways should be eliminated as much as possible.

Additionally, I had checked into any upcoming projects and a resurfacing type project would be the next on the list.

Please continue the dialogue early in the process as developments in the area become reality.

**David B Nielsen, P.E.**

Access Management Engineer  
Northeast Region

Wisconsin Department of Transportation  
944 Vanderperren Way  
Green Bay WI 54304

Cell : (920) 366-8961  
[david.nielsen@dot.wi.gov](mailto:david.nielsen@dot.wi.gov)

**From:** Gorte, Christopher R. <[cgorte@ci.oshkosh.wi.us](mailto:cgorte@ci.oshkosh.wi.us)>  
**Sent:** Wednesday, April 21, 2021 1:30 PM  
**To:** Tori Straw, Town Administrator, Town of Clayton <[townadministrator@townofclayton.net](mailto:townadministrator@townofclayton.net)>  
**Subject:** Rumble Strips at Larsen Rd and Hwy 76

Good Afternoon,

The Winnebago County Traffic Safety Committee has identified a traffic safety concern at the intersection of Larsen Road and Hwy 76 in the Town of Clayton. It is our understanding that the WI DOT plans to construct a roundabout at this intersection in 2025 or 2026. We are also aware that the new Neenah public high school will be built in the nearby area in 2023.

Roundabouts have been shown to greatly decrease serious crashes but we are concerned for the drivers that travel this intersection prior to the completion of the roundabout. The members present at our April Traffic Safety Commission meeting unanimously recommended that rumble strips be added for westbound and eastbound lanes of traffic on Larsen Road near the Hwy 76 intersection to alert drivers of the stop sign. Rumble strips have been proven to give drivers an audible and physical warning to take action and in this case it would be the upcoming stop sign at HWY 76. Please feel free to reach out to me for any further questions about this matter.

Sincerely,

**Christopher R Gorte**  
Special Operations Sergeant  
Oshkosh Police Department  
[cgorte@ci.oshkosh.wi.us](mailto:cgorte@ci.oshkosh.wi.us)  
920.236.5083  
Follow us: [Web](#) | [Facebook](#) | [Twitter](#)



**Wisconsin Department of Transportation**

Northeast Region  
944 Vanderperren Way  
Green Bay, WI 54304

**Tony Evers, Governor**  
**Craig Thompson, Secretary**  
[wisconsin.gov](http://wisconsin.gov)

Telephone: (920) 492-5643  
FAX: (920) 492-5640  
Email: [ner.dtsd@dot.wi.gov](mailto:ner.dtsd@dot.wi.gov)



November 24, 2020

RICHARD JOHNSTON  
CLAYTON SANITARY DISTRICT #1  
8358 CTH T  
PO BOX 13  
LARSEN WI 54947

**TRANS 220 PROJECT**  
PROPOSED HIGHWAY IMPROVEMENT NOTICE

RE: Design Project ID: 6430-22-00  
Construction Project ID: 6430-22-71  
OSHKOSH - GREENVILLE  
CTH II - SHADY LN  
STH 76, WINNEBAGO COUNTY

The information in this letter is to satisfy the legal requirements of Wisconsin Statute 84.063 and Administrative Rule Trans 220. Enclosed are the following:

1. A map showing the general location of this project. This project is located in:  
Sections 01, 02, 11, 12, 13, 14 of Town 20 North, Range 16 East, Winnebago County.  
Sections 01, 02 of Town 20 North, Range 16 East, Outagamie County.
- ~~2. A copy of the Concept Definition Report, which provides information on the scope of the project.~~
3. A list of other utility facility owners and contact information. This list may be of benefit to you when coordinating with other utility owners in the area.
4. DT1077, *Proposed Highway Improvement Notice*. **Note: Complete the Notice Acknowledgement portion of the form.** Please make sure that you select one of the three options on this portion of the form. **Return the entire form within seven days of receipt.**

As noted on the DT1077, Trans 220 requires that you provide within 60 days a description of your facilities within the project limits. "Description" as used here generally means providing a copy of your system maps/facility records.

If these records and maps are stored electronically, we are capable of accepting copies of these facilities on a CD, on a disk, or via e-mail. The software your company uses will determine how we can accept your information. If you use a GIS-based system the information would need to be submitted on a CD or a disk. AutoCAD or MicroStation files can be sent via e-mail to me at the address listed below. If you have any questions about software compatibility or electronic file transfer, please contact me at the number listed below.

A preservation level improvement project along WIS 76 through the divided roadway portion of USH 10 interchange; involving mill and overlay of WIS 76, culvert endwall cleaning and upgrading beamguard at USH 10 bridge.

If you have facilities in the vicinity of this project, I'll be contacting you again with the DT1078, *Project Plan Transmittal*, which will be accompanied by plans approved for use in designing your facility locations. Months, or even a few years, may elapse before these final plans are sent.

I would like to thank you in advance for your cooperation and assistance in our project development efforts. If you have any questions about this project, please contact me.



Garrett Vickman  
Utility Coordinator  
Northeast Region  
(920) 492-5712  
Garrett.vickman@dot.wi.gov

Enclosures: As stated

cc:



**PROPOSED HIGHWAY IMPROVEMENT NOTICE**

Wisconsin Department of Transportation

DT1077 10/2005 (Trans. 220 WI Admin. Code)

Pursuant to s.84.063 Wisconsin Statutes, this notice advises that the Wisconsin Department of Transportation is planning the improvement identified below.

To Richard Johnston Clayton Sanitary District #1-Sewer 8358 CTH T PO Box 13 Larsen WI 54947	From – Name, Address, City, State, ZIP Code Garrett Vickman Division of Transportation System Development Northeast Region 944 Vanderperren Way Green Bay WI 54304
Improvement Project ID 6430-22-71	County WINNEBAGO
Highway Route Number or Name STH 76	
Improvement Limits OSHKOSH - GREENVILLE/CTH II - SHADY LN	
General Description of Work to be Done A preservation level improvement project along WIS 76 through the divided roadway portion of USH 10 interchange; involving mill and overlay of WIS 76, culvert endwall cleaning and upgrading beamguard at USH 10 bridge.	
Utility Coordination Desired Completion Date 2023	Anticipated Year of Improvement Construction 2025

Transportation Region Name Northeast Region	<i>Garrett Vickman</i> November 24, 2020
Consultant Name	(Region or Consultant Representative Signature) (Date) (If Computer-filled, Brush Script Font)
	Utility Coordinator
	(Title)

**NOTICE ACKNOWLEDGEMENT**

**Return this form within 7 days of receipt to address shown above.**

Receipt of the above notice is acknowledged.

- ☐ We have no utility facilities in the vicinity of the improvement.
- ☐ We have utility facilities in the improvement vicinity and will provide a description and general location within 60 days of the above notification date as required by s.84.063(2)(b) Wis. Stats.
- ☐ We have utility facilities in the improvement vicinity; their description and general location are identified below. (Attach additional sheets if necessary.)

Utility Name Clayton Sanitary District #1	
Utility Representative Name – Please Print	(Utility Representative Signature) (Date)
	(Title)

## TUMS Utility Owners List - As of November 24, 2020

RE: Design Project ID: 6430-22-00  
Construction Project ID: 6430-22-71  
OSHKOSH - GREENVILLE  
CTH II - SHADY LN  
STH 076, Winnebago County

Todd Brister  
ANR Pipeline Co - Gas/Petroleum  
W3925 Pipeline Lane  
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todd\_brister@transcanada.com

Joseph Kassab  
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First Floor Engineering  
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jk572k@att.com

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relocations@centurylink.com

Vincent Albin  
Charter Communications - Communication Line  
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Vince.Albin@charter.com

Richard Johnston  
Clayton Sanitary District #1 - Sewer  
8358 CTH T  
P.O. Box 13  
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tocadmin@new.rr.com

Scott Volberding  
Outagamie County Regional Airport - Airport Facility  
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Appleton, WI 54914  
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svolberding@atwairport.com

Mary Fisher  
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Brookfield, WI 53005  
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Mary.B.Fisher@windstream.com

Jeff Shaw  
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Jeff.shaw@tdstelecom.com

Randy Gallow  
Town of Menasha Street Department - Electricity  
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(920) 720-7110  
rgallow@foxcrossingwi.com

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(920) 433-1703  
UtilitiesRelocation@wisconsinpublicservice.com

Lori Butry  
Wisconsin Public Service Corporation - Gas/Petroleum  
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(920) 433-1703  
UtilitiesRelocation@wisconsinpublicservice.com

We Energies Utility Coordinator  
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500 S 116th Street  
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(414) 221-2738  
We-Utility-relocations@we-energies.com

We Energies Utility Coordinator  
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West Allis, WI 53214  
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We-Utility-relocations@we-energies.com