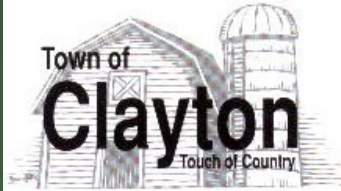


# Town of Clayton

## Comprehensive Plan 2040

Adopted September 6, 2023



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# **Town of Clayton, WI Comprehensive Plan 2040**

**Prepared by:**  
Town of Clayton Plan Commission

**Adopted by:**  
Town of Clayton Town Board  
September 6, 2023

**Planning Assistance Provided by:**  
Cedar Corporation  
1695 Bellevue Street  
Green Bay, Wisconsin 54311  
Phone: 920-491-9081  
[www.cedarcorp.com](http://www.cedarcorp.com)



# Acknowledgements

## **Plan Commission**

Dick Knapinski, Plan Commission Chairman  
Rob Ketter, Commissioner #1  
Wayne Nemecek, Commissioner #2  
Michael Hopkins, Commissioner #3  
David Dorow, Commissioner #4  
Becky Haskell, Commissioner #5  
Patti Christianson, Town Board Representative

## **Parks & Trails Committee**

Nancy Harrity-Irvine, Committee Chairperson  
VACANT, Committee Member #1  
Dustin Kraft, Committee Member #2  
David Dorow, Committee Member #3  
Nadine Plant, Committee Member #4  
Fred Ebbesen, Committee Member #5  
Linda Grundman, Town Board Representative

## **Town Board**

Russ Geise, Chairman  
Kay Lettau, Supervisor 1  
Linda Grundman, Supervisor 2  
Patti Christianson, Supervisor 3  
Scott Reif, Supervisor 4

## **Town Staff**

Kelly Wisnefske, Town Administrator  
Kelsey Faust-Kubale, Town Clerk

A special thanks to Tori Straw who served as Town Administrator during the initial phases of this project.

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# Chapter 1

## Introduction

***“The best way to predict the future is to create it” – Author Unknown***

### Background

Comprehensive Planning has served the Town of Clayton well throughout the years. But like most developed plans, outside preferences, directives, and forces can change through time. No community is immune to changing conditions, and the Town of Clayton is no exception. However, how a community responds to the uncertainty of what the future may bring can distinguish itself from other more complacent communities. Community initiatives can have a huge influence on whether a community will ever achieve their desired goals. Although the Town's last major comprehensive plan update effort was relatively recent (2016), numerous factors have been at play since that will impact how the Town of Clayton responds to “these winds of change.”

Alternative approaches the Town could take include options such as just sitting back and simply letting development trends carve and shape the community. Under this option, the town responds with basic services such as roads, refuse collection, maybe some parks, and few other amenities and/or services. Another option is for the Town of Clayton to take a more proactive role in addressing future changing conditions. Create the town's future by initiating the change instead allowing “others” outside of the town determine it. This is the route Town leaders have elected to pursue through this comprehensive plan update effort. In doing so, the basis of this plan takes the approach that the Town of Clayton elects to predict its future by creating it.

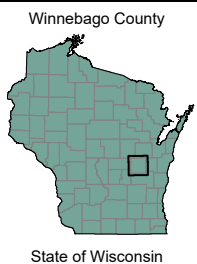
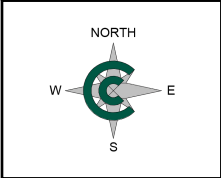
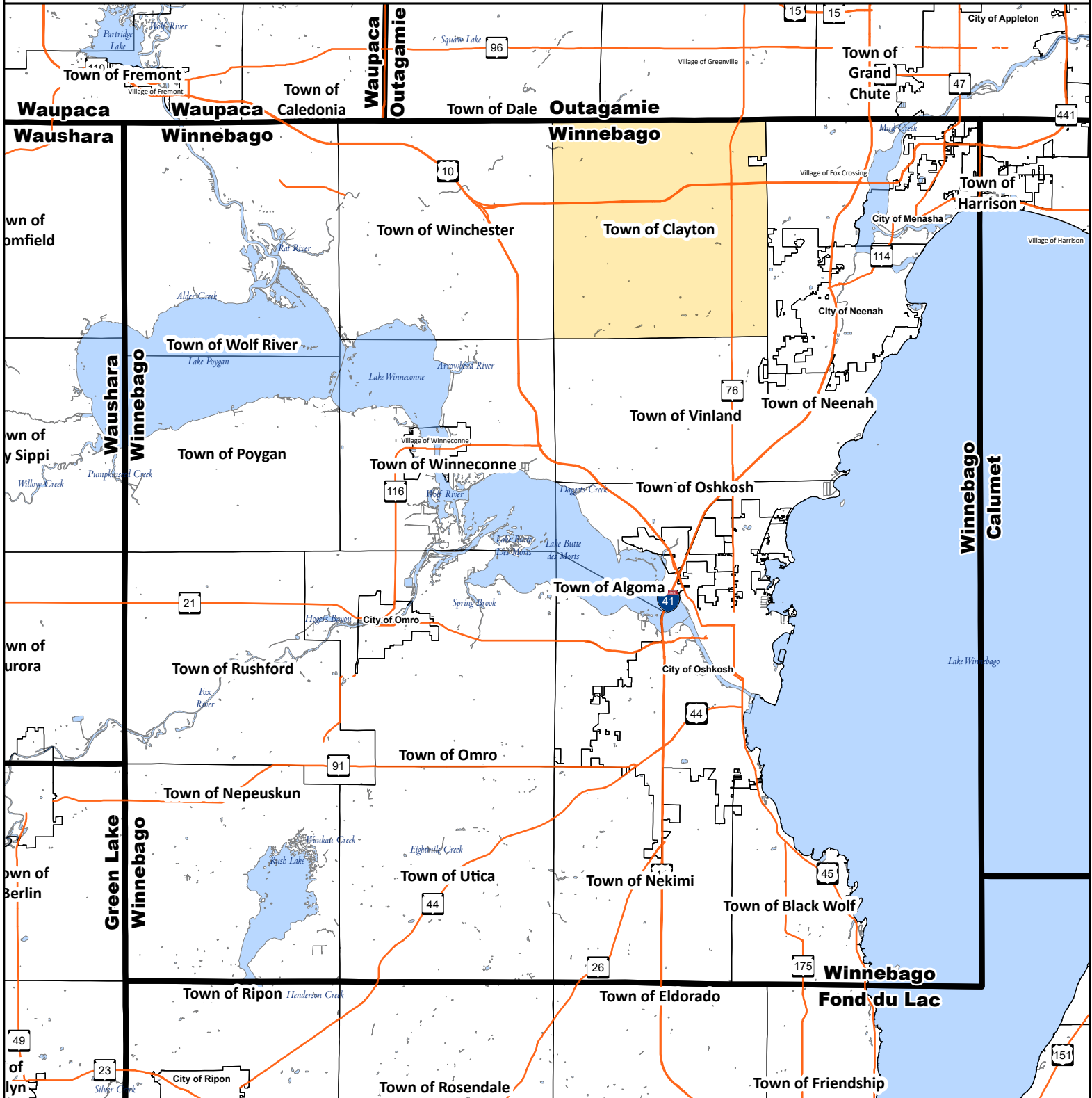
In the eyes of Town leaders, Committee members, and residents alike, The Town of Clayton is special place featuring quality housing, an abundance of natural features, productive agricultural areas, recreational opportunities, ample highway connectivity, and much more. All of these attributes are available in close proximity to the thriving Fox Valley region. This comprehensive planning update will build further on these attributes yet will look at ways to further enhance opportunities associated with them.

### Community Background

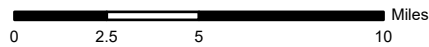
The Town of Clayton is located in the northeastern portion of Winnebago County and covers approximately 36 square miles (Map 1-1). Clayton is located approximately five miles west of Appleton and eight miles north of Oshkosh. The town's slogan, “A Touch of Country,” reflects that, while the town is located in a rural/suburban setting, there is also urban development occurring within the community.

# LOCATION

Map 1-1



## Town of Clayton Winnebago County, WI



This base map was created with data from Winnebago County Land Information Department who assumes no liability for the accuracy of this data and any use or misuse of its content is the responsibility of the user. Changes were made by Cedar Corporation under the direction of the Town of Clayton

### Legend

- Major Roads
- Town of Clayton
- Other Municipalities
- Counties
- Water

Clayton is bordered by the Town of Dale and Village of Greenville (Outagamie County) to the north; the Village of Fox Crossing and Town of Neenah to the east; the Town of Vinland to the south; Town of Winneconne to the southwest; and, the Town of Winchester to the west. The Town of Clayton also lies within the Appleton Metropolitan Statistical Area (MSA) as defined by the U.S. Census bureau.

During the 1970s and 80s, the Town of Clayton experienced the development of a limited number of rural subdivisions in the proximity of WIS 76 and West Larsen Road. By the mid-1990s, however, the town began to attract developers and residents to the rather peaceful countryside. Subsequently, Clayton experienced the development of more subdivisions in the eastern one-half of the town. The driving force behind the Town of Clayton's growth has always been its reasonable proximity to the urban amenities and employment available in the Fox Cities. Other factors include transportation improvements, the increase in the retail, commercial, and industrial operations, and steadily increasing residential growth throughout the Fox Cities has maintained the town's trend toward suburbanization.

Reasonable land prices caused early residential growth in the towns surrounding the incorporated municipalities of the Fox Cities to be mainly large-lot "country homes" and "hobby farms." As the municipalities of the Fox Cities became more urbanized, so did towns around them. This development trend became the impetus for "leap-frog" development to occur in the next tier of outlying towns such as Clayton. Because the town's rural character and low local taxes attracts the development and occupancy of rural subdivisions, and choice developable land remains, the trend towards suburbanization will most likely continue.

The Town has come to a significant crossroads on how to accommodate increased suburbanization. Rather than sitting back and letting developers set the type of future development, the Town has elected to "predict its future by creating it." The Town has moved forward with investments to create public infrastructure systems such as municipal water and sanitary sewer service. It is the Town of Clayton's position that these services will attract quality type development which will spawn commercial, industrial, and residential opportunities. However, the investment in infrastructure also means that new development will need to take on a different appearance than the large lot, estate type development of the past several decades.

## Adapting to and Creating Change

A great number of local, regional, statewide, and national trends and changes have occurred over recent years which have altered the base assumptions that were traditionally used for planning. What once was a steady-state of growth and predictability is now more volatile and disruptive. A brief explanation of these major "outside forces," as well as significant local-level changes, are provided below and offer context to this Plan's recommendations and identified future land uses.



## ***“The best laid plans of mice and men often go awry” - Robert Burns***

### Global and National Impacts

#### Impacts of the Great Recession

In 2008, the United States slipped into an economic recession that significantly altered the US, state, and local economies. Unemployment rates rose, the housing market crashed, and business development stagnated. Locally, the Town of Clayton experienced an economic slowdown including a significant drop in new housing builds.

While the economy and housing market has since recovered, there were permanent changes that resulted which affect planning, particularly in the housing market. Housing trend data from the American Planning Association showed less demand for rural single family type housing in exchange for more concentrated, neighborhood type housing. As the baby boomer generation aged, they desired to be closer to essential services and medical facilities. Younger persons in the Millennial generation also sought a more “urban” lifestyle, initially preferring to rent, but now moving toward homeownership as this is now the generation which is cultivating new families. The Town of Clayton also felt these impacts due to regional trends which followed – more urban housing development in neighboring communities and less large-lot rural development near the periphery of the Fox Valley’s major cities.

#### Impacts of the 2020 COVID-19 Pandemic

Previous events such as the Farm Crisis of 1980’s, the terrible tragedies of September 11, 2001, and the Great Recession of 2008 all changed the physical and social landscapes as well as citizen attitudes toward our state and nation. In 2020, the pandemic outbreak of COVID-19 and its subvariants did just the same.

The immediate impacts of the COVID pandemic were seen across our State’s landscape – think changes in traffic, increased use of parks, on-line shopping, and work from home orders, just to name a few. What have we learned, or can we learn, from our individual and collective experiences in dealing with COVID-19 and its impacts? What should your community consider when making land use decisions (and their associated investments) that may last for years, decades, or millennia? While there is a strong perception that “the world stopped – or was put on pause” in 2020, it is the furthest thing from the truth. “Change” is not going to stop because of a pandemic; and, if anything, the rate/amount of change increased based on factors that were both known and unknown. Face it, some things were going to happen anyway, and COVID-19 simply accelerated them. Along these lines, a few things that come to mind for consideration by communities in the post-pandemic world include:

- Today’s jobs are not tomorrow’s jobs.
- Adaptation is a key ‘survival’ skill – for individuals AND communities.
- Resilience needs to be considered in everything we do.
- Technology is (or should be) your friend (e.g., socialization, on-line shopping, cost savings)
- “Urban-ness” is still important but the “outdoors” is becoming increasingly important to mental health.
- The home’s function has become increasingly important.
- Neighborhoods supply a level of comfort to the known.
- The supply chain can be fragile (see resilience)
- Housing choice and the housing market will continue to evolve.
- People still want and need to move around.
- Education programs and school infrastructure may look very different moving forward.

Certainly, the above list is not inclusive. Our intent is to simply get you and your community to understand that the act of “planning” is still worthwhile, regardless of the underlying or overlying conditions under which it is done. If anything, COVID-19 has taught us that many plans’ aspirational goals are still true and relevant, but the path which is taken to reach them (implementation) has changed drastically. In addition, major “disruptors” (both past and present) have taught us that “monitoring” a plan is very important. In many cases, this reinforces the need to update plans based on evolving trends. Look no further than recent changes in housing choice by Millennials and “age in place” preferences by Baby Boomers which were well underway prior to COVID but now may be accelerated.

Which begs the question; “What game changers” could evolve out of the pandemic that could impact community planning? Many theories have already surfaced. Could rural communities see a renewed interest as a choice place to live, thereby reversing locational trends for housing? Will this nation see a surge in birth rates due to stay-at-home and/or working from home orders? Will building infrastructure that housed large gatherings be able to economically survive; and, if not, what will become of it? Will school districts see an increase in home schooling rates? These are just a sample of discussion items that are ongoing by various professionals, and only time will reveal the true answers. Communities need to take stock in these thoughts, as the simple act of planning - Whether it be for transportation, housing, or economic development - has now become more important than ever.

## Forecasted Trends Impacting Development Patterns

The financial impacts of the recent 2008 recession and the 2020 COVID-19 Pandemic have left scars on the investment community’s willingness to pursue larger development projects. Recent housing trend data from the American Planning Association suggest less demand for rural single family type housing in exchange for more concentrated, neighborhood type housing. As generations become less connected to the land, they will seek housing opportunities that will allow them to be in close proximity to services, social activities, schools, employment, and other support functions. As the baby boomer generation continues to age, they will also desire to be closer to essential services and medical facilities. In addition, vehicle ownership costs appear to be a deterrent to living longer distances from employment.

Even though active farming operations continue to exist, the town has experienced some urbanization due to the decline in family owned farms and increased interest in rural subdivisions. While that trend was expected to continue, the recession of 2008 changed that. In fact, recent research and trends seem to indicate less ambition for future home buyers to travel longer distances between home and work opportunities.

Another trend that already has impacted housing development within rural towns is that of the “Baby Boomer” generation (those people born between 1946 and 1964) on the future housing market. Currently, and even more so in the coming years, baby boomers will be moving on and will likely want to sell their homes in order to downsize or to move closer to services and medical arrangements.

According to data from the American Housing Survey, in 2021, 70 percent of the nation's housing stock was in the form of single family homes (attached and detached). Roughly a third of these homes were between 1,000 and 1,499 square feet and built on lots between one-eighth and one-quarter acre in size. A vast majority of today's households with children will still want traditional sized houses. However, many buyers will want something else, like condos, rental units, and urban townhouses. This is a huge shift within the housing market, due to both demographic changes, and the impacts of the ongoing housing shortage. The provision of affordable housing is needed statewide, and the Town of Clayton will need to seriously address how it plays a role in accommodating today's and tomorrow's workforce.

Although the above trends seem more national than local, they will likely play factors in the demand for new housing developments in towns such as Clayton. However, it should be noted that Clayton's close proximity to the employment centers of the Fox Valley may grant some immunity to these trends. All things considered; it is likely that most towns will not experience the same amount of new residential growth which occurred in the early to mid-2000's until these developing trends change. Given this trend information, the Towns best approach to encourage development is to create livable environments that address the needs of future buyers. Affordable, quality, and neighborhood-focused residential development with supporting infrastructure, commercial, and economic activities are on target to move the Town forward.

Lastly, the effects of new technology, whether its broadband accessibility, electric vehicles, renewable energy, self-driving cars, or even artificial intelligence, will all play a role in changing social norms and land uses. The Town can benefit from addressing these trends proactively and considering them in any and all land use changes and economic development activities moving forward.

## Regional and County Influences

### 2020 Sewer Service Area Plan Amendment / Intergovernmental Agreement

Through a long and arduous technical and political process, the Town of Clayton worked with neighboring communities, including the City of Appleton, to strategically amend the existing NR-121 Sewer Service Area Plan in 2020. This amendment allowed for the Town to provide sewer collection and treatment services (as well as municipal water) under a new intergovernmental agreement with the neighboring Village of Fox Crossing. The allowance to expand municipal services under the Town's control is a game-changer in terms of retaining and attracting business, industry, and new residential growth.



## Local Actions

The Town is no stranger to planning and, since the adoption of its 2016 plan, the Town had completed the following planning efforts:

- Amendment to Comprehensive Plan with “Working Lands” Overlay (2017)
- Application for Incorporation to a Village (denied) (2018-2021)
- Tax Increment District #1 Created (2019)
- Short-Term Rental Ordinance Adoption (2019)
- Boundary/Service Agreement with Village of Fox Crossing Approved (2020)
- Access Control Ordinance Adopted (2020)
- Storage Unit Overlay Ordinance Adopted (2020)
- NR-121 Sewer Service Area Plan Amended (2020)
- Highway 10/76 Corridor Land Use Master Plan (2021)
- Zoning Ordinance Design Standards Created (2022/2023)

Additionally, local actions were taken in the years prior to the adoption of the 2016 Comprehensive Plan which influenced subsequent decisions regarding land use and the provision of services. These include:

- Town Zoning Installation  
Zoning has long been recognized as a fundamental tool in implementing a comprehensive plan, specifically the intentions of the Future Land Use Plan Map. 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. 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).
- Storm Water Utility District Creation  
In November, 2012, the Town of Clayton adopted the Town of Clayton Storm Water Utility Ordinance establishing a Storm Water Utility. The Storm Water Utility was established under the supervision of the Town Board. Controls of the day-to-day operations of the Storm Water Utility are assigned to the Town Administrator and the Public Works Department.
- Farmland Preservation  
Farming was one of the few industries that survived the 2008 economic recession without major issues. Farm commodity prices remained relatively stable, with the exception of the often fluctuating milk. Corn and soybean had strong gains during, and post-recession, and cash cropping returned in force due to major market processing player investments. The “then stagnant” housing development market in the early 2010’s returned much land back to be managed as agriculture.

With the increased economic emphasis to buy local and support local, Wisconsin agriculture strengthened post-recession. Helping it along was the creation of niche markets such as the (still) growing and popular craft beer and wine markets to the demand for increased organics and farm-fresh produce. Competition between different agriculture niches like vegetable and grain crops versus dairy has increased the competition for farmland driving up agricultural land prices for purchase and rent. The gap between land values for development and land values for agriculture has closed substantially in the last ten or more years.

That being said, traditional changes to farming, such as the loss of small farms and increases in large dairy operations, also need to give way to new changes and trends, such as the advent of siting utility-scale solar energy systems, bio-digesters, and the like.

One goal of the Town is to preserve and protect the prime agricultural land areas in the Town for those who desire to continue farming their land. Therefore, after the adoption of its previous 2016 Comprehensive Plan, the Town created ordinances that protect and strengthen existing farming operations from incompatible land uses or adjacent land uses that would create a conflict with agricultural uses, such as having lots created in the town via CSM noting a statement that they will not object to farming operations.

## 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 Comprehensive Plan. 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 and Pedestrian Plan
- Fox Cities TMA – Valley Transit-Transit Development Plan
- EDA Comprehensive Economic Development Strategy for the East Central Region

### State of Wisconsin

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

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

## Why Plan?

Planning is being prepared for what will likely happen "tomorrow," and being ready with an alternative strategy if something else happens instead. Planning is laying out shorts and a T-shirt to wear tomorrow but having a sweater and raincoat handy in case the weather guy lied.

Planning is knowing what you have today before deciding on what to do tomorrow. Planning is knowing you make minimum wage and need to replace the '96 rust bucket before booking the cruise through the Greek Isles.

Planning is knowing the big picture for your future, so you don't make rash decisions when a new idea comes along. Planning is already knowing you want to be a husband and father when your friend says, "Let's start an African safari business."

We all do a little planning each day, each month, each year. If we didn't, our lives would likely be chaos. We plan as groups, too – at home, at work, at church, at the Town Hall.

When we plan at the Town Hall, we're deciding how we want our community to look, function, and feel. We create a "Comprehensive Plan," but this is not just the title of a document, it's the description of a process, too. This Plan is really little more than the documentation of the planning process. During that process, Town of Clayton officials, with aid from the consultant and much input from Clayton residents, took a comprehensive look at the town in order to create a vision and work plan for the future.



“Comprehensive” means complete and wide-ranging. A community has many aspects that contribute to its success as a place to live, to play, to work, and to run a business. Individual persons or groups will be aware of, or consider important, some aspects more than others. The role of the planning process is to consider all the various aspects and issues of the community, facilitate agreement on common goals, and lay out a path to achieve them.

So, the “Comprehensive Plan” records facts, documents a vision for the future, and aids in the allocation of financial and human resources; but “comprehensive planning” brings people together to talk about what responsible growth looks and feels like. It encourages discussion among citizens, agencies, and governments. It is an opportunity to discuss options and develop common goals. It provides a focus for finding and discussing innovative ways to meet diverse community needs.

This plan update is not the end of a process but the beginning of a new one. It is the starting point for implementation, a guide for change. It cannot be viewed strictly as “law,” but rather as a reference for decision-making. The plan is a tool, not just a product.

## Purpose and Origins of the Town’s Comprehensive Plan

The purpose of Clayton’s Comprehensive Plan is to serve as a guide for not only Town government, but also local industries, businesses, developers, and residents so that informed decisions can be made about the growth and development of Clayton. It provides consistency in decision-making and is meant to be reviewed and revised as needed as the vision of the Town evolves over time.

The State’s Smart Growth Law requires that, beginning on January 1, 2010, any municipality that amends or enacts specific ordinances, the ordinances must be consistent with the municipality’s comprehensive plan. These ordinances are:

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

The first Comprehensive Plan for the Town was adopted in adopted in 2009. It was the first Town Comprehensive Plan created under Wisconsin’s Comprehensive Planning Law (sec. 66.1001) or “Smart Growth Law.” The second plan (first update) was prepared and adopted in 2012 to address these new requirements, and then a second update of the plan was prepared and adopted in 2016. The 2040 Comprehensive Plan update is a review and amendment of the Plan adopted in 2016.

## Components of a Comprehensive Plan

Wisconsin statutes state that a comprehensive plan must contain, at a minimum, the following nine elements:

- |   |                                   |
|---|-----------------------------------|
| (1) Issues and Opportunities                      | (6) Economic Development          |
| (2) Housing                                       | (7) Land Use                      |
| (3) Transportation                                | (8) Intergovernmental Cooperation |
| (4) Utilities and Community Facilities            | (9) Implementation                |
| (5) Agricultural, Natural, and Cultural Resources |                                   |

In addressing these elements, the Town collects background information of existing conditions, identifies trends, and reviews its major policies concerning the future physical development of the community in each area. The primary purpose of doing this is to establish goals, strategies, and recommendations for the future growth of the community. These are used to create a vision for each element and identify ways to achieve that vision. Definitions of these terms are listed below.

- **Goal:** A general statement that describes a desired future result.
- **Strategy:** Strategies provide direction, or a “path” on how to achieve the stated goal.
- **Recommendations:** Recommendations are specific implementation strategies to be carried out in order to achieve a goal and meet the objectives.

The Town’s Comprehensive Plan also addresses 14 local comprehensive planning goals described below that are incorporated in the elements:

- (1) Promotion of redevelopment of land with existing infrastructure and public services, and maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- (2) Encouragement of neighborhood designs that support a range of transportation choices.
- (3) Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
- (4) Protection of economically productive areas, including farmland and forests.
- (5) Encouragement of land uses, densities and regulations that promote efficient development patterns and low costs.
- (6) Preservation of cultural, historic, and archaeological sites.
- (7) Encouragement of cooperation and coordination among nearby units of government.
- (8) Building community identity by revitalizing main streets and enforcing design standards.
- (9) Providing an adequate supply of affordable housing for all income levels within the community.
- (10) Providing infrastructure, services & developable land adequate to meet market demand for residential, commercial, and industrial uses.
- (11) Promoting expansion or stabilization of the economic base and job creation.
- (12) Balancing individual property rights with community interests and goals.
- (13) Planning and developing land uses that create or preserve unique urban and rural communities.
- (14) Providing an integrated, efficient, and economical transportation system that meets the needs of all citizens.

## Public Participation

In the preparation of a comprehensive plan, Wisconsin Statutes require that the Town adopt written procedures designed to foster public participation at every stage of the preparation of the comprehensive plan. The Town's adopted public participation methods are listed below:

- Hold open meetings.
- Implement a Citizen's Opinion Survey regarding land use issues.
- Post information on Town's website.
- Provide access to planning documents at the Town Hall.
- Conduct a review of the plan with the Planning Commission.
- Conduct two public open houses to gather information on issues and opportunities, as well as to review the draft plan.
- Conduct a public hearing with required public notice and invites sent to all adjacent and overlapping units of government.
- Review public hearing comments by the Town Board.

The adopted public participation resolution and plan can be found in Appendix A.

## Plan Development Process

Cedar Corporation was hired in 2022 to provide professional planning services and to review the previous Comprehensive Plan and new information with the assistance of the Plan Commission. The Plan Commission, for the most part, held separate dedicated meetings to work through the plan update process. A total of eighteen Plan Commission meetings were held to review updated plan elements and mapping, as well as discuss and debate strategies to manage future growth within the community. In addition, a total of seven (7) Parks and Trails Committee meetings were held to specifically review and develop the draft Chapter 7 – Comprehensive Outdoor Recreation Plan.

Two separate Open House style Public Information Meetings were held during the plan's development process (Appendix A). The first open house was held on June 22, 2022, and was used to provide an overview of the planning process, as well as share information on a variety of topics and issues that were identified during the Plan Commission's initial discussions about how to approach the plan update. Feedback was sought from participants on the types of issues, opportunities, and challenges that the Town may face in the future regarding agriculture, housing, transportation, community facilities, and economic development. A second Public Information Meeting/Open House on the initial draft Comprehensive Plan was held on April 26, 2023, to present the draft plan's strategies and recommendations to the community (Appendix A).

Lastly a public hearing was held on August 23, 2023 by the Plan Commission. With no formal comments being received at the hearing, the Plan Commission reviewed and recommended adoption of the recommended draft Comprehensive Plan by the Town Board. Final action on the plan was taken by the Town Board in ordinance form on September 6, 2023 (Appendix F).

## **Area-Wide Planning Jurisdictions and Governmental Agencies**

While the Town of Clayton plans for its own future, it also lies within multiple planning districts and government agencies that do their own planning. Available plans and initiatives were reviewed to address inconsistencies between them and the Town's Comprehensive Plan.





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# Chapter 2

## Issues and Opportunities

### Introduction

The Issues and Opportunities Element of the comprehensive plan contains a variety of information that has been collected and updated to provide an accurate picture of trends and projections. These trends inform the community of what is happening in terms of changes in demographics and related community needs and forms the basis for the Future Land Use Map and its associated goals, objectives, and policies.

### Population Characteristics

#### Historic Population Change

The Town of Clayton's population in 2000 was 2,974, an increase of nearly 68 percent since 1970. During the 1970's and 1990's, Clayton experienced population increases that exceeded 30 percent. In extreme contrast, however, the 1980's saw the town's population decrease by 3.8 percent (see Table 2-1). This slight decrease is attributed to a rather stagnant agricultural economy that caused many farming operations to cease during the 1980s. From 1990 to 2010 the Town returned to the 30 percent plus growth rate. The Town's growth continued, but at a slower pace from 2010 to 2020 with only a 9.6 percent increase. Overall, the Town has experience about a 1.8 percent annual increase for the last 50 years which still exceeds the growth rates of Winnebago County and the State of Wisconsin.

**Table 2-1: Population Change, 1970-2022, Town of Clayton**

Geography	Year	1970	1980	1990	2000	2010	2020	Prelim. 2022 WDOA Estimate
Town of Clayton	Population	1,771	2,353	2,264	2,974	3,951	4,329	4,375
	% Change	n/a	32.9%	-3.8%	31.4%	32.9%	9.6%	1.1%
Winnebago County	Population	129,946	131,772	140,320	156,763	166,994	171,730	172,542
	% Change	n/a	1.4%	6.5%	11.7%	6.5%	2.8%	0.5%
State of Wisconsin	Population	4,417,821	4,705,642	4,891,769	5,363,701	5,686,986	5,893,718	5,947,500
	% Change	n/a	6.5%	4.0%	9.6%	6.0%	3.6%	0.9%

Source: U.S. Census, 1970-2020 & WDOA, 2022.



## Population Projections

The Town of Clayton can expect its population to steadily increase through 2040, although the rate of increase is forecast to decline over this period (Table 2-2). Overall, the Town is expected to increase by 1,356 persons between 2020 and 2040, or 31.32 percent. Between 2020 and 2025, Clayton's population is/was expected to increase by just over 12 percent with subsequent 5-year periods decreasing to 7.1 percent (2025-2030), 5.2 percent (2030-2035), and 3.9 percent (2035-2040).

**Table 2-2: Population Forecasts, 2025-2040, Town of Clayton**

Year	2010 Census	2020 Census	2025 Projection	2030 Projection	2035 Projection	2040 Projection	Change 2020-2040
<b>Population</b>	<b>3,951</b>	<b>4,329</b>	<b>4,855</b>	<b>5,200</b>	<b>5,470</b>	<b>5,685</b>	<b>1,356</b>
No. Change	n/a	378	526	345	270	215	<b>1,356</b>
% Change	n/a	9.6%	12.2%	7.1%	5.2%	3.9%	<b>31.3%</b>

Source: U.S. Census 2010 & 2020, and WDOA, 2013.

## Median Age

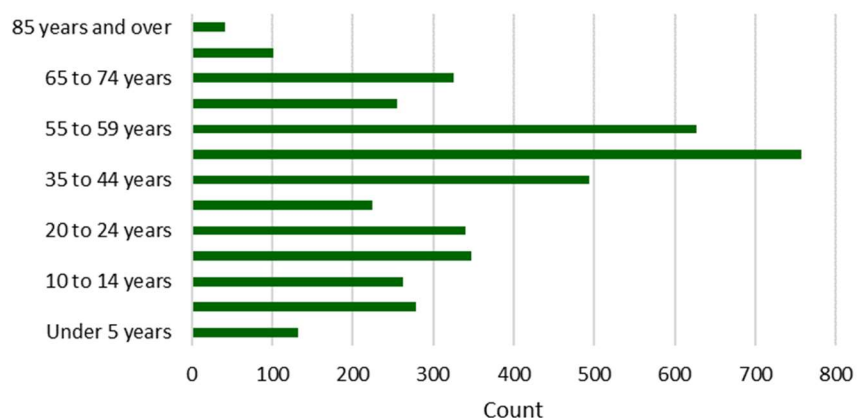
The median age of Town of Clayton residents reveals significant aging of the population in the last ten years. Table 2-3 and Figure 2-1 shows the distribution of population by age with a majority of Town residents falling in the 35-64 age range.

**Table 2-3: Age Distribution, 2020, Town of Clayton**

Age Category	Estimate	Percent of Total
Under 5 years	132	3.15%
5 to 9 years	278	6.64%
10 to 14 years	263	6.28%
15 to 19 years	347	8.29%
20 to 24 years	340	8.12%
25 to 34 years	224	5.35%
35 to 44 years	493	11.78%
45 to 54 years	757	18.09%
55 to 59 years	627	14.98%
60 to 64 years	255	6.09%
65 to 74 years	325	7.77%
75 to 84 years	102	2.44%
85 years and over	42	1.00%
Median age (years)	45.3 (43.1 in 2010)	n/a
Male	2,110	n/a
Female	2,075	n/a

Source: U.S. Census Bureau, 2017-2021 5 Year ACS.



**Figure 2-1: Age Distribution, 2020, Town of Clayton**

The Town's median age rose just over two years, from 43.1 in 2010 to 45.3 in 2020. Similar increases are occurring throughout Winnebago County, the State of Wisconsin, and the nation as a whole due to the aging of the "Baby Boomer" generation. The portion of the population that is older than 65 is steadily increasing and has not yet peaked. As a result, there will be a growing need for housing, services, and facilities that meet the needs of an aging population.

### Population Race and Ethnicity

Table 2-4 illustrates that the Town of Clayton continues to be a community comprised almost exclusively of Caucasian persons. However, the level of racial diversity has increased slightly since 2000 and will likely continue to diversify as growth continues over the next several decades.

**Table 2-4: Race Distribution, 2020, Town of Clayton**

Race	Year			
	2000	2010	2020	Margin of Error
	No.	No.	No.	
White	2,912	3,864	4,233	+/-56
African American	5	9	0	+/-9
American Indian/Alaskan Native	9	9	0	+/-9
Asian or Pacific Islander	21	35	21	+/-28
Other Race	10	5	34	+/-51
Two or More Races	17	29	32	+/-45
Hispanic or Latino	20	38	126	+/-119
<b>Total Persons</b>	<b>2,974</b>	<b>3,951</b>	<b>4,320</b>	<b>(x)</b>

Sources: 2000, & 2010 Decennial U.S. Census; 2020 American Community Survey 5-Year Estimates



## Household Characteristics

### Persons Per Household

Table 2-5 illustrates how household size continues to decline in the Town of Clayton. The average number of persons per household in the town in 2020 was 2.78. Suburban communities tend to see higher persons per household figures than cities and villages as they are often inhabited by growing families. A key factor in planning for the future growth of a community are household projections as an increase in population combined with a decrease in the number of persons per household will require a greater number of housing units than would be needed to simply provide for an increase in population.

**Table 2-5: Persons Per Household, Town of Clayton**

Household Characteristic	2010 Census	2017-2022 ACS 5-Year Estimate	2025 Projection	2030 Projection	2035 Projection	2040 Projection	Change '17-'22 Est. - 2040
<b>Households</b>	<b>1,438</b>	<b>1,541</b>	<b>1,808</b>	<b>1,949</b>	<b>2,068</b>	<b>2,161</b>	<b>620</b>
# Change	n/a	103	267	141	119	93	n/a
% Change	n/a	7.2%	17.3%	7.8%	6.1%	4.5%	<b>40.2%</b>
Household Population	3,951	4,286	4,864	5,204	5,480	5,683	<b>1,397</b>
Person per Household	2.75	2.78	2.69	2.67	2.65	2.63	<b>- 0.15</b>

Source: US Census 2010, 2017-2022 5-Year ACS & WDOA, 2013.

The decline in household size is occurring throughout the state and nation and is mainly the result of an increase in the number of single and two-person households caused by a higher divorce rate, an aging population, and less births amongst those of child-bearing age. By the year 2040, the persons per household within the Town is expected to decline to 2.63.

### Household Size

Table 2-6 illustrates that changes in household size for the Town of Clayton is different from that of Winnebago County and the State. The number of two and three-person households within the Town increased between 2010 and 2020. The number of one-person households declined during this same period, which perhaps indicates that young single people and elderly individuals are moving out of the Town due to a shortage of housing styles which are desired by these age groups.



**Table 2-6: Household Size, Town of Clayton**

Characteristic	Occupied housing units	Percent occupied housing units	Owner-occupied housing units	Percent owner-occupied housing units	Renter-occupied housing units	Percent renter-occupied housing units
HOUSEHOLD SIZE	1,546	1,546	1,398	1,398	148	148
1-person household	243	15.7%	174	12.4%	69	46.6%
2-person household	625	40.4%	577	41.3%	48	32.4%
3-person household	227	14.7%	215	15.4%	12	8.1%
4-or-more-person household	451	29.2%	432	30.9%	19	12.8%
OCCUPANTS PER ROOM						
1.00 or less occupants per room	1,539	99.5%	1,398	100.0%	141	95.3%
1.01 to 1.50 occupants per room	7	0.5%	0	0.0%	7	4.7%
1.51 or more occupants per room	0	0.0%	0	0.0%	0	0.0%

Source: 2017-2021 American Community Survey 5-Year Estimates

## Household Type

There were 1,546 households in the 2017-2022 time period compared to 1,490 households in Clayton in 2010, an increase of almost 4 percent, which is consistent for the trend in Winnebago County and Wisconsin (See Table 2-7). Clayton did not follow any of the national trends across all segments, which can be seen in both Winnebago County and the State data. Most notably are among the changes in family households, which increased by almost 3 percent in Clayton. However, it decreased 1.1 percent and 2.5 percent for Winnebago and Wisconsin, respectively. Also, female-headed households decreased within the Town from 7.1 percent to 3.0 percent against the trends of the County and the State.

**Table 2-7: Household Type, Town of Clayton**

Characteristic	T. Clayton				Winnebago County				Wisconsin			
	2010		2017-2022		2010		2017-2022		2010		2017-2022	
Label	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Family households	1,168	78.4%	1,248	80.7%	40,616	60.9%	42,219	60.2%	1,478,497	65.0%	1,484,455	63.4%
Married-couple family	1,047	70.3%	1,201	77.7%	32,479	48.7%	32,745	46.7%	1,160,051	51.0%	1,147,230	49.0%
Other family	121	8.1%	47	3.0%	8,137	12.2%	9,474	13.5%	320,721	14.1%	337,225	14.4%
Male householder, no wife present	14	0.9%	-	0.0%	2,535	3.8%	2,931	4.2%	93,260	4.1%	107,700	4.6%
Female householder, no husband present	107	7.1%	47	3.0%	5,670	8.5%	6,543	9.3%	225,188	9.9%	229,525	9.8%
Nonfamily households	322	21.6%	298	19.3%	26,078	39.1%	27,954	39.8%	796,114	35.0%	858,674	36.6%
Householder living alone	252	16.9%	243	15.7%	20,143	30.2%	21,331	30.4%	641,441	28.2%	683,448	29.2%
Householder not living alone	70	4.7%	55	3.6%	5,935	8.9%	6,623	9.4%	154,673	6.8%	175,226	7.5%
Age 65+	431	28.9%	319	20.6%	14,004	21.0%	17,014	24.2%	479,941	21.1%	587,869	25.1%
<b>Total Households</b>	<b>1,490</b>		<b>1,546</b>		<b>66,694</b>		<b>70,173</b>		<b>2,274,611</b>		<b>2,343,129</b>	

Source: U.S. Census, 2010 and 2017-2021 American Community Survey 5-Year Estimates



## Issues and Opportunities Vision

The Town of Clayton Plan Commission has developed the following vision for the community with respect to issues and opportunities:

*“The east side of the Town will be the primary growth area due to the extension of sewer and water services. Clayton will have a town center with a town hall and fire station, housing for senior citizens, young individuals, and new families, as well as a retail environment that meets the daily shopping needs of the town’s changing demographics. Larsen will be revitalized as a model of small-town, rural community life. Intensive development will occur generally east to west in the Town.”*

## Goals, Strategies, and Recommendations

### **Goal 2.1: Accommodate changing resident demographics in terms of housing, services, and economic needs.**

Strategy 2.1.1: Shape new development to better accommodate the needs of an aging population.

Strategy 2.1.2: Create neighborhoods which attract a mix of demographic characteristics and income-levels through thoughtful planning of housing, retail, and services.

Strategy 2.1.3: Revitalize the hamlet of Larsen to be a unique rural community that attracts families and seniors.



# Chapter 3

## Housing Characteristics

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### Introduction

The lack of affordable housing is a nationwide problem. Communities, including the Town of Clayton, are experiencing shortages of housing that meet the physical and economic needs of residents. These shortages have resulted in higher rents and homes that are selling higher than the asking price, but even more so, housing is the single biggest factor impacting economic mobility for most Americans. When residents have stable living conditions, the benefits are apparent — students do better in school, health outcomes improve, and personal wealth grows. Communities benefit as a whole from this stability.

While there is no single reason for the decline of affordable housing, several factors and trends have emerged that have affected housing costs since just prior to the 2020 COVID-19 pandemic:

- Housing supply decreased significantly due to lack of construction and lot creation over the last decade or so.
- Housing market shortages have enabled sellers to price homes higher.
- Incomes have not kept up with rents and home values.
- Interest rates have increased, making the costs of borrowing more prohibitive, which further contributes to slowing the turnover rate.
- People are staying in their homes longer, slowing the turnover rate.
- Due to technology and 'work from home' policies, people are moving to locations based on quality of life, not based on where their job is.
- There is a labor shortage in the new home construction sector.
- The cost of construction materials has risen greatly due to the COVID-19 pandemic and associated supply chain issues.
- There is less profit made on entry-level or starter homes as demand for market rate homes continues.
- There is a higher demand for rental housing.
- Multi-family housing and denser development continues to have a negative image.

Elected officials at every level of government are hearing from constituents that housing is a major problem where they live. In response, cities and states are pursuing a wide range of different, and sometimes contentious, solutions. Local leaders are pushing the boundaries of what's possible for local governments to meet demand for housing. Cities are experimenting with zoning and code reforms and, lacking other alternatives, some are building housing on their own.



While the Town of Clayton cannot control every aspect of the housing shortage, it does play a key role in helping to ensure that affordable housing is provided for its existing and future residents and workers. To the degree possible, the Town could, if it so desired and had the proper resources, conduct activities in any one of the six general areas identified below:

1. Develop strategies and programs which help to maintain its existing housing stock.
2. Directly reduce the cost of housing through changes to its zoning and subdivision requirements
3. Ensure that the development process is clear, efficient, and economical.
4. Market and promote existing/future opportunities for land development in partnership with private landowners.
5. Provide incentives to developers to assist new housing starts.
6. Initiate new housing starts through the direct acquisition and development of property, oftentimes in partnership with other public, private, and non-profit entities.

This report assesses and analyzes a variety of information to paint a clearer picture of the Town's existing and future housing needs, including forecasts of housing demands for different sectors of the population based on affordability. The conclusions from these assessments are then used to guide the discussion of how the Town of Clayton can best become involved in one or more of the general strategy options noted above.

As a formerly rural community experiencing strong residential growth, most of the Town of Clayton's housing stock is relatively new and, therefore, does not contain much variability in type or cost. However, as presented in the Issues and Opportunities chapter, the population, while growing, also continues to age as the "baby-boomers" have reached retirement age and the makeup of families continues to change. Identifying ways to continue to provide quality diversified housing choices for a growing population will become increasingly important in order to keep the Town vibrant.

This chapter will build on these forecasts by identifying existing trends and characteristics of the housing market and providing recommendations on how to improve the existing housing stock and provide for the development of new and innovative housing practices. In addition to the strategies and recommendations that are listed at the end of this Chapter, a variety of affordable housing trends and techniques can be found in Appendix C.



## Housing Characteristics

### Age of Housing Stock

Table 3-1 illustrates the age of housing units in the Town of Clayton. The Town of Clayton has a larger percentage of homes less than 10 years old compared to Winnebago County and the State of Wisconsin. A large percentage of homes in Clayton were constructed between the 1990s and early 2000s, which correlates with the housing boom that was occurring.

The share of housing stock constructed prior to 1970s is much lower in Clayton than for Winnebago County and Wisconsin. This indicates that much of the housing stock within the Town is still fairly new and in good condition. As the housing stock ages, it will be necessary for the Town to ensure that the housing units remain in good condition through code enforcement, the use of State housing rehabilitation programs (if eligible), and selective redevelopment.

**Table 3-1: Dwelling Units by Year Built, Town of Clayton**

Year Structure Built	T. Clayton		Winnebago County		Wisconsin	
	Number	%	Number	%	Number	%
Total housing units	1,588	X	75,914	X	2,718,369	X
Built 2020 or later	0	0.0%	121	0.2%	2,706	0.1%
Built 2010 to 2019	244	15.4%	3,494	4.6%	145,182	5.3%
Built 2000 to 2009	191	12.0%	8,362	11.0%	331,651	12.2%
Built 1990 to 1999	307	19.3%	11,386	15.0%	372,427	13.7%
Built 1980 to 1989	141	8.9%	7,360	9.7%	262,162	9.6%
Built 1970 to 1979	360	22.7%	10,770	14.2%	394,778	14.5%
Built 1960 to 1969	87	5.5%	8,135	10.7%	263,031	9.7%
Built 1950 to 1959	43	2.7%	7,882	10.4%	288,415	10.6%
Built 1940 to 1949	15	0.9%	3,741	4.9%	149,150	5.5%
Built 1939 or earlier	200	12.6%	14,663	19.3%	508,867	18.7%

Source: 2017-2021 American Community Survey 5-Year Estimates



## Housing Types

As shown in Table 3-2, a total of 1,619 housing units existed in the Town of Clayton in 2020. This figure increased by 115 units between 2010 and 2020. The proportion of single-family units increased from 91.3 percent to 97.7 percent of units, with reductions in all other structural types. Two to four-unit structures saw a reduction from 5.8 percent to 1.5 percent, much larger decreases than seen in the County and State.

A reduction was also seen in Mobile Homes/Other Units, which saw a decrease from 2.9 percent to just under 1 percent of the housing stock. While the number also declined across the County and State, the percentage of the overall housing stock remained consistent around 2 percent and 4 percent respectively for these types of units.

Lastly, while multi-family housing has increased slightly in the County and State, there continued to be no multi-family housing units within the Town of Clayton. Additionally, there are no senior living or assisted living facilities currently within the Town of Clayton.

**Table 3-2: Units by Structural Type, 2000 and 2010, Town of Clayton**

Housing Unit Type	T. Clayton				Winnebago County				Wisconsin			
	2010		2020		2010		2020		2010		2020	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Single Family	1,373	91.3%	1,581	97.7%	50,610	69.9%	53,571	70.5%	1,832,294	70.7%	1,918,556	70.8%
2 to 4 Units	87	5.8%	24	1.5%	8,090	11.2%	6,686	8.8%	280,330	10.8%	269,606	10.0%
5 or more Units	-	0.0%	-	0.0%	12,257	16.9%	14,461	19.0%	379,973	14.7%	429,523	15.9%
Mobile Home or Other	44	2.9%	14	0.9%	1,484	2.0%	1,305	1.7%	100,476	3.9%	91,759	3.4%
<b>Total Units</b>	<b>1,504</b>		<b>1,619</b>		<b>72,441</b>		<b>76,023</b>		<b>2,593,073</b>		<b>2,709,444</b>	

Source: American Community Survey 2006-2010 & 2016-2020 5-Year Estimates

## Occupancy and Vacancy Status

Occupancy status reflects the utilization of available housing stock. In 2010, 99.1 percent of the dwelling units in the Town of Clayton were occupied. By 2020, the occupancy rate dropped slightly to 97.8 percent (Table 3-3).

In 2010, 91.4 percent of dwellings units were owner-occupied. This figure rose to 95.3 percent in 2020. The Town of Clayton has a significantly higher proportion of owner-occupied units than Winnebago County and State of Wisconsin. The percentage of vacant units was also significantly less than the County and State of Wisconsin.



**Table 3-3: Occupancy of Housing Units, 2010 and 2020, Town of Clayton**

Housing Unit Type	T. Clayton				Winnebago County				Wisconsin			
	2010		2020		2010		2020		2010		2020	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Owner-Occupied	1,362	91.4%	1,509	95.3%	45,619	68.4%	47,094	65.7%	1,580,855	69.5%	1,595,599	67.1%
Rental-Occupied	128	8.6%	74	4.7%	21,075	31.6%	24,587	34.3%	693,756	30.5%	782,343	32.9%
Total Occupied	1,490	99.1%	1,583	97.8%	66,694	92.1%	71,132	93.6%	2,274,611	87.7%	2,377,935	87.8%
Vacant	14	0.9%	36	2.2%	5,747	7.9%	4,342	5.7%	318,462	12.3%	331,502	12.2%
<b>Total Housing</b>	<b>1,504</b>		<b>1,619</b>		<b>72,441</b>		<b>76,023</b>		<b>2,593,073</b>		<b>2,709,444</b>	

Source: 2010, 2020 Decennial Census

Vacancy status is an indicator of the availability of housing. Generally, vacancy rates lower than 1.5 percent for owner-occupied dwellings and 5 percent for renter-occupied indicate that housing is in short supply and that various stressors are impacting the housing market. In the Town of Clayton, vacancy rates for both owner- and renter-occupied housing were below these standards in 2020 (0.8 percent owner and 2.0 percent renter), which verifies the tight housing market within the region and the State (Table 3-4).

**Table 3-4: Vacancy Status, 2010 and 2020, Town of Clayton**

Vacancy Status	T. Clayton				Winnebago County				Wisconsin			
	2010		2020		2010		2020		2010		2020	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
For rent	-	0.0%	-	0.0%	1,874	32.6%	1,257	25.7%	47,188	14.8%	40,488	12.2%
Rented, not occupied	-	0.0%	-	0.0%	574	10.0%	282	5.8%	13,796	4.3%	7,744	2.3%
For sale only	-	0.0%	-	0.0%	1,018	17.7%	443	9.1%	29,000	9.1%	16,515	5.0%
Sold, not occupied	-	0.0%	-	0.0%	730	12.7%	139	2.8%	6,509	2.0%	5,916	1.8%
For seasonal use	-	0.0%	-	0.0%	1,323	23.0%	1,024	20.9%	162,070	50.9%	191,920	57.9%
For migrant workers	-	0.0%	-	0.0%	0	0.0%	-	0.0%	238	0.1%	453	0.1%
Other vacant	14	100%	36	100%	228	4.0%	1,746	35.7%	59,661	18.7%	68,473	20.7%
<b>Total:</b>	<b>14</b>		<b>36</b>		<b>5,747</b>		<b>4,891</b>		<b>318,462</b>		<b>331,502</b>	
Owner Vacancy	0%		0%		2.4%		0.8%		1.4%		0.8%	
Renter Vacancy	0%		0%		3.4%		2.0%		2.4%		1.8%	

Source: 2010, 2020 Decennial Census

## Housing Values

In 2010, just 4.8 percent of owner-occupied housing within the Town was valued at less than \$100,000 (Table 3-5). By 2020, that percentage shrunk to 4.5 percent due to the appreciation in home values and the fact that new home construction in the early 2000's was almost entirely valued at more than \$100,000. The majority of homes within the Town were in the \$200,000-\$499,999 range in 2020. These numbers suggest that people with higher-than-average incomes, or good dual-incomes, are moving to Clayton to take advantage of its rural lifestyle and commuting to high-paying jobs in the Fox Cities. Since the late 1990's, most new homes were in large-lot subdivisions or multi-acre properties. The 2008 recession decreased the trend toward larger lots, but the Town had no infrastructure to take advantage of this market change. With new services, the Town will be able to address housing affordability more directly as baby boomers downsize and millennials enter the housing market for smaller and less costly units.



**Table 3-5: Housing Values, 2010 and 2020, Town of Clayton**

Value	T. Clayton				Winnebago County				Wisconsin			
	2010		2020		2010		2020		2010		2020	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Less than \$50,000	51	3.7%	-	0.0%	1,647	3.6%	1,430	3.1%	74,890	4.7%	70,287	4.4%
\$50,000 to \$99,999	15	1.1%	64	4.5%	8,815	19.3%	6,653	14.2%	210,950	13.3%	181,990	11.4%
\$100,000 to \$149,999	256	18.8%	136	9.5%	14,948	32.8%	13,341	28.5%	352,973	22.3%	295,237	18.5%
\$150,000 to \$199,999	190	14.0%	110	7.7%	9,097	19.9%	9,782	20.9%	345,355	21.8%	306,684	19.2%
\$200,000 to \$299,999	417	30.6%	492	34.4%	6,741	14.8%	8,960	19.2%	354,131	22.4%	392,130	24.6%
\$300,000 to \$499,999	346	25.4%	394	27.6%	3,156	6.9%	4,997	10.7%	179,009	11.3%	262,901	16.5%
\$500,000 to \$999,999	77	5.7%	234	16.4%	1,026	2.2%	1,382	3.0%	51,892	3.3%	73,967	4.6%
\$1,000,000 or more	10	0.7%	-	0.0%	212	0.5%	192	0.4%	11,408	0.7%	13,304	0.8%
<b>Total Units</b>	<b>1,362</b>		<b>1,430</b>		<b>45,642</b>		<b>46,737</b>		<b>1,580,608</b>		<b>1,596,500</b>	
Median (dollars)	\$	242,500	\$	283,800	\$	140,500	\$	158,400	\$	169,000	\$	189,200

Sources: 2006-2010 & 2016-2020 American Community Survey 5-Year Estimates

## Housing Affordability

### Definition of Affordable Housing

For the purposes of the Housing Assessment, the standard definition for affordability is used. This states that households should pay no more than 30 percent of their gross income for housing and related costs (property taxes, utilities, maintenance, etc.), which would leave 70 percent of a household's income for food, clothing, transportation, and other necessities. If a household spends more than 30 percent of its income on housing and related costs, then the household is considered overburdened. Affordable housing can go by many names, including workforce housing and attainable housing.

### Homeowner Affordability

Table 3-6 shows that in the Town of Clayton, the percentage of homeowners that spent more than 30 percent of their income on housing rose from 29.6 percent to 30.2 percent between 2010 and 2020. This increase, however, is not unlike the figures for Winnebago County and Wisconsin over the same time period. The most likely reason for the “decrease in affordability” is the extreme difference between the increasing housing values in the Town and the corresponding lack of growth in household incomes.



**Table 3-6: Housing Affordability for Homeowners – 2000 and 2010**

Percentage of Income	T. Clayton				Winnebago County				Wisconsin			
	2010		2020		2010		2020		2010		2020	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Less than 20.0 percent	219	27.9%	565	61.4%	11,698	37.6%	16,410	55.8%	362,907	33.6%	516,105	51.2%
20.0 to 24.9 percent	251	31.9%	106	11.5%	6,139	19.7%	4,110	14.0%	197,876	18.3%	165,413	16.4%
25.0 to 29.9 percent	83	10.6%	54	5.9%	4,472	14.4%	3,046	10.4%	152,244	14.1%	102,783	10.2%
30.0 to 34.9 percent	71	9.0%	16	1.7%	2,550	8.2%	1,452	4.9%	101,712	9.4%	60,635	6.0%
35.0 percent or more	162	20.6%	179	19.5%	6,291	20.2%	4,369	14.9%	264,576	24.5%	163,777	16.2%
Not Computed	0		0		50		123		2,701		2,637	
<b>Total Units with Mortgage</b>	<b>786</b>	<b>100.0%</b>	<b>920</b>	<b>100.0%</b>	<b>31,150</b>	<b>100.0%</b>	<b>29,387</b>	<b>100.0%</b>	<b>1,079,315</b>	<b>100.0%</b>	<b>1,008,713</b>	<b>100.0%</b>

Source: American Community Survey 2006-2010 & 2016-2020 5-Year Estimates

## Renter Affordability

Meanwhile, from 2010 to 2020, there has been a significant shift in renters maintaining affordable rent. In 2010, 100 percent of renters were paying less than 25 percent of their income towards housing costs (Table 3-7). In 2020, this shifted completely as 100 percent of renters were now paying more than 25 percent of their income in housing costs. Of these 2020 renters, nearly two-thirds (66.2 percent) were paying more than 30 percent of their income in housing costs. Note that these figures were reported prior to the COVID-19 pandemic and the intense affordable housing shortages of the last couple of years.

**Table 3-7: Housing Affordability for Renters – 2000 and 2010**

Percentage of Income	T. Clayton				Winnebago County				Wisconsin			
	2010		2020		2010		2020		2010		2020	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Less than 15.0 percent	35	27.3%	0	0.0%	2,663	13.0%	4,257	18.1%	86,608	13.3%	125,491	17.0%
15.0 to 19.9 percent	69	53.9%	0	0.0%	3,816	18.6%	3,729	15.9%	93,024	14.2%	109,820	14.9%
20.0 to 24.9 percent	24	18.8%	0	0.0%	2,837	13.8%	3,338	14.2%	88,656	13.6%	99,112	13.5%
25.0 to 29.9 percent	0	0.0%	22	33.8%	2,592	12.6%	2,474	10.5%	77,853	11.9%	83,634	11.4%
30.0 to 34.9 percent	0	0.0%	13	20.0%	1,591	7.8%	2,085	8.9%	56,857	8.7%	61,061	8.3%
35.0 percent or more	0	0.0%	30	46.2%	7,025	34.2%	7,626	32.4%	250,079	38.3%	257,302	34.9%
Not Computed	0		0		528		886		40,926		45,015	
<b>Total Units paying Rent</b>	<b>128</b>	<b>100.0%</b>	<b>65</b>	<b>100.0%</b>	<b>20,524</b>	<b>100.0%</b>	<b>23,509</b>	<b>100.0%</b>	<b>653,077</b>	<b>100.0%</b>	<b>736,420</b>	<b>100.0%</b>

Sources: 2006-2010 & 2016-2020 American Community Survey 5-Year Estimates



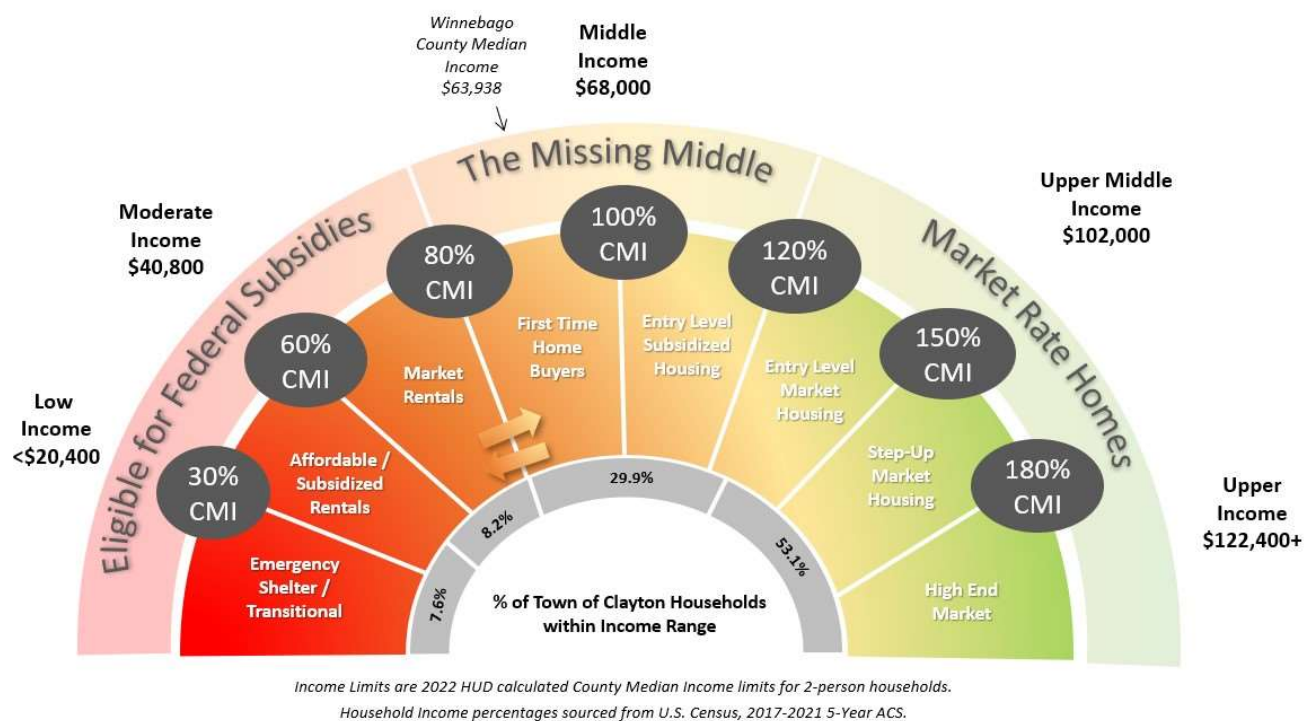


## The Housing Bridge

The Housing Bridge is a concept developed by a company called Foothold which helps to illustrate housing affordability across the spectrum of incomes found in a community. These incomes generally relate to specific housing types ranging from permanent supportive housing on the low end all the way up to second-home ownership on the high end. Subsidized housing happens by way of vouchers, low-income tax credits, and employer-incentivized programs, while affordable and market rentals and first time/entry level homes are already being incentivized by communities utilizing Tax Increment Financing, land donations, and other methods.

The Housing Bridge for the Town of Clayton is shown in Figure 3-1 and shows that a relatively small portion of the community is earning incomes which place them in the Emergency Shelter or Affordable/Subsidized Rental markets. However, nearly 40 percent of the Town's households fall within the "Missing Middle" category, making between 60-120 percent of the median income. Those within this range likely require "Missing Middle" style housing which is different than the typical larger-lot single-family style of housing the Town is accustomed to. This portion of the housing bridge has left developers, community members, and housing suppliers scratching their heads as to viable solutions. The challenge in addressing "Missing Middle" housing is that the wages associated with this portion of housing are too high to qualify for any traditional or subsidized housing, but it must be separated from traditional market-rate housing.

**Figure 3-1: Housing Bridge, Town of Clayton, 2017-2021**

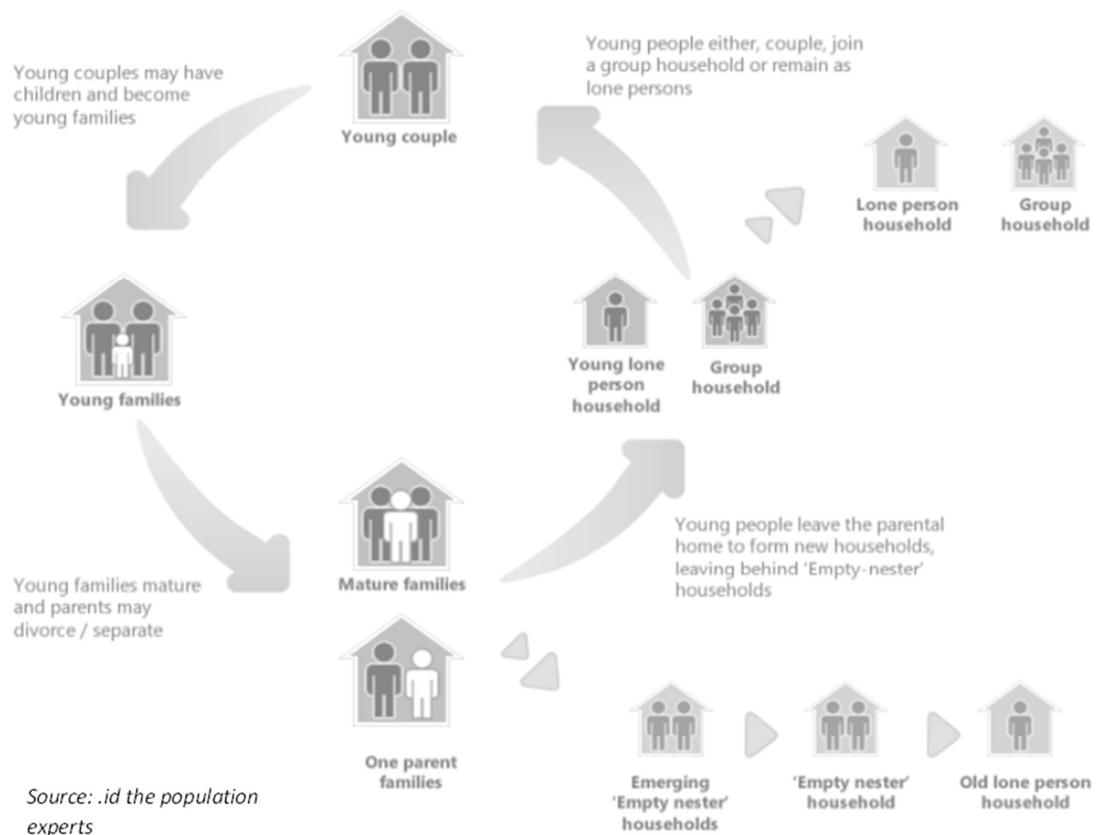


## The Household Cycle

As people age, they go through the “Household Cycle” and the need or desire to rent or own a dwelling can change. As a person gets older, there may be a need for personal care as well. Figure 3-2 depicts the lifecycle of an average household. As shown in the Household Life Cycle diagram, a household goes through several stages:

- A Young Lone Person or Group Household will typically rent.
- A Young Couple will typically rent but may begin planning for a home.
- A Young Family may rent but look at homeownership as well. A small home may transition to a larger home.
- Mature Families will generally own a home and may look at aging in place as their children grow older.
- Couples may divorce creating One Parent Households or a Lone Person Household. They may rent or own a home.
- As children grow older and leave home, Empty Nester Households are created. These households may no longer need their larger home and want to downsize to a smaller home, apartment, or condominium. They may also need care as they get older, so there may be a need for senior housing, assisted living facilities, or nursing homes.

**Figure 3-2: Age and Household Lifecycle Diagram**



## Housing Demand and Projections

While the demand for large-lot residential subdivisions decreased beginning in 2007, this type of development will continue to characterize a portion of new residential development. It will be significantly less than previous decades due to the anticipated number of baby boomer generation individuals moving into retirement age looking to downsize, as well as the millennial generation looking for more affordable housing options.

The continued decline in the size of households and increase in the proportion of one- and two-person households will require that housing be built that is smaller in size, and at a faster rate than population growth. This will also create a demand for smaller single-family homes and multi-family buildings.

Recent trend information indicates that new housing buyers will be attracted to neighborhood type developments located to adjacent services, convenient transportation, entertainment facilities, and other amenities. The town will need to plan accordingly.

## Housing Programs

The availability of housing programs within the Town of Clayton is limited, with only a few agencies offering services as described below:

- Oshkosh/Winnebago County Housing Authority: provides services related to housing choice voucher programs (i.e. Section 8) and provides affordable, income-based rental housing opportunities to qualified families throughout Winnebago County. HA housing is available to low and moderately-low income families, seniors, and persons with disabilities. Residents generally pay about 30 percent of household income for rent and utilities. The program accepts applications on a continual basis.
- Northeastern Wisconsin CDBG Housing Program: Brown County has been administering the Northeastern Wisconsin Housing CDBG Loan Program since 2014 and includes Winnebago County. This program's CDBG-Housing funds may be utilized for:
  - Zero-percent deferred loan payment housing rehabilitation loans to low- and moderate- income (LMI) owner-occupied households. Projects could include such actions as replacement of private onsite wastewater treatment systems, new electrical or plumbing systems, lead paint or asbestos abatement, roof replacement, or any other rehabilitation deemed necessary to meet housing quality standard (HQS) inspection.
  - Low percentage rate deferred and/or installment housing rehabilitation loans to owners of LMI renter-occupied units.



- Accessibility improvements such as wheelchair ramps and wider doorways for LMI households.
- Homebuyer assistance such as down payment and eligible closing costs.
- Small-scale neighborhood oriented public facilities improvements that support affordable housing initiatives such as sewer and water lateral extensions to property lines, streets, sidewalks, curb-cuts, and demolition of dilapidated structures.

## Housing Vision

The Town of Clayton Plan Commission has developed the following vision for the community with respect to future housing:

*“Housing: Acknowledging the shortage of housing (a local, regional, state, and national issue), the Town of Clayton will encourage diversified choices of housing design to accommodate young individuals and families and those interested in down-sizing for economic or maintenance reasons. Clayton will offer a variety of housing and lot sizes ranging from small single-family units to multiple unit townhouses and apartment buildings distributed in a planned neighborhood environment. Quality, well-designed homes that meet the Missing Middle definition will be encouraged in designated areas and senior housing will be supported as an integrated part of the community. Higher density housing will be encouraged in areas served by public sewer and water and low density rural residential (subdivision) development will be limited to the Tier 2 area. Conservation and/or cluster subdivisions will be encouraged in the Tier 2 area, along with green or sustainable building practices for both construction and maintenance.”*

## Goals, Strategies, and Recommendations

**Goal 3.1: Provide for a range of new housing types that meet the needs of the Town’s future population.**

**Strategy 3.1.1:** Future residential development should provide a variety of housing types and densities to meet the demand of future markets.

**Recommendation 3.1.1.1:** Multi-family housing should be directed to planned locations with appropriate zoning, and where practicable, should be dispersed throughout new subdivision developments versus being concentrated within one part of the development.



**Strategy 3.1.2:** Locate future housing adjacent to services and amenities home buyers will find attractive.

**Recommendation 3.1.2.1:** Using the Town's subdivision ordinance requirements, ensure that adequate public greenspace is provided in the form of parks and trail corridors.

### **Goal 3.2: Plan out new Tier 1 housing development to create a set of diverse walkable urban and suburban neighborhoods.**

**Strategy 3.2.1:** Utilize the Tiered Development System to guide 85 percent or more of new housing development into Tier 1 areas where sewer and water services are available.

**Recommendation 3.2.1.1:** Prepare detailed Area Development Plans (ADPs) which covers at least 160 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.

**Strategy 3.2.2:** 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."

**Recommendation 3.2.2.1:** 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.

**Strategy 3.2.3:** Provide ample opportunities for higher density attainable workforce and retiree housing development which matches market demands for urban living and allows 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.

**Recommendation 3.2.3.1:** For single-family and duplex areas, 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.

**Recommendation 3.2.3.2:** For medium to high density residential development, 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.



**Recommendation 3.2.3.3:** Use housing as a major component of the new Mixed Use District and direct higher density (8+ unit) housing to these areas along with first floor retail, office, or other appropriate use.

**Strategy 3.2.4:** Allow for job creation opportunities within residential zones.

**Recommendation 3.2.4.1:** Modify zoning ordinance to increase allowances for 'work from home' and home-based businesses, based on standards, within residential districts.

**Strategy 3.2.5:** Encourage and accommodate renewable energy in housing designs.

**Recommendation 3.2.5.1:** Amend the existing zoning ordinance to include solar energy regulations which acknowledge and abide by State Statute restrictions.

### **GOAL. 3.3 Ensure that the Town's development regulations account for aspects of housing affordability.**

**Strategy 3.3.1:** Ensure that mixed use developments contain a complementary mix of uses such as affordable residential housing types, retail, commercial, employment, civic, and entertainment uses in close proximity - sometimes in the same building.

**Recommendation 3.3.1.1:** Create a new Neighborhood Center Mixed Use zoning district which incorporates affordable housing. Integrate with new public spaces, connections for pedestrians and vehicles, and assuring sensitive, compatible use, scale, and operational transitions to neighboring uses.

**Recommendation 3.3.1.2:** Analyze new ordinance provisions which allow for the use of Accessory Dwelling Units (ADUs).

**Recommendation 3.3.1.3:** As appropriate, provide financial incentives for new affordable housing development utilizing TIF District #1.

**Recommendation 3.3.1.4:** Near the end of TIF District #1's life (2038), consider extending it for one year to address attainable housing needs.



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# Chapter 4

## Economic Development

### Introduction

Local governments play an increasingly critical role in promoting private sector economic development because economic strength is critical to the vitality of a community. Economic development is the process by which a community organizes and then applies its energies to the task of creating the type of business climate that will foster the retention and expansion of existing businesses, attract new businesses, and develop new business ventures. All of this, of course, leading to 'wealth-building' in the community.

Economic development efforts to create jobs are important beyond generating additional income for Town of Clayton residents. These efforts can also help to generate additional tax base for the provision of local services and may assist in establishing an environment for long-term economic vitality.

Success in economic development today requires a significant change in how economic development is conducted. It is important to think more broadly than was done in the past when it was believed that it was most important to attract factories and companies and when economic development was all about being the cheapest place to do business.

Today, it is realized that physical and cultural amenities are critical to attracting and retaining workers – the number one resource for any business. In the past, it was also believed that economic development was the government's job. However, a successful transition into the new information-based economy comes only through partnerships among government, businesses, and nonprofit organizations.

The key to an economic development strategy is having a quality product/community to market. The Town of Clayton's Comprehensive Plan is geared toward promoting future development in a manner that supports a high quality community that is attractive to existing and new businesses and their employees.



## Analysis of Labor Force

### Educational Attainment

Table 4-1 shows that the Town of Clayton residents' education levels are very similar to those of the State of Wisconsin and Winnebago County. The Town has a slightly higher percentage of workers that have attained a bachelor's degree or graduate degree but has a slightly lower percentage of workers who have attained an associate degree than the County or the State.

**Table 4-1: Educational Attainment – Percentage of Population 25 Years+**

<b>Educational Attainment Level</b>	<b>Wisconsin</b>	<b>Winnebago County</b>	<b>Town of Clayton</b>
Less than 9th grade	2.4%	1.7%	0.0%
9th to 12th grade, no diploma	4.7%	4.6%	2.1%
High school graduate (includes equivalency)	30.0%	32.4%	32.8%
Some college, no degree	20.2%	20.2%	17.9%
Associate's degree	11.2%	11.7%	8.8%
Bachelor's degree	20.7%	20.6%	27.2%
Graduate or professional degree	10.8%	8.7%	11.1%

*Source: 2017-2021 American Community Survey 5-Year Estimates*

Education is one of the keys to the “new economy,” which deals more with information, advanced technologies, and services than with the production of goods. Continuing to develop a well-educated workforce through secondary schools, apprenticeships, technical schools, and colleges will be critical for Clayton to create a diversified economy.

### Labor Force

Table 4-2 shows the labor force in the Town of Clayton, Winnebago County, and Wisconsin in 2010, 2015, and 2020. The Town's labor force was approximately 2,612 in 2020, an increase of nearly 400 persons (17.3 percent) between 2015 and 2020. The Town of Clayton saw the only significant increases in labor force and employed persons, whereas Winnebago County and Wisconsin remained at similar amounts over the decade. The progression of recovery from the 2008 recession is also evident in the table as all geographies saw significant reductions in unemployment rate over this period.



**Table 4-2: Labor Force - 2000, 2015, and 2020.**

Geography	Years			% Change	
	2010	2015	2020	2010 to 2015	2015 to 2020
<b>T. Clayton</b>					
Labor Force	2,091	2,227	2,612	6.5%	17.3%
Employed	1,997	2,142	2,509	7.3%	17.1%
Unemployed	94	85	103	-9.6%	21.2%
Unemployment Rate	4.50%	3.82%	3.94%		
<b>Winnebago County</b>					
Labor Force	90,388	90,292	91,454	-0.1%	1.3%
Employed	84,881	85,970	88,638	1.3%	3.1%
Unemployed	5,388	4,242	2,716	-21.3%	-36.0%
Unemployment Rate	5.96%	4.70%	2.97%		
<b>State of Wisconsin</b>					
Labor Force	3,078,465	3,079,657	3,096,518	0.0%	0.5%
Employed	2,869,310	2,883,390	2,983,277	0.5%	3.5%
Unemployed	204,600	193,763	109,854	-5.3%	-43.3%
Unemployment Rate	6.65%	6.29%	3.55%		

Source: WI Dept. of Workforce Development for years indicated.

## Labor Force Participation

In terms of employment status, Table 4-3 illustrates the labor force participation rates for the Town of Clayton, Winnebago County, and the State of Wisconsin. As shown, the Town of Clayton had a 2020 participation rate which was significantly higher (76.9 percent) than the County or State (66 percent).



**Table 4-3: Employment Status by Percentage of Population  
16 Years and Older, 2021.**

<b>Employment Status</b>	<b>Wisconsin</b>	<b>Winnebago County</b>	<b>Town of Clayton</b>
In labor force	66.1%	66.1%	76.9%
Civilian labor force	66.0%	66.0%	76.9%
Employed	63.7%	64.3%	73.9%
Unemployed	2.3%	1.7%	2.9%
Armed Forces	0.1%	0.1%	0.0%
Not in labor force	33.9%	33.9%	23.1%

*Source: 2017-2021 American Community Survey 5-Year Estimates*

## Employment by Industry

Table 4-4 identifies the industries in which employed residents of Winnebago County and Wisconsin worked in 2010, 2015, and 2020. The jurisdiction in which these employees worked was not necessarily the same as their place of residence.

In Winnebago County, the industries that lost the most employees from 2010 to 2020 was “Other Services” and “Manufacturing” at around -27 percent and -10 percent, respectively. “Leisure & Hospitality” declined by about -6.6 percent which can be attributed to the Covid-19 Pandemic, which saw decreases in supply chain outputs, as well as less access to recreation and vacation because of restrictions put in place.

Both the County and State saw a large increase in “Construction” employment. The increase in the construction industry between 2010 and 2020 likely came from the recovery of the recession in 2008, which had almost halted new construction. This increase in industry indicates the recovery in the economy that the area is currently undergoing. In comparison to the State of Wisconsin, “Manufacturing” industries experienced opposite trends. From 2010-2020, the County saw an almost 11 percent decrease in employment, whereas the State had an over 30 percent increase. This trend is not limited to Manufacturing. While the industry “Natural resources and Mining” has made significant growth in the State from 2010 to 2020, seeing about 26 percent increase, there was a 9.5 percent decrease at the County level.



**Table 4-4: Employment by Industry Type, Winnebago County 2010-2020.**

Geography	2010		2020		% Change 2010-2020
	No.	%	No.	%	
Winnebago County					
Natural Resources & Mining	368	0.4%	333	0.4%	-9.5%
Construction	3,395	3.8%	5,576	6.2%	64.2%
Manufacturing	24,214	27.3%	21,613	24.2%	-10.7%
Trade, Transportation, & Utilities	13,912	15.7%	14,702	16.5%	5.7%
Information	1,524	1.7%	1,444	1.6%	-5.2%
Financial Activities	3,488	3.9%	4,309	4.8%	23.5%
Professional & Business Services	9,825	11.1%	11,748	13.1%	19.6%
Education & Health Services	17,845	20.2%	17,194	19.2%	-3.6%
Leisure & Hospitality	6,610	7.5%	6,172	6.9%	-6.6%
Other Services	3,683	4.2%	2,667	3.0%	-27.6%
Public Administration	3,688	4.2%	3,588	4.0%	-2.7%
Unclassified	5	0.0%	0	0.0%	-100.0%
Total All Industries	88,557	100%	89346	100%	0.9%
Wisconsin					
Natural Resources & Mining	24,450	0.9%	30,772	1.1%	25.9%
Construction	96,649	3.7%	126,146	4.6%	30.5%
Manufacturing	429,454	16.3%	458,378	16.8%	6.7%
Trade, Transportation, & Utilities	517,412	19.7%	533,826	19.6%	3.2%
Information	48,229	1.8%	46,758	1.7%	-3.1%
Financial Activities	151,290	5.8%	149,743	5.5%	-1.0%
Professional & Business Services	271,014	10.3%	311,008	11.4%	14.8%
Education & Health Services	595,546	22.6%	627,665	23.0%	5.4%
Leisure & Hospitality	261,057	9.9%	236,721	8.7%	-9.3%
Other Services	86,359	3.3%	74,390	2.7%	-13.9%
Public Administration	142,534	5.4%	132,060	4.8%	-7.3%
Unclassified	6,250	0.2%	1,508	0.1%	-75.9%
Total All Industries	2,630,244	100%	2,728,975	100%	3.8%

Source: 2017-2021 American Community Survey 5-Year Estimates



## Employment by Occupation

When compared to the State and County, the Town of Clayton is again very similar in terms of occupations (Table 4-5). In 2020, a majority of Town residents were employed in occupations related to: Production, Transportation, and Material Moving (21.1 percent); Sales & Office (21.0 percent), and; Management, Business, and Financial (15.1 percent). This distribution is similar to that in 2010 and, in general, these occupation levels are representative of those in the County and state. In terms of overall growth in employee numbers, the Healthcare Practitioners & Technicians occupation more than doubled its number of between 2010 and 2020, while the Production, Transportation, and Material Moving category declined by over 200 persons.

**Table 4-5: Employment by Occupation, Town of Clayton – 2010 and 2020.**

Year / Category	T. Clayton		Winnebago County		Wisconsin	
	No.	%	No.	%	No.	%
<b>2010</b>						
Management, Business, and Financial	296	14.8%	10,164	12.0%	387,663	13.5%
Computer, Engineering, and Science	169	8.5%	3,545	4.2%	136,817	4.8%
Education, Legal, Community Service, Arts, and Media	131	6.6%	6,890	8.1%	270,406	9.4%
Healthcare Practitioners & Technicians	121	6.1%	4,453	5.2%	152,786	5.3%
Service	260	13.0%	15,546	18.3%	462,097	16.1%
Sales & Office	533	26.7%	21,468	25.3%	702,658	24.5%
Natural Resources, Construction & Maintenance	182	9.1%	6,321	7.4%	262,749	9.2%
Production, Transportation, & Material Moving	305	15.3%	16,494	19.4%	494,134	17.2%
<b>Total Civilian-Employed Population 16+ Years</b>	<b>1,997</b>	<b>100%</b>	<b>84,881</b>	<b>100%</b>	<b>2,869,310</b>	<b>100%</b>
<b>2020</b>						
Management, Business, and Financial	379	15.1%	11,811	13.3%	452,287	15.2%
Computer, Engineering, and Science	149	5.9%	4,918	5.5%	177,209	5.9%
Education, Legal, Community Service, Arts, and Media	164	6.5%	8,127	9.2%	295,456	9.9%
Healthcare Practitioners & Technicians	252	10.0%	5,097	5.8%	185,700	6.2%
Service	296	11.8%	14,570	16.4%	482,609	16.2%
Sales & Office	528	21.0%	20,120	22.7%	604,533	20.3%
Natural Resources, Construction & Maintenance	211	8.4%	6,039	6.8%	254,428	8.5%
Production, Transportation, & Material Moving	530	21.1%	17,956	20.3%	531,055	17.8%
<b>Total Civilian-Employed Population 16+ Years</b>	<b>2,509</b>	<b>100%</b>	<b>88,638</b>	<b>100%</b>	<b>2,983,277</b>	<b>100%</b>

Source: WI Dept. of Workforce Development for years indicated.





## Wages

The annual wages for residents of Winnebago County in 2021 are shown on Table 4-6. The highest average wages in 2021 for the County were in “Management Occupations” and “Legal Occupations”. Many wages are based on experience and while certain occupations may have high mean wages, the median wages, and certainly the entry wages, are much lower. The annual wages earned by residents will ultimately dictate their buying power in terms of housing.

**Table 4-6: Annual Wages by Occupation, Winnebago County, 2021.**

Occupation	Employment	Mean Wages	Median Wages	Entry wage	Experienced Wage
Management Occupations	3,980	\$120,500	\$101,680	\$66,980	\$147,260
Business and Financial Operations Occupations	5,010	\$72,520	\$62,560	\$44,460	\$86,560
Computer and Mathematical Occupations	1,870	\$78,150	\$76,640	\$48,540	\$92,960
Architecture and Engineering Occupations	2,340	\$76,480	\$76,650	\$51,310	\$89,060
Life, Physical, and Social Science Occupations	790	\$68,250	\$61,920	\$38,140	\$83,300
Community and Social Service Occupations	1,140	\$49,060	\$47,810	\$32,720	\$57,220
Legal Occupations	320	\$90,680	\$62,840	\$40,340	\$115,850
Educational Instruction and Library Occupations	3,860	\$52,590	\$48,940	\$31,310	\$63,230
Arts, Design, Entertainment, Sports, and Media Occupations	870	\$50,300	\$48,270	\$30,070	\$60,420
Healthcare Practitioners and Technical Occupations	5,300	\$85,260	\$61,650	\$40,460	\$107,660
Healthcare Support Occupations	3,630	\$31,560	\$29,780	\$23,860	\$35,400
Protective Service Occupations	1,830	\$48,160	\$43,140	\$26,350	\$59,070
Food Preparation and Serving Related Occupations	6,090	\$26,140	\$23,380	\$18,430	\$29,990
Building and Grounds Cleaning and Maintenance Occupations	1,820	\$31,780	\$29,570	\$23,130	\$36,110
Personal Care and Service Occupations	1,350	\$30,520	\$27,690	\$19,390	\$36,090
Sales and Related Occupations	8,090	\$46,090	\$30,090	\$22,660	\$57,800
Office and Administrative Support Occupations	11,670	\$42,640	\$37,760	\$30,120	\$48,890
Farming, Fishing, and Forestry Occupations	40	\$37,220	\$36,510	\$26,150	\$42,760
Construction and Extraction Occupations	3,990	\$60,310	\$60,250	\$39,340	\$70,800
Installation, Maintenance, and Repair Occupations	3,330	\$52,930	\$48,610	\$35,180	\$61,800
Production Occupations	14,500	\$45,800	\$46,400	\$32,350	\$52,520
Transportation and Material Moving Occupations	8,250	\$40,060	\$37,620	\$24,270	\$47,950

Source: WI Dept. of Workforce Development, 2021.



## Analysis of Economic Base

Agriculture is still an economic force in the Town of Clayton, but its predominance will likely decline, especially in the eastern half of the town where there are significant concentrations of commercial and industrial development. After public water and sanitary systems are installed in the eastern portion of the Town, the amount of industrial and commercial development activity will likely increase.

### Existing Business Base

Table 4-7 shows top 20 major employers located in the Town of Clayton based on the number of employees. Freight Trucking and Paper Converting, as well as employment associated with the Neenah School District and existing golf course facilities make up the bulk of employment in the Town. However; there is no dominant industry or business which makes the economic base more resilient. Ensuring the Town maintains this business diversity, while achieving overall growth will be important in the future.

**Table 4-7: Major Employers in Town of Clayton – 2022.**

Business Name	Address	SIC Code	Number of Employees
USF Holland	County Road II	421309	120
Ridgeway Country Club	County Road II	864108	75
Outlook Group Converting	Martin Dr	275202	40
YRC Freight	County Road II	421309	40
Clayton Elementary School	Fairview Rd	821103	32
Banee Corp	Basil Ct	737206	31
Central Grading & Excavtg Inc	Grandview Rd	161103	30
Leisure	Golf Course Dr	581208	30
Garretts Maintenance Svc Inc	County Road II	154227	27
Appleton Christian Homeschool	Megan Way	821114	23
Envisionink Printing Solutions	West American Dr	275202	20
Fox Valley Asphalt	State Highway 76	177118	20
Steinert Printing Co Inc	West American Dr	275202	18
Highlands Golf Course	Winnegamie Dr	799201	15
Order of Patrons of Husbandry	Oakridge Rd	864101	15
Pines Golf Course	Winnegamie Dr	799201	15
Quietwoods Rv	Campers Way	753916	15
Ridgeway Golf Course	County Road II	799201	15
Warehouse Specialists Inc	Martin Dr	422105	15

Source: DataAxle/ESRI Business Analyst - Jan., 2022.





## Place of Employment and Commuting Patterns

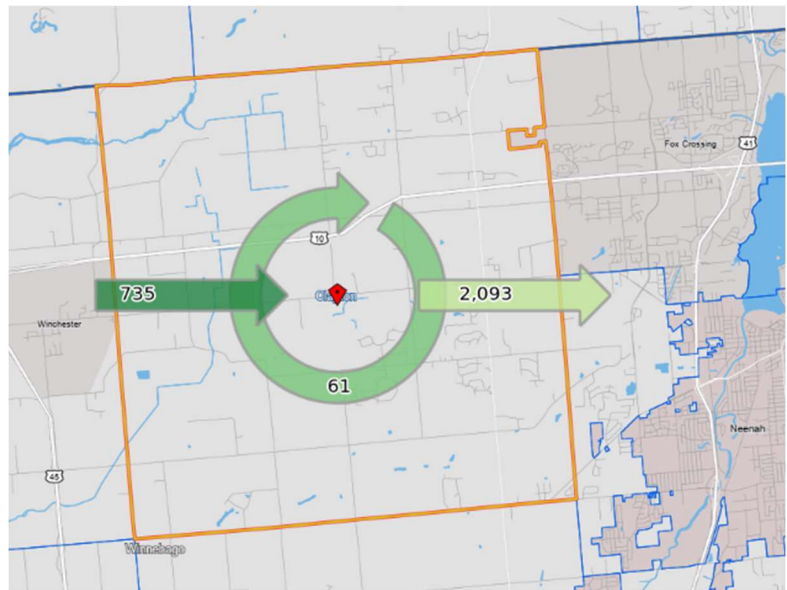
While the Town of Clayton provides many jobs for its residents, the reality is that many residents work outside of the community. Conversely, quite a few of Clayton's workers reside in other nearby communities. Job commuting patterns can vary over time based on a number of factors such as gas prices, housing availability and costs, as well as personal preference. In addition, the COVID-19 pandemic changed the landscape with respect to the number of people working from home. Recent data shows that during the initial stages of the pandemic in 2020, about 70 percent of people across the nation worked from home. This has since declined but has held steady at about 30 percent and is expected to continue at or near this rate for the foreseeable future. These trends must be considered when planning for the future of the community.

**Figure 4-1: Worker Inflow/Outflow, Town of Clayton, 2019.**

### Worker Inflow/Outflow

When evaluating commuter patterns, it is helpful to understand the general locations that workers commute to and from. According to the U.S. Census's "On The Map" 2019 data and as shown in Figure 4-1:

- 2,093 residents traveled outside the Town to work in other locations.
- 735 workers traveled to their jobs in Clayton from outside of the Town.
- Only 61 residents both lived and worked within the Town.



Source: U.S. Census Bureau, On the Map, 2019

This data shows that while some of the existing businesses in Clayton are a draw for regional employment, the Town is also losing nearly three times as many workers to jobs in other communities. Figure 4-2 shows a breakdown of workers who either live or work in the Town of Clayton by place. The first table illustrates the locations of work by people who live in the Town, while the second shows where workers within the Town live.

**Figure 4-2: Worker Inflow/Outflow, Town of Clayton, 2019.**

## Where Workers Are Employed

	2019	
	Count	Share
<a href="#">All Places (Cities, CDPs, etc.)</a>	2,154	100.0%
<a href="#">Oshkosh city, WI</a>	313	14.5%
<a href="#">Neenah city, WI</a>	290	13.5%
<a href="#">Appleton city, WI</a>	258	12.0%
<a href="#">Fox Crossing village, WI</a>	162	7.5%
<a href="#">Menasha city, WI</a>	74	3.4%
<a href="#">Fond du Lac city, WI</a>	49	2.3%
<a href="#">Milwaukee city, WI</a>	33	1.5%
<a href="#">Winneconne village, WI</a>	28	1.3%
<a href="#">Green Bay city, WI</a>	27	1.3%
<a href="#">Madison city, WI</a>	25	1.2%
<b>All Other Locations</b>	<b>895</b>	<b>41.6%</b>

## Where Workers Live

	2019	
	Count	Share
<a href="#">All Places (Cities, CDPs, etc.)</a>	796	100.0%
<a href="#">Oshkosh city, WI</a>	87	10.9%
<a href="#">Appleton city, WI</a>	75	9.4%
<a href="#">Neenah city, WI</a>	71	8.9%
<a href="#">Fox Crossing village, WI</a>	47	5.9%
<a href="#">Menasha city, WI</a>	27	3.4%
<a href="#">Harrison village, WI</a>	20	2.5%
<a href="#">Kaukauna city, WI</a>	10	1.3%
<a href="#">New London city, WI</a>	10	1.3%
<a href="#">Green Bay city, WI</a>	8	1.0%
<a href="#">Little Chute village, WI</a>	8	1.0%
<b>All Other Locations</b>	<b>433</b>	<b>54.4%</b>

Source: U.S. Census Bureau, On the Map, 2019.

## Travel Time to Work

Table 4-8 shows the amount of time it takes for persons to get to their workplace in Clayton, Winnebago County, and Wisconsin. As can be expected given the town's rural setting, a lower percentage of employees drive short distances (less than 10 minutes) than in the County and State, where the density of urban areas allows residents to live closer to their work. The majority of people in Clayton have a commute ranging from 10 to 24 minutes. A commute time of more than 34 minutes appears to be a significant threshold as a distance traveled for work with only about 10 percent of the Town's workforce is willing to travel over that time commitment. This is consistent with the County and State.

**Table 4-8: Travel Time to Place of Employment – 2010 and 2020.**

Travel Time in Minutes	Clayton				Winnebago County				Wisconsin			
	2010		2020		2010		2020		2010		2020	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
<5	32	1.8%	0	0.0%	4,022	5.0%	3,192	3.9%	136,415	5.1%	113,388	4.1%
5 to 9	217	12.4%	128	5.7%	13,354	16.6%	13,295	16.2%	386,189	14.3%	374,818	13.6%
10 to 14	468	26.8%	611	27.1%	19,175	23.8%	17,036	20.7%	470,581	17.4%	445,325	16.2%
15 to 19	336	19.2%	374	16.6%	15,098	18.7%	16,823	20.4%	445,068	16.5%	460,154	16.7%
20 to 24	397	22.7%	486	21.5%	11,805	14.7%	11,395	13.8%	397,512	14.7%	403,418	14.7%
25 to 29	123	7.0%	196	8.7%	4,568	5.7%	5,590	6.8%	173,982	6.4%	191,935	7.0%
30 to 34	42	2.4%	224	9.9%	6,019	7.5%	7,124	8.7%	282,206	10.4%	301,060	11.0%
35 to 39	19	1.1%	38	1.7%	1,396	1.7%	1,530	1.9%	70,278	2.6%	85,175	3.1%
40 to 44	55	3.2%	62	2.7%	1,200	1.5%	1,609	2.0%	76,195	2.8%	87,848	3.2%
45 to 59	57	3.3%	100	4.4%	1,806	2.2%	2,174	2.6%	141,980	5.3%	152,574	5.6%
60 or more:	0	0.0%	37	1.6%	2,111	2.6%	2,544	3.1%	120,491	4.5%	132,131	4.8%
Did not work at Home:	1,746	88.8%	2,256	92.3%	80,554	97.0%	82,312	94.3%	2,700,897	96.0%	2,747,826	93.5%
Worked at Home:	221	11.2%	189	7.7%	2,457	3.0%	4,994	5.7%	111,915	4.0%	190,187	6.5%
<b>Total:</b>	<b>1,967</b>	<b>100.0%</b>	<b>2,445</b>	<b>100.0%</b>	<b>83,011</b>	<b>100.0%</b>	<b>87,306</b>	<b>100.0%</b>	<b>2,812,812</b>	<b>100.0%</b>	<b>2,938,013</b>	<b>100.0%</b>

Source: 2006-2020 & 2016-2020 American Community Survey 5-Year Estimates

Where Clayton differs is that the town experienced an almost 17% decrease from 2010-2020 in the number of people who are now working at home. These figures may have changed drastically since the start of the COVID-19 pandemic.

## Income Characteristics

### Household Income

The Town of Clayton has a greater percentage of households earning over \$100,000 or more per year than both Winnebago County and the State of Wisconsin, resulting in a greater median household income as seen in Tables 4-9 and 4-10.

“Median household income” is defined as half the households having an income above that level and half below. Median household income in 2020 in the Town of Clayton was approximately 80 percent higher than in Winnebago County and the State of Wisconsin (Table 4-10).

The Town of Clayton experienced a nearly 75% increase in median household income between 2010 and 2020. In comparison, the County only saw a 17.6 percent increase, and 22.7 percent increase in the state. This suggests strengthened economic recovery in wake of the recession of '08.

**Table 4-9: Household Income, Town of Clayton, 2010 and 2020.**

Income	T. Clayton				Winnebago County				Wisconsin			
	2010		2020		2010		2020		2010		2020	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
<\$10,000	0	0.0%	20	1.3%	3,401	5.1%	3,270	4.6%	136,477	6.0%	109,952	4.6%
\$10,000-\$14,999	57	3.8%	0	0.0%	3,468	5.2%	2,731	3.8%	122,829	5.4%	98,635	4.1%
\$15,000-\$24,999	164	11.0%	113	7.6%	7,870	11.8%	6,748	9.5%	250,207	11.0%	205,288	8.6%
\$25,000-\$34,999	60	4.0%	79	5.3%	7,536	11.3%	6,983	9.8%	250,207	11.0%	214,179	9.0%
\$35,000-\$49,999	229	15.4%	43	2.9%	10,338	15.5%	9,922	13.9%	341,192	15.0%	308,113	13.0%
\$50,000-\$74,999	390	26.2%	306	20.5%	14,739	22.1%	13,907	19.6%	468,570	20.6%	449,379	18.9%
\$75,000-\$99,999	209	14.0%	141	9.4%	9,204	13.8%	10,170	14.3%	311,622	13.7%	335,854	14.1%
\$100,000-\$149,999	188	12.6%	376	25.2%	6,869	10.3%	11,079	15.6%	263,855	11.6%	388,012	16.3%
\$150,000 or more	193	13.0%	417	27.9%	3,268	4.9%	6,322	8.9%	129,653	5.7%	268,523	11.3%
<b>Totals</b>	<b>1,490</b>	<b>100.0%</b>	<b>1,495</b>	<b>100%</b>	<b>66,694</b>	<b>100.0%</b>	<b>71,132</b>	<b>100.0%</b>	<b>2,274,611</b>	<b>100.0%</b>	<b>2,377,935</b>	<b>100.0%</b>

Source: 2006-2010 & 2016-2020 American Community Survey 5-Year Estimates

**Table 4-10: Median Household & Family Incomes, Town of Clayton, 2010 and 2020.**

Income Type	T. Clayton		Winnebago County		Wisconsin	
	2010	2020	2010	2020	2010	2020
Median Household Income	\$ 61,955	\$108,340	\$ 50,974	\$ 59,947	\$ 51,598	\$ 63,293
% Change		74.9%		17.6%		22.7%
Median Family Income	\$73,355	\$ 109,861	\$ 65,646	\$79,200	\$64,869	\$80,844
% Change		49.8%		20.6%		24.6%

Source: 2006-2010 & 2016-2020 American Community Survey 5-Year Estimates



## Poverty Status

The percentage of persons below the poverty level in the Town of Clayton is significantly less than Winnebago County and the State of Wisconsin (see Table 4-11). For Clayton and Wisconsin, the poverty rate for persons was around 1.0 percent in 2020 and about 1.5 percent for families. These percentages have declined by 50 percent or more between 2010 and 2020 and is likely attributed to financial recovery effects after the 2008 recession.

**Table 4-11: Persons & Families Below Poverty Level, Town of Clayton, 2010 and 2020.**

Persons/Families	T. Clayton		Winnebago County		Wisconsin	
	2010	2020	2010	2020	2010	2020
Total Persons	3,782	4,162	155,133	162,899	5,486,658	5,659,485
Total Persons Below Poverty	125	40	16,297	17,932	637,613	620,947
<b>% Below Poverty</b>	<b>3.3%</b>	<b>1.0%</b>	<b>10.5%</b>	<b>11.0%</b>	<b>11.6%</b>	<b>11.0%</b>
Total Families	1,168	1,360	40,637	41,256	1,479,581	1,479,364
Total Families Below Poverty	34	20	2,454	2,303	114,331	100,642
<b>% Below Poverty</b>	<b>2.9%</b>	<b>1.5%</b>	<b>6.0%</b>	<b>5.6%</b>	<b>7.7%</b>	<b>6.8%</b>

*Source: 2006-2010 & 2016-2020 American Community Survey 5-Year Estimates*

## Ability to Retain and Attract Business

### Location

The Town of Clayton has a very favorable location relative to the Fox Cities Metropolitan Area and major transportation routes. USH 10 is a direct link over the Roland Kampo/WIS 441 Bridge to Menasha and Appleton. Neenah is just south on Interstate 41, and beyond that is Oshkosh, Milwaukee, and Chicago. Clayton is close to the Appleton Airport International (ATW) and has a main railroad line going through the town.

### Types of New Businesses Desired

In the future, officials of the Town of Clayton would like to see significant regional commercial and industrial development adjacent to and along the USH 10/WIS 76 corridors, as well as local level retail and service businesses which cater to the Town's growing population. With the creation of a public sanitary and water system in the eastern portion of the town, commercial and industrial development should be attracted to the area especially adjacent to good transportation linkages.



## Sites for New or Expanded Businesses

The Town of Clayton has a wide variety of opportunities to locate new commercial and industrial development. The recently completed USH 10/WIS 76 Corridor Study identified and refined proposed areas for business development based on the provision of future sewer and water services, as well as existing and contemplated access. Specific areas which are now targeted for business development are shown on Map 4-1 and include:

- Vacant land along the USH 10 corridor near the WIS 76 interchange has been identified as a set of Business Parks and Industrial Parks which will provide a full range of services and excellent access to the state highway system.
- Lands along the CTH II corridor, between WIS 76 and Clayton Avenue have been reserved for additional infill industrial uses which complement the existing business and industry mix.
- Highway oriented commercial uses have been targeted along the USH 76 frontage, north of USH 10 as well as south of USH 10 between Fairview Road and the CN rail line. Additional areas along USH 76 include lands south of CTH II and to the north of Oakridge Road.
- Neighborhood oriented commercial (retail and service) uses have been identified in close proximity to future planned residential areas and are envisioned as being somewhat dense, thereby fostering a walkable environment. These areas are located east of USH 76, south of Fairview Road; at the USH 76/CTH II intersection; along Clayton Avenue, south of CTH II, and; within the hamlet of Larsen. These locations are intended to serve as the focal points around which the surrounding neighborhoods are developed. These sites would include a mix of higher density residential and commercial uses with the intent of creating places to which neighborhood residents can walk or bike for goods or services rather than having to drive to larger commercial areas.

## Tax Increment Districts (TIDs)

A Tax Increment District (TID), or Tax Increment Financing (TIF) amortizes the improvements made to a parcel or parcels of land and is paid back through the “increment” or property tax increases that accrue as a result of new development over the base level of the unimproved land. During the time period that a TID is open, overlapping taxing jurisdictions continue to receive taxes based on the unimproved land until such time as the TID timeline expires or is closed. Of course, there are many more detailed steps in the creation and life of a TID which must be followed to successfully create one.

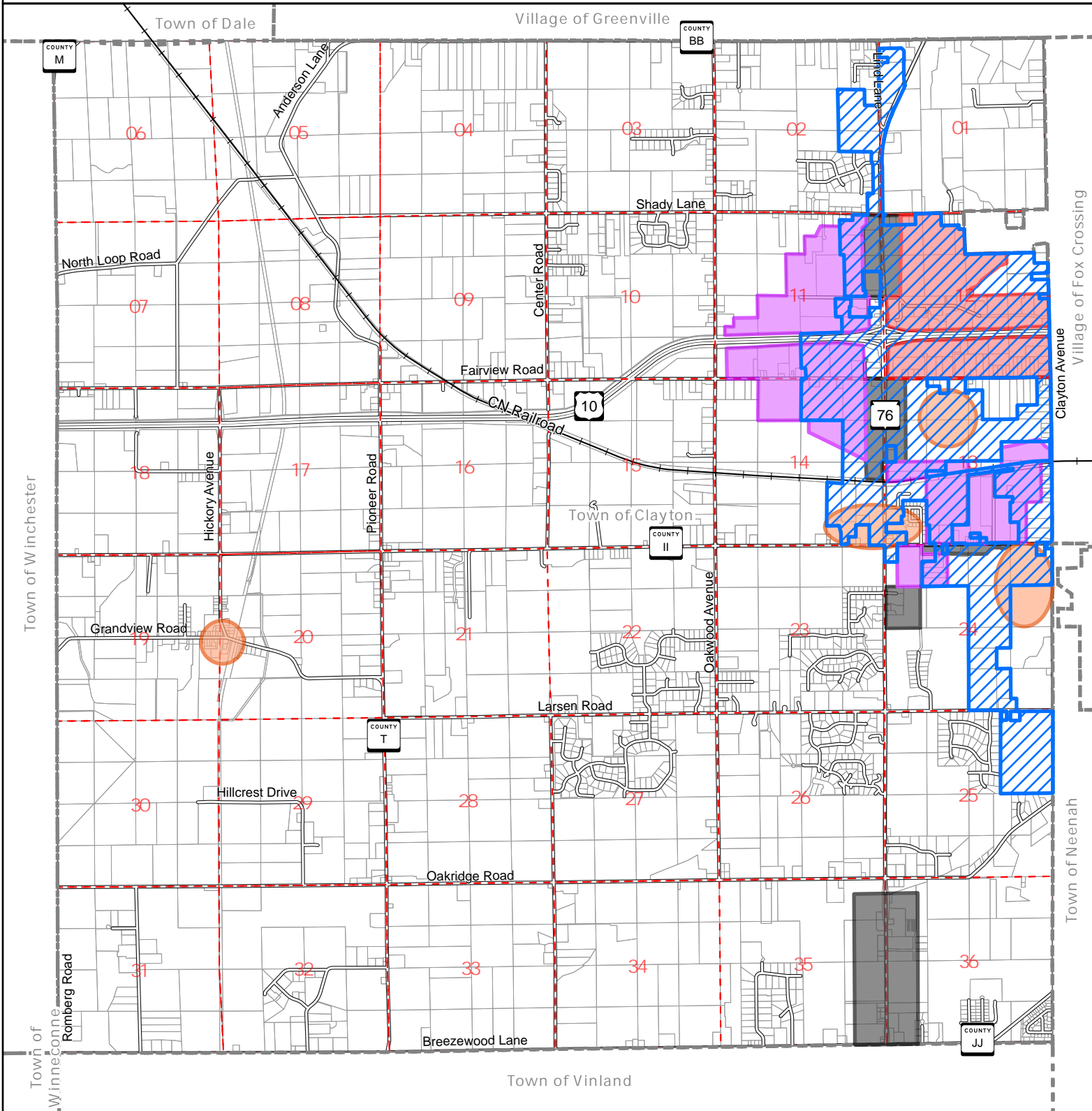
In late 2019 the Town of Clayton created and approved its first Tax Increment Finance District (TIF/TID) which covers large portions of the Study Area (Map 4-1). The TID was created to facilitate the installation of public utilities (sewer and water mainly) which in turn would allow for new commercial and industrial development to occur within portions of the District.





# PRIMARY ECONOMIC DEVELOPMENT AREAS

Map 4-1



Town of Clayton

Winnebago County, Wisconsin

## Town of Clayton

### Winnebago County, WI

0 0.5 1 Miles

This base map was created with data from Winnebago County Land Information Department who assumes no liability for the accuracy of this data and any use or misuse of its content is the responsibility of the user. Changes were made by Cedar Corporation under the direction of the Town of Clayton

- TIF #1
- Industrial Park
- Business Park
- Highway Commercial
- Neighborhood Commercial

**Other Features**

- Cities, Towns, & Village Borders
- Sections
- Parcels
- Railroads
- Roads

Map Updated: June 15, 2023

The State Legislature recently recent modified the TIF rules to allow for an “Affordable Housing Extension” which allows use of a final year’s increment for affordable housing. At least 75 percent of the final increment must benefit affordable housing in the municipality, whether within or outside of the TID. A resolution must specify how the municipality will improve housing stock. The Town should utilize these extensions when the time comes for a District’s closure.

## Home-Based Businesses

Home-based businesses have been commonplace in most communities and the Town of Clayton is no exception. The Town’s current zoning code (Sec. 908-459 and 908-460) do allow for home occupations as permitted accessory uses or as conditional uses in various agricultural, residential, and commercial zoning districts. The code defines “home occupations” as being either:



- “Minor” - An occupation, profession, enterprise, or similar commercial activity that is conducted entirely within a dwelling unit and that is compatible in size and scope in a residential setting. The term does not include hobbies or similar noncommercial activities.
- “Major” - An occupation, profession, enterprise, or similar commercial activity that is conducted within a dwelling unit and/or an accessory building and that is compatible in size and scope in a residential setting. The term does not include hobbies or similar noncommercial activities.

Due to the recent COVID-19 pandemic, there is an increasing trend of both ‘work from home’, as well as the creation of home-based businesses and the Town should monitor changes in this arena over the planning period in order to address potential impacts..

## Brownfield Redevelopment

A brownfield is a property where expansion, redevelopment or reuse is complicated by real or potential contamination. Brownfields vary in size, location, age and past use; a brownfield can be anything from a 500-acre former automobile assembly plant to a small, abandoned gas station. Brownfield properties may present public health threats, along with economic, environmental and social challenges for the communities where they are located.

The Bureau for Remediation and Redevelopment Tracking System on the Web (BOTW) is a searchable database maintained by the Wisconsin Department of Natural Resources that includes information on the investigation and cleanup of environmental contamination in Wisconsin. Environmental contamination can affect soil, groundwater, sediment, indoor air, and more. As shown in Table 4-12, a total of 25 sites have been identified within the Town of Clayton, with all of them being considered “closed” or “no action required”. Therefore, these sites should not pose any concern (nor any opportunities) regarding development and/or redevelopment.



**Table 4-12: Contaminated Site Investigations, 2022.**

BRRTS No. & Activity Name Address, Municipality, County, Region	Type	Status	Juris	Start Date	End Date
<b>02-71-522564 LARSEN COOPERATIVE-LARSEN</b> 8290 CTH T, CLAYTON WINNEBAGO NE	ERP	CLOSED	DATCP	10/16/1998	2/23/2004
<b>02-71-563511 NEENAH PISTOL RANGE (FORMER)</b> 2632 CTH JJ, CLAYTON TN WINNEBAGO NE	ERP	CLOSED	DNR	6/24/2015	10/4/2018
<b>03-71-001016 WI DOT UJAZDOWSKI PROPERTY</b> 7301 USH 45, CLAYTON TN WINNEBAGO NE	LUST	CLOSED	DNR	10/25/1991	2/13/1995
<b>03-71-001040 LARSEN COOP</b> 8290 CTH T, CLAYTON WINNEBAGO NE	LUST	CLOSED	DNR	10/15/1991	2/7/2007
<b>03-71-183617 FAIRVIEW AUTO</b> 8510 STH 76, CLAYTON WINNEBAGO NE	LUST	CLOSED	DNR	3/20/1998	6/17/2003
<b>04-71-307419 WISCONSIN PUBLIC SERVICE CORP</b> 3042 FAIRWINDS DR, CLAYTON WINNEBAGO NE	SPILL	CLOSED	DNR	5/28/2001	6/10/2002
<b>04-71-544534 WISCONSIN PUBLIC SERVICE CORP</b> 9055 OAKWOOD, CLAYTON WINNEBAGO NE	SPILL	CLOSED	DNR	10/5/2005	10/6/2005
<b>04-71-548096 KEITH SALM</b> 2814 LARSEN RD, CLAYTON TN WINNEBAGO NE	SPILL	CLOSED	DATCP	6/15/2006	10/11/2006
<b>04-71-549740 CLIFF VIESSMAN INC</b> STH 45, CLAYTON TN WINNEBAGO NE	SPILL	CLOSED	DNR	12/26/2006	6/11/2007
<b>04-71-550050 ZILLGES LANDSCAPE SPILL</b> LARSEN RD, CLAYTON WINNEBAGO NE	SPILL	CLOSED	DNR	6/26/2007	8/29/2007
<b>04-71-550554 CROSS FARMS LLC SPILL</b> GREEN MEADOW RD, CLAYTON WINNEBAGO NE	SPILL	CLOSED	DNR	11/8/2007	11/15/2007
<b>04-71-552875 AMHERST EXCAVATING SPILL</b> USH 10, CLAYTON WINNEBAGO NE	SPILL	CLOSED	DNR	7/28/2008	11/14/2008
<b>04-71-556686 ACCU TECH SPILL</b> 3158 BREEZEWOOD LN, CLAYTON TN WINNEBAGO NE	SPILL	CLOSED	DNR	9/22/2009	9/6/2012
<b>04-71-557203 MCCARTHY MART SPILL</b> 8510 STH 76, CLAYTON WINNEBAGO NE	SPILL	CLOSED	DNR	5/28/2011	5/31/2011
<b>04-71-558290 MM GLOBAL TRANSPORTATION INC SPILL</b> USH 10 WB, CLAYTON WINNEBAGO NE	SPILL	CLOSED	DNR	12/27/2011	12/29/2011
<b>04-71-558963 ROEHL TRANSPORT SPILL</b> STH 76, CLAYTON WINNEBAGO NE	SPILL	CLOSED	DNR	2/12/2012	3/26/2012
<b>04-71-562840 J WIMME TRUCKING INC SPILL</b> USH 10, CLAYTON WINNEBAGO NE	SPILL	CLOSED	DNR	8/11/2014	11/13/2014
<b>04-71-582392 TRUGREEN SPILL</b> 3584 ROYAL SIERRA TRL, CLAYTON WINNEBAGO NE	SPILL	CLOSED	DATCP	9/6/2018	10/12/2018
<b>04-71-583913 MITTELSTADT TRUCKING LLC SPILL</b> USH 10 & OAKWOOD AVE, CLAYTON WINNEBAGO NE	SPILL	CLOSED	DNR	6/3/2019	7/9/2019
<b>04-71-584276 TIDY VIEW DAIRY SPILL</b> OAKWOOD AVE, CLAYTON WINNEBAGO NE	SPILL	CLOSED	DNR	7/30/2019	9/3/2019
<b>04-71-587533 CHS INC SPILL</b> HICKORY AVE & CTH II, CLAYTON WINNEBAGO NE	SPILL	CLOSED	DNR	4/5/2021	4/30/2021
<b>04-71-588573 CROSS FARMS LLC SPILL</b> GREEN MEADOW RD & OAKRIDGE RD, CLAYTON WINNEBAGO NE	SPILL	CLOSED	DNR	10/1/2021	10/15/2021
<b>04-71-591409 FARM FIELD SPILL</b> 7572 CTH T, CLAYTON WINNEBAGO NE	SPILL	CLOSED	DNR	9/21/2022	2/2/2023
<b>09-71-295147 SCHUTTE, SCOTT RESIDENCE</b> 8903 N PIONEER RD, CLAYTON WINNEBAGO NE	NAR		DNR	4/11/1994	4/11/1994
<b>09-71-556682 ACCU TECH</b> 3158 BREEZEWOOD LN, CLAYTON TN WINNEBAGO NE	NAR		DNR	1/31/2011	9/6/2012

Source: WDNR, 2022. BRRTS data comes from various sources, both internal and external to DNR. There may be omissions and errors in the data and delays in updating new information.



## Applicable County, Regional, and State Programs

There are numerous programs and resources at the local, regional, state, and federal level. These entities can be of great help when pursuing a specific project, and the Town should leverage all possible resources to promote the development of new businesses within the areas identified on the Future Land Use map.

Table 4-12 lists the various economic development agencies and programs that directly or indirectly affect the Town of Clayton. These agencies and programs primarily result in improving the livelihoods of town residents because they provide quality employment opportunities and increase the area's tax base, which helps keep property taxes down.

**Table 4-12: Economic Development Agencies and Programs.**

Agency / Entity	Program
Wisconsin Economic Development Corporation (WEDC) - IN Wisconsin	Funding programs for communities and businesses. Promotes and markets the state for business expansions and relocations
Wisconsin Housing and Economic Development Authority (WHEDA)	Provides affordable housing and business financing products.
Wisconsin Department of Administration – Division of Energy, Housing & Community Resources (DEHCR)	Provides a variety of CDBG block grants and other programs related to infrastructure and housing
New North	Promotes and markets eighteen counties in northeastern Wisconsin for business expansions and relocations and talent attraction.
East Central Wisconsin Regional Planning Commission (ECWRPC)	Administers and coordinates EDA funding programs through the Department of Commerce.
Fox Cities Economic Development Partnership (FCEDP)	Promotes and markets the Fox Cities for business expansions and relocations
Fox Cities Chamber of Commerce	Provides assistance and support to businesses in the Fox Cities.
Greater Oshkosh Economic Development Corporation	Promotes and markets the Greater Oshkosh Area for business expansions and relocations.
Oshkosh Chamber of Commerce	Provides assistance and support to businesses in Oshkosh.
Winnebago County Industrial Development Board	Provides financing for businesses located in local communities and provides per capital funding program for local community economic development activities. Promotes and markets County to outside areas as a good place to do business.

Source: Cedar Corporation



## Economic Development Vision

The Town of Clayton Plan Commission has developed the following vision for the community with respect to future economic development:

“Economic Development: Clayton will offer opportunities across a wide spectrum of urban and rural lands for economic expansion. Larsen will reflect a rural community while the development of business and industrial districts in the USH 10 and WIS 76 corridors attracts high quality occupants that reflect today’s architectural and design standards. Clayton will view economic development as more than simply an expanded tax base and will welcome development that enhances the aesthetics, livability, and social aspects of our community. It is the hope of the Town that residents can both work and reside in the community. Economic, environmental and community benefits will be considered as primary elements for prospective development. The incorporation of mixed use and planned unit developments will cater to the changing preferences of upcoming generations which are attracted to urban, walkable communities that provide employment opportunities.”

## Goals, Strategies, and Recommendations

**Goal 4.1: Facilitate the development of commercial (business park) and industrial (industrial park) land uses at the USH 10/WIS 76 interchange that provide services needed regionally.**

**Strategy 4.1.1:** Create an attractive environment for large-scale corporate and professional offices that can benefit from the visibility along the USH 10 corridor.

**Recommendation 4.1.1.1:** Establish uses and target business types for the District by modifying 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.

**Recommendation 4.1.1.2:** Revisit existing design standards as needed.

**Strategy 4.1.2:** Coordinate with landowners and offer incentives to facilitate the logical transition of existing uses to business uses over time.

**Recommendation 4.1.2.1:** Identify critical landowners and establish initial meetings to discuss opportunities and options with respect to future development.

**Strategy 4.1.3:** Ensure that adequate electrical capacity exists to service industrial development within Study Area.

**Recommendation 4.1.3.1:** Meet with local utility companies and organizations (WPS, WE Energies, RENEW, Focus on Energy, etc.) to discuss electrical capacity needs and potential solutions including renewable energy options.

**Strategy 4.1.4:** Utilize the Planned Unit Development overlay to accommodate future commercial and industrial development within the Outagamie County Airport Overlay Zoning District.

**Recommendation 4.1.4.1:** Examine opportunities for small-scale solar field installations within industrial areas affected by the Airport Overlay Zone.

**Strategy 4.1.5:** Consider the integration of co-working/flex space within this District to assist entrepreneurs and business growth.

**Recommendation 4.1.5.1:** Create new provisions within the Town's Zoning Ordinance to better accommodate co-working/flex space uses.

**Goal 4.2: Facilitate the development of commercial land uses along the CTH II corridor that provide both regional and local services.**

**Strategy 4.2.1:** Create an attractive environment for additional industrial and commercial uses that can benefit from the access along the CTH II, east of WIS 76.

**Recommendation 4.2.1.1:** Establish uses and target business types for the applicable zoning districts in this corridor and update regulations which specify the general uses and lot size/setback standards.

**Goal 4.3: Create an attractive setting for highway related commercial/retail land uses that serve the traveling public (Gateway District).**

**Strategy 4.3.1:** Establish uses and target business types for the Gateway District.

**Recommendation 4.3.1.1:** 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.

**Goal 4.4: Integrate new local commercial uses within the Mixed Use Districts as indicated on the Future Land Use Map.**

**Strategy 4.4.1:** Provide additional guidance to the development community on options for developing “mixed use” areas as shown on the Future Land Use Map.

**Recommendation 4.4.1.1:** Develop “neighborhood” concept plans for the WIS 76 and CTH II corridors ‘mixed use’ areas to guide investment by existing and future property and business owners.

**Recommendation 4.4.1.2:** Develop the appropriate “mixed use” zoning district(s) and stringent design standards which emulate principles of Traditional Neighborhood Development for these locations.

**Goal 4.5: Work with business owners and property owners in maintaining Larsen as a historic rural hamlet and revitalizing its commercial district over time.**

**Strategy 4.5.1:** Be open to unique opportunities and standards to promote revitalization of its business district with the idea of making the rural hamlet of Larsen a destination.

**Recommendation 4.5.1.1:** Create a Committee or Task Force to further examine planning and revitalization opportunities within the hamlet of Larsen and to identify priority projects and funding sources.

**Goal 4.6: Enhance the attractiveness of new development within the Town by incorporating appropriate design standards, as well as technology and infrastructure where practical.**

**Strategy 4.6.1:** Use the ordinances available to the Town of Clayton (including but limited to zoning, subdivision, site plan, and sign) to ensure that business development will provide the economic, environmental, and aesthetic benefits desired by the Town.

**Recommendation 4.6.1.1:** Incorporate standards which will result in all commercial development to have a theme/style.

**Recommendation 4.6.1.2:** Require that all electrical power lines be buried to improve aesthetics and increase resiliency.

**Strategy 4.6.2:** Accommodate the use of renewable energy technologies (solar, micro-grids, etc.) in new developments within the Town.

**Goal 4.7: Actively market and promote development opportunities within the Town.**

**Strategy 4.7.1:** Prepare necessary materials to properly market Clayton Business Park and other suitable properties to the development community.

**Recommendation 4.7.1.1:** Consider the use of TIF District incentives to help attract new businesses to the corridor.

**Recommendation 4.7.1.2:** Work with area economic development entities to promote the Clayton Business Park and other business development sites.

**Recommendation 4.7.1.3:** Develop a unique 'brand' for the 10/76 Corridor area. A catchy name (i.e., Clayton Crossing, Friendship Ridge, etc.), maps, illustrations, and other materials should be created to highlight key features of these locations in an effort to recruit developers.

**Recommendation 4.7.1.4:** Dedicate a page on the Town's website to sharing information about opportunities for development, along with information on associated plans and development regulations.

**Recommendation 4.7.1.5:** Utilize the "Gold Shovel Certification" (New North program) for applicable industrial sites that are ready for development.

**Goal 4.8: Support the creation of home-based businesses, as allowed by code, as an entrepreneurial activity within the Town.**

**Strategy 4.8.1:** Monitor home-based business activity over the planning period.

**Recommendation 4.8.1.1:** Consider adjustments in existing codes where necessary to better accommodate home-based businesses while limiting conflicts.



# Chapter 5

## Transportation

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### Introduction

A transportation system allows for the movement of goods and people in a local, regional, national, and international context and through a variety of modes. A good transportation system should be designed for the efficient movement of people and goods in a safe manner.

Transportation systems can also influence the growth of a community. High traffic areas, such as highways, provide good locations for industry and businesses. Trail systems provide recreation opportunities for people and add to the livability and desirability of a community. Sidewalks provide residents access to parks, neighborhoods, and businesses.

The Transportation chapter will inventory and evaluate local modes of transportation and identify future transportation needs in the Town of Clayton.

### Modes of Transportation

The movement of people and goods is accomplished through a variety of transportation modes. These modes include cars, trucks, railroads, public transit, ships, airplanes, bicycles, and walking. Generally, each mode fits a particular need.

- **Automobiles:** Function as the dominant mode for the movement of people.
- **Trucks:** Provide for rapid movement of goods and products over interstates and highways.
- **Airplanes:** Move people and lightweight products quickly over long distances.
- **Railroad:** Functions primarily for the movement of bulk commodities over long distances.
- **Ships:** Functions primarily for the movement of bulk commodities nationally and globally.
- **Bicycles:** Typically move people over shorter distances within a community.
- **Walking:** Provide for the movement of people within a community.
- **Transit:** Provides a necessary alternative to walking or biking longer distance without having to own a vehicle.



## Existing Transportation System

### Streets and Highways

The Town is responsible for overseeing the planning for, and maintenance of, a majority of the road system within the community (Map 5-1). There are also several designated segments of County Highway (T, II, JJ, BB and M) which are overseen by Winnebago County, plus two State Highways (WIS 76 and USH 10) managed by WisDOT which traverse the Town, thereby providing Clayton good access to the region, including the nearby Interstate 41 corridor.

The eastern portion of the Town, between Clayton Avenue and WIS 76, is also within the U.S. Census designated Urbanized Area. Therefore portions of the Town (generally between Clayton Avenue and Oakwood Avenue) lie within the realm of the Fox Cities Transportation Management Planning Area (TMA). The East Central Wisconsin Regional Planning Commission (ECWRPC) works with all transportation stakeholders to administer the Federal TMA program and conducts planning and funding allocation activities for local and regional transportation projects identified through this process.

### Classifications

Highways and streets are classified according to their primary function, either to move vehicles or to serve adjacent land (see Map 5-1). **Arterials** accommodate the movement of vehicles, while **local roads** are designed to provide direct access to individual parcels of land. **Collectors** serve both local and through-traffic by providing a connection between arterials and local roads. Facilities classified under the Federal Aids Secondary System (State and County Trunk Highways) qualify for federal aid for capital projects involving construction and maintenance on the basis of lane mileage.

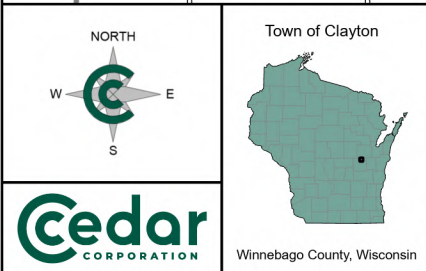
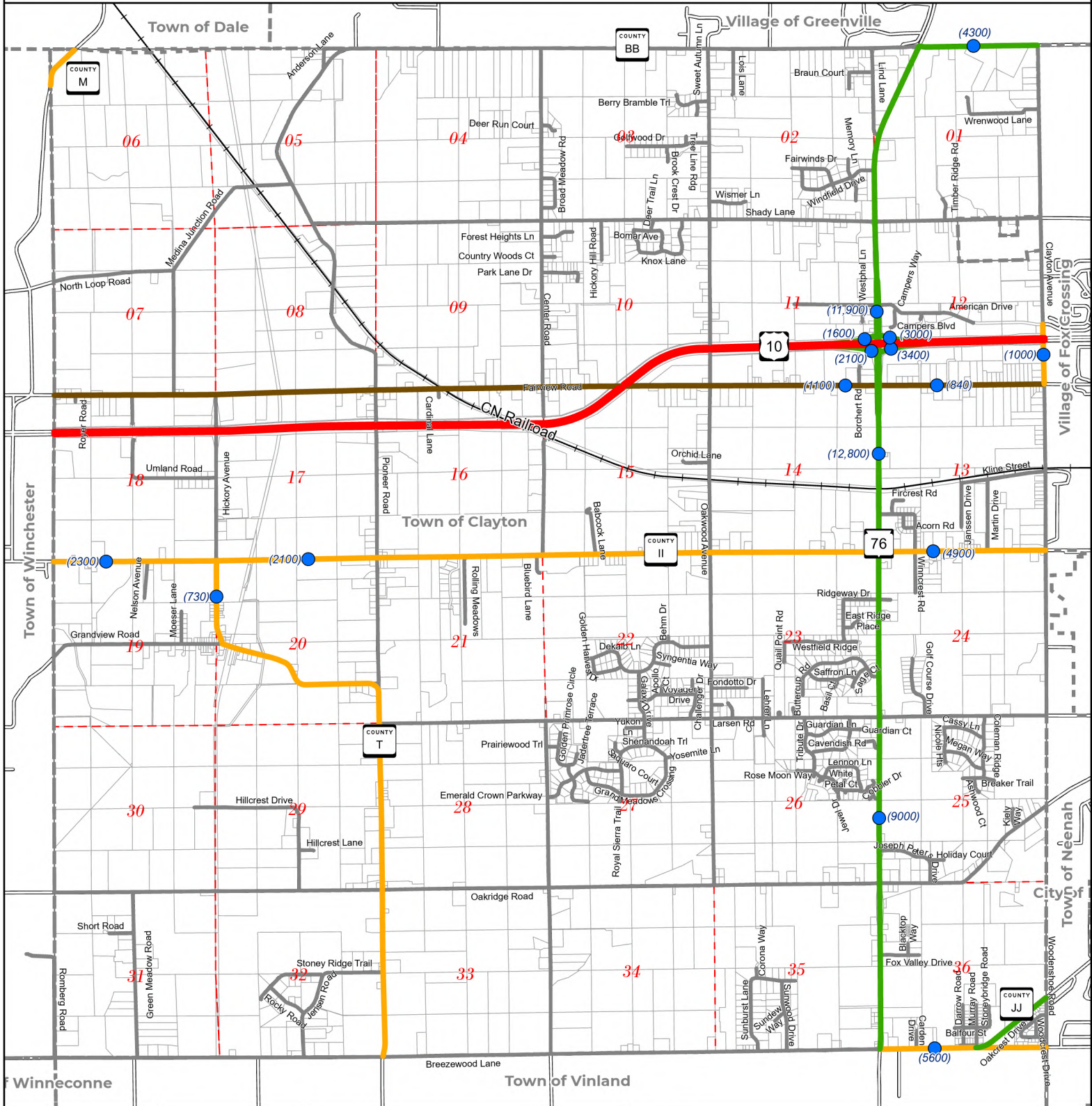
- Principal Arterials  
Principal arterials are major highway facilities that are designed to accommodate higher volumes of traffic and move that traffic through a geographic region. Typically, a principal arterial is a four-lane freeway or expressway with controlled vehicle access. According to WDOT's "Rural Functional System", **USH 10**, which runs in an east/west through the Town of Clayton, is a principal arterial.





# FUNCTIONAL CLASSIFICATION AND TRAFFIC COUNTS

Map 5-1



## Town of Clayton Winnebago County, WI

0 4,000 8,000 Feet

This base map was created with data from Winnebago County Land Information Department who assumes no liability for the accuracy of this data and any use or misuse of its content is the responsibility of the user. Changes were made by Cedar Corporation under the direction of the Town of Clayton.

### Legend

- Traffic Count Locations (2019 Traffic Count)
- Road Classifications**
  - Principal Arterial
  - Minor Arterial
  - Major Collector
  - Minor Collector
- Local Roads
- Cities, Towns, & Village Borders
- - - Sections
- Parcels
- Other Roads
- Railroads

Map Updated: March 17, 2023

- Minor Arterials

Minor arterials provide mobility for through traffic. The Town of Clayton has three minor arterials:

- ❑ **WIS 76**, which runs north/south through the eastern part of the Town.
- ❑ **CTH “JJ,”** east of WIS 76, runs east/west along the Town’s southern boundary.
- ❑ **CTH “BB,”** east of WIS 76, running east/west along the Town’s northern boundary.

- Major Collectors

Collectors provide access between local roads and both the principal and minor arterials. The Town of Clayton has the following major collectors:

- ❑ **CTH “II,”** which runs east/west through the center of the Town.
- ❑ **CTH “T,”** which generally runs north/south, between CTH “II” and the Town’s southern boundary.
- ❑ **CTH “M,”** running north and south, crosses through the extreme northwest corner of the Town.

- Minor Collectors

The Town of Clayton has the following minor collectors:

- ❑ **Fairview Road**, Clayton Avenue to CTH M.

- Local Roads

The remaining roads in the Town of Clayton are local and provide access to residential, commercial, and industrial uses within the Town.

## Traffic Volume Trends

Annual Average Daily Traffic (AADT) counts for 2019 and a variety of past years are presented in Table 5-1 and Map 5-1 for selected roadways in Town of Clayton. AADT counts are calculated by multiplying raw hourly traffic counts by seasonal, day-of-week, and axle adjustment factors. The daily hourly values are then averaged by hour of the day and the values are summed to create the AADT count.



**Table 5-1: Annual Average Daily Traffic Volumes, Town of Clayton.**

Location	Year				
	2019	2016	2013	2010	2007
USH 10 WEST OF CTH CB	20,500	16,900	15,900	16,500	15,400
10/76 westbound off	3,000	2,900	3,200	2,800	3,100
10/76 eastbound off	2,100	2,200	2,200	2,100	1,700
10/76 westbound on	1,600	1,600	1,700	1,600	1,400
10/76 eastbound on	3,400	2,600	3,200	2,700	2,300
CTH BB, east of WIS 76	x	4,300	4,600	x	x
WIS 76, north of USH 10	11,900	10,500	9,900	8,300	8,700
WIS 76, south of USH 10	12,800	10,300	9,500	7,200	8,900
WIS 76, north of Oakridge Road	9,000	7,800	9,000	6,200	6,400
Clayton Avenue, north of Fairview Road*	1,000	x	x	x	x
Fairview Road, west of WIS 76	1,100	x	x	x	1,400
Fairview Road, east of WIS 76*	840	x	x	x	x
CTH II, west of Pioneer Road	2,100	x	x	2,000	x
CTH II, east of WIS 76	4,900	x	x	4,400	4,300
CTH T, north of Trailhead Park*	730	x	x	820	x

\* Short Duration Count

Source: WisDOT for years listed.

All high-traffic roads (>10,000 AADT) within the Town are State designated highways, including USH 10 and WIS 76. Traffic counts have been increasing steadily on these corridors as new development continues along the entire west side of the Fox Cities. WIS 76 also serves as a direct connection to the City of Oshkosh and is influenced by regional employment patterns. County and local roads have seen only slight increases in traffic over past ten years. However, as new urban development continues in the eastern portion of the Town, traffic levels will undoubtedly increase on several segments of Town, County, and State roadways.

## Traffic Crashes

To further analyze the Town of Clayton's road system, the frequency of motor vehicle accidents is studied to identify problem areas. The frequency of motor vehicle accidents tends to correlate directly with traffic volumes. Each year, thousands of Wisconsin residents are injured and killed in traffic crashes.

In an effort to prevent these tragedies, the legislature has established a Traffic Safety Commission (TSC) in every county. These commissions are charged, per Wisconsin statute 83.013 (1), to maintain a map of traffic crashes within their county and to review those crashes on a quarterly basis for general awareness and to provide recommendations for corrective action, as appropriate.



A review of reported crashes was conducted using the East Central Wisconsin Regional Planning Commission's Regional Crash Analysis Application (Figure 5-1). Crash data for the period between 2018 and 2022 reveals a total of 495 accidents reported. Of these, 113 had possible or suspected injuries associated with them, and four accidents with fatalities were reported during this period. Most reported accidents were associated with a State or County Highway facility (due to higher levels of traffic), however some clusters of accidents do exist on Town road segments, such as Larsen Road, Oakwood Road, and Oakridge Road.

## Access Control

The various jurisdictions which own and maintain the roadways have regulations and ordinances in place to manage future access to these facilities. The placement and spacing of new driveways and new local road intersections is critical to the overall safety of the road system. The Town has an Access Control Ordinance (Chapter 9, Section 9.11) which was adopted in 2020 to govern ingress and egress to existing Town roads based on a classification system (Map 5-2). As new development occurs within the Town, these access controls will become increasingly important, and the Town may need to work with the County and State in the future to ensure safe access to their road facilities.

## Pavement Condition

A tool the Town of Clayton uses to determine budget priorities for road construction and repair is called “Wisconsin Information System for Local Roads” (WISLR). The WISLR Program is an internet-accessible system that helps local governments and WisDOT manage local road data to improve decision-making, and to meet state statute requirements. With Geographic Information System technology, WISLR combines local road data with interactive mapping functionality.

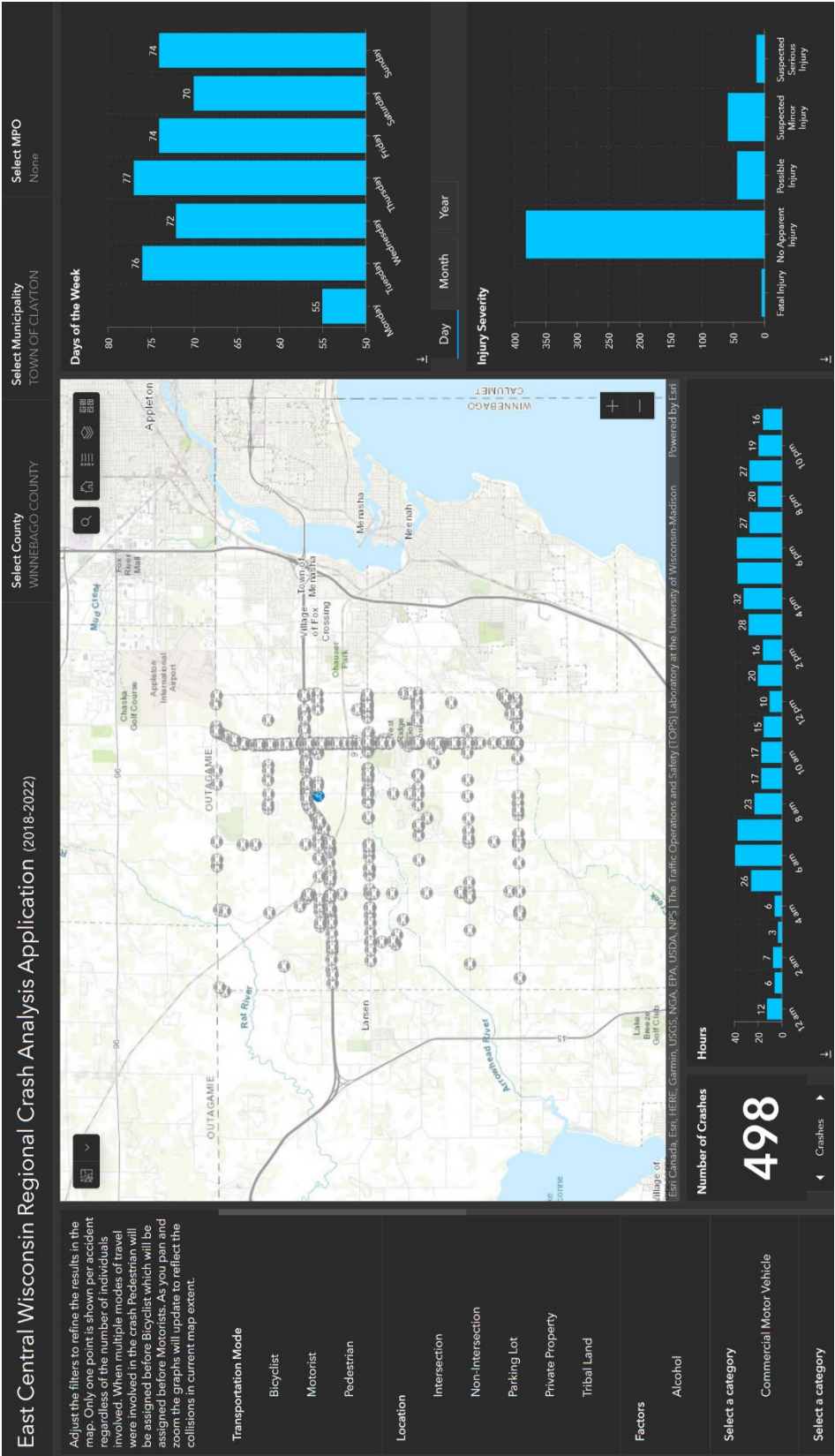
More specifically, WISLR is a receptacle for local road information, such as width, surface type, surface year, shoulder, curb, road category, functional classification, and pavement condition ratings. More importantly, WISLR generates the data local government needs to make budget decisions regarding street repair and maintenance. The Town of Clayton is required to submit the ratings identified in the WISLR Program to the WisDOT every two years. It does through a program called Pavement Surface Evaluation and Rating or PASER.

PASER reports for a Town can change based on yearly improvements, annual weather extremes and changes in road travel patterns. Reports can be obtained through the WISLR web site through a password protected program. The Town should use the PASER System Reports to assist in the development of its Five Year Capital Improvement Plan.





Figure 5-1: Traffic Crashes, 2018-2022, Town of Clayton

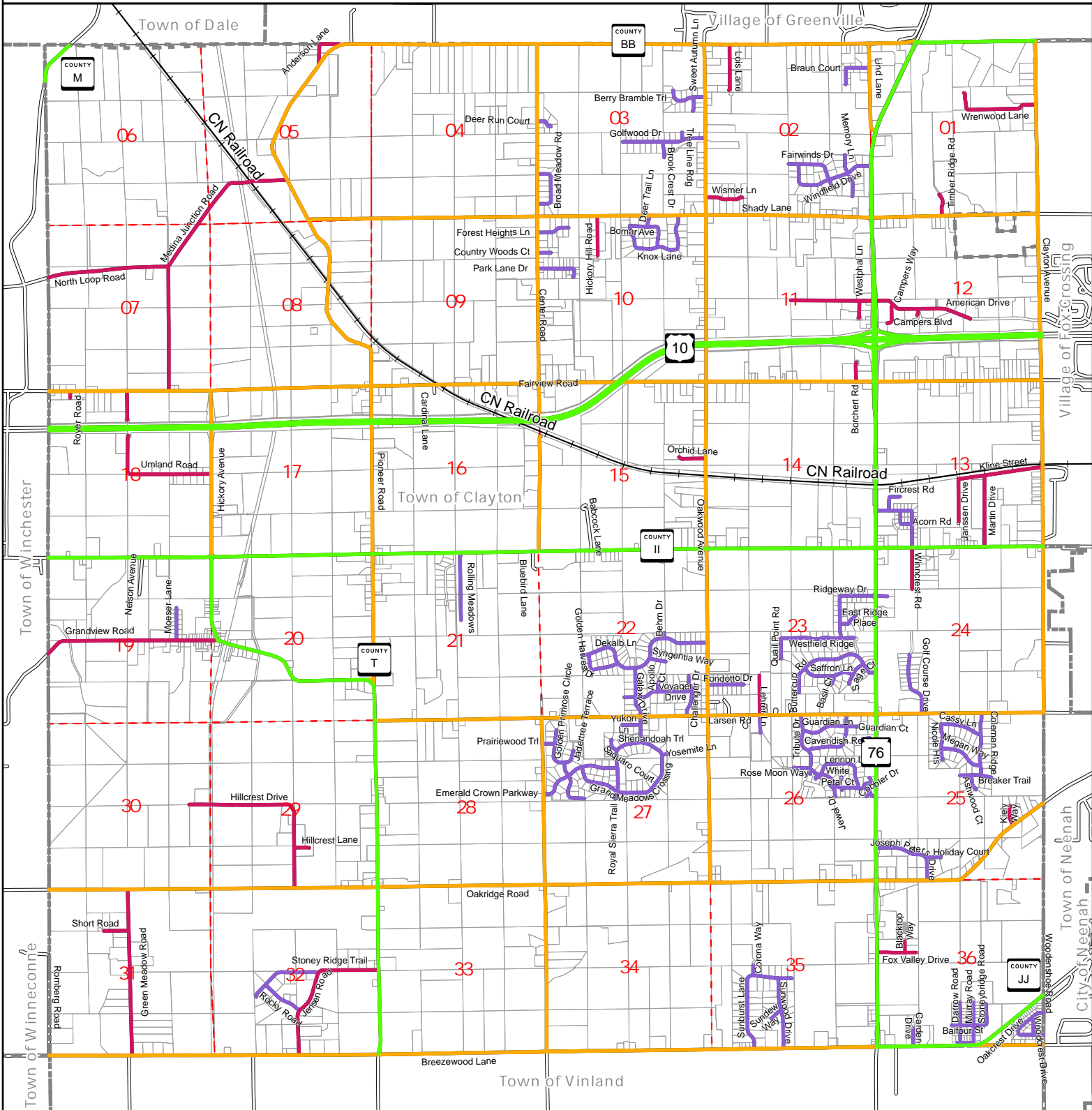


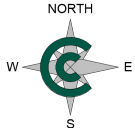
Source: ECWRPC and WisDOT, 2019



# ACCESS CONTROL ORDINANCE ROAD CLASSIFICATIONS

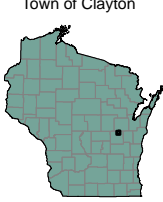
Map 5-2





NORTH

W E S

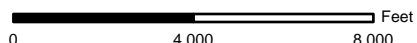


Town of Clayton

Winnebago County, Wisconsin

## Town of Clayton

### Winnebago County, WI



0 4,000 8,000 Feet

This base map was created with data from Winnebago County Land Information Department who assumes no liability for the accuracy of this data and any use or misuse of its content is the responsibility of the user. Changes were made by Cedar Corporation under the direction of the Town of Clayton

### Legend

- Class 1** All roads in the Town under the function jurisdiction of the State of Wisconsin and the County of Winnebago.
- Class 2** All roads in the Town of Clayton that fall on Section Lines or roads that are linear extensions of Section Line Roads.
- Class 3** All other Roads (except those in a recorded plat), both private and public, in the Town of Clayton.
- Class 4** All roads in a recorded plat in the Town of Clayton

Map Updated: June 15, 2023

## Truck Traffic

Truck traffic is not limited in the Town of Clayton and is present in sizeable numbers along USH 10, WIS 76 and CTH II. There are three trucking facilities housing four companies located in the Town of Clayton – Johnson Trucking, Harry H. Long Moving and USF Holland Inc., and YRC Freight. All four of these facilities are located along in the same general area near or along the CTH II corridor, east of WIS 76. The Town has also adopted an ordinance relating to Truck Traffic which states that all truck traffic is prohibited on all Town road except for providing supply deliveries, construction activities, and repair of electric and utilities.

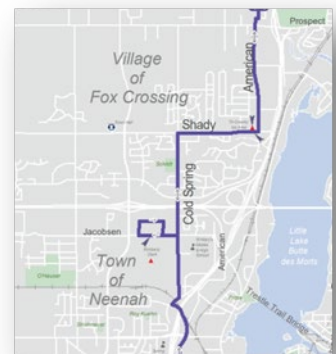
## Freight & Passenger Rail

A main trunk line of the Canadian National (CN) Railroad runs between Neenah and Stevens Point and bisects the Town of Clayton (Map 5-3). This track segment is rated for a 286,000 Pound Rail Car Limit and moves approximately thirty freight trains daily with service being 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, but no timeframe has been given for this expansion.

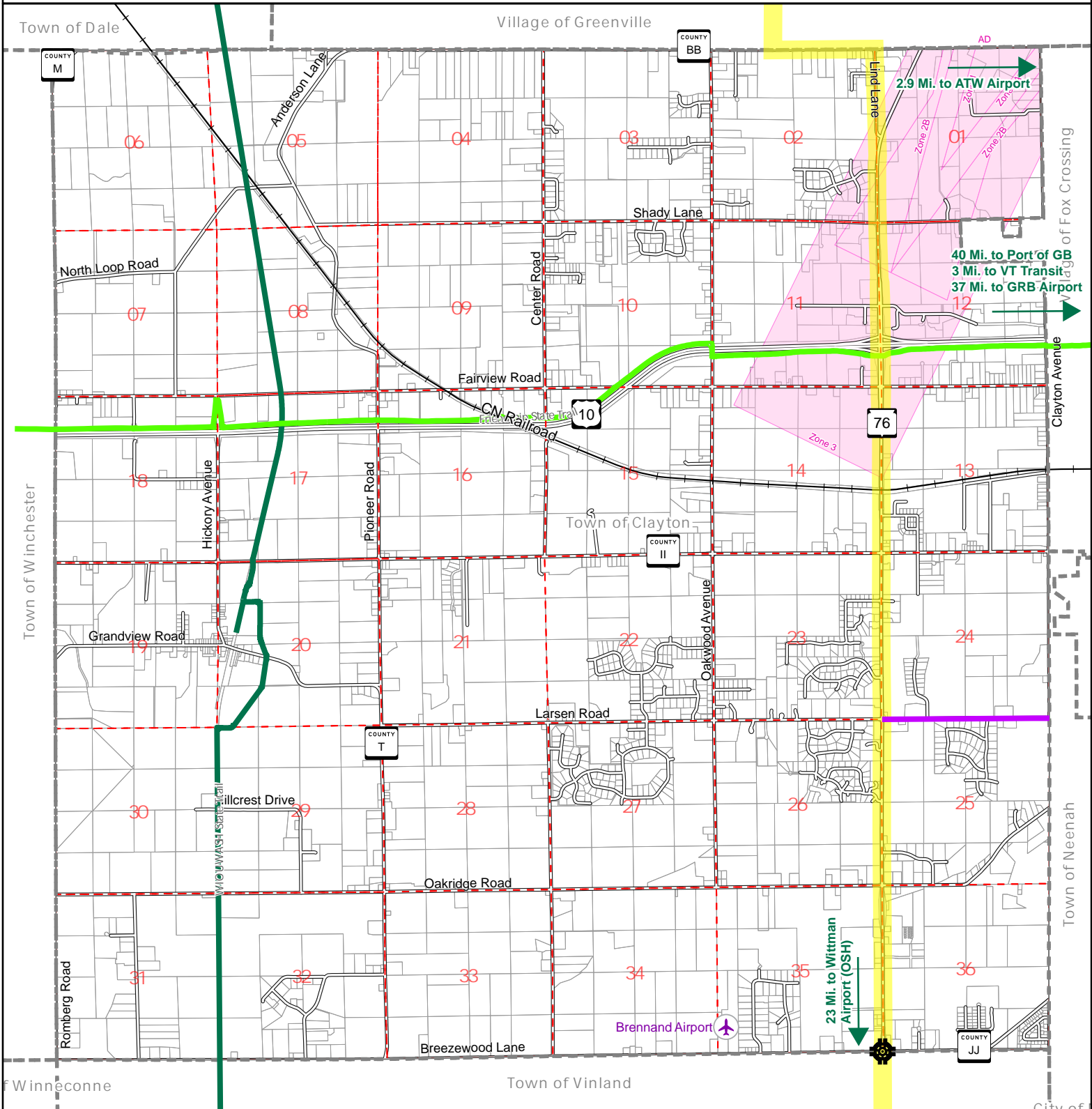
No passenger rail currently exists for Town of Clayton residents. Although it is anticipated that passenger rail service will be provided between Green Bay and Chicago as some point in the future as the routes continue to be studied as part of the Midwest Regional Rail Initiative (MRRI). Service to the Fox Cities would likely include stops in Fond du Lac, Oshkosh, Neenah, and Appleton. Future passenger service could provide Clayton residents with alternative transportation choices to travel greater distances in the Midwest.

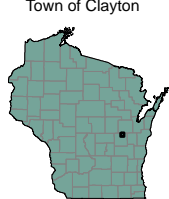
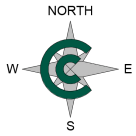
## Public Transit

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 Town of Clayton, with the nearest regular bus route (Route 41) being located near USH 10 and CTH CB, about 3 miles from Clayton Avenue (Map 5-3). According to the most current (2018-19) Transit Development Plan (TDP) created by Valley Transit, no future bus service in Clayton is being planned for at this time. However, the potential to provide transit service to the urbanized area of Clayton in the next twenty-year planning period is a distinct possibility but will be greatly dependent on having sufficient employment and housing density.



# EXISTING TRANSPORTATION FEATURES






Winnebago County, Wisconsin








## Town of Clayton

### Winnebago County, WI



This base map was created with data from Winnebago County Land Information Department who assumes no liability for the accuracy of this data and any use or misuse of its content is the responsibility of the user. Changes were made by Cedar Corporation under the direction of the Town of Clayton

### Legend

 Existing Off-road Trail	 Airport Zoning
 Historic Yellowstone Trail Route	 Airport
 Friendship State Trail	 Roundabout
 WIOWASH State Trail	

Map Updated: June 15, 2023



## Air Service

A variety of passenger and freight air service options exist within a 3-mile distance of the Town of Clayton (Map 5-3). The Appleton International airport (ATW) is located in the Village of Greenville, approximately one mile northeast of the Town of Clayton. Encompassing nearly 1,500 acres of land at the intersections of WIS 76, WIS 96 and CTH CB. In addition to the commercial passenger service, airfreight, chartered flight service, car rentals and aviation technological services are also provided at the airport. The airport provides adequate operations and services to the Clayton area, the Fox Cities, and the surrounding area. ATW will continue to implement facility improvements following the recommendations of its Long-Range Development Plan. Additionally, recent expansion of the southwest/northeast runway at the airport impacted the Town of Clayton significantly. An Airport Overlay Zoning District has been developed by Outagamie County and applies within the Town of Clayton controlling such factors as development type, densities, building heights and more.

Town residents also have good access to the Austin Straubel International Airport (GRB) in the Green Bay metropolitan area (approx. 35 miles away). Austin Straubel is a county-owned public-use airport which serves Northeastern Wisconsin. It is the fourth busiest of eight commercial service airports in Wisconsin in terms of passengers served and is included in the FAA's National Plan of Integrated Airport Systems for 2021–2025 as a designated non-hub primary commercial service facility. It has two runways and is used for commercial air travel and general aviation and provides passenger service between popular hubs such as Atlanta, Chicago, Detroit, and Minneapolis as well as other locations.

Wittman Regional Airport in Oshkosh lies approximately 23 miles south of the Town of Clayton and is classified as a Large General Aviation (GA) airport providing mainly cargo service. Wittman Regional Airport does not provide commercial passenger air service. It is, however, a vital tourism / economic development entity for the City and Winnebago County with the yearly Experimental Aircraft Association (EAA) weeklong fly-in event each summer.

Brennand Airport is located at 3282 Breezewood Lane and is a privately-owned, public use airport. The airport is open year-round and serves light aircraft with its 2,450' x 30' paved, lighted runway. Approximately 50 aircraft are based at the airport which has been a haven for recreational aviation since 1967. Since the airport is designated as public-use, pilots can fly in without prior permission. There are no fees. Self-serve 100LL fuel is available 24/7 via credit card. There is no Fixed Base Operation (FBO), and the airport is not attended on a regular schedule.



## Water Transportation

There is no water transportation in the Town of Clayton. Those in need of water transportation for commercial shipping purposes would have access to the Port of Green Bay, located in Brown County about 40 miles northeast of the Town of Clayton (Map 5-3).

## Handicap, Disabled, and Elderly Transportation

Transportation services for the elderly and handicapped are provided on a limited basis through a number of existing programs such as Northern Winnebago Senior Dial-A-Ride, Valley Transit-II, and Make the Ride Happen.

## Pedestrian and Bicycle Facilities

Three formal trails currently exist within the Town of Clayton:

1. The State Friendship Trail 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. The Town currently owns and maintains this portion of the Friendship Trail.
2. The WIOUWASH trail is owned and operated by Winnebago County and runs from the City of Oshkosh on the southern end to the Village of Hortonville on the north end. The WIOUWASH runs north/south in the western portion of Clayton for approximately 6.4 miles. Access to the trail is at Trailhead Park in the rural community of Larsen; and where the trail intersects with Medina Junction Road in the north, and Oakridge Road in the south. The trail is used for walking, biking, cross-country skiing, snowmobiling, and horse riding, depending on the season.
3. A short off-road gravel segment of Town-owned trail is located on the south side of Larsen Road between Clayton Avenue and WIS 76.

For more detailed information on recreational trail planning, please refer to Chapter 7 of this plan titled "Comprehensive Outdoor Recreation Plan".



## Existing Transportation Plans

State and local plans that may involve the Town of Clayton have been coordinated with appropriate officials over the last number of years. Consultation with WisDOT, East Central RPC, and the Winnebago County Highway Department occurred as part of this plan update and will be important moving forward as the Town implements this plan.

No State projects are planned within the Town of Clayton over the next five years according to WisDOT's 6-year Improvement Program.

The only County project is the ongoing transition of Pioneer Road to be the new CTH T, north of CTH H instead of its current route through Larsen. This project involves a formal jurisdictional transfer to accomplish.

According to the 2023 Transportation Improvement Program (TIP) for the Fox Cities TMA prepared by the East Central Wisconsin Regional Planning Commission, two nearby local projects are scheduled in future years and the Town may wish to coordinate accordingly with its neighboring municipalities:

- The Village of Fox Crossing will be reconstructing Clayton Avenue between Shady Lane and Fairview Road in 2024.
- The Town of Neenah has an illustrative project listed for 2026-2027 whereby plans exist to reconstruct Larsen Road from CTH CB to Clayton Avenue.

## Future Transportation System

Clayton's land use patterns and transportation system are largely oriented toward motorized vehicles, but the Town does contain a few areas where land uses are mixed, and residents can reach their destinations without a car. This section of the Transportation chapter will identify ways to provide an efficient, safe, and multi-modal transportation system over the next 20 years. In addition to the strategies and recommendations listed later in this Chapter, additional information on various transportation planning techniques and 'best practices' are contained in Appendix D.



## 2023-2025 Town of Clayton Capital Improvement Plan

The Town of Clayton develops a 5-year Capital Improvement Plan (CIP) and will typically update it on an annual basis. Due to staff transitions, the last update was performed in 2020 to create the 2021-2025 CIP. The CIP is currently being updated and will aid in the decision-making process for the annual budget and to ensure the adequate maintenance, acquisition, and construction of capital projects. The document serves as a tool for determining the scheduling of capital improvements and related financing. A primary responsibility of the Town Board is to preserve, maintain and improve the community's investment in buildings, vehicles, roads, utilities, parks, and equipment. The CIP lists the following transportation related projects over the next three years as shown in Table 5-2. These projects may change during the 2023-2028 CIP update process.

**Table 5-2: T. Clayton Capital Improvement Plan Road Projects 2022-2025**

Project Year	Project Location	Project Type	Project Length	Project Cost (not incl. engineering)	Notes
CY 2023	Fairview Road	Street Reconstruction	10,560	\$528,000	Pulverize and Pave 2 miles of road from Oakwood Ave to Pioneer Road. Includes shouldering
CY 2023	Oakridge Road	Street Reconstruction	10,560	\$528,000	Pulverize and Pave 2 miles of road from Hwy 76 to Center Rd. Includes shouldering
CY 2023	Sunburst Estates	Street Reconstruction	6,653	\$332,650	Pulverize and Pave 1.26 miles of subdivision roads. Includes shouldering
<b>Total 2023 Project costs</b>				<b>\$1,388,650</b>	
CY 2024	Deer Trail Estates	Street Reconstruction	5,280	\$264,000	Pulverize and Pave 1 mile of subdivision roads. Includes shouldering.
CY 2024	Shady Lane	Street Reconstruction	15,840	\$792,000	Pulverize and Pave 3 miles of road from Highway 76 to Center Road. Includes shouldering.
CY 2024	Center Road	Street Reconstruction	10,560	\$528,000	Pulverize and Pave 2 miles of road from Breezewood to Larsen Road. Includes shouldering.
<b>Total 2024 Project costs</b>				<b>\$1,584,000</b>	
CY 2025	Oakwood Ave	Street Reconstruction	5,280	\$871,200	Rebuild 1 mile of road from Oakridge Road to Larsen Road.
CY 2025	Golf Course Drive	Street Reconstruction	2,006	\$100,320	Pulverize and Pave .38 mile of subdivision road. Includes shouldering
<b>Total 2025 Project costs</b>				<b>\$971,520</b>	
<b>TOTAL CAPITAL RECONSTRUCTION PROJECTS</b>				<b>\$3,944,170</b>	

Source: Town of Clayton. Last updated in 2020.



## Pedestrian and Bicycle Facilities

For more detailed information on pedestrian and bike trail planning, please refer to Chapter 7 of this plan titled “Comprehensive Outdoor Recreation Plan” as it outlines the future vision for providing facilities to accommodate this increasing segment of users.

## Future Transit Service in Clayton

Since mass transit requires a dense commercial and residential development pattern and streets that frequently interconnect for the service to be attractive and efficient, the current land use and road patterns in Clayton make providing additional transit service very difficult. To make mass transit an attractive and economically feasible transportation option for Clayton, the Town will need to achieve minimum population, housing, and employment densities, as well as a good pedestrian system, street network, and land use pattern. Clayton should communicate its interests to Valley Transit regularly and should work with them as appropriate to facilitate new transit service extensions when the time is right.

## Specialized Transportation Services for the Elderly and Disabled

It is presumed that existing services and programs will continue through the life of the plan. The Town should monitor the need and availability of these services and engage with Winnebago County and Valley Transit as required to support the continuation of them.

## Private Ride-Share Vehicle Transportation

Ride-sharing companies (also known as a transportation network company, or ride-hailing services) provide private vehicle transportation services using websites and mobile apps. Ride-share companies such as Uber and Lyft have grown tremendously over the past ten years and do provide limited service to the Town of Clayton. As growth continues on the Town's east side, it is likely that demands will increase for these services. The Town should ensure that safe drop-off and pick-up locations are designed into any major commercial facility that may accommodate such services.

## Freight Rail

Access to the freight rail system is difficult under CN's business model and the Town should work with the railroad to support the siting of new rail-dependent businesses along the corridor as appropriate.



## Passenger Rail

The Fox Cities Metropolitan Area does not currently have access to passenger rail service, but a high speed passenger rail line is planned to be extended from Milwaukee to Green Bay in the future through the Midwest Regional Rail Initiative (MRRI). If this service is implemented, it will provide another means for Clayton residents to travel throughout the Midwest without using their personal vehicles. Recently, localized efforts have been made to voice support for adding this route to the Amtrak national network.

## Air Transportation

Appleton International Airport (ATW) and Austin Straubel International Airport (GRB) will continue to provide primary passenger air service to people traveling to and from the Town of Clayton. The future expansion of Clayton's population and commercial/industrial base over the life of the plan could increase the demand for passenger and freight service at the Appleton airport. Therefore, Clayton should work with representatives of ATW over the next 20 years to support the retention and, if possible, expansion of air carriers that offer passenger and freight service.

## Truck Transportation

As new development occurs over time on Clayton's east side, transportation planning will become more critical so that people, goods, and services can move efficiently throughout the community. New industrial and commercial development, depending on location, may have needs for the utilization of local roads, such as American Drive and Fairview Road. The Town will need to contemplate the creation of new truck route designations based on the planned future land uses and will need to modify its Truck Traffic Ordinance to accommodate the new routes.

## Water Transportation

To ensure that Clayton's current and future interests are considered by Port of Green Bay representatives, the Town should monitor and participate as necessary in the port's plan implementation process. Participating in this process will enable the Town to inform the port planners of its intentions to utilize the port over the next 20 years and ensure that modifications to the port's policies and facilities are consistent with the Town's long-term economic development strategy.



## ATVs, UTVs & NEVs

All-Terrain Vehicles (ATVs) and Utility-Terrain Vehicles (UTV's) have become more commonplace for recreational and transportation purposes. The Winnebago County Board of Supervisors passed an ordinance in 2019 allowing the use of ATVs/UTVs on certain county highways per what is now Section 7.16 of the General Code of Winnebago County. In February 2021, the ATV/UTV routes were amended and the CTH T segment, from CTH II to Larsen Road, was added to the County's approved route list.

Ordinance 2021-001 was adopted by the Town of Clayton to allow for the use of ATVs/UTVs on specific Town roads. The ordinance states that all Town roads west of WIS 76, with the exception of Pioneer Road, south of CTH II to CTH T are open to ATVs/UTVs. The ordinance also specifies the use of CTH T from CTH II to Larsen Road, to be consistent with the County's ordinance.

Even newer to the scene are Neighborhood Electric Vehicles or NEVs. These are vehicles that are step up from golf carts in that they are capable of traveling at speeds of around 25 mph and have an approximately 40-mile driving range between charges. They also come with safety features like headlights, turn signals and seat belts. An NEV can generally be operated safely on roads where the posted speed limit is 35mph or less. As energy costs rise, more area governments are creating ordinances to allow and regulate the use of NEVs on roads similar to ATVs/UTVs. NEVs can be used for both personal transportation and as a utility vehicle.



*A Neighborhood Electric Vehicle (NEV).*

## Electric Vehicles & Charging Stations

Demands for electric vehicles, and their associated charging facilities (EV chargers) are ever increasing. As such, motorists will become more reliant on the availability of EV chargers. According to [www.OpenChargeMap.org](http://www.OpenChargeMap.org) there are no EV chargers within the Town of Clayton currently. There are a total of three (3) EV chargers nearby in the City of Neenah and Village of Fox Crossing. The availability of charging stations in the Town's future commercial and industrial areas will be key in attracting a workforce.



Locating new EV chargers in the right spots to meet the demands of both local and through travelers will be critical and the Federal governments leading the discussions on how a network of chargers can be designed and deployed nationwide. WisDOT has a new Wisconsin Electrification Initiative which ties in with the National Electrical Vehicle Infrastructure (NEVI) Program. Additionally, the *NEVI Grant Program* distributed funds to states to expand EV infrastructure with Wisconsin estimated to receive over \$16.5 million in 2023 for a range of projects in communities along Alternative Fuel Corridors.

Additional funding for EV charging stations has been allocated as part of the Bipartisan Infrastructure Law (BIL) and the Inflation Reduction Act (IRA) of 2022. These laws included many measures to accelerate the electrification of transport options. Some of these programs may be useful for communities, including:

- The *Commercial EV Tax Credit* allows government entities to claim credits on commercial clean vehicles, up to \$40,000. The credit is equal to the lesser of: 15% of your basis in the vehicle (increased to 30% if not gas or diesel powered), or the incremental cost of the vehicle. For communities with aging commercial vehicle stock, this helps reduce costs of updating their fleets.
- The *Clean Heavy-Duty Vehicle Program*, which provides funds for communities to replace class 6 & 7 heavy-duty vehicles with clean EV's, potentially up to 100% of costs.
- The *Charging and Fueling Infrastructure Grant Program* offers funds to communities to deploy publicly accessible charging infrastructure for a range of vehicle types, including: EV's, hydrogen, propane and natural gas fueling along alternative fuel corridors and other qualifying locations.

Locally, the Town of Clayton should begin to contemplate how it would fit within such a system. Additionally, a regulatory support structure should be developed locally which considers the location and design aspects of such facilities on private property from a land use and infrastructure standpoint. The Town could also evaluate opportunities for placing EV chargers on public lands such as the proposed new Town Administrative Building on CTH II. Locating such facilities, particularly multiple chargers, will require an assessment of the electricity load available and design standards should be considered in terms of their placement, traffic flow, and physical design elements.





## Micromobility Options

Micromobility refers to a range of small, lightweight vehicles operating at speeds typically below 20-25 mph and driven by users personally without the aid of combustion engines. Micromobility devices include bicycles, e-bikes, electric scooters, electric skateboards, shared bicycle fleets, and electric pedal assisted bicycles. While these options are available in larger communities, the Town of Clayton has not yet attracted the interest of private vendors for these services. Additionally, the Citizen Opinion Survey results did not express a great deal of interest in having these mobility options available.



*Micromobility Options*

## Parking Requirements

Parking is needed or required for most land uses. Often, the minimum parking requirements specified in a community's code are more than enough to meet the daily needs of the land use. Parking lots create large amounts of impervious surfaces that create runoff and require stormwater management through the construction of storm sewers, ditches, and ponds. By looking at ways of reducing parking lot areas, less infrastructure is needed, and water quality is improved. Listed below are several examples of ways the Town can look at ways of reducing the number of parking spaces required in development.

1. Ensure the installation of sidewalks within and near employment areas in order to at least provide the option for nearby residents to walk to work.
2. Allow shared parking based on peak hours of existing and proposed businesses.
3. Higher building densities and sidewalks promote walking and reduce the need for parking.
4. Create trade-offs for reduced parking such as reducing the number of parking stalls in exchange for bicycle racks.
5. Consider centralized parking versus individual parking lots.
6. Construct a portion of the required parking as long as the concept shows where parking can be expanded if needed.
7. Use the Town code as a maximum requirement.

## Road Expenditure Planning

With infrastructure comes maintenance. A sound transportation plan should be able to foresee and responsibly plan for upcoming expenses. Two ways of doing this is by participating in the PASER program and creating Capital Improvement Programs (CIP). The Town of Clayton does both. The Town of Clayton maintains a CIP that prioritizes and creates cost estimates for municipal improvement projects including streets. Each year the plan is reviewed and revised as needed. Maintaining a CIP allows the Town to effectively plan for future transportation expenditures and needs.

Pavement ratings can be used for planning maintenance and budgets for local roadways. In 2001, a state statute was passed that requires municipalities and counties to assess the physical pavement condition of their local roads. A common method of doing this is referred to as Pavement Surface Evaluation and Rating or PASER. PASER rates roadways from Failed (needs total reconstruction) to Excellent (no visible stress). PASER allows for better allocation of resources, a better understanding of pavement conditions, and allows for long term planning.

## Funding to Help Develop the Town's Transportation System

Due to their high cost, local roads are funded by the Town using a variety of methods and approaches. Typically, a blend of funding may be used in order to capitalize on interest rates or to leverage other funding that may be available. The following types of funding mechanisms and policies exist within the Town of Clayton to accomplish this:

### General Tax Levy / Bonding

Infrastructure and community facilities can be paid for directly using the Town's property tax levy as determined by the Town Board. This can be done with direct fund allocations or through general obligation bonding whereby monies are borrowed and paid back over time. To aid in the planning, the Town utilizes their Capital Improvement Plan (CIP) which is updated annually.

### Special Assessments

Special assessments are charges for a portion of the cost of street, alley, drive approach, and sidewalk improvements that are assessed, per State Statute, to abutting properties by action of the Town Board. The Town adopted an ordinance and policy authorizing the use of Special Assessments in 2016. This policy assesses 100% of all local street improvements to those who benefit from them.



### Wheel Tax

Some communities have lawfully enacted a \$20.00 per vehicle municipal registration fee (aka wheel tax) to provide their community a source of funds for special assessment subsidies to property owners. For projects that do not receive substantial grants, the actual costs exceed the assessment cap. The wheel tax revenue is used to partially fund the difference between the actual costs and the maximum assessment. The Town could consider the use of such a tool if it so desired.

### Transportation Grant Programs

To help the Town fund the development of its multi-modal transportation system, the Town should continue to apply for transportation grants from various sources over the next several years. The most common programs used by municipalities are identified below:

- **WisDNR Stewardship Program:** The Wisconsin's Stewardship Program provides funding for the construction of a community's bicycle and pedestrian system. Applications are accepted yearly on May 1<sup>st</sup>. The Town would be responsible for up to 50% of project costs.
- **Bipartisan Infrastructure Law (BIL) Program**  
Signed on November 15, 2021, the Bipartisan Infrastructure Law (BIL) updates federal law and potential federal funding levels across federally funded Wisconsin Department of Transportation (WisDOT) Local Programs. It is expected that new federal funds will be distributed over the next five fiscal years, beginning in FFY 2022.
- **Local Roads Improvement Program (LRIP):** The Local Roads Improvement Program was established to assist local units of government in improving seriously deteriorating county highways, municipal streets in cities and Towns, and Town roads. Cities and Towns apply for funding through the Municipal Street Improvement Program (MSI, formerly known as MSIP). Only work on existing county trunk highways, city and Town streets, and Town roads under the authority of the local unit of government are eligible for funding.
- **Statewide Enhancement Program:** The Wisconsin DOT offers enhancement funds for transportation-related projects that are within the right-of-way of highways controlled by the state.
- **Highway Safety Improvement Program (HISP):** The Town should consider applying for grants from the HISP Program administered by WisDOT to correct existing or potential transportation safety problems. Other grant programs through WisDOT's Bureau of Transportation Safety should also be investigated by the Town to address safety issues.



- Local Transportation Enhancement (TE), Bicycle and Pedestrian Facilities Program (BPFP) and STP-Discretionary (STP-D) programs:** These programs have been collectively funded under the Statewide Multi-modal Improvement Program (SMIP). The TE program promotes projects that “enhance” the surface transportation system. There are 12 federally eligible categories, with bicycle and pedestrian categories typically making up almost two-thirds of Wisconsin projects awarded. The STP-D program funded projects such as bicycle and pedestrian facilities that foster alternatives to single-occupancy vehicle travel.
- Safe Routes to School (SRTS) Program:** The 2005 federal transportation act, SAFETEA-LU, added a new bicycle and pedestrian program called Safe Routes to School (SRTS). The program addresses a long-term trend away from children bicycling and walking to school to being transported by car or bus. The trend has not only been part of the increasing levels of traffic congestion and air pollution, but also linked to child health and obesity problems. SRTS is an effort to reverse these trends by funding bicycle and pedestrian infrastructure, planning and promotional projects. The Town of Clayton is part of the ECWRPC Regional Safe Routes to School Program.
- Community Development Block Grants-Public Facilities for Economic Development (PFED):** The PFED program funds public facilities that help retain and increase employment and increase economic development. Eligible PFED projects include the installation, repair, or replacement of public water systems (including wells, water towers, and distribution systems) and sanitary sewer systems (including collection systems and treatment plants); storm drainage systems; streets; sidewalks; curb and gutter; parking; streetlights; and streetscape.

## Transportation Vision

The Town of Clayton Plan Commission has developed the following vision for the community with respect to transportation:

*“Clayton will have an efficient transportation infrastructure system which includes roads ranging from four-lane freeways to two-lane town roads; main and spur line railroads; and well-connected on and off-road trails that accommodate a variety of motorized and non-motorized uses. The system’s efficiency is made possible by concentrating development in several different areas in the town. Town roads will continue to be built and maintained to rural road standards in Tiers 2 and 3, but to urbanized standards in Tier 1. Street design and traffic control systems are used to maximize traffic and pedestrian safety and reduce traffic congestion. Cooperation with WisDOT, the Winnebago County Highway Department, adjacent communities and the ECWRPC will be key to addressing current and future transportation issues within the Town.”*



## Goals, Recommendations, and Strategies

### **Goal 5.1: Plan for and construct new highways and roads to keep pace with future residential, commercial and industrial development.**

**Strategy 5.1.1:** Consider changes to the Town's approach for local street planning in order to reduce congestion and improve safety.

**Recommendation 5.1.1.1:** Amend ordinances as required to facilitate, within the Tier 1 designated area, a strong 'grid' system of streets which creates logical 'blocks' for which to locate various land use types. Consider the following standards:

- The grid system requires most streets to be oriented north/south and east/west with minimal curvatures.
- 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.
- 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.

**Recommendation 5.1.1.2:** 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.

**Strategy 5.1.2:** Plan for new roads which will provide access to various land parcels and connections with USH 10, WIS 76, North Clayton Avenue, and Fairview Road.

**Recommendation 5.1.2.1:** When future development occurs in the vicinity of the USH 10 and WIS 76 interchange, new Town roads should be extended into Sections 11, 12, 13 and 14 as shown on the Future Land Use Plan.

**Recommendation 5.1.2.2:** Implement a boulevard design for the central east-west collector which bisect the lands east and west of WIS 76, between Fairview Road and the CN rail line.

**Recommendation 5.1.2.3:** Extend American Drive westerly to Center Road to serve as a frontage road.

**Strategy 5.1.3:** Update and utilize the Official Map to identify the general location of future roads, the exact location of which will be determined when the Town decides to design and construct the road.



**Recommendation 5.1.3.1:** Update the Town’s Official Map to identify these major connections.

**Recommendation 5.1.3.2:** Coordinate the Town of Clayton Official Map with the City of Neenah Official Map and Village of Fox Crossing Official Map.

**Recommendation 5.1.3.3:** Show future street connections over vacant land from one plat to another and preclude development at temporary dead-end streets.

**Strategy 5.1.4:** 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.

**Recommendation 5.1.4.1:** Ensure that proper access controls are in place and well-defined for the primary road network along the USH 10/WIS 76 corridor.

**Recommendation 5.1.4.2:** Require that Area Development Plans (ADPs) be prepared and that a “street connectivity analysis” be conducted as part of all development reviews. Connectivity targets should be established prior to its utilization and application.

## **Goal 5.2: Improve existing roads to upgrade condition or accommodate additional traffic.**

**Strategy 5.2.1:** Work with Winnebago County on potential improvements within the Town of Clayton.

**Recommendation 5.2.1.1:** Widen CTH “II” to a four-lane urbanized highway between North Clayton Avenue and WIS 76.

**Recommendation 5.2.1.2:** Work with Winnebago County and other local governments to ‘package’ road projects under one bid to leverage cost savings.

**Recommendation 5.2.1.3:** Utilize State and Federal road improvement programs to improve Town road infrastructure.

**Strategy 5.2.2:** Work with WisDOT as appropriate to improve state highway facilities and provide access which benefits the urbanizing Tier 1 area.

**Recommendation 5.2.2.1:** Monitor the needs for a diamond interchange at Hickory Road and USH 10 and stay in communication with WisDOT to address long-term options for future access to this portion of the Town from USH 10.

**Recommendation 5.2.2.2:** Address future WIS 76 redesign options to integrate traffic calming, safety, and aesthetic improvements, including the Town’s desire to see the following:



- Expansion to 4 lanes on WIS 76 between Shady Lane and CTH II;
- Roundabout at WIS 76/American Dr.;
- Roundabouts at WIS 76/10 interchange;
- Roundabout at WIS 76/Fairview Road;
- Roundabout at WIS 76/new planned boulevard;
- Programmed roundabout at WIS 76/Larsen Road.

**Strategy 5.2.3:** Consider a variety of improvements and implementation methods to better address the condition of Town roads.

**Recommendation 5.2.3.1:** Contemplate the future urbanization of Fairview Road, between Oakwood Road and Clayton Avenue as development and pavement conditions warrant.

**Recommendation 5.2.3.2:** Widen the Larsen Road right-of-way to eighty feet from the east Town line to CTH “T.”

**Recommendation 5.2.3.3:** Develop and approve new road construction standards for the future urbanized area east of WIS 76. This should include policies for the installation of curb/gutter as well as sidewalks as appropriate.

**Recommendation 5.2.3.4:** Follow the improvements as recommended by the Five Year Capital Reconstruction Plan and update annually.

**Goal 5.3: Consider new multi-purpose trails to be a necessary component of the Town of Clayton transportation system which is safe and effective for all users.**

**Strategy 5.3.1:** As residential development occurs in the Town, construct multi-purpose trails to connect neighborhoods with other neighborhoods, with places to work and shop, and to the regional WIOUWASH and Friendship Trails.

**Recommendation 5.3.1.1:** Review and update the Subdivision Ordinance’s Trail Requirements to reference the updated Comprehensive Outdoor Recreation Plan’s identified projects as well as providing policies for the construction of sidewalks within the urbanizing east side of the Town.

**Recommendation 5.3.1.2:** Consider the adoption of a Complete Streets Policy and utilize it as a guide for all new roadways planned within the urbanizing east side.

**Strategy 5.3.2:** Involve the Town in the current/ongoing update of the Appleton TMA’s Regional Bicycle & Pedestrian Plan and other programs being conducted by ECWRPC.





**Recommendation 5.3.2.1:** Incorporate wayfinding signage on existing trails utilizing the regional wayfinding signage design standards established by the ECWRPC for all existing trails. <https://www.ecwrpc.org/wp-content/uploads/2017/12/East-Central-WI-Trail-Wayfinding-Guidebook.pdf>

**Recommendation 5.3.2.2:** As appropriate, work with the Clayton Elementary School on the creation of Safe Routes to School (SRTS) program.

**Recommendation 5.3.2.3:** Work with School District and Winnebago Co. Sheriff's office to plan safe pedestrian/bike infrastructure that would allow for the Unusually Hazardous Busing designation to be lifted.

#### **Goal 5.4: Improve the Town's accommodation of new and changing transportation trends and technologies.**

**Strategy 5.4.1:** Plan for, encourage, and regulate the installation of electric vehicle charging stations (EVCS) at new businesses, institutions, and multi-family residences.

**Recommendation 5.4.1.1:** Create a new zoning ordinance provision to accommodate and regulate the location and installation of EV Charging Stations (EVCS).

**Strategy 5.4.2:** Consider changes to regulations that reduce the costs of transportation infrastructure on new development and overall housing costs.

**Recommendation 5.4.2.1:** Consider reductions in street widths and rights-of-way as appropriate within subdivisions with low traffic roads while still accommodating pedestrian movement and meeting IFC codes.

**Recommendation 5.4.2.2:** Consider reductions in parking requirements in order to reduce development costs and encourage other modes of transportation.

**Recommendation 5.4.2.3:** Develop policies that allow for, when appropriate, shared parking areas in order to reduce impervious surfaces.

**Strategy 5.4.3:** Monitor advances in technology, as well as with new development, to provide and accommodate future mobility options.

**Recommendation 5.4.3.1:** Monitor advances in autonomous vehicle technology and how it may impact the Town of Clayton. Develop regulations as needed in response.

**Recommendation 5.4.3.2:** Monitor the need/desire for public transit expansion within the urbanizing area and maintain contact with Valley Transit to share these needs.





## Chapter 6

# Utilities and Community Facilities

## Public Utilities

### Sanitary Sewer and Wastewater Treatment

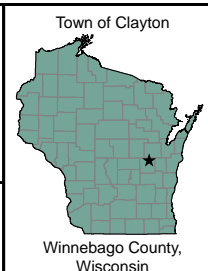
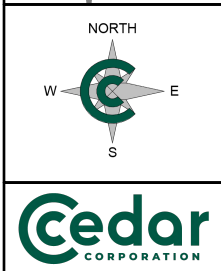
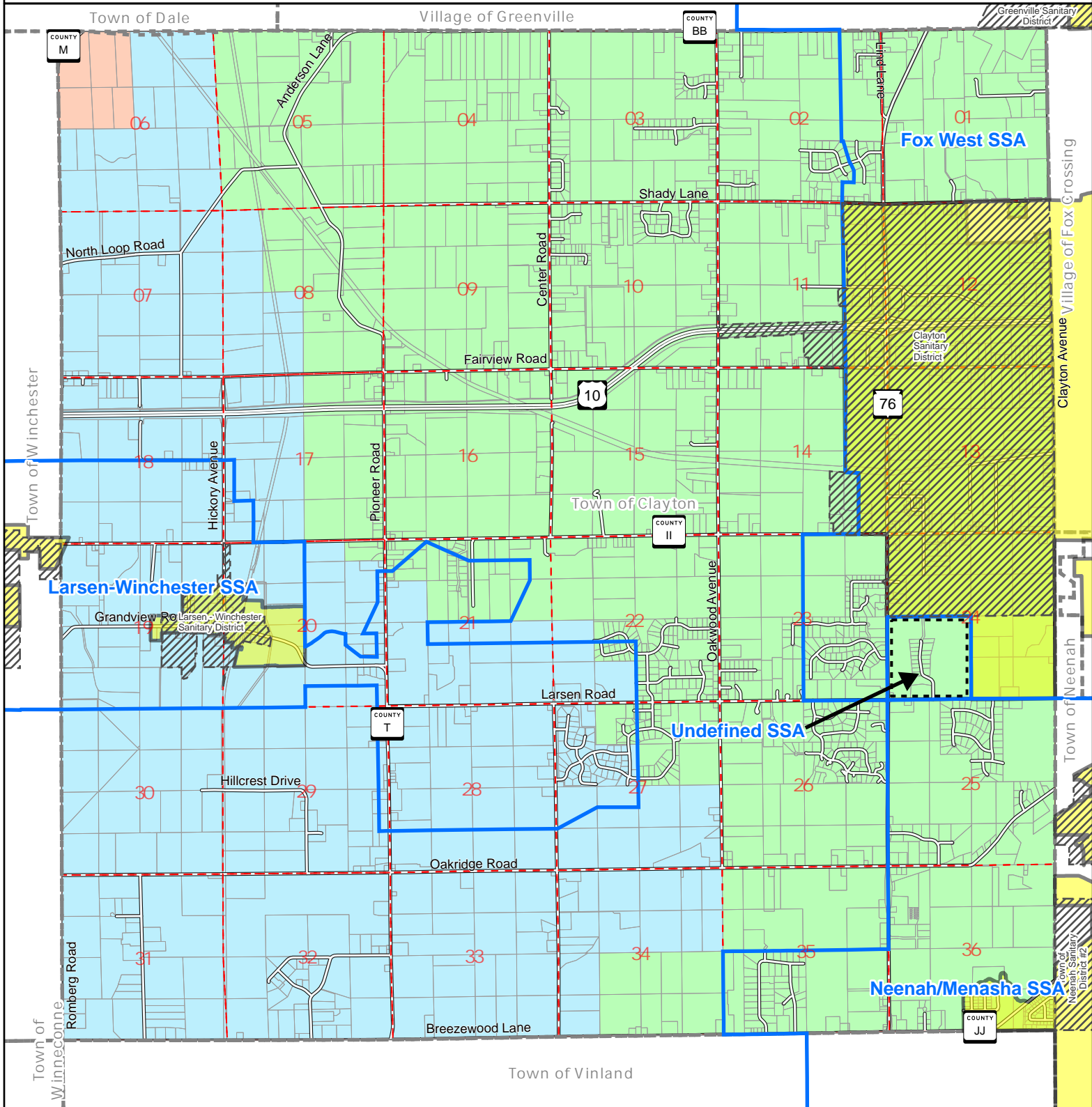
#### Sanitary Districts

There are two sanitary districts which provide municipal sewer and/or water service within the Town of Clayton as illustrated in Map 6-1.

- The Clayton Sanitary District No. 1:** This District is located in the east central part of the town. Although the boundaries for the District were established in the early 1970s, the district never began operating until recently. 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 neighbor 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 and is now in 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.
- Larsen-Winchester Sanitary District:** The Town of Clayton is also part of the Larsen-Winchester Sanitary District that provides sanitary sewer service to the suburban development found in the rural communities of Larsen and Winchester. The Larsen area is the only portion in Clayton served by the sanitary district. The district was formed in the 1970s, built a treatment plant in 1978 southeast of Winchester, and eventually spread to include the Larsen area. Approximately two thirds of the system is in Winchester and one third is in Larsen. The system, which is a gravity system, has five lift stations. Four of the lift stations are located in Winchester and one lift station is located in Larsen. Treatment, which is a fill and draw lagoon system, includes two stabilization ponds located on the southwest side of Larsen, south of Grandview Road. The ponds are drawn down twice a year. Effluent is discharged into a tributary of the Arrowhead River. Eventually this system will require an upgrade due to capacity limitations and may provide opportunities for other areas in the Town to receive service.

# COMMUNITY FACILITIES & SCHOOL DISTRICT LOCATIONS

Map 6-1



**Town of Clayton**  
Winnebago County, WI

0 0.5 1 Miles

This base map was created with data from Winnebago County Land Information Department who assumes no liability for the accuracy of this data and any use or misuse of its content is the responsibility of the user. Changes were made by Cedar Corporation under the direction of the Town of Clayton

**School Districts**

- Neenah Joint
- New London
- Winneconne Community

**Sanitary District Boundaries**

- 20-Year SSAs
- 50-Year SSA Planning Areas

Map Updated: June 15, 2023

## Sewer Service Areas

The East Central Wisconsin Regional Plan Commission (ECWRPC) determines Sewer Service Areas (SSAs) for the Town of Clayton. The Town of Clayton has lands which lie within three (3) different sewer service areas associated with different wastewater treatment facilities.

- Fox West Sewer Service Area:** All of Sections 1, 12, 13, and 24 and part of Sections 2, 11, 14, and 23 lie within the Fox West Sewer Service Planning Area. Large portions of this Planning Area were amended into the 20 year Sewer Service Area recently to facilitate the extension of public sewer by the Clayton Sanitary District after an intergovernmental agreement was made between the Town and the Village of Fox Crossing. The boundaries of the Fox West SSA are being reviewed and updated by East Central RPC in 2022/2023, and the Town should maintain its involvement in this important plan update process.
- Neenah-Menasha Sewer Service Area:** All of Section 26 and 36, as well as the south half of Section 35, lie with the Neenah–Menasha Sewer Service Planning Area. While these lands are identified as needing sewer service in the long-term, only one small portion of land north of Breezewood Lane is within the 20-year Sewer Service Area. Because the area within the sewer service area boundary is not within a sanitary district, none of the Town of Clayton residents in this area currently have public sewer. The sanitary district boundary for the Town of Neenah Sanitary District No. 3 currently follows the eastern boundary for the Town of Clayton in this area. If sewer service were to be provided to the southeast corner of the Town of Clayton, it may be provided by the Town of Neenah Sanitary District No. 3., or possibly by the City of Neenah. The boundaries of the Neenah-Menasha SSA are being reviewed and updated by East Central RPC in 2022/2023, and the Town should maintain its involvement in this important plan update process.
- Larsen-Winchester Sewer Service Area:** The west central part of the town is located within the Larsen–Winchester Sewer Service Planning Area. The plan for this sewer service area was done by ECWRPC in 1985 and was updated in and certified by the Wisconsin Department of Natural Resources on July 23, 2003.

## Privately Owned Wastewater Treatment Systems (POWTS)

Since the adoption of the 2016 Comprehensive Plan, Winnebago County issued permits for the installation of 247 new or replacement Privately Owned Wastewater Treatment Systems (POWTS) in the Town of Clayton (Table 6-1). The vast majority (55.8 percent) were mound systems. Conventional systems made up 3.6 percent of the systems. Holding tank systems accounted for approximately 37.7 percent of the total while at-grade systems comprised 2.8 percent. The number of in-ground pressure and experimental systems was negligible. As mentioned earlier under the section on soils, according to the NRCS (Natural Resources Conservation Service), all of the major soil types within the three soil associations located in the Town of Clayton are designated as having severe limitations for septic tank absorption fields. In general, these soils prohibit the use of a conventional septic system. It is important to note, however, that the suitability for a private disposal system and type are site specific.

**Table 6-1: History of Private On-Site Wastewater Treatment Systems, Town of Clayton**

<b>Year</b>	<b>Conventional</b>	<b>Mound</b>	<b>At- Grade</b>	<b>In- Ground Pressure</b>	<b>Holding Tanks</b>	<b>Experimental / Other</b>	<b>Total</b>
1991	5	14	1	1	1		22
1992	1	19	5		8		33
1993	2	14	3	1	9		29
1994	2	14	2		9		27
1995	1	13	6		5		25
1996	4	16	2		3	1	26
1997	4	25	3		3		35
1998	0	19	5		12		36
1999	6	15	3		5		29
2000	4	17	6		1		28
2001	4	34	5	1	1		45
2002	7	40	9	2	4		62
2003	16	32	5				53
2004	13	55	7		3		78
2005	9	37	4		4	1	55
2006	4	39	2		2		47
2007	5	29			1		35
2008	4	20	3		1		28
2009	3	17			2		22
2010	2	18	2		4		26
2011	3	11			4		18
2012	2	19			3		24
2013	3	15			3		21
2014	2	23			2		27
2015	4	24	1				29
2016	1	23			2		26
2017	3	23				1	27
2018		22	1		8		31
2019		19		2	4		25
2020	3	12	1		13		29
2021		19	3	3	46	3	74
2022	2	19	2		20	2	45
<b>Total</b>	<b>119</b>	<b>716</b>	<b>81</b>	<b>10</b>	<b>183</b>	<b>8</b>	<b>1117</b>
<b>% of Total</b>	<b>10.7%</b>	<b>64.1%</b>	<b>7.3%</b>	<b>0.9%</b>	<b>16.4%</b>	<b>0.7%</b>	<b>100.0%</b>

Source: Winnebago County Sanitary Permit records, 1991-2022.



According to Winnebago County, approximately 90 percent of the soils typically rated as having severe limitations for septic tank absorption fields in the town are suited to the installation of a mound system or an at grade system. The type of POWTS in the town are mostly mound, conventional, and at grade systems. The design, installation, inspection and maintenance of private sewerage systems is regulated by the State of Wisconsin Department of Commerce, Chapter Comm 83, Private Sewage Systems. Permits are issued through the Winnebago County Planning and Zoning office.

With the installation of public sewer and water as planned, the number of new POWTS systems will likely decrease significantly over time as new development within the Sanitary District No. 1 will be connected to the new public treatment system.

## Stormwater Management

There are no storm sewers in the Town of Clayton. The drainage of all precipitation is along the surface and roadside ditches into wetlands, streams, and rivers. In order to protect the health, safety, and welfare of the public, the Town Board exercised its authority, under Chapters 60 and 66 of the Wisconsin Statutes. In November, 2012, the Town of Clayton adopted the Town of Clayton Storm Water Utility Ordinance establishing a Storm Water Utility. The Storm Water Utility was established under the supervision of the Town Board. Controls of the day-to-day operations of the Storm Water Utility are assigned to the Town Administrator and the Public Works Department.

Town of Clayton leaders understand that unmanaged storm water affects surface water runoff and may create erosion of lands, threaten businesses and residences with water damage, and create sedimentation and other environmental damage in the Town's drainage systems. Those elements of the system which provide for the collection and disposal of storm water are of benefit and provide services to all properties within the Town of Clayton. The cost of operating and maintaining the Town's storm water management system and the costs of financing necessary repairs, replacements, improvements, and extensions thereof should, to the extent practicable, be allocated in relationship to the benefits enjoyed and services received.

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).

Based on the establishment of the Storm Water Utility, a five year storm water management construction and maintenance is administered. The recommendations within the plan are reviewed annually, and capital improvement projects are executed based on need.



### Green Infrastructure

While regional ponds have been identified in the eastern portion of the Town, the plan still encourages the use of green infrastructure. The Town will also move towards addressing the quantity and quality of storm water through use of natural storm water management techniques using the principles of 'green infrastructure'. Green infrastructure filters and absorbs storm water. It uses natural areas and landscaping rather than systems of gutters, pipes, and tunnels (i.e., "grey infrastructure") to manage runoff and reduce flood damage. Green infrastructure can be applied at various scales, from individual buildings (rain gardens and green roofs) to parking areas and roadways (bioswales), to the broader landscape level (wetland preservation).

Using these methods can reduce the amount and costs of 'hard' storm water infrastructure while increasing greenspace and complementing the Town's vision of a "Touch of Country in a Growing Community."



### Winnebago County Drainage Board - Larsen Drainage District

Part of the Town of Clayton lies within the Larsen Drainage District. The Larsen Drainage District was created in 1911 to address the need to provide drainage for farmland on a cooperative basis in the Arrowhead River drainage basin. The district is about six miles long and extends about one mile north of CTH 11, flowing south into Larsen, and eventually discharging into Lake Winneconne. Landowners within the district are assessed on an as-needed basis by the Drainage District to help pay for the maintenance of the river channel. The district made its last property assessment in 2002. The assessment was levied so the district can hire a contractor to help keep the channel clean of brush and trees and meet the requirements of the Wisconsin Department of Agriculture, Trade, and Consumer Protection.

## Municipal Water Supply

### Public Water Supply

The Town of Clayton began initial work on a Water Distribution System Master Plan in 2008. The purpose of the Plan was to provide a possible broad framework for a water distribution system to serve the Town of Clayton. No development of a water system ever occurred as a result of this study; however, in 2016, the Town commissioned another study by an area engineering firm to assess the feasibility of creating a municipal water system.

The study concluded the construction of a municipal water system was feasible contingent upon Public Service Commission approval. The subsequent approval of the intergovernmental agreement with the Village of Fox Crossing provided the opportunity to begin installation of the water distribution system in 2021 to identified existing commercial/industrial businesses, existing residences, and areas anticipated to be developed within the next 5 to 10 years.

The water system will also provide water for fire protection in the initial service area as well as surrounding areas. The customers within the service area should see reduced insurance costs with the water system. The water system should provide increased economic opportunity within the initial water service area and provide opportunity for growth beyond the initial service area.

### Private Water Wells

The Town of Clayton has an abundant and readily available supply of groundwater. The principal source of groundwater is from underlying sandstone aquifers. Groundwater is generally classified as hard to very hard, with the potential of high concentrations of dissolved iron.

As noted previously, the entire Town of Clayton is located in the WDNR Arsenic Advisory Area (see Chapter 8, Figure 8-1). Drinking water contaminated with elevated levels of arsenic has been associated with negative health effects, including some cancers. Development in the region has increased the number of wells, and a subsequent drawdown of the aquifer has occurred. This exposes the arsenic to air and infiltrates the groundwater.

According to the U.S. Environmental Protection Agency, drinking water should not have arsenic levels greater than ten parts per billion. In well sampling done between 1980 and 1993, approximately 20 percent of the wells in Clayton had arsenic levels greater than this level. Testing done from 2000 to 2003 indicates approximately 27 percent of wells now have arsenic levels greater than 10 parts per billion.



As of October 2004, DNR has established a mandatory special well casing depth for all new wells. New wells in the designated areas must be constructed with cement-grout and disinfected according to stricter standards. This area has been established under the provisions of s. NR 812.12(3) and is designed to reduce the possibility that new wells will produce water containing significant concentrations of arsenic. More information regarding the Arsenic Advisory Area and recommendations for drilling new wells and for dealing with arsenic in drinking water is available at the following link: <https://dnr.wisconsin.gov/topic/Groundwater/arsenic/occurrence.html> Water treatment devices are available commercially for reduction of arsenic from water.

## Solid Waste Disposal

Services to Clayton residents for solid waste disposal and recycling are provided by contract by a private hauler. Refuse and recycled materials are collected weekly. In addition, there are at least five closed landfills in the Town of Clayton. The construction of housing and potable wells can be threatened by potential contaminants from old waste landfills. Development adjacent to landfills can impact groundwater quality by creating subsurface migration paths or disrupting landfill caps. Closed landfills are protected from future development, excavation, agricultural tilling, or other disturbances. A 1,200-foot setback is required from active or closed landfills to a public or private well.

## Electricity and Natural Gas

There are no power generation plants located in the Town of Clayton. Electric service is provided to most Clayton businesses and residents by WE Energies. Electrical service to the southern portion of the town is provided by Wisconsin Public Service Corporation. WE Energies and Wisconsin Public Services provide natural gas service to the Larsen area and the Town of Clayton. Natural gas service is available to most businesses and about 75 percent of the residential areas.

## Telecommunications and Broadband Internet Facilities

Needless to say, the methods of communication are continuously changing and expanding. The biggest issue in terms of comprehensive planning is wireless communication towers. These facilities are regulated within the Town's zoning code and balances the need for communication towers, while also recognizing the importance of protecting the aesthetic value of the town.

Broadband infrastructure is limited within the Town but is available in most locations through Spectrum, AT&T, or Centurylink according to the Wisconsin Broadband Office. A broadband fiber line has also been installed along Fairview Road from WIS 76 to Oakwood Avenue.





## Community Facilities

### Governmental Administration and Operations

#### Town Hall and Fire Station

The Clayton Town Hall and Fire Station building is located in Larsen at 8348 CTH “T”, in the west central portion of the town. In 2012, the Town of Clayton decided to remodel its existing town hall and administrative offices and create an addition to their connected fire station. By adding 2,620 sq. ft. of new space, the complex now contains 5,300 sq. ft.

A new study of municipal facilities was completed in 2021 to assess and identify deficiencies in all existing facilities in terms of staffing and equipment space, as well as the protective service needs for newly planned development. The Study concluded that a new Municipal/Public Safety Facility will be needed and that the current Town-owned site along CTH II near WIS 76 is suitable to house such a facility. However, further studies may be needed to adjust to growth patterns as the Town develops. Potential integration of new residential, neighborhood center, and parkland uses should be considered in future location studies.

#### Town Garage

The 4,590 square foot Town Garage was constructed in 1989 and is located directly behind (just east of) the Town Hall and Fire Department building. This facility contains an office and four heated bays to house the major road equipment. The Town maintains a replacement schedule for all town equipment. Equipment and tools are kept in the Town Garage for general road, park, and cemetery maintenance. The Clayton-Winchester Lions Club built a shed on the east side of the Town property which is used for storage and repair of medical and handicap equipment.

### Public Safety

#### Police

The Winnebago County Sheriff's Department, based in Oshkosh, provides law enforcement and police protection to Town of Clayton residents. Although services are adequate at the present time, the Town Board may need to evaluate the level of services in the future as the town continues to grow and develop. One possible alternative to law enforcement services may be the consolidation of these services with the neighboring Village of Fox Crossing, which has a full time police department.

#### Fire and Emergency

Fire and emergency rescue is provided by the Town of Clayton Fire Rescue Department. The Department includes a staff of First Responders and volunteer firemen.



### Fire Service

The Town of Clayton Fire Rescue Department is attached to the Town Hall in Larsen. It contains approximately 3,300 square feet. The three heated bays have the capacity to house six fire vehicles and other equipment and related storage. The Clayton Volunteer Fire Department has four fire fighting vehicles at the facility. These fire trucks include a pumper with 1,500 GPM capacity, a back-up pumper, a tanker, and equipment van. The Department provides a high volume pump with backup power. An on-site underground storage tank/cistern provides the Fire Department with a readily available supply of water for the fire trucks. As of October 2021, the Fire Department had an Insurance Services Office (ISO) rating of 5/10.

### Ambulance Service and First Responders

The Clayton Fire Rescue First Responders, in conjunction with Gold Cross Ambulance, respond to emergency calls in the Towns of Clayton and Winchester.

Gold Cross Ambulance of the Fox Cities provides ambulance service for Clayton residents. Gold Cross has one ambulance based at Theda Clark Hospital in Neenah, and another ambulance based at St. Elizabeth Hospital on South Oneida Street in Appleton. However, their closet ambulance is located adjacent to the City of Neenah Fire Station 31 on Breezewood Lane.

The First Responders for the Town of Clayton was founded and organized in 1995. The First Responders provide emergency medical treatment and care to persons injured in traffic accidents, home or farm accidents, and people with related medical problems such as heart attacks.

### Judicial

Judicial services for the Town of Clayton are supplied by Winnebago County.

### Jails

Jail services for the Town of Clayton are supplied by Winnebago County.

## Parks, Recreation and Open Space

For a complete discussion on the Town of Clayton Parks, Recreation and Open Space System, please refer to Chapter 7 of the Town of Clayton Comprehensive Plan titled *Comprehensive Outdoor Recreation Plan*.

## Schools

There are three school districts that serve Town of Clayton residents, the Neenah Joint School District, Winneconne Community School District, and the School District of New London (see Map 6-1).



### Neenah Joint School District

The Neenah School District encompasses approximately the eastern two-thirds of the Town of Clayton. The Clayton Elementary School is located at 2916 West Fairview Road, at the intersection of Fairview Road and WIS 76. Constructed in 1957, the building contains 36,150 square feet and is situated on six acres of land. The Clayton Elementary School accommodates grades kindergarten through fifth grade.

### Winneconne Community School District

The Winneconne School District serves the western one-third of the town. Almost all district students attend the elementary, middle school, or high school located in the Village of Winneconne. The exception is a portion of first- through fourth-graders who attend the district's other elementary school in the community of Winchester. A high school facility was opened in Winneconne in 1998, serving students in grades nine through twelve. The high school was constructed on District property directly east of the former school. The previous high school is now the District's middle school, accommodating grades five through eight.

### School District of New London

A very small area of the New London school district is located in the far northwest corner of the Town of Clayton.

### Parochial Schools

There are no private or parochial schools in the Town of Clayton.

## Libraries

There are no library facilities in the Town of Clayton, and none are envisioned in the near future. The Town is, however, a member of the Winnefox Library System. This multi-county system allows Clayton residents to use the library facilities in Neenah, Menasha, Oshkosh, Omro, and Winneconne. Residents also have access to the Appleton Public Library, contingent upon making the necessary arrangements and obtaining a library card. During the planning period, these library services should meet the needs of town residents.

## Cemeteries

The Town of Clayton owns and maintains two cemeteries. The Clayton Cemetery is located in Section 28 along CTH T. This cemetery covers approximately nine acres. Royer Cemetery is in Section 19 along Fairview Road and has a land area of approximately two acres. Each cemetery should have sufficient land area to meet needs in the foreseeable future.



## Utilities and Community Facilities Vision

The Town of Clayton Plan Commission has developed the following vision for the community with respect to the provision of future utilities and community facilities:

*“Clayton will offer the best available municipal facilities and services to meet the demands of existing and future residents. The extension of public sewer and water infrastructure within the eastern portion of the Town will create new development opportunities and will help to protect the Town’s surface and groundwater resources. The Town will phase in new growth based on the cost-effective extension of these utilities. The Town will leverage the provision of sewer within the hamlet of Larsen as an opportunity to revitalize this portion of the community.”*

## Goals, Strategies, and Recommendations

**Goal 6.1: Locate and construct new municipal facilities where they can best serve the residents of the Town of Clayton.**

**Strategy 6.1.1:** Base future facilities and infrastructure expansions on documented studies which address existing and future needs.

**Recommendation 6.1.1.1:** Utilize recommendations of the 2021 study concerning the construction of a new Clayton Municipal and Public Safety Building.

**Recommendation 6.1.1.2:** Integrate any new Municipal and Public Safety Building into its broader neighborhood.

**Strategy 6.1.2:** Support the continued use of the existing Clayton Elementary School facility.

**Recommendation 6.1.2.1:** 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 USH 10/WIS 76 corridor.

**Strategy 6.1.3:** Pursue financing strategies such as special assessments, Tax Increment Financing, low interest loans, etc. to implement eligible public facility projects.

**Goal 6.2: Promote and manage the extension of sewer, water, and other services throughout Tier 1 lands in a cost-effective manner.**



**Strategy 6.2.1:** Utilize the recommendations of the Water and Wastewater Utility Feasibility Study to provide water and sewer services to the developing areas in the eastern portion of the town.

**Recommendation 6.2.1.1:** Promote development within the Tier 1 area which is dense enough to support the extension of utilities.

**Strategy 6.2.2:** Develop tools which increase the ability to monitor and maintain infrastructure.

**Recommendation 6.2.2.1:** Utilize GIS to map out all Town infrastructure and better maintain Town assets.

**Goal 6.3: Monitor ongoing wastewater treatment plant capacity issues in the Larsen/Winchester Sanitary District with respect to locating new development in the hamlet of Larsen.**

**Strategy 6.3.1:** Ensure that adequate services exist prior to approval of any new substantial development projects within the Town's portion of the Sanitary District.

**Recommendation 6.3.1.1:** Contact the Larsen/Winchester Sanitary District as part of the review process for any new subdivision or substantial commercial/industrial development proposal.

**Recommendation 6.3.1.2:** Work with the Larsen/Winchester Sanitary District as needed to expand wastewater treatment capacity in a cost-effective manner when needed.

**Recommendation 6.3.1.3:** Evaluate opportunities for the installation of municipal water services.

**Goal 6.4: Identify and reserve recommended sites for regional storm water detention facilities and contemplate natural forms of storm water management using the principles of Green Infrastructure.**

**Strategy 6.4.1:** Identify and reserve recommended sites for regional storm water detention facilities.

**Recommendation 6.4.1.1:** Conduct regional storm water study to identify locations for future regional stormwater facilities within the Tier 1 area.

**Recommendation 6.4.1.2:** Reserve lands for future regional storm water ponds and critical drainage-ways using the Official Map process and current subdivision and storm water ordinance provisions.



**Recommendation 6.4.1.3:** Work with Outagamie County as needed to address any issues associated with the siting of regional storm water detention sites within or near the Airport Overlay Zone districts (*also refer to Strategy 8.2.1*).

**Recommendation 6.4.1.4:** Work with Winnebago County as needed to address any reviews and approvals of regional stormwater detention facilities within the Study Area. (*also refer to Strategy 8.2.1*)

**Recommendation 6.4.1.5:** Address ‘dual use’ opportunities and, where possible, integrate new stormwater management facilities into the current/future recreational trail system.

**Recommendation 6.4.1.6:** Consider the use of underground stormwater storage device alternatives, particularly within the Airport Overlay Zone.

## **Goal 6.5: Actively support the expansion of broadband internet services throughout the Town of Clayton.**

**Strategy 6.5.1:** Seek the expansion of Broadband internet services and 5G cell service across the entire Town, but with a focus on provision of high-speed services within the Tier 1 area.

**Recommendation 6.5.1.1:** Work with current or new broadband internet providers to establish services of near 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).

**Recommendation 6.5.1.2:** 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.

## **Goal 6.6: Add and maintain parks and open space to keep pace with residential development and population growth. Connect parks to trail systems whenever possible (also See Chapter 7).**

**Strategy 6.6.1:** Maintain a current Park and Open Space Plan as part of the Comprehensive Plan. Update every five years to maintain eligibility for WDNR Stewardship funding.



**Strategy 6.6.2:** Work with the Parks and Trails Committee on the implementation of the Park and Open Space Plan.

**Strategy 6.6.3:** Utilize WDNR Stewardship grant funding and other financial programs to implement park improvements.



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## Chapter 7

# Comprehensive Outdoor Recreation Plan

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### Introduction

Outdoor recreation and open spaces lend form and function to the Town of Clayton, enhancing attractiveness and sense of community pride in the Town. The provision of area, facilities, and activities to accommodate public recreational needs have long been demonstrated to promote the general health, welfare, and safety of our communities, residents, and visitors.

The public's desire for recreation and open space has grown over the years to the point that today's residents commonly expect the government to satisfy a large portion of these needs through the provision of parks and natural open spaces.

To respond to this need, local communities have provided park, open space, and recreational opportunities to their citizens. To provide these recreational services in an efficient and effective manner, planning principals and guidelines are often included as an integral element of parks and recreation plans. This process is presented in the Town of Clayton Comprehensive Outdoor Recreation Plan, commonly referred to as a CORP.

### Purpose

The purpose of the Town of Clayton Comprehensive Outdoor Recreation Plan (CORP) is to provide a planning document to guide the future of parks and recreation need within the Town. The plan provides goals, objectives, and policies for recreational opportunities to meet the Town's current and future recreational requirements. The plan includes a description of the primary service area and the level of service the community may require. With an adopted plan, the Town is eligible to submit and receive grants from the State of Wisconsin and federal government for the acquisition, preservation, and development of parklands over the next 5 years. The Town needs to continue planning efforts for the provision of parks and recreational opportunities due to the potential of increasing growth over the next 5 to 20 years.

Existing parks and the need for certain park and trail developments were identified within the Town's 2012 Comprehensive Plan, which included a chapter serving as the CORP. This plan is past the five-year limit that allows it to be used for certain grant applications. The elements of the 2012 CORP and the updated 2045 Comprehensive Plan have been integrated into this plan as parks and recreational opportunities are viewed as an integral part of the Town, its identity, and the quality of life of its residents.



## Planning Process

This plan was developed between June 2022 and February 2023, consisting of eight working meetings with the Town's new Parks and Trails Committee. The updated CORP was approved by the Committee and recommended to the Plan Commission for consideration as part of the overall 2045 Comprehensive Plan effort. The Town's planning consultant, Cedar Corporation, reviewed previous planning documents, received input from the Parks and Trails Committee members, and analyzed data received from the community survey.

## Community Survey

A key public participation component of this plan was the development of a community survey which was used for the overall 2045 Comprehensive Plan effort but included a number of specific questions to gauge the opinions of residents on a variety of recreation and trail related topics.

The survey was developed with significant input from both the Plan Commission and Parks & Trails Committee and contained a total of 28 questions. The survey was made available between October 3, 2022 and November 18, 2022 and was put into an on-line format using Survey Monkey, linked to directly from the homepage of the Town's website.

The Town elected to mail a hardcopy postcard to all parcel owners (residents and non-residents) within the Town informing them that the survey was available online, or if needed, residents could pick up and fill out a paper copy from the Town Offices. A total of 20 surveys were filled out and returned by hand and are included in the survey response analysis. The survey was also promoted on the Town's website, at public meetings, and as part of the November 8, 2022 Mid-Term Elections.

Overall, the survey garnered a total of 568 responses with a 94 percent completion rate and an average time of 12m:26s to complete the survey. Complete survey results may be found in Appendix B. General findings of the recreation and trail related questions are summarized as follows:

### Recreation Facilities

- Over 45 percent of respondents felt that there should be expansion of both active and passive recreational areas. An additional 30.8 percent responded that passive parks were their preference.
- For future active parks, the following five (5) amenities were indicated as being most in need: walking trails (69.3 percent), restrooms (52.3 percent), bike trails (48.2 percent), picnic areas (32 percent), and pet-friendly accommodations (29.6 percent).
- For future passive parks and trails, the following five (5) amenities were indicated as being most in need: trail route/mile location markers (62 percent), shade trees (60.4 percent), garbage canisters (55.5 percent), shaded benches (52.7 percent), and water stations (45.3 percent).



- It is worth noting that just over 6 percent of respondents indicated a desire to have electric car charging stations at both future passive and active parks.
- When asked what types of new trails should be planned for, over 81 percent indicated that paved or unpaved walking trails would be their preference. 55 percent of respondents desired additional off-road biking (paved or unpaved) trails, and 40 percent indicated a desire for on-street bicycle facilities. 54 percent of these respondents would like these trail facilities to be pet-friendly.
- Roughly 20 percent of respondents desired to see dedicated ATV/UTV trails (24.2 percent) and/or horseback trails (19.3 percent)
- Only 8.5 percent of respondents indicated that there are specific locations within the Town they would like to see preserved for recreation and open space uses. A listing of suggested sites is contained later in the report. It's worth noting that 67 percent of respondents 'Didn't Know' of a specific location but may still support future expansions.
- Over 56 percent of respondents indicated they would be willing to donate time, money, or materials to a park/trail project as long as they were assured the donation is going to the specific project.
- 23 percent of respondents may be willing to serve on the Parks and Trails Committee in the future if asked, and 39 percent indicated they would be willing to volunteer to provide park/trail maintenance.

#### Bike & Trail Facilities

- Over 80 percent of respondents indicated a desire for additional off-street bicycle and pedestrian paths.
- Nearly 40 percent of respondents indicated the desire for more on-street bike lanes as well.
- Just over 30 percent indicated a need for additional sidewalks within key areas.

## Community Overview

The Town of Clayton is located in the northeastern portion of Winnebago County, Wisconsin, and is along the western edge of the urbanizing Fox Cities metropolitan area. The Town of Clayton shares borders with the Village of Greenville to the North, Village of Fox Crossing and Town of Neenah to the East, Town of Vinland to the South, and Town of Winchester to the West. USH 10 and WIS 76 are the two main highways that traverse the Town and provide easy access for residents to Interstate 41 and nearby major employment centers in the Fox Valley, Oshkosh, and Green Bay. County Highways II, T, and M are also primary traffic routes through Clayton. The Town's strategic location and easy commute to the Fox Cities, Oshkosh, and Green Bay have resulted in accelerated growth, which is expected to continue well into the future. The Town also offers an easy connection to recreational areas found in Waupaca and Waushara Counties.



Clayton enjoys both rural lands in the western two-thirds of the community and urban transitional areas in the eastern one-third that are now planned for urbanization with a full range of services. The largest concentration of development is within the hamlet of Larsen, within rural subdivisions located in the east-central portion of the Town, and a cluster of industrial uses along CTH II. The current comprehensive plan for the Town identifies the lands between Clayton Avenue and Oakwood Road, paralleling the WIS 76 corridor, as the main focus for accommodating future urban development. Not only are these lands easily accessible from USH 10 and STH 76, but development pressures have already been increasing in the area due to the location of the new Neenah Joint School District High School facility in the adjacent Village of Fox Crossing. This new development pattern will require the consideration of new planned park and trails facilities.

## Population Trends

The Town of Clayton has experienced continuous growth in population since the 1970's and has an estimated 2022 total population of 4,375 as shown in Table 7-1. Growth rates in the 1990's and 2000's were over 30 percent across each decade, however; the growth rate between 2010 and 2020 decreased dramatically to just under 10 percent, mainly the result of the recovery period associated with 2008's economic recession.

**Table 7-1: Population Change 1970-2022, Town of Clayton**

Geography	Year	1970	1980	1990	2000	2010	2020	Prelim. 2022 WDOA Estimate
Town of Clayton	Population	1,771	2,353	2,264	2,974	3,951	4,329	4,375
	% Change	n/a	32.9%	-3.8%	31.4%	32.9%	9.6%	1.1%
Winnebago County	Population	129,946	131,772	140,320	156,763	166,994	171,730	172,542
	% Change	n/a	1.4%	6.5%	11.7%	6.5%	2.8%	0.5%
State of Wisconsin	Population	4,417,821	4,705,642	4,891,769	5,363,701	5,686,986	5,893,718	5,947,500
	% Change	n/a	6.5%	4.0%	9.6%	6.0%	3.6%	0.9%

Source: U.S. Census, 1970-2020 & WDOA, 2022.

Per the Wisconsin Department of Administration (DOA) Demographic Services Center the Town is anticipated to see steady growth out to 2040, but the overall rate of growth is expected to decrease from 12.2 percent between 2020 and 2025 to 3.9 percent between 2035 and 2040 (Table 7-2). The Town's population is projected to reach 5,685 persons by 2040, or an increase of 1,356 persons between 2020 and 2040. This equates to an overall increase of about 31 percent during this time period. An argument can be made that the Town will surpass the WDOA projections based on the recent installation of public water and sewer infrastructure.

**Table 7-2: Population Forecasts, Town of Clayton**

Year	2010 Census	2020 Census	2025 Projection	2030 Projection	2035 Projection	2040 Projection	Change 2020-2040
<b>Population</b>	<b>3,951</b>	<b>4,329</b>	<b>4,855</b>	<b>5,200</b>	<b>5,470</b>	<b>5,685</b>	<b>1,356</b>
No. Change	n/a	378	526	345	270	215	<b>1,356</b>
% Change	n/a	9.6%	12.2%	7.1%	5.2%	3.9%	<b>31.3%</b>

Source: U.S. Census 2010 & 2020, and WDOA, 2013.

## Housing and Household Trends

The Town of Clayton's households have increased steadily since the 2010 census (Table 7-3). In 2020, it was estimated that 4,329 households existed, 9.6 percent more than there were in 2010. In 2040, the projected households are expected to increase by just over 31% as compared to 2020 to 5,685. When factoring in the persons per household, it is estimated that 620 new homes might be built over the next 18 to 20 years.

The Town has also had steady activity with new housing construction, averaging about 14 new permits annually since 2009. Although housing unit construction and population growth has slowed down in the past decade, the Town anticipates these measurables to increase in the coming years in response to the region's needs for housing and its recent development of public water and sewer infrastructure. This growth will continue to affect community decisions on the provision for parks, recreational opportunities, and facilities as space become less available.

**Table 7-3: Household Forecasts, Town of Clayton 2027-2040**

Household Characteristic	2010 Census	2017-2022 ACS 5-Year Estimate	2025 Projection	2030 Projection	2035 Projection	2040 Projection	Change '17-'22 Est. - 2040
<b>Households</b>	<b>1,438</b>	<b>1,541</b>	<b>1,808</b>	<b>1,949</b>	<b>2,068</b>	<b>2,161</b>	<b>620</b>
# Change	n/a	103	267	141	119	93	<b>n/a</b>
% Change	n/a	7.2%	17.3%	7.8%	6.1%	4.5%	<b>40.2%</b>
Household Population	3,951	4,286	4,864	5,204	5,480	5,683	<b>1,397</b>
Person per Household	2.75	2.78	2.69	2.67	2.65	2.63	<b>- 0.15</b>

Source: US Census 2010, 2017-2022 5-Year ACS & WDOA, 2013.



## Age of Population

The age breakdown of community residents suggests a high demand for active participatory activities (Table 7-4). Just over 11 percent of Town residents are age 65 and over, while 64.4 percent are between the ages 20 and 64. Similar increases in the 65+ category are occurring throughout Winnebago County and the State of Wisconsin, though to a lesser degree. As a result, there will be a growing need for housing, services, and facilities that meet this age group's needs in the future. The relatively large percentage of residents of working age is indicative of an overall high level of disposable income and a desire for options in leisure time pursuits. The median age of Town of Clayton residents reveals significant aging of the population in the last ten years. Table 7-4 shows the median age rose just over two years, from 43.1 in 2010 to 45.3 in 2020.

**Table 7-4: Age for the Total Population - Town of Clayton**

Age Category	Estimate	Percent of Total
Under 5 years	132	3.15%
5 to 9 years	278	6.64%
10 to 14 years	263	6.28%
15 to 19 years	347	8.29%
20 to 24 years	340	8.12%
25 to 34 years	224	5.35%
35 to 44 years	493	11.78%
45 to 54 years	757	18.09%
55 to 59 years	627	14.98%
60 to 64 years	255	6.09%
65 to 74 years	325	7.77%
75 to 84 years	102	2.44%
85 years and over	42	1.00%
Median age (years)	45.3 (43.1 in 2010)	n/a
Male	2,110	n/a
Female	2,075	n/a

Source: U.S. Census Bureau, 2017-2021 5 Year ACS.

## Inventory of Existing Recreation Activities and Facilities

This section inventories the Town's existing recreational resources in terms of their size, location, and functions. This information establishes the base for which to compare to projected future conditions and the potential recreation needs of future populations.



## Park and Recreation Standards

Parks are classified based on the National Recreation and Park Association (NRPA) standards and are described as follows:

- **Mini-Parks** are used to address limited, isolated, or unique recreational needs. Mini-parks are also intended to address unique recreational needs, such as a landscaped public use area in an industrial/commercial area, scenic overlooks, and a play area adjacent to a downtown shopping district. The typical size of mini-parks is between 2,500 square feet and 1 acre, and typically serve an area of less than  $\frac{1}{4}$  mile surrounding the park.
- **Neighborhood Parks** are the basic unit of a park system and serve as recreational and social amenities in neighborhoods. Neighborhood parks are developed for both active and passive recreational activities (e.g., picnic areas, trails, playgrounds, ball fields/courts, etc.) to serve individuals within a particular neighborhood or service area. The recommended size of neighborhood parks is 5 to 10 acres, but the actual size should be based on the land area needed to accommodate desired uses and outcomes. Neighborhood parks serve an area of  $\frac{1}{4}$  to  $\frac{1}{2}$  mile surrounding the park.
- **Community Parks** are larger in size and serve a broader purpose than neighborhood parks. Similar to neighborhood parks, community parks are developed for both active and passive recreational activities but on a larger and more diverse scale. Community parks allow for group activities and recreational opportunities that would not be feasible at the neighborhood level (e.g., sports complexes, large play structures, swimming pools, ice skating areas, disc golf areas, etc.). The typical size of community parks is 20 to 50 acres, but the actual size should be based on the land area needed to accommodate desired uses and outcomes. Community parks often serve an area of  $\frac{1}{2}$  to 3 miles surrounding the park but can serve the entire community based on its features.
- **School Facilities/Parks** are park and recreational facilities surrounding public and private schools facilities and often compliment other park and recreational facilities within a community. School parks allow for expanding recreational, social, and educational opportunities available to the community in an efficient and cost effective manner. School parks will contain a variety of active and passive recreational activities (e.g., youth athletic fields, play structures, ball courts, etc.). The size and service area of school parks will vary based on the intended use.
- **Private Parks/Recreation Facilities** are privately owned parks or recreational facilities that contribute to a community's park and recreation system, such as golf course, swimming pools/water parks, amusement parks, and sports facilities. The size and service area of private parks/recreation facilities will vary based on the intended use.
- **Park Trails** are multipurpose trails located within greenways, parks, and natural resource areas. Park trails emphasize harmony with the natural environment, allow for relatively uninterrupted pedestrian movement to and through a community's park system, effectively tie various parks and recreation areas together to form a comprehensive park and trail system, and protect users from urbanized development and associated vehicular traffic.
- **Connector Trails** are multi-purpose trails that emphasize safe travel for pedestrians to and from parks, housing developments, and around the community. Unlike park trails, connector trails are typically located within road rights-of-way or utility easements or provide a link between a thoroughfare and a nearby housing development.





## Inventory of Facilities

Table 7-5 lists existing recreation facilities in Clayton that are either owned by the Town, other governmental entities, or private businesses. These facilities are also shown on Map 7-1 along with their presumed 'service areas' based on the aforementioned NRPA standards. Of the more than 3,700 acres of recreation land, the Town of Clayton accounts for only 1.5 percent of the total. This is less troubling than it appears, because the vast majority of the recreation lands are comprised of designated State Wildlife Areas and two private golf courses. Nonetheless, the 68 acres owned and operated by the Town is a relatively small amount, particularly considering that almost half of the acreage is a trail corridor.

Table 7-6 shows the leisure types, activities, and facilities that are either provided or not provided in the Town of Clayton. This information shows that three of the four leisure categories, and nine of the fourteen leisure types, are present in Clayton. The Cultural category is the only category where none of the types of activities are provided.

A summary of the existing park, recreation, and trails facilities is contained below:

### Clayton Town Park

- Clayton Town Park is the only park within the most developed, and most populated, eastern half of the Town.
- The facilities in Clayton Town Park are more in line with those of a community park, but at 26 acres, the park is limited in that function. Expansion of the Park to meet this classification is limited as it is already located next to a residential development.
- The wooded area in Clayton Town Park is a unique and valuable feature.

### Southeast Park

- This park is 12 acres in size and does not have any installed improvements or facilities at this time.

### Trailhead Park

- In addition to providing access to the WIOUWASH Trail, Trailhead Park's picnic, playground, and athletic facilities also serve the surrounding hamlet of Larsen and the balance of the Town.

### Friendship Trail and WIOUWASH Trail

- These two regional trails connect the Town of Clayton to the statewide trail system.

### Rat River State Wildlife Area

- This area is an important wildlife and wetland community. Its functional values include habitat, flood control, and storm water filtration, but also offers tremendous outdoor recreation opportunities such as canoeing, cross-country skiing (no designated trail), hiking, hunting, trapping, wild edibles/gathering, and wildlife viewing.

### Clayton Elementary School

- The playground provides limited recreational opportunities for Town residents.

### Golf Courses and Practice Range

- The courses that are open to the public provide golfing opportunities that are not typically found in a town the size of Clayton.

**Table 7-5: Existing Recreation Facilities Open to the Public in the Town of Clayton**

Property Name/Location	Recreation Facilities	Size in Acres
<b>Clayton Town Park (Community Park)</b> Larsen Rd. east of Center Rd. Owned by T. Clayton	Picnic area/tables; picnic shelter with restrooms and kitchen, grills, three baseball/softball fields, volleyball net standards, horseshoe pits, playground, parking lot, and a wooded area with trails.	26
<b>Southeast Park (Mini-Park)</b> CTH JJ near Breezewood Lane Owned by T. Clayton	Currently and unimproved natural area with limited access.	12
<b>Trailhead Park (Neighborhood Park)</b> Adjacent to WIOUWASH Trail in Larsen. Owned by T. Clayton	Recreational trail access, gravel parking lot, horse trailer parking, picnic area, enclosed shelter with heated restrooms, playground, and soccer field.	7
<b>Friendship Trail</b> 30' corridor, 6.25 miles along USH 10 Owned/operated by T. Clayton	Recreation trail for bicycling, walking, horseback riding, cross-country skiing, snowmobiling.	23
<b>Total Acreage Owned by Town of Clayton</b>		<b>68</b>
<b>WIOUWASH Trail</b> 6.2 mi., from north to south Town lines. Owned/operated by Winnebago Co.	Recreation trail for bicycling, walking, horseback.	75
<b>Rat River State Wildlife Area</b> Sections 4, 5, 6, 7, 8, and 9 in NW. Owned/managed by WDNR.	Nature observation, canoeing, hunting, trapping.	3,100
<b>Clayton Elementary School</b> Fairview Road at WIS 76 Owned by Neenah Joint School District	Playground.	6
<b>Total Acreage Owned by Other Government Entities</b>		<b>3,181</b>
<b>Winnegamie Golf Course</b> Privately owned	27-hole golf course open to public	226
<b>Westridge Golf Course</b> Privately owned	18-hole golf course open to public	139
<b>Ridgeway Country Club</b> Privately owned	18-hole golf course, not open to public	117
<b>Mulligan's Fairway</b> Privately owned	Golf practice range open to public	23
<b>Total Acreage Owned by Private Entities</b>		<b>505</b>
<b>Total Acreage Owned by all Public Entities</b>		<b>3,249</b>
<b>Total Acreage of ALL Recreation Facilities</b>		<b>3,754</b>
<b>Percent of All Recreation Facilities (by area) Owned by Town of Clayton</b>		<b>1.5%</b>

Source: Cedar Corporation, 2023.



**Table 7-6: Leisure Activities and Facilities in Clayton**

Category	Type	Activities	Facilities Provided (shaded are not)
<b>Athletic</b>	Competitive Sports	Adult softball, golf	Three adult baseball/softball fields in Clayton Town Park; Winagamie and Westridge Golf Courses
	Informal Athletics	Softball, soccer, football, golf	Pick-up games on softball fields in Clayton Town Park; Winagamie and Westridge Golf Courses
	Sports and Games Instruction	Classes to teach rules and techniques associated with athletic activities, board games, water sports, or fitness	Indoor classrooms, gymnasiums, non-regulation practice fields, swimming pools, restrooms, and parking
	Motorized Sports	Snowmobiling	WIOUWASH Trail, Friendship Trail
<b>Social</b>	Child's Play	Playgrounds	Playgrounds in Clayton Town Park and Trailhead Park. Clayton Elementary School
	Picnics and Parties	Family or small-group picnics	Picnic areas and shelters in Clayton Town Park and Trailhead Park
	Events/Festivals	Carnivals and craft/art fairs	Festival grounds, large open spaces, restrooms, and parking
<b>Cultural</b>	Performances	Concerts and plays	Performance facility, restrooms and parking.
	Arts and Crafts	Instructional classes	Classrooms, studios, display space, restrooms, and parking
	Historical Interpretation	Attending museums, historical sites, lectures	Museum space, historical sites or re-creations, classrooms/lecture halls, restrooms, and parking
<b>Natural</b>	Nature and Wildlife Observation	Bird-watching and other wildlife observation, nature walks, photography and other creative arts	Woods in Clayton Town Park, Rat River State Wildlife Area, WIOUWASH Trail
	Nature-based Recreation	Hiking, biking, skiing, canoeing	WIOUWASH Trail, Friendship Trail, Rat River State Wildlife Area
	Relaxation	Nature viewing, reading, writing, and visiting in a natural area	Clayton Town Park, WIOUWASH Trail, Rat River State Wildlife
	Wildlife Sports	Hunting and fishing	Rat River State Wildlife Area

Source: Cedar Corporation, 2023.



# Town of Clayton

Winnebago County

## Existing Parks & Service Areas

### Trails

- Existing Off-road Trail
- Historic Yellowstone Trail Route
- Friendship State Trail
- WIOUWASH State Trail
- Existing/Planned Trails by Others

### Parks

- Existing Town Parks
- Other Existing Public Lands
- Existing Private Recreation Areas

### Park Service Areas

- Community Park - 3 mile Service Area
- Mini Park - 1/4 mile Service Area
- Neighborhood Park - 1/2 mile Service Area

### Other Features

- Cities, Towns, & Village Borders
- Hamlet
- Sections
- Parcels
- Waterways
- Roads
- Neenah High School
- Interstate Highways
- US Highways
- State Highways
- County Highways

NORTH

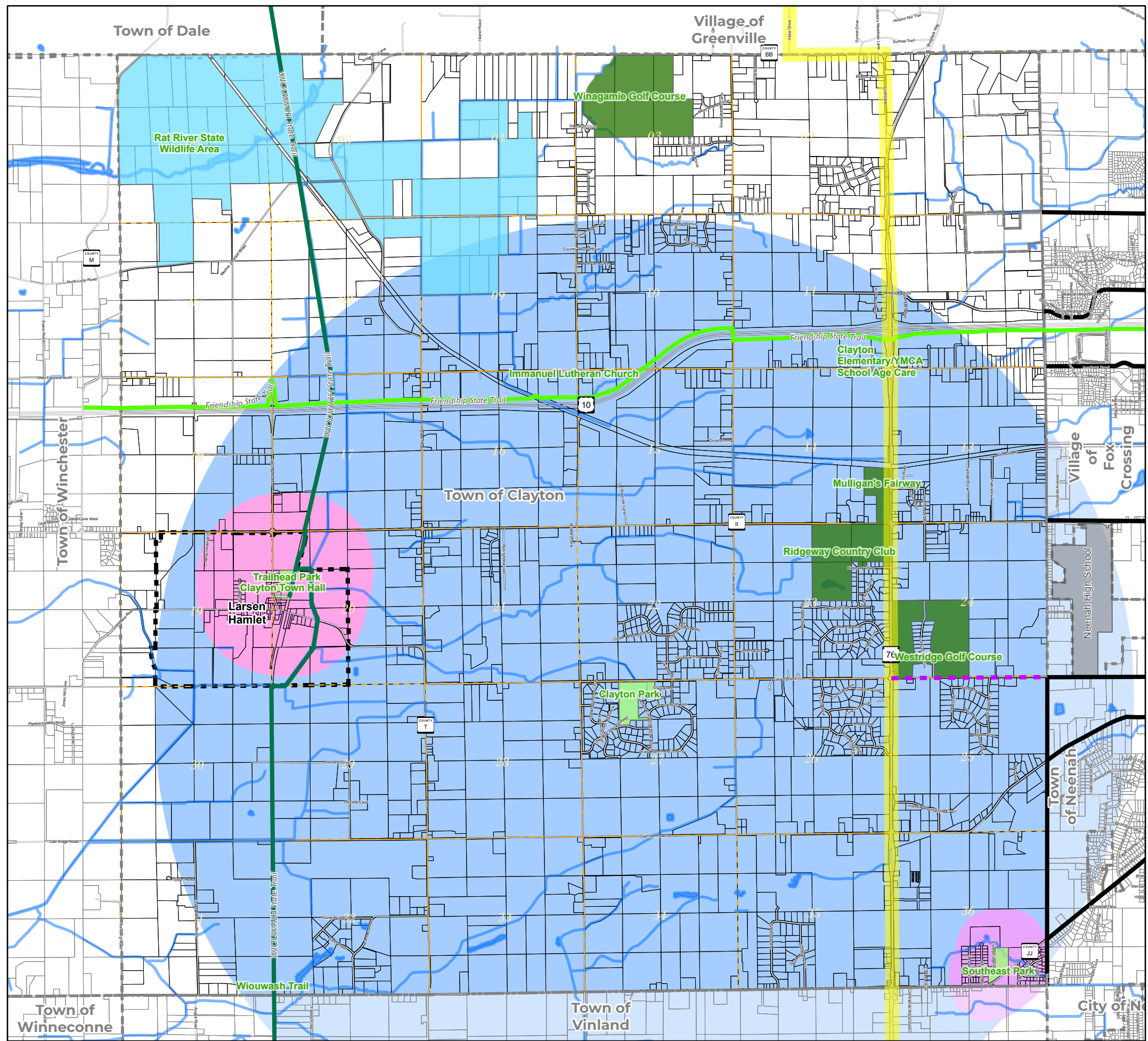
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This base map was created with data from Winnebago County Planning Department who assumes no liability for the accuracy of this data and any use or misuse of its content is the responsibility of the user. Changes were made by Cedar Corporation under the direction of the Town of Clayton

Map Created: January 18, 2023    Updated: January 26, 2023



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## Needs Assessment and Recreation/Trail Issues

When the existing facilities are measured against current national standards and measured against community needs, the Town of Clayton falls short in supply of parklands, opens spaces, and trails.

### Land Needs

It is projected that the Town of Clayton will experience a steady growth in population between now and 2040. The rate of growth could outpace projections now that the Town will be providing public water and sewer service to the eastern portion of the Town. An increase in the number of residents will likely alter the overall leisure needs of Clayton residents. More residents will create the demand for more facilities, and in greater diversity than now exists.

With only 68 acres of parkland, the Town of Clayton is still above the accepted National Recreation and Park Association (NRPA) minimum park acreage standard of 10.5 acres of open space per 1,000 residents. However, if the acreage associated with the Friendship Trail is removed, the Town only has 47 acres of active and passive park space. As shown in Table 7-7, the Town currently meets the NRPA acreage standards, but as the community grows, an additional 12.7 acres of parkland will be needed, at a minimum. The future locational needs as described below will likely drive the need for acreage beyond the projected shortage shown.

**Table 7-7: Acreage Needs Based on NRPA Standards, Town of Clayton**

Town of Clayton Population	Acres Needed at 10.5 ac/1,000 residents	Current Acreage (excluding trails)	Acres Over/Under Standard
4,375 (2022 Estimate)	45.9	47.0	+1.1
5,585 (2040 Projection)	59.7	47.0	-12.7

### Locational Needs

The existing recreational facilities do not meet the current locational needs of the entire community. Map 7-1 illustrates the approximate service areas of the existing Town parks based on the NRPA standards listed earlier. The Town's main community park – Clayton Town Park – is relatively central to the community, and while close-by for many rural subdivisions, the northern most tier of the Town is lacking in facilities. These neighborhoods have reached a point of development where consideration should be given to development of neighborhood parks in the near future.



With continued rapid growth planned for the east side of the Town, there will be a need to acquire and develop additional neighborhood park sites which are more easily accessible to nearby residents by foot or bike. In addition, walking trails need to be integral to join neighborhood, existing and planned parks, as well as school facilities. Properly mapped trails would reduce dependency on automobiles and encourage healthier lifestyles.

## Recreational Needs

Park and recreation needs may include the need for additional parkland to accommodate new facilities, the need for additional parks in areas where new residential growth is occurring, or the need for new or improved park facilities and equipment. Generally, recreation standards are used to identify these needs. The COVID-19 pandemic has also emphasized the importance of these public parks and trails. At the beginning and throughout the pandemic, the use of public spaces increased dramatically, and these spaces have become increasingly important to both physical and mental health. Improved and increased recreational opportunities will need to be implemented as Clayton's population grows and its understanding of the relationship between public spaces and mental health increases.

### New Parks

A number of new parks have been proposed (Map 7-2) over the 20-year life of this plan in order to better accommodate future growth, much of which is expected to occur within the WIS 76 corridor. As part of the *Highways 10 & 76 Corridor Land Use Master Plan* process conducted in 2021, the Town identified future active or passive recreation and conservation lands, including future parks, stream corridor buffers, storm water management ponds, and remnant woodlands. The plan also indicated that additional, smaller, more urban parks, plazas, and public gathering spaces may be needed in the Neighborhood Center Mixed Use District but are not necessarily indicated on the map. A summary of new park features is provided below:

- Clayton Central Park – Consisting of approximately 19.9 acres, this proposed community park lies south of Fairview Road on both sides of WIS 76 in a linear, east-west fashion. This park was generally sited based on the needs for a more formal, 'urban' park space which serves as a central gathering space for the planned adjacent Neighborhood Mixed Use District, as well as adjacent residential neighborhoods and employment centers. This site in particular also takes advantage of the existing topography as the ridge along WIS 76 offers tremendous eastward views over the Fox Cities all the way to the Niagara Escarpment which lies on the east side of Lake Winnebago. The proposed park intentionally extends across WIS 76 to take advantage of the highest point along this stretch, as well as to provide additional greenspace that would be incorporated into the planned Gateway Commercial and Retail District.
- Neighborhood Park 1 - An approximate 16.0 acre neighborhood park has been identified north of the CN rail corridor, west of WIS 76, to serve the recreational needs of new residents as this area grows with a mix of residential, commercial, and industrial uses.



- Neighborhood Park 2 - An approximate 29.2 acre neighborhood park has been identified south of the CN rail corridor, west of WIS 76, to serve the recreational needs of new residents as this area grows with a mix of and institutional uses. This site is nearby the selected site for the new Town Administrative and Public Service facility and opportunities to integrate these uses should be examined further.
- Neighborhood Park 3 - An approximate 9.6 acre neighborhood park has been identified west of Clayton Avenue and south of CTH 11, near the Westridge Golf Course to serve new residents in this planned residential neighborhood. Increasing pressures from growth are already occurring within this section of the community due to the siting of the nearby Neenah High School.
- Conservation Area 1 - An approximate 19.3 acre wetland area has been identified north of Larsen Road and west of Oakwood Road (north of the Metzger Hills subdivision) as a potential passive recreation area which would serve existing and future residents within the rural subdivisions in the transitional area of the Town. The southern ½ of this wetland area is already owned by the town.
- Conservation Area 2 - An approximate 45.4 acre wooded area lying between Clayton Avenue and WIS 76, just north of the CN rail corridor. This area would provide for passive recreation, outdoor education, and nature trail opportunities and would serve new residents in the urbanizing eastern portion of the Town.

### New Trails

The WIOUWASH and Friendship State Trails serve as the backbone of the Town's trail network. Both trails' importance will increase in the future as the population of the Fox Cities increases and as planned extensions of the trails are constructed. The presence and intersection of these trails puts Clayton in a unique position, which presents the prospect of the Town becoming a hub of regional trail activity. This could create an opportunity for tourism-related businesses serving trail users. The presence of the trails may also be attractive to potential new residents. Besides bicyclists and pedestrians, snowmobilers and horse riders are significant users of Clayton's trail system.

Aside from the two existing State Trails, the Town of Clayton only has one developed trail segment (Larsen Road from Clayton Avenue to WIS 76) within the Town, as well as some trails built internal to existing residential subdivisions. As the Town urbanizes, it should focus resources on safe bike and pedestrian trail development to connect the existing and future park system and the community as a whole. This initiative should include dedicated bike/pedestrian off-road trails, sidewalks, and on-street bike lane development as appropriate.



As such, an extensive trail network has been planned for the Town as part of its vision for creating a well-connected community which offers opportunities for healthy living and home to work commuting options. A number of rural and urban trail connections have been considered well in advance of new development occurring within the Sanitary District. It will be important for the Town to leverage development and road reconstruction opportunities in the future to facilitate the connections shown on Map 7-2. Several types of trails are proposed and are generally described below:

- **Rural Network Connections** - Two major trail connections are proposed within the rural portions of the Town to better connect the urbanizing east side of Town to the WIOUWASH Trail located in the western portion of the Town:
  - The Larsen Trail Extension, from its western terminus at WIS 76 westward to the WIOUWASH Trail, located approximately 4.0 miles away. A preference for an off-road trail exists, however; an interim on-road trail may also be suitable to connect to this major regional trail.
  - Breezewood Lane Connection from Southeast Park near its intersection with CTH JJ to the WIOUWASH Trail. A distance of approximately 4.6 miles, an off-road trail is envisioned to provide safe passage for users of this regional trail segment.
- **Section-Level Trail Network** - This trail system will help facilitate connections to the Friendship Trail and other regional trail facilities as well as providing for easy and direct connections to new neighborhoods and employment centers as they develop along the WIS 76 corridor. Many of these facilities are envisioned as off-road facilities due to safety concerns with traffic, speeds, and road pavement widths (see sidebar). Therefore, the construction of these trail segments will likely rely on the timing of new development and road re-construction. In addition, it will be important to connect this level of trail to those that are planned by the Village of Fox Crossing. Lastly, the WIS 76 corridor also serves as the historic route of the Yellowstone Trail. The Yellowstone trail was created in 1912 as the first transcontinental automobile highway in the United States through the northern tier of states from Washington to Massachusetts. The Town should consider incorporating both local and national history along this route as segments of a recreational trail are constructed along/near the corridor in the future.



# Town of Clayton

Winnebago County

## Park and Trail Plan

### Trails

- Existing Off-road Trail
- Future Off-road Trail
- Future On-road Trail
- Historic Yellowstone Trail Route
- Friendship State Trail
- WIOUWASH State Trail
- Existing/Planned Trails by Others

### Parks

- Existing Town Parks
- Other Existing Public Lands
- Existing Private Recreation Areas
- Future Town Parks or Greenspace

### Other Features

- Cities, Towns, & Village Borders
- Hamlet
- Sections
- Parcels
- Waterways
- Roads
- Neenah High School
- Interstate Highways
- US Highways
- State Highways
- County Highways

NORTH

W E S

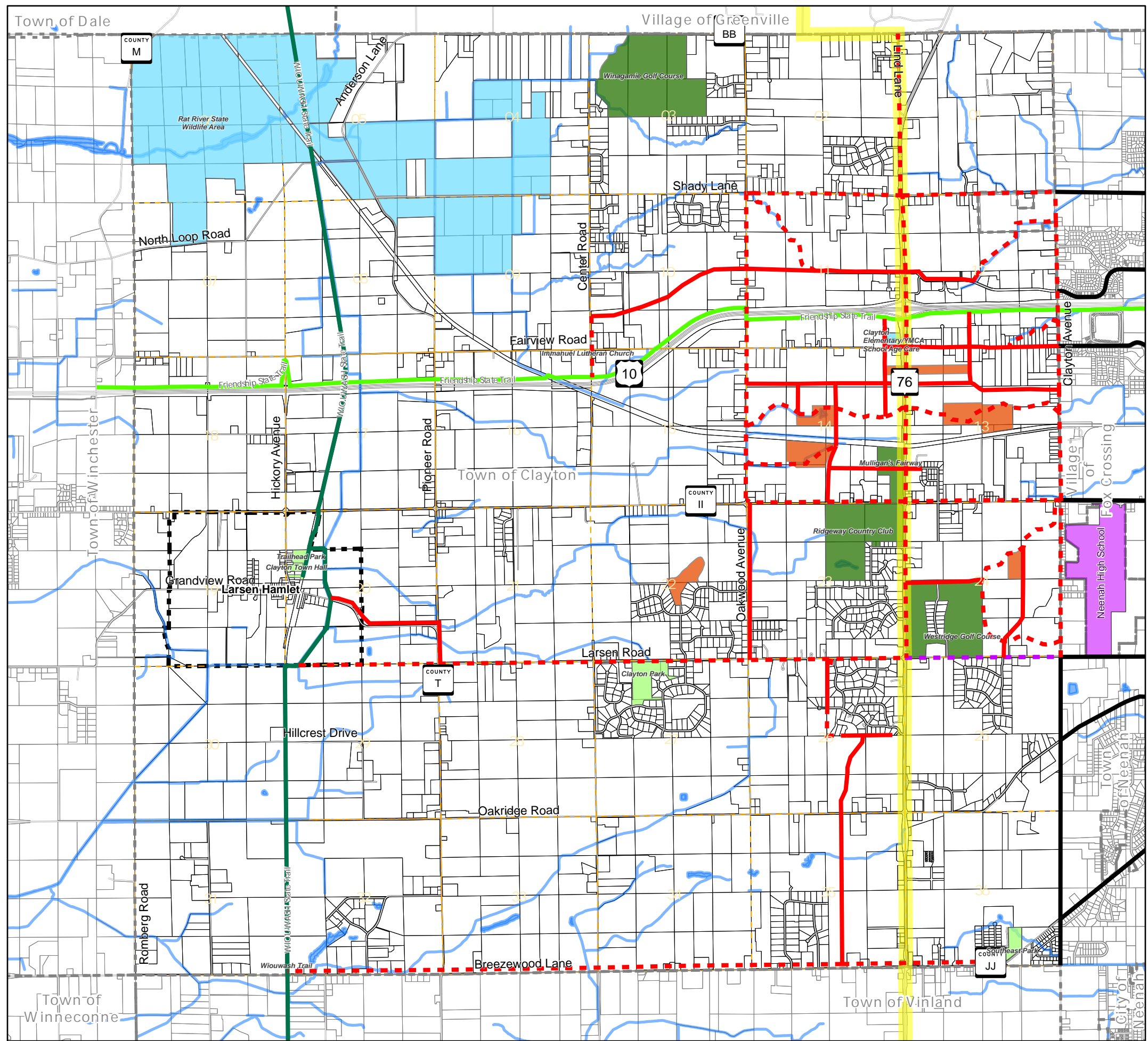
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Map Created: September 27, 2022 Updated: January 18, 2023



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- Internal Trail Network -** Allows for movement through sections of land as they urbanize. These trails should connect and provide access to the Perimeter Trails, as well as serve as collectors from the Localized Network. These trails will provide connections of planned employment centers and residential neighborhoods (see Map 9-2 - Future Land Use) within and across sections of land. Some of these trails can be on-road (i.e., wide multi-use path immediately adjacent, or dedicated bike lane, etc.), and some may be off-road using lands associated with natural drainage corridors. Trail development with safe crossings of WIS 76 will be important as this vision is implemented. The biggest opportunity for construction of a new trail and improved crossings (including tunnels or bridges) will be when the highway is planned for re-construction (year TBD).

#### Trail Design & Construction Basics

On-road trails are not really “on the road”. These trails run within a road right-of-way, but are separated from vehicular traffic by some means, such as a guardrail, concrete barrier, traffic island, or landscape strip. The greater the separation, the greater safety and comfort for users. Unless the right-of-way is wider than typical, trails segregated from traffic are usually only feasible when there is no ditch beyond the road shoulder.

Where rights-of-ways are narrow, trails could be a bike lane on a paved shoulder, but these are decidedly less safe than segregated trails because of the obvious chance of bicyclists and pedestrians being hit by a vehicle. Because of this, many bicyclists and pedestrians are uncomfortable with vehicles passing close by. Additionally, many users, particularly children, are not proficient in riding a bike, and may inadvertently swerve into the traffic lane.

Off-road trail corridors should be thirty to fifty feet wide. A greater width allows the trail to meander a bit within the corridor and provides some space for berms and landscaping. A ten foot wide trail within the 30 foot corridor allows bicyclists and pedestrians (some with dogs) to pass comfortably as they move in opposite directions, or for bicyclists to pass pedestrians moving in the same direction.

Trail surfaces include asphalt, crushed limestone, gravel, and wood chips.

- Asphalt is the best surface material. It has a higher initial cost but very low maintenance costs and is the only surface that can be effectively plowed in the winter. Nonetheless, asphalt is probably not necessary for trails with a low amount of users.
- A crushed limestone surface is the best, unpaved surface. There are maintenance costs, such as filling low spots that settle and repairing eroded edges or wash-outs.
- Gravel trails do not settle sufficiently to provide a smooth surface for bikes, strollers, and in-line skaters.
- Wood chips are a bad surface in virtually all circumstances, and they require regular and frequent maintenance.

- Localized Network -** At the subdivision development level, the Town should not only ensure that the above listed trail connections are made but should also strongly consider requirements for sidewalks along all local streets and on-street bike lanes are used as appropriate so that a comprehensive and safe walkable/bikeable neighborhood is created.





There are four “drivers” that will help determine the timeline for the construction of trails in the Town of Clayton.

1. **Road Construction and Reconstruction** - When roads shown on Map 7-2 as the location of an on-road trail are scheduled for construction or reconstruction, the planning and design process should include the construction of the on-road trail.
2. **Park Construction** - When the parks shown on Map 7-2 are scheduled for construction, the planning and design process should include the construction of on-road and off-road trails to access the park and off-road trails within the park.
3. **New Development and Construction** - When the construction of a residential subdivision or business/industrial area is proposed, the Town will consider the need for on-road and off-road trails to be included in the design.
4. **Authorization** - The Town Board must be directed by the residents of the Town of Clayton at the Town’s Annual Meeting to proceed with the acquisition of land, if needed, for the trails.

## Facility Maintenance Needs

Town parks will need to be evaluated regularly for maintenance and improvement needs during the planning period. The Town has limited staff to conduct this maintenance and its capacity to do so will be key to building a successful park and trail system throughout the Town. Day to day or seasonal maintenance, including lawn mowing, landscaping, painting, and pavement/surface upkeep account for a majority of the existing work. However, equipment replacement and facility improvements (such as new bathrooms, benches, tree plantings, etc.) will need to be considered more closely moving forward. The capacity to maintain or improve existing facilities was identified as a priority within the citizen opinion survey, and the Town will need to strategically balance the needs for parkland/trail maintenance versus expansion.

## Intergovernmental Coordination

The Parks and Trails Committee recognized the need for, and value of, collaborating with the Town’s neighboring and overlapping units of government. Planned trail extensions from the Village of Fox Crossing and the Town of Neenah set the stage for Clayton’s recommended trail patterns. Further driving the needs for bicycle and pedestrian accommodations is the siting of the new Neenah Joint School District High School facility. The Town has already engaged the Village of Fox Crossing about trail opportunities associated with the High School to initially evaluate facility needs, timing, and funding. Additionally, the Town should continue to engage as needed with the WDNR regarding issues and opportunities associated with the two State Trails and Wildlife Area.



## Staffing and Programming

The Town has limited staff for park maintenance, but it does not provide recreation services and programs at this time. The Town may wish to consider the development of a volunteer-based program to assist with maintenance needs. Eventually, budgets will need to be adjusted upwards to ensure proper park maintenance.

## Funding Needs

The Town does not have a large budget to address future park, recreation, and trail needs. Based on the plans for future facilities generated as part of this report, the Town will need to evaluate current and potential sources of revenue in order to create a sustainable plan for enhancing and maintaining its current and future recreation facilities. The Town of Clayton currently has five methods which could be used for funding park and trail maintenance and expansion as follows:

1. **Town General Budget** – Currently, the Town allocates funding to its existing park and trail facilities based on short-term needs. In 2020 for example, approximately \$21,000 was budgeted to take care of general maintenance tasks and operating supplies.
2. **Land Dedication/Fees in Lieu** – During the subdivision platting process, the Town's ordinance dictates that a certain percentage of the parcel(s) be set aside for recreational use; six percent for single-family zoning, eight percent for two-family zoning, 12 percent for multi-family zoning, and 12 percent for Plan Unit Developments. In the event the Town Board deems a dedication is unsuitable, inadequate, or inappropriate, for each new dwelling unit allowed by the division or subdivision, a \$500 fee in lieu of dedication shall be paid prior to the issuance of a building permit. Any new lot created with a dwelling that existed prior to the effective date of this ordinance shall be exempt. The fee in lieu of is considered to be separate from any impact fees as noted below.
3. **Impact Fees** - The Town has adopted provisions to charge a Park Impact Fee associated with new development. The 2023 adopted Fee Schedule specifies that for each single-family or two-family residential unit, a one-time fee of \$491 will be charged upon issuance of a building permit. For multi-family residential units (3+), a charge of \$245.50 per unit is applied. For non-residential uses, a charge of \$0.056 per square foot of building space is applied. The Town reviews the Park Impact Fee amount on an annual basis. Park Impact Fees cannot be used for ongoing maintenance and operations of recreation facilities, but can be used to purchase new lands, add play equipment, or construct or replace new capital facilities.





4. Grants – A variety of state and federal grant programs exist which focus on recreational activities and infrastructure. In Wisconsin, these grant sources are oriented either towards transportation or nature-based recreation. Typically, these grant sources will require a certain percentage of matching local funds. Additionally, funding the Town received through the federal American Rescue Plan Act (ARPA) can be used for recreational improvements, and opportunities for recreational funding at the State level derived from the Bipartisan Infrastructure Law (BIL) may provide future funding options.
5. Donations and Volunteer Labor – Development of specific fundraising campaigns and seeking a supply of volunteer labor can significantly reduce the costs of recreation and trail projects. Such activities need to be planned out, coordinated, and monitored closely, however.

## Consistency with County and State Recreation Plans

Acknowledging the need and striving for consistency between the Town of Clayton CORP and County and State outdoor recreation plans is important when the Town is planning for and developing new park and recreation facilities. The Town's existing and future facilities, particularly trails, will inevitably serve a population that extends well beyond the Town's boundaries for years to come. Consistency between these plans highlights the value of a regional approach and intergovernmental cooperation when developing new park and recreational facilities within the Town. This consistency also provides valuable supporting documentation for when the Town is applying for grant and outside funding opportunities.

## Winnebago County Comprehensive Outdoor Recreation Plan 2019-2023

The Winnebago County Comprehensive Outdoor Recreation Plan 2019-2023 (County CORP) was adopted in April 16, 2019, by the County Board to serve as a guiding document for Winnebago County in developing and maintaining public parks and outdoor recreation facilities. This plan also serves as a tool to encourage participation in grant programs through the Wisconsin Department of Natural Resources and other agencies. The Town of Clayton's goals and objectives outlined starting on page 7-15 of this plan closely align with the 3 major goals listed in the County CORP and as shown below:

- Goal 1: Provide, throughout Winnebago County, a planned system of parks and recreation areas that will enable county residents and visitors to participate in and enjoy a diversity of recreational activities. (Health and Fitness, Variety)
- Goal 2: Preserve scarce and valuable resources important to the ecological, sociological, and economic life of the county.
- Goal 3: To encourage continued involvement of all county residents when planning for parks and recreational development.



## Statewide Comprehensive Outdoor Recreation Plan 2019-2023

The Wisconsin Statewide Comprehensive Outdoor Recreation Plan 2019-2023 (SCORP) was released in March 2019 to provide recommendations guiding public outdoor recreation policy and planning decisions, the use of Land and Water Conservation Fund money that comes to Wisconsin, and other DNR administered grant programs. This SCORP is designed to both provide a broad overview of issues affecting nature based recreation as well as include information that the public and decision makers can use in evaluating local and regional needs and opportunities. The Town of Clayton goals and objectives outlined beginning on page 7-15 of this plan align with the SCORP Goals 1 through 3 and their associated objectives as outlined below:

- Goal 1: Boost participation in outdoor recreation. Increase Wisconsin residents' participation and frequency of participation in outdoor recreation.
- Goal 2: Grow partnerships. Continue to strengthen connections and partnerships across the spectrum of agencies, organizations, and businesses with a vested interest in outdoor recreation.
- Goal 3: Provide high quality experiences. Provide opportunities and settings – across the full range of public and private recreation lands – that, collectively, meet the state's recreational needs.

## Parks, Recreation, and Trails Vision

A vision for the future park, recreation, and trail system within the Town of Clayton was developed by the Town of Clayton Parks and Trails Committee as part of the development of this plan. A number of goals and objectives were also created and agreed upon by the Committee as a guide to achieving this long term vision. The vision is also illustrated in Map 7-2.

*“The Town of Clayton has an extensive network of well-connected and well-maintained multi-use destination trails. We also offer parks that emphasize nature as well as provide specialized athletic facilities which meet current recreational trends in accordance with acknowledged national standards.”*



## Goals, Strategies, and Recommendations

### Goal 7.1: Maintain and enhance the Town's existing parks and trails.

**Strategy 7.1.1:** Maintain an adequate park maintenance budget as part of the Town's annual budgeting process.

**Recommendation 7.1.1.1:** Monitor and budget for new and/or additional playground equipment or facilities such as park pavilions, restrooms, benches, water stations, and other amenities desired by residents.

**Recommendation 7.1.1.2:** Develop a system for recruiting and managing volunteers and accepting cash, in-kind, or volunteer-time donations toward needed park and trail improvements. This could include a new "adopt a park" component and/or "friends of the park" sponsorship opportunities.

**Strategy 7.1.2:** Enhance existing parks and trails to align with environmental and cultural education opportunities.

**Recommendation 7.1.2.1:** Ensure all park and trail facilities meet ADA accessibility standards and NRPA recreation standards.

**Recommendation 7.1.2.2:** Utilize low-maintenance, native plant species for landscaping as appropriate.

**Recommendation 7.1.2.3:** Enhance parks and trails with educational information on topics such as water quality, invasive species, and Native American cultures.

**Recommendation 7.1.2.3:** Work with WisDOT and Winnebago County to acknowledge the location of the Historic Yellowstone Trail using signage as appropriate.

### Goal 7.2: Develop new parks to meet the growth of the community and the need for additional leisure activities and facilities.

**Strategy 7.2.1:** Establish neighborhood level parks which accommodate the needs of the growing residential areas within the Tier 1 (urbanizing) area.

**Recommendation 7.2.1.1:** Utilize the official mapping, zoning, and subdivision processes to reserve and acquire parklands consistent with the locations shown on the Future Land Use Map.

**Recommendation 7.2.1.2:** Consider the inclusion of additional small "pocket parks" within new subdivisions to serve residents in close proximity.



### **Goal 7.3: Continue the development of an interconnecting, multi-purpose trail network.**

**Strategy 7.3.1:** Build on the presence of the Wiouwash and Friendship Trails to create a network of multi-purpose trails that will serve Town residents and visitors.

**Recommendation 7.3.1.1:** Promote the presence of the State trail system and the network of connecting Town trails.

**Strategy 7.3.2:** Promote an interconnected system of looped trails which link existing and future parks, as well as provides variable distances to increase use of the system.

**Recommendation 7.3.2.1:** Accommodate, where appropriate, multiple user groups on Town-managed trails.

**Recommendation 7.3.2.2:** Develop the new trail segments (as shown on Map 7-2) concurrently as development takes place, with a preference for off-road trails where practical. Priority trail segments include those which create an ‘outer loop’ of the Tier 1 Urbanized Area that will allow for more localized trail connections, such as:

- Extension of the Larsen Road Trail to ensure connectivity to the new Neenah High School.
- Clayton Avenue Trail to ensure connectivity of new residential development to the new Neenah High School and Village of Fox Crossing.

### **Goal 7.4: Engage with collaborative partners to implement park and trail vision.**

**Strategy 7.4.1:** Coordinate parks and trail planning with adjacent communities and agencies to ensure connectivity and to limit duplication of services.

**Recommendation 7.4.1.1:** Work with the Neenah Joint School District on addressing safe options for students who may desire to walk to the new Neenah High School facility.

**Recommendation 7.4.1.2:** Work with WisDOT to address short and long-term bicycle and pedestrian crossing needs and safety concerns along the WIS 76 corridor.



## **Goal 7.5: Develop new parks and trails using a variety of methods.**

**Strategy 7.5.1:** Update or amend existing ordinances to help ensure that the park and trail vision is implemented.

**Recommendation 7.5.1.1:** Modify the Town's existing Subdivision Ordinance requirements to ensure that new park and trail facilities are provided as new development occurs (e.g., tie requirements to specific Tier designations, add sidewalk provisions, require trail/parkland dedication in key areas not allowing for fees in lieu of, etc.)

**Recommendation 7.5.1.2:** New developer's agreements should address the need and/or requirements for new parklands and trails as appropriate.

**Recommendation 7.5.1.3:** Update the Town's Official Map to add all planned park and trail locations.

**Strategy 7.5.2:** Utilize existing and new funding tools for parkland and trail acquisition.

**Recommendation 7.5.2.1:** Continue to utilize land exactions and/or impact fees to generate revenue for parkland maintenance and equipment purchases.

**Recommendation 7.5.2.2:** Maintain a current Park and Open Space Plan. Update every five years to maintain eligibility for WDNR Stewardship funding.

**Recommendation 7.5.2.3:** Utilize WDNR Stewardship grant funding and other financial programs to implement park improvements.

**Recommendation 7.5.2.4:** Leverage Tax Increment Financing (TIF) as appropriate for future park and trail improvements.

## **Goal 7.6: Preserve natural and aesthetic features within the Town and connect them to the network of parks and trails.**

*(Note: See Strategy 8.2.1 and associated recommendations in the Agricultural, Natural, and Cultural Resources chapter.)*



## Recommended Action Program and Timeline

The recommendations outlined in this section are mainly intended to address recreational and facility needs in the Town of Clayton by developing new facilities presently not available, expanding the amount of facilities when demand exceeds supply, and maintaining existing facilities to provide a continued high level of user satisfaction. Because of unforeseen needs and opportunities, Town officials and residents should evaluate the recommendations on an annual basis. No cost estimates for these projects have been created as costs may vary greatly due to inflation or availability of materials and labor. Any focused implementation activities will need to obtain cost estimates prior to budgeting for specific projects.

Table 7-8 lists the major park and trail projects that the Town would like to accomplish over the next 7-year period, contingent upon funding and the pace of new development in the eastern portion of the Town. A majority of the noted projects are directly related to addressing the safety of students at the new Neenah High School.

**Table 7-8 Recommended Action Plan for Park, Recreation, and Trail Improvements 2023-2028**

Priority	Project	Project Needs	Estimated Timeline
#1	Park Maintenance	Routine facility maintenance	Annually
#2	Park / Trail System Development	Work with developers to ensure facilities are provided at all network levels.	Ongoing / As Needed
#3	East Central Park	Land Acquisition (~19.9 ac.)	2023-2025
#4	Neighborhood Park 3	Land Acquisition (~9.6 ac.)	2023-2025
#5	Larsen Road Trail Extension (to Clayton Park)	Trail location and design / construction (~1.65 mi.)	2023-2028
#6	Clayton Avenue Trail (Fairview Rd. to Larsen Rd.)	Trail location and design / construction (~2 mi.)	2023-2028



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## Chapter 8

# Agricultural, Natural and Cultural Resources

## Agricultural Resources

The future of agriculture in a town within the next ring of expanding urban development is surely one of change and decision. Growth from the Fox Cities has, or will soon, essentially consume the Village of Fox Crossing east of Clayton. The pressure of urban development is already being felt in the Town of Clayton, particularly now that the Town has established public water and sewer service on its east side.

However, the importance and acceptance of agriculture as a land use type has grown locally and nationally over the past decade due to such public interest as “grow and buy local,” “know your farmer, know your food,” and “farm to table” concepts gain acceptance in the mainstream, not to mention the increasing popularity of farmers markets in urban areas.

In 2008, when the United States fell into an economic recession, residential development in more rural areas came to an abrupt halt significantly reducing the demand for land to accommodate development. An exception to the economic recession during this time was a steady to growing agricultural economy. Wisconsin and local agriculture withstood the recession well benefitting from stable to strong grain prices, especially corn and soybeans. Although historically volatile, dairy farmers experienced some of the highest milk prices during the period from 2008 to 2011. Given the stable to strong agricultural economy, farmland prices for agriculture increased contrary to the slumping development market.

This market adjustment closed the disparity in land prices between the value of land for development versus land for agriculture. During this period of agricultural resurgence, agricultural infrastructure investments by farmers were made in crop systems, equipment, and storage. A dependable land base was needed even more so to support this investment. In some areas, competition for prime agricultural land was intense. Agricultural land prices approaching \$10,000 an acre are common in the Fox Valley area.

Due to the growing importance of agriculture within the local and regional economy, it is necessary to encourage farmland preservation, protect natural resources, and minimize conflicts between farm and non-farm land uses. Business and infrastructure that supports agriculture continues to be encouraged in order to maintain the strong agricultural component of the area’s economy.

To address the importance of Clayton’s agricultural base and heritage, this plan update includes some refinements to the Town’s existing “Working Lands” component of its Future Land Use Map.



## Acres in Agriculture

Agricultural lands still occupy the largest part of the Town of Clayton in terms of land use. In 2010, there were 13,284 acres in agricultural use (Table 8-1). This figure shows an increase of 823 acres when measured again in 2020. Typically this figure will reduce over time as agricultural lands are taken out of production for new development. In this case, we can also see (Table 8-1) that the Woodlands and Wetlands category was reduced by just over 1,000 acres. The discrepancy in agricultural lands is most likely due to differences in land use coding schemes that were applied during each inventory process. Assuming this is the case, then it is likely that the net loss in farmland was probably around 220 acres.

**Table 8-1 Acres in Agricultural Use: 2010-2020**

Land Use	2010 Acres	2020 Acres	Acreage Change 2010-2020*	2020 % of Total Town
<b>Non Urban</b>				
Agricultural	13,284	14,107	823	60.7%
Woodlands And Wetlands	3,908	2,903	(1,005)	12.5%
Surface Water	166	160	(6)	0.7%
<b>Sub-Total Non Urban</b>	<b>17,358</b>	<b>17,170</b>	<b>(188)</b>	<b>73.9%</b>
<b>Total Acres in Town</b>	<b>23,315</b>	<b>23,240</b>	<b>(75)</b>	<b>100.0%</b>

\*Note: Differences in Non-Urban categories are mostly due to variations in mapping classifications between the two timeperiods.

Source: Town of Clayton, Martenson & Eisele, Inc., ECWRPC, and Cedar Corporation.

## Soils Suitable for Agriculture

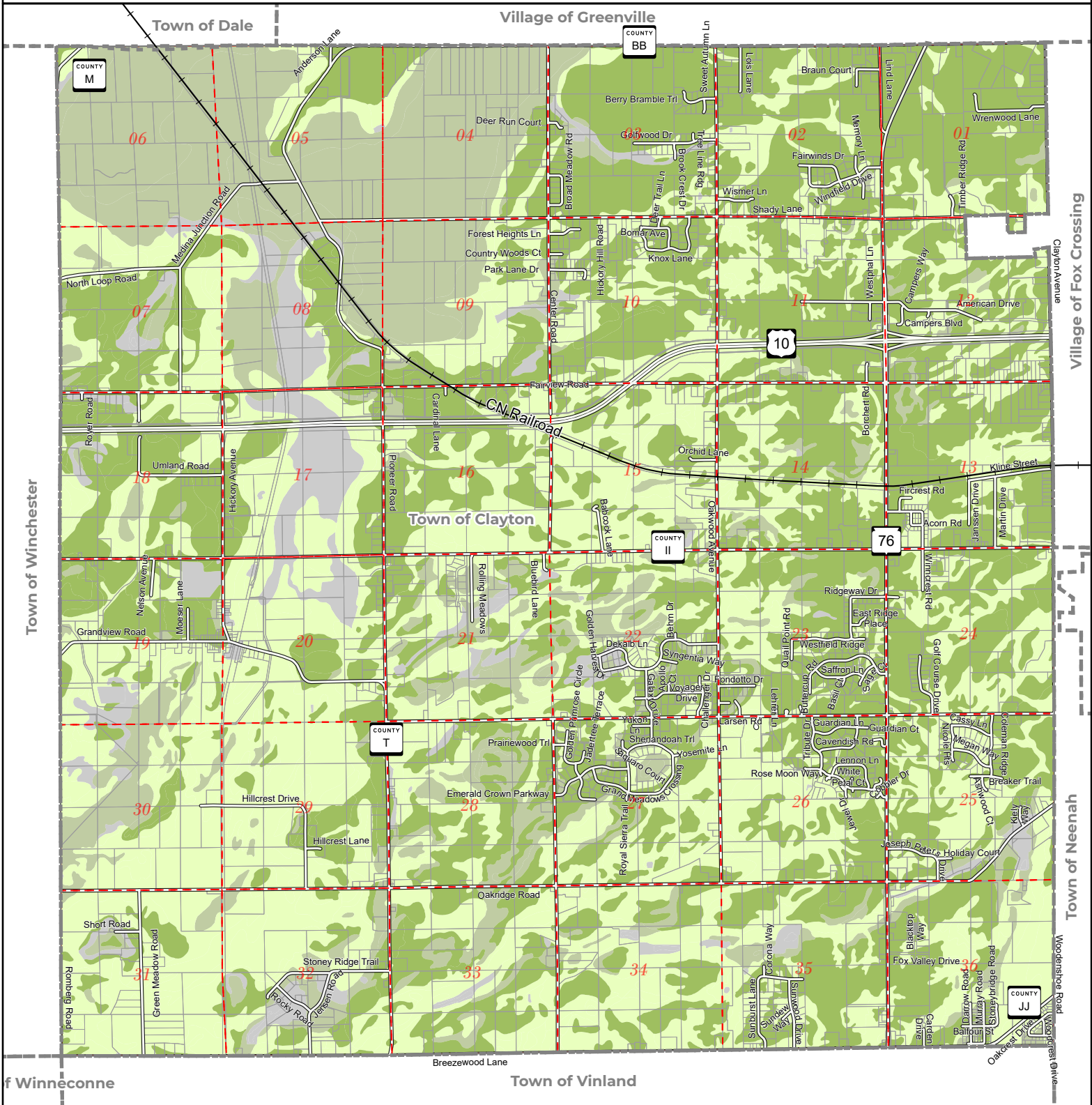
Map 8-1 displays the suitability of soils for agricultural use in the Town of Clayton. Farmland soils are divided into the following classifications.

- **All areas are prime farmland** has an adequate and dependable water supply from precipitation or irrigation, a favorable temperature and growing season, an acceptable level of acidity or alkalinity, an acceptable content of salt or sodium, and few or no rocks. These soils cover approximately 40 percent of the Town.
- **Prime farmland if drained.** This type is located mostly in the southwest and central part of the Town of Clayton and covers approximately 40 percent of the Town.
- **Farmland of statewide importance.** This type is scattered throughout the town and can be found along the edge of wetlands or in lower areas of farm fields. These soils account for approximately 16 percent of the Town.
- **Not prime farmland** soils are primarily in the northwest corner of the town in the wetlands surrounding the Rat River and account for approximately four percent of the Town.

In general, then, the vast majority of soils in the town are well suited for cropland and pastures and are capable of producing high yields of crops typically grown in the county under a high level of management.



# PRODUCTIVE AGRICULTURAL LANDS



Town of Clayton

Winnebago County, Wisconsin

## Town of Clayton

### Winnebago County, WI

0 4,000 8,000 Feet

This base map was created with data from Winnebago County Land Information Department who assumes no liability for the accuracy of this data and any use or misuse of its content is the responsibility of the user. Changes were made by Cedar Corporation under the direction of the Town of Clayton

**Legend**

- All areas are prime farmland
- Prime farmland if drained
- Farmland of statewide importance
- Not prime farmland
- Cities, Towns, & Village Borders
- Sections
- Parcels
- Railroads
- Roads

Map Updated: April 25, 2023

As is often the case, however, the same soils that are good for farming are equally good for development. The best agricultural soils are in the eastern third of the town. So is the bulk of current and future development. Of the remainder, the northwest part of the town is marsh; the southwest is floodplain with, predictably, a high water table, and is almost all Class 2 suitability; and the central portion is a scattered mix of Classes 1 and 2, and even some unsuitable soils. The best farm soils not under pressure for development in the near future are in the west-central portion of the town.

However, land management techniques have advanced significantly over the past several decades. Once marginal crop land can now produce respectable yields. That said, land ownership patterns of large tracts of undeveloped land are equally important for use as agricultural areas, almost as much as the productive traits of soils.

## Natural Resources

The natural resource base of the town impacts the physical and economic uses of the land. The management and preservation of these resources is important for sustaining economic uses of the land and maintaining the quality of life enjoyed by town residents, but also for their ecological benefits. Wetlands control flooding and filter pollutants. Along with wetlands, surface water, woods, and grasslands provide wildlife habitat. Groundwater is a major source of drinking water. These and other environmental characteristics often determine whether an area is suitable for a specific type of development.

Conservation of these natural resources, however, is more than simply a matter of preserving them. The use of the lands around these environmentally important areas is equally important to prevent contamination or damage that would diminish their environmental and cultural usefulness. The most obvious of these are pollution and sediment from stormwater runoff. Watershed management is important in protecting many natural resources.

## Topography

Topography in the town is nearly level to gently sloping. Land elevations in the Town of Clayton range from about 910 feet above sea level along parts of a ridgeline that generally lies just west of WIS 76, to about 760 feet near the western boundary of the town in the vicinities of the Rat and Arrowhead Rivers.



## Water Resources

### Surface Water

The Town of Clayton is within the Fox-Wolf River drainage basin. In general, the northern half of the town that is generally west of WIS 76 is part of the Rat River drainage basin (Map 8-2). The Rat River, which generally flows in a southwesterly direction, empties into the Wolf River just short of Lake Poygan. The balance of the town generally west of WIS 76 lies within the Arrowhead River drainage basin. The Arrowhead River also flows southwesterly, discharging into Lake Winneconne near Indian Shores. The eastern third of the town, generally east of WIS 76, lies within the Mud Creek drainage basin. The streams in this area primarily flow east toward the Fox River.

### Shorelands

Winnebago County has adopted Chapter 27: Shoreland Zoning Code, “for the purpose of promoting the public health, safety, convenience, and welfare, and promoting and protecting the public trust in navigable waters.” All municipalities are required to comply with this Chapter and obtain all necessary permits, unless exempted by law. Reference this document for guidance regarding requirements within the Shoreland Zoning District.

Map 8-2 identifies those waterways within the town that are navigable. (A stream is generally considered navigable if it appears on a U.S.G.S. quadrangle map.) For applicability of projects within the shoreland district, the Town should consult the Town’s Zoning Map.

### Floodplains

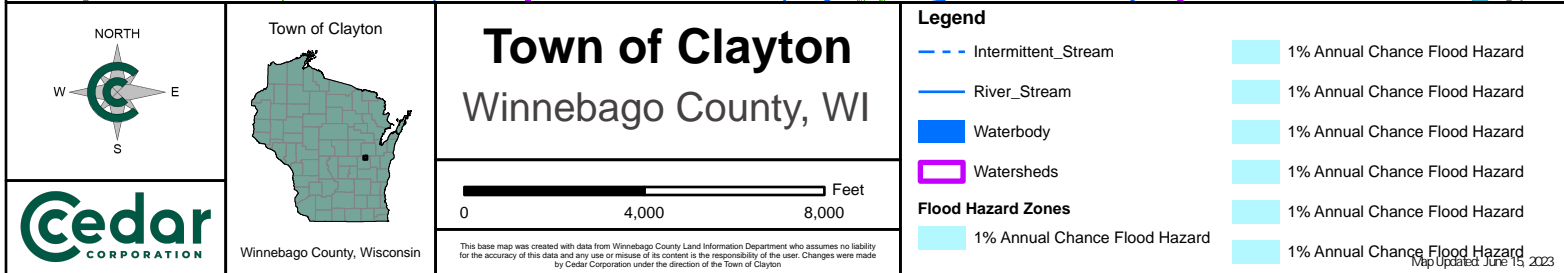
Land areas in the Town of Clayton that are susceptible to flooding are considered unsuitable for development due to the potential risks to lives and property. Two areas have been identified within the town that are subject to flooding (see Map 8-2). The larger of the two floodplain areas is located in northwestern Clayton surrounding the Rat River. The other floodplain area includes the Arrowhead River in the southwest portion of the town.

Although Map 8-2 does not show it, the Flood Insurance Rate Maps for the unincorporated portions of Winnebago County (map revised July 23, 1982) shows that there are floodplain areas along the Rat River and Arrowhead River that are designated as Zone A, “Areas of 100-year flood; base flood elevations and flood hazard factors not determined.”

The Winnebago County Board has adopted a Floodplain Zoning Code, Chapter 26, requiring certain land use controls in designated flood hazard areas. This ordinance establishes five separate floodplain districts on the official floodplain zoning maps of Winnebago County and subsequent revisions. Land areas that are classified in the floodway and floodfringe districts have considerable restrictions placed on them for development.







### Wetlands

Wetlands are natural areas in which the groundwater table lies at, near, or above the surface of the ground, and support certain types of vegetation. Protection of wetlands in the town is important since they serve several vital environmental functions, including flood control, water quality improvement, groundwater recharge, and habitat for fish, birds, and other wildlife.

The Town of Clayton has numerous wetlands, as mapped by the WDNR, on its Wisconsin Wetland Inventory Maps (Map 8-2). The wetlands exhibit a diversity of hydrologic and vegetative characteristics. The most extensive wetland area is located in the northwestern part of the town. All of the wetlands in this area, which includes the Rat River Wildlife Area, either have wet soil or standing water. These wetlands include areas of narrow-leaved persistent or persistent emergent/wet meadows, broad-leaved deciduous trees, or broad-leaved deciduous scrub/shrub.

There are many other wetlands of two acres or larger throughout the town. There are also wetland areas under two acres in size which are not shown on the map.

A complex set of regulations by various local, state, and federal agencies places numerous limitations on the development and use of wetlands and shoreland. Chapter 27 of the Winnebago County Zoning Code describes permitted uses of wetlands provided there is no filling, flooding, tiling, draining, ditching, dredging, or excavating, some of which include development of silviculture, hiking, fishing, trapping, harvesting of wild crops, and the cultivation of agricultural crops. The Wisconsin Department of Natural Resources regulates the placement of structures and other alterations below the ordinary high water mark of navigable streams, lakes, and wetlands. The Corps of Engineers has authority over the placement of fill materials in virtually all wetlands associated with waters of the United States. The U.S. Department of Agriculture incorporates wetland preservation criteria into its crop price support program. Prior to placing fill or altering wetland resources, the appropriate agencies should be contacted to receive authorization.

### Soils and Geology

Soils provide the physical base for agriculture and development within the town. Knowledge of the limitations and potentials of the soil types is important in evaluating crop production capabilities or when considering the construction of buildings, the installation of utilities, or other uses of the land. Some soils exhibit characteristics such as slumping, compaction, erosion, and/or high water tables that place limits on development. Severe soil limitations do not necessarily indicate areas that cannot be developed, but more extensive construction measures may have to be taken to prevent environmental and/or property damage. Such construction techniques generally increase the cost of development and the utilities needed to service the development.





### Soil Types and Characteristics

According to the “Soil Survey of Winnebago County, Wisconsin,” three soil associations (grouping of individual soil types based on geographic proximity and other characteristics) are present in the Town of Clayton.

The dominant soil association is the Kewaunee-Manawa-Hortonville association, which generally covers the eastern two-thirds of the town, and an area in the west-central part. Kewaunee soils are on gently sloping land that is fairly well drained. Manawa soils are on nearly level and gently sloping land, but usually found on valley terraces and in drainageways, so they are somewhat poorly drained. Hortonville soils, which are well drained, are on gently sloping to sloping land. The soils in this unit are used mainly for cultivated crops. Nevertheless, most of the urban centers in Winnebago County have been developed on this unit.

Soils of the Zittau-Poy association are located throughout parts of the western two-thirds of the town. The soils of this association are on nearly level or gently sloping land that is rather poorly drained and used mainly for pasture and cultivated crops. The potential for residential and other urban uses is poor on these soils because soil wetness poses such a severe limitation that it is very difficult to overcome.

Soils of the Houghton-Willette association are located in the northwestern part of the town, in the vicinity of the Rat River and its tributaries, and in the southwestern part of the town along the Arrowhead River. The soils of this association are nearly level organic soils that are very poorly drained.

### Soil Suitability for Basements

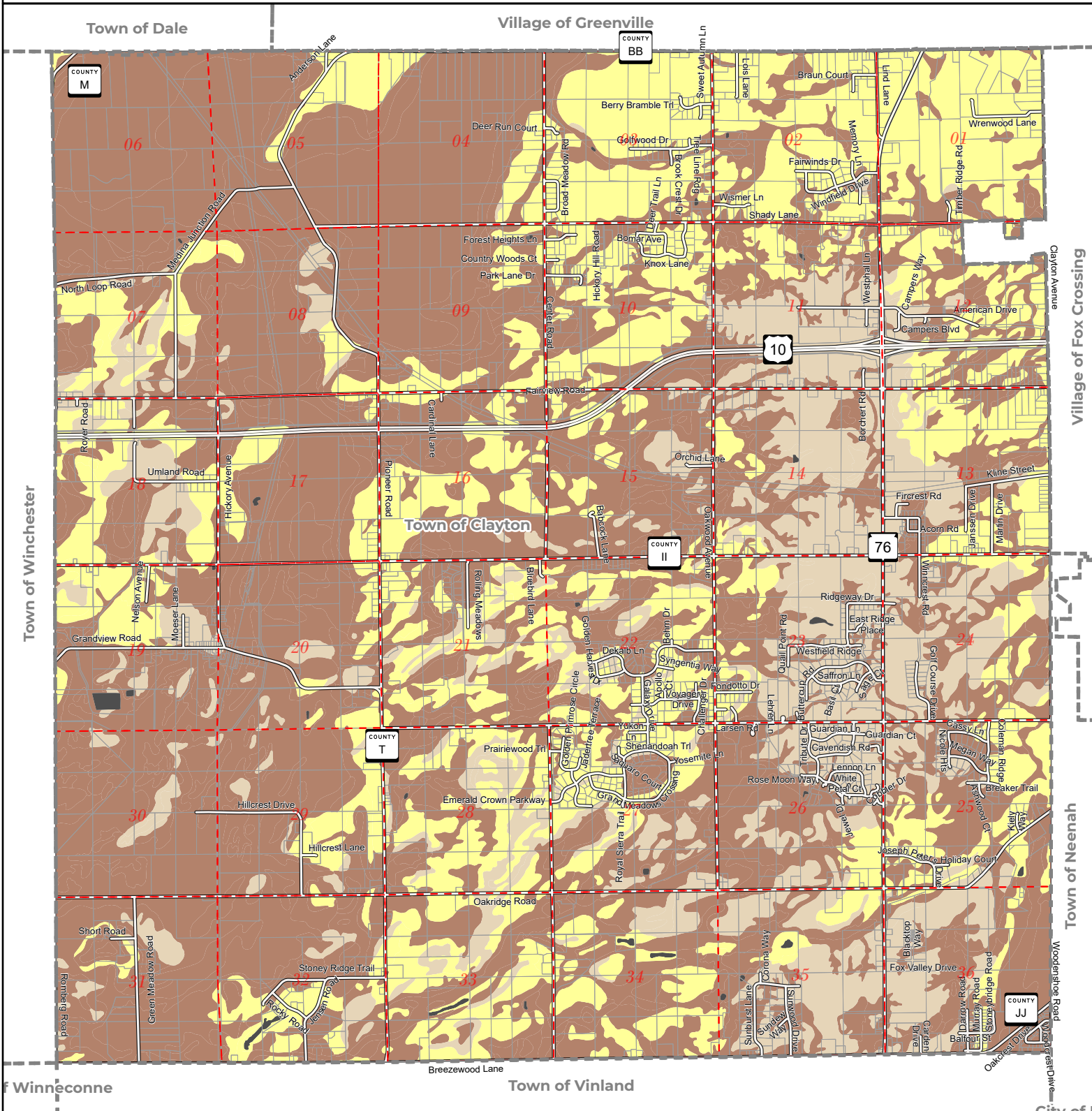
Except for the Hortonville soils, all of the major soil types within the three soil associations have severe limitations for buildings with basements. A “severe” limitation indicates that one or more soil properties or site features are so unfavorable or difficult to overcome that a major increase in construction effort, special design, or intensive maintenance is required. Costly measures may not be economically feasible for some soils rated severe. Map 8-3 shows limitations for homes with basements with approximately 73 percent of the Town having “very to somewhat limited” suitability. Please be advised that this is a generalized soils map and are not a substitute for soil borings.

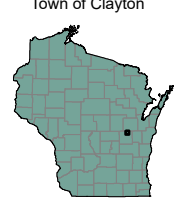
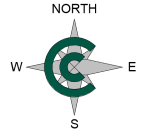
### Septic Field Soil Suitability

The major soil types within the three soil associations are also designated as having severe limitations for septic tank absorption fields. A “severe” limitation indicates that soil properties or site features are so unfavorable or difficult to overcome that major soil reclamation, special design, or intensive maintenance is required. According to Winnebago County Sanitary Code Enforcement, about 90 percent of the soils rated as having severe limitations for septic tank absorption fields in the town are suited to the installation of an “alternate” on-site waste disposal system (such as a mound or an at-grade system). In some cases, holding tanks may also be installed to satisfactorily overcome these limitations.




# SOIL LIMITATIONS FOR HOMES WITH BASEMENTS





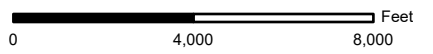
Town of Clayton

Winnebago County, Wisconsin



## Town of Clayton









### Winnebago County, WI



0 4,000 8,000 Feet

This base map was created with data from Winnebago County Land Information Department who assumes no liability for the accuracy of this data and any use or misuse of its content is the responsibility of the user. Changes were made by Cedar Corporation under the direction of the Town of Clayton

### Legend

	Not limited		Cities, Towns, & Village Borders
	Somewhat limited		Sections
	Very limited		Parcels
	Not rated		Roads

Map Updated: April 26, 2023

### Drainage Class Rating

Drainage class ratings in Clayton is illustrated on Map 8-4. The legend breaks down the drainage ratings into five classes ranging from well drained to very poorly drained. The drainage class refers to the frequency and duration of wet periods under conditions similar to those under which the soil is formed. The major wetland areas in the northwest area of the town are characterized by very poorly drained soils along with major sections within the southwest part of the town. Overall, approximately 45 percent of the town is considered to have well-drained soils. The Drainage Class Rating Map is closely associated with features shown on Map 8-2.

### High Bedrock

As shown on Map 8-5, areas of high bedrock (< 3 feet from surface) are relatively scarce in the Town of Clayton, comprising about 1.8 percent of the entire land area. The scattered locations that have the most severe conditions are located in the western half of the town. When compared to the Clayton Existing Land Use Map, quarry sites do not necessarily relate to high bedrock areas. Certainly, high bedrock will hinder the efficient use of cropland and home construction sites. Therefore, this high bedrock map will be especially helpful to those who are considering building sites in the Town of Clayton.

### High Groundwater

As shown on Map 8-5, the locations of the most severe high groundwater areas (less than two feet from the surface) are in the western areas of the town, with an especially heavy concentration in the Rat River corridor (northwest corner of the town). Most of the development that has occurred in Clayton has avoided these high water tables. Overall, about 55 percent of the town has soils with groundwater within two feet of the surface.

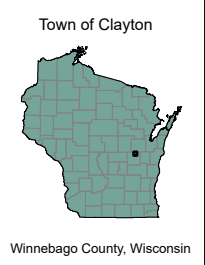
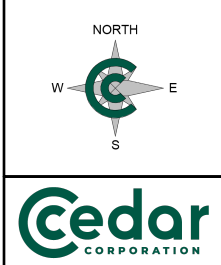
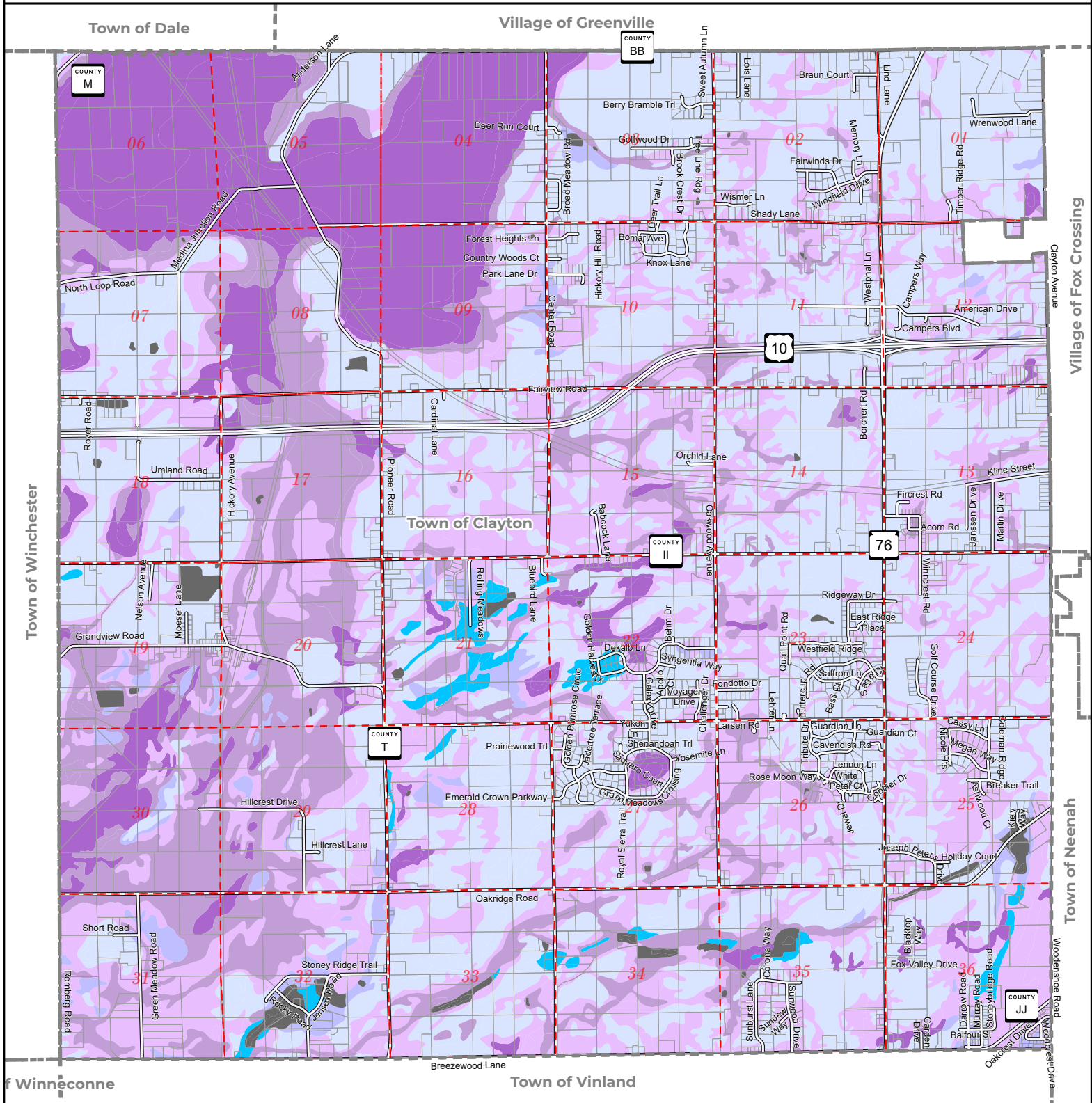
### Arsenic

The entire Town of Clayton is located in the WDNR Arsenic Advisory Area. Drinking water contaminated with elevated levels of arsenic has been associated with negative health effects, including some cancers. Bedrock in the Town of Clayton is comprised of the Ordovician Prairie du Chien Group dolomites underlain by Cambrian sandstones, the Ordovician St. Peter Sandstone, and the Sinnipee Group (Galena and Platteville Formations) dolomites. Naturally occurring arsenic-bearing minerals are present throughout these geologic units but are primarily concentrated within approximately 80 feet of the St. Peter-Sinnipee Group contact that underlies the eastern two-thirds of the town. The original mineralizing fluids that carried the arsenic primarily migrated through the St. Peter Sandstone, and then into fractures, joints, and bedding planes of the carbonate units both above and below. The arsenic was then deposited as arsenic-bearing minerals such as pyrite. Currently, the arsenic is released into the groundwater when these arsenic-bearing minerals are exposed to atmospheric oxygen, most commonly through drilling of water wells. As such, the WDNR created a "Special Well Casing Pipe Depth Area" in 2016 for the Advisory Area which requires a certain depth of well casing and grouting for private wells placed within the Town. The depths vary by quarter-section as shown in Figure 8-1, but in general, casing and grouting need to extend to at least the top of the Cambrian Sandstone.





# DRAINAGE CLASS RATINGS



## Town of Clayton

### Winnebago County, WI

0 4,000 8,000 Feet

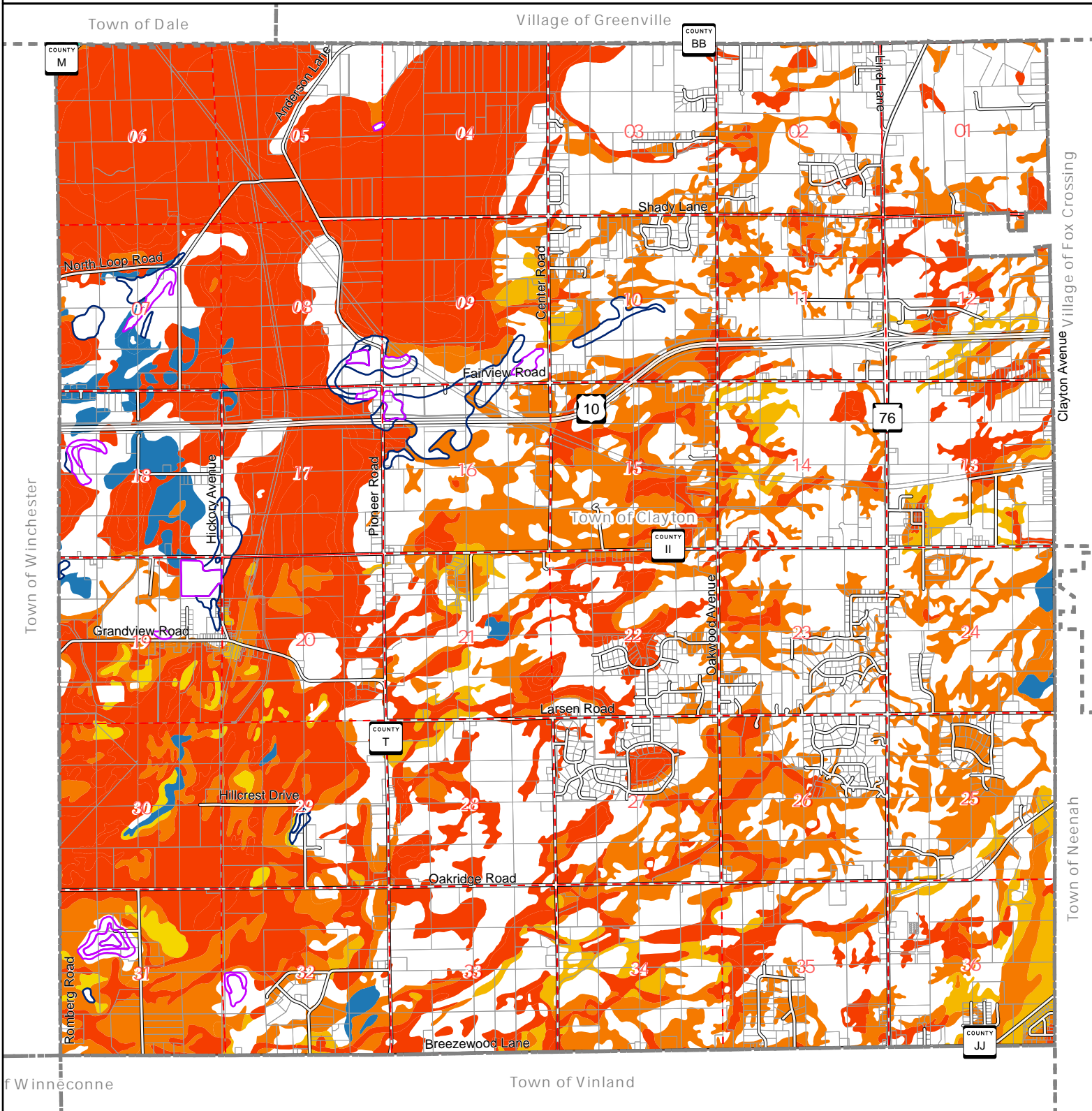
This base map was created with data from Winnebago County Land Information Department who assumes no liability for the accuracy of this data and any use or misuse of its content is the responsibility of the user. Changes were made by Cedar Corporation under the direction of the Town of Clayton

### Legend

Somewhat excessively drained	Very poorly drained
Well drained	Not Classified
Moderately well drained	Cities, Towns, & Village Borders
Somewhat poorly drained	Sections
Poorly drained	Parcels

Map Updated: April 26, 2023

# AREAS OF HIGH BEDROCK AND HIGH GROUNDWATER



NORTH

W E S

Town of Clayton

## Town of Clayton

Winnebago County, WI

0 4,000 8,000 Feet

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### Legend

Water Table Depth - Annual - Minimum	Bedrock Depth - Minimum
150-200 cm	0-1.5 Feet
100-150 cm	1.5-3.0 Feet
50-100 cm	3.0 - 4.5 Feet
25-50 cm	
0-25 cm	

Cedar CORPORATION

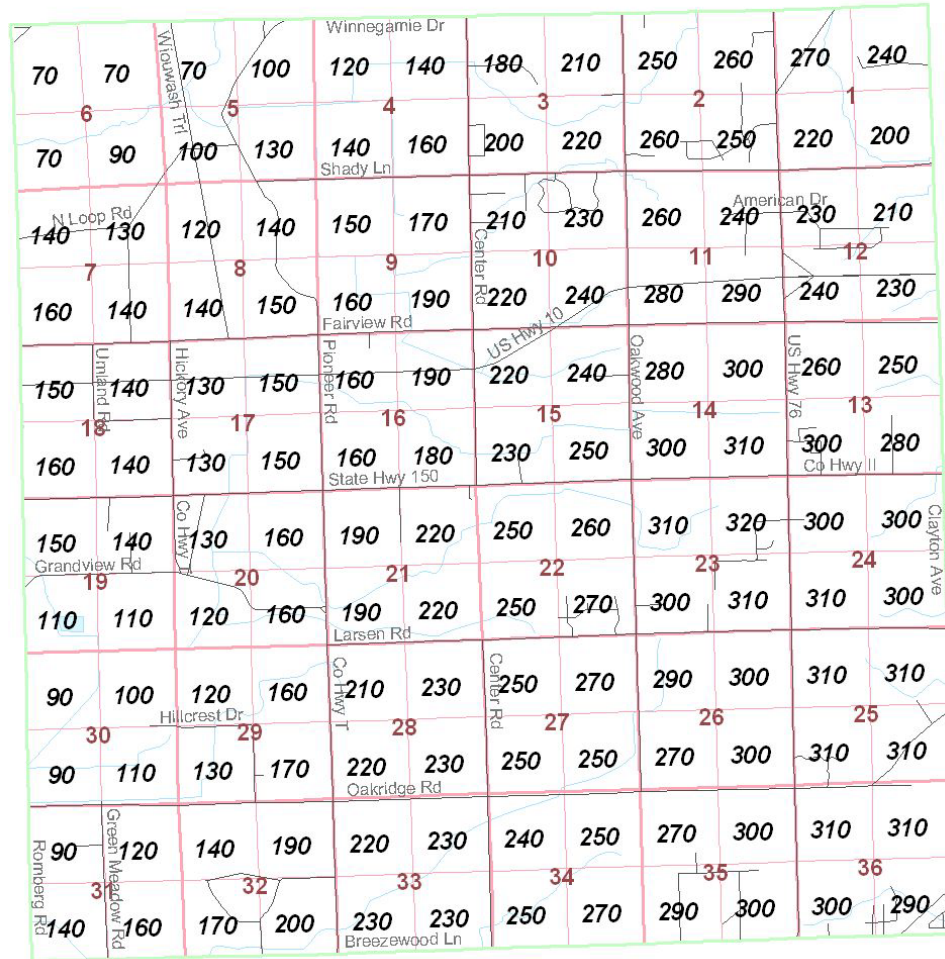
Winnebago County, Wisconsin

Map Updated: June 15, 2023



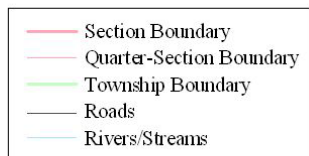
**Figure 8-1: Special Well Casing Depth Map, Town of Clayton**

**Minimum Well Casing & Cement Grout Depth\* For Bedrock Wells  
Within the Arsenic "Special Well Casing Pipe Depth Area"  
Town of Clayton, Winnebago County  
T20N, R16E**

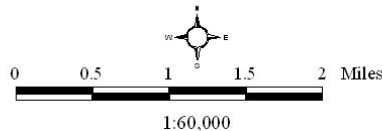


\*Within each quarter section the minimum depth of the upper-enlarged drillhole, casing pipe and cement grout is indicated by the number provided. Although unlikely, the minimum casing/grout depths provided above may not get you down to the Cambrian Sandstone. However, in any case, the casing and grout shall extend at least to the top of the Cambrian Sandstone.

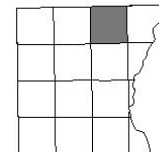
Note: The first 10-15 feet of the Cambrian Sandstone is usually reddish in color and can produce water with a high iron content. You may want to also case and grout through this top layer.



Effective Date: October 1, 2004



Wisconsin Department of Natural Resources  
Bureau of Drinking Water & Groundwater



Winnebago County

## Metallic and Non-Metallic Mineral Resources

Non-metallic mineral deposits in the Town of Clayton are primarily sand, gravel, and crushed stone. Non-metallic mining provides many of the most basic construction materials. Because non-metallic mineral deposits are where you find them, and it is not economically feasible to transport them even moderate distances, it is essential that current and potential non-metallic mineral sites be identified and protected for future use.

Stone comprises one of the most valuable mineral resources of the state and is mined in the Town of Clayton. It is used either as dimension stone for building and ornamental purposes or crushed stone as an aggregate for concrete and other construction and agricultural purposes. Although the distribution of stone and gravel is widespread in the Town of Clayton, these deposits must have glacial overburden thin enough to remove economically in order to be useful as a source of aggregate. Extensive glacial activity was responsible for providing another valuable mineral asset: sand and gravel deposits. Sources of these deposits in the town are gravel-cored hills in till plains of the ground moraine; former beach, sandbar, dune, and delta deposits in the former Glacial Lake Oshkosh; and sand.

Chapter NR-135 was established by the State in late 2000 to ensure that non-metallic mining sites are properly abandoned. This law required the permitting of all active non-metallic mining sites and the preparation and approval of site reclamation plans. The East Central Wisconsin Regional Planning Commission administers this program on behalf of Winnebago County and supports it through a series of annual fees charged to the mine operators. This law promotes the removal or reuse of non-metallic mining refuse, removal of roads no longer in use, grading of the non-metallic mining site, replacement of topsoil, stabilization of soil conditions, establishment of vegetative groundcover, control of surface water flow and groundwater withdrawal, prevention of environmental pollution, development and reclamation of existing non-metallic mining sites, and development and restoration of plant, fish, and wildlife habitat if needed to comply with an approved reclamation plan.

There are five (5) NR-13 permitted non-metallic mining sites within the Town of Clayton (Map 8-6) which have a total active area of 127 acres as shown in Table 8-2.

**Table 8-2: Active NR-135 Permitted Non-Metallic Mining Sites, Town of Clayton**

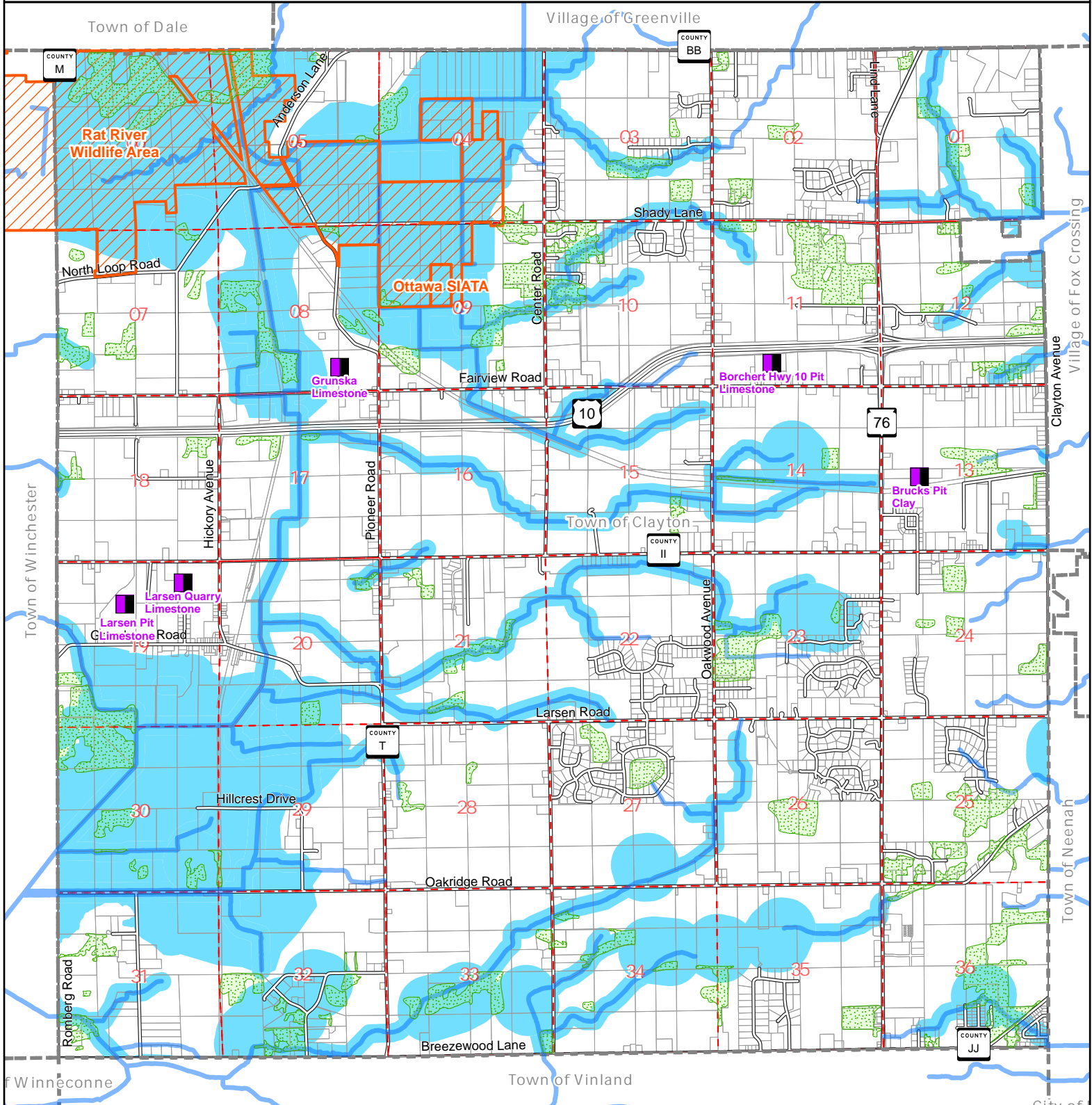
NR-135 Permit ID	Section	Pit_Name	AppEntity	PitType	Acres	
					Actively Mined in 2022	Future Reserves
7100101	19	Larsen Quarry	Northeast Asphalt Inc.	Limestone	45	0
7101901	13	Brucks Pit	Calnin & Goss, Inc.	Clay	24	4
7102301	8	Grunska	Michels Road & Stone, Inc.	Limestone	22	39
7103701	19	Larsen Pit	MCC, Inc.	Limestone	27	53
7104505	11	Borchert Hwy 10 Pit	Jack Borchert	Sand & Gravel	9	1
<b>Totals</b>					<b>127</b>	<b>97</b>

Source: ECWRPC, 2023





# ENVIRONMENTAL FEATURES



NORTH

W E S

Town of Clayton

Winnebago County, Wisconsin

## Town of Clayton

### Winnebago County, WI

0 4,000 8,000 Feet

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**Legend**

- Non-Metallic Mining Sites
- 75' Stream Buffer

- Shoreland Zoning (300' Buffer)
- DNR Managed Lands
- Woodlands

Map Updated: June 15, 2023

The discovery and utilization of both stone and sand and gravel deposits is becoming more difficult due to urbanization and potential land use conflicts. Because non-metallic mining is a transitional land use, to reduce future conflicts potential resources should be inventoried, exploited as necessary, and then reclaimed into final appropriate land uses such as residential, agricultural, or recreational. As the population of the Town of Clayton grows, demand for these resources will increase, and continued production is vital to meet future demand.

## Wildlife Habitat

The Town of Clayton is rich in habitat for birds, mammals, fish, and other animals. Most notable is the Rat River Wildlife Area, an important regional wetland. The scattered woodlands also provide habitat, though their fragmented arrangement virtually eliminates the ability for most animals to travel from one habitat area to another.

Grasslands and edges between differing natural areas are particularly effective as habitats. Most of the northwest and north-central parts of Clayton are within the WDNR's Lower Wolf River Bottomlands Natural Resource Area (Map 8-6). In future years, the WDNR will be working within the boundary to develop wildlife habitat and purchase land, particularly for open grassland/marshland habitat. Landowners within and outside this area can enhance wildlife habitat by incorporating native grasslands and plantings into their landscaping.

As development occurs and agricultural and open areas are converted to paving and lawns, these habitats disappear. Some animals, however, continue to thrive in developed areas. Whitetail deer are the most obvious – and potentially troublesome example of this situation. Damage to yard and garden plants by feeding deer, and the potential for deer/vehicle conflicts can be significant. Control measures, including the continuation of hunting where it can safely occur, should be considered to limit the deer population.

Further information on wildlife habitat and threatened and endangered species is available from the Department of Natural Resources at the following web site:

<https://dnr.wisconsin.gov/topic/WildlifeHabitat>

## Environmentally Sensitive Areas

Environmentally sensitive areas (ESAs) are defined by the WDNR as “areas such as wetlands, steep slopes, waterways, underground water recharge areas, shores, and natural plant and animal habitats that are easily disturbed by development.”



Certainly, the Rat River and Marsh fall within this definition, as does the Arrowhead River, and the tributaries of the two rivers. There are other individual natural resources within the town that are environmentally sensitive. Map 8-6 illustrates the stream buffers associated with these ESAs as well as remaining woodland areas. A majority of these identified environmentally sensitive areas have been included in the town's "Conservation & Greenspace" overlay on the Future Land Use Plan map.

## Storm Water, Erosion, and Nonpoint Source Pollution

It can be argued that, because of its many significant consequences, the management of the runoff of precipitation is the most important factor in the protection of a community's natural resources. The past philosophy of stormwater management was to move the water to some final destination as quickly as possible. In most cases, the result of this practice has been downstream flooding; the runoff of excess nutrients that pollute surface and groundwater; an excessive rate of water flow that causes streambank erosion, which subsequently causes sediment in lakes and streams; and the deterioration of aquatic habitat by decreasing water clarity, increasing water temperature, and introducing toxins.

In a rural to semi-rural setting such as Clayton, agricultural runoff is a concern, but even more will be the increase in impervious surfaces like roads, roofs, and parking lots that come with development.

These are major factors in the rapid runoff of stormwater that is so damaging to aquatic resources. Another consequence of residential development is the maintenance of lawns, which causes the runoff of pesticides, herbicides, and fertilizers, and the over-use of water for irrigation.

The most effective way to minimize the negative consequences of stormwater runoff is to mimic as much as possible the natural features of the landscape. These include the preservation and use of native landscapes and ground covers; preserving drainage corridors; land conservation, particularly wetlands; shoreland and erosion buffers; the reduction of lawn areas; and the retention of runoff on individual properties. Other techniques include nutrient best management practices required within the farmland preservation program. Conservation by design development advocates reducing the length and width of streets and concentrating home sites to maximize green space.

As development occurs and lands once used for rural activities are converted to urban uses, there also comes the need for adequate stormwater management. Without proper management, increased stormwater runoff can cause overloading of the existing natural and/or manmade stormwater drainage system as well as increased flooding potential.



The U.S. Environmental Protection Agency (EPA) and Wisconsin Department of Natural Resources (DNR) require the Town to operate its storm water system in conformance with the WPDES Municipal Storm Water Discharge Permit. The purpose of the MS4 Permit is to regulate and reduce pollutants discharged into local water bodies. The Town discharges into the Fox River, Neenah Slough, Rat River, Arrowhead River, and Lake Butte des Morts. Each year, the Town submits an annual report to the Wisconsin DNR, which summarizes its permit activities from the prior calendar year.

In 2012, the EPA approved a Total Maximum Daily Load (TMDL) or “pollution diet” for the Fox River and Neenah Slough. In 2020, the EPA approved a Total Maximum Daily Load (TMDL) or “pollution diet” for Rat River, Arrowhead River, and Lake Butte des Morts. The TMDL requires the Town and other local municipalities to develop programs and construct improvements in order to reduce discharges of sediment and phosphorus into the water bodies, with the goal of improving water quality. As part of the process, the Wisconsin DNR requires each regulated municipality to develop a TMDL Action Plan to reduce pollutants in urban stormwater runoff, including the Town.

Wisconsin Department of Natural Resources’s Chapter NR 216, Storm Water Discharge Permits, aids in the minimization of the discharge of pollutants carried by storm water by industrial properties, construction site, commercial sites, and others. Storm water and erosion control plans are required during construction if the site is required by law to meet the WPDES requirements. In response to the Town’s need to better address stormwater and water quality, it created the Town of Clayton Stormwater Utility in 2012. Created by Ordinance, the Stormwater Utility has established charges for stormwater services for each lot and parcel within the Town that benefits from services and facilities provided by the Utility.

## Air Quality

The following information is from the Wisconsin Department of Natural Resources:

“A few common air pollutants are found all over the United States. These pollutants can injure health, harm the environment, and cause property damage. The U.S. Environmental Protection Agency calls these pollutants “criteria air pollutants” because the agency has regulated them by first developing health-based criteria (science-based guidelines) as the basis for setting permissible levels. One set of limits (primary standard) protects health. Another set of limits (secondary standard) is intended to prevent environmental and property damage. A geographic area that meets or does better than the primary standard is called an “attainment area.” Areas that do not meet the primary standard are called “nonattainment areas.”

Winnebago County is an attainment area. Air quality monitoring stations nearest to the Town of Clayton are located in Appleton and Oshkosh. More information on air quality is available at: <https://dnr.wisconsin.gov/topic/AirEmissions>.





## Cultural Resources

### Historical Resources

#### State and National Register of Historic Places

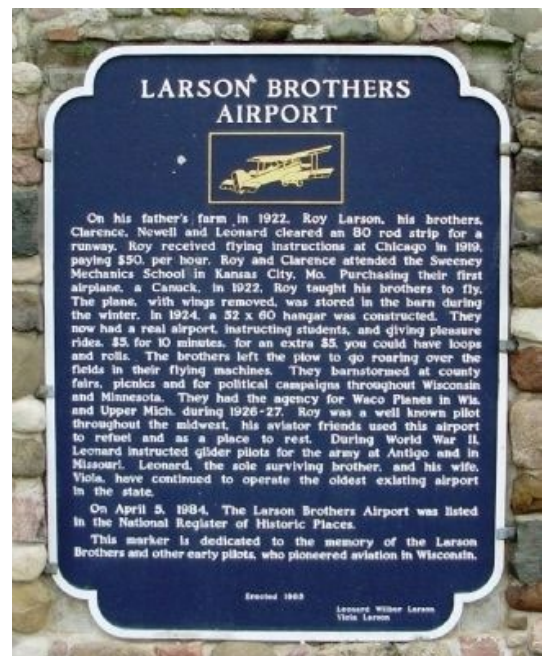
The Wisconsin Historical Society is the clearinghouse for information relating to the state's cultural resources: its historic buildings and archaeological sites. The Division of Historic Preservation-Public History helps people preserve places of enduring value and presents a fresh perspective on history through publications, programs, and services. The National Register is the official list of historic properties in the United States that are worthy of preservation. The U.S. National Park Service maintains the program. The State Register is Wisconsin's official listing of state properties determined to be significant to Wisconsin's heritage and is maintained by the Division of Historic Preservation – Public History. Both listings include sites, buildings, structures, objects, and districts that are significant in national, state or local history, architecture, archaeology, engineering, and culture. (For ease of discussion, "National Register" is used generally to refer to both programs. In Wisconsin, if a property is listed on one, then it is typically listed on the other.)

The National and State Registers are not static inventories. Properties are constantly being added and, less frequently, removed. It is therefore important to access the most up-to-date list of the National and State Register properties. This can be found at: [www.wisconsinhistory.org](http://www.wisconsinhistory.org).

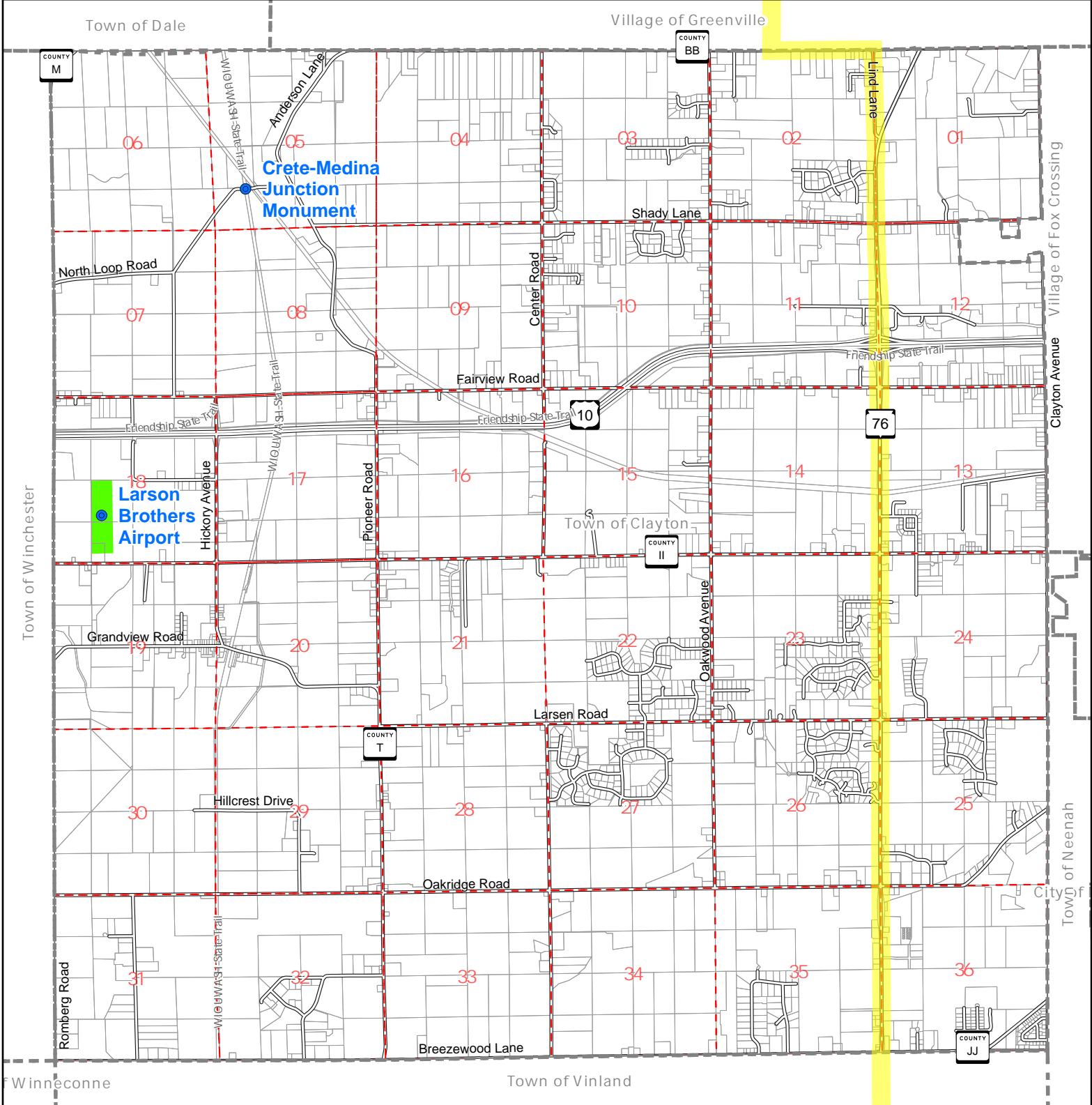
Notable historic sites within the Town of Clayton are as follows and are illustrated on Map 8-7:

- The Larson Brothers Airport on CTH "II" is the only property in the Town of Clayton that is listed on the State and National Registers of Historic Places. This was the first airport in Winnebago County and one of the first outside of Milwaukee. The airport operated from 1922, three years after the state's first airport opened in Milwaukee, until 1990.

While not included on the State and National Registers, the Town has also placed an historical monument at Medina Junction to commemorate the fact that it was once the settlement of Crete, which housed a post office.



# HISTORICAL AND CULTURAL RESOURCES



Town of Clayton

Winnebago County, Wisconsin

## Town of Clayton

### Winnebago County, WI

0 4,000 8,000 Feet

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**Legend**

- Historical/Cultural Sites
- Cultural Resource District
- Historic Yellowstone Trail Route

- Cities, Towns, & Village Borders
- Sections
- Parcels



### Architecture and History Inventory

In order to determine which sites are eligible for inclusion on the National Register, the DHP frequently funds historical, architectural, and archaeological surveys of municipalities and counties within the state. A search of the DHP's on-line Architecture and History Inventory (AHI) revealed there are now 75 properties (in 2016 there were 72 properties) in the Town of Clayton that are included in AHI (See Appendix E for a complete listing of sites).

Inclusion in this inventory conveys no special status, rights, or benefits to owners of these properties. It simply means that some type of information on these properties exists in the collections of the DHP. AHI is primarily used as a research and planning tool.

Like the National Register, AHI is not a static inventory. Properties are constantly being added and, less frequently, removed. It is therefore important to use the most up-to-date list of properties within a given area. This information can be found at the following web site: [www.wisconsinhistory.org/ahi/](http://www.wisconsinhistory.org/ahi/)

## Agriculture, Natural, and Cultural Resources Vision

The Town of Clayton Plan Commission has developed the following vision for the community with respect to future housing:

*"The Town of Clayton will use its Working Lands Initiative to protect its agricultural legacy as a sustainable economic resource. Farming in the Town will be a combination of large and small farms operated based on economic performance, responsible stewardship, and local and national needs. Farmers supply food locally, use waste-to-energy technology, and increase the use of renewable solar energy on their lands."*

## Goals, Strategies, and Recommendations

**Goal 8.1: Protect and preserve large contiguous areas of productive agricultural and managed forest land as identified as "Working Lands" on the Future Land Use Plan.**

**Strategy 8.1.1:** Utilize the Working Lands component of the Future Land Use Plan to manage future development inquiries.

**Recommendation 8.1.1.1:** A Comprehensive Plan amendment should be required for either removing or adding lands to the Working Lands designation.



**Strategy 8.1.2:** Wherever possible, maintain the agricultural zoned lands and seek additional opportunities for long-term land preservation and the 'right to farm'.

**Recommendation 8.1.2.1:** Discourage subdivision development in the predominantly rural areas of Clayton shown as agricultural (Tier 3) on the Future Land Use Plan. Subdivision type development should be directed to areas identified as such on the Future Land Use Plan where future infrastructure is planned (Tiers 1 and 2).

**Recommendation 8.1.2.2:** Continue to require the Right to Farm provisions on all CSM's.

**Recommendation 8.1.2.3:** Consider the long-term development of a Purchase and/or Transfer of Development Rights Program (PDR/TDR) to facilitate permanent protection of agricultural lands.

**Strategy 8.1.3:** Preserve Clayton's agricultural heritage as a key attraction to the town.

## **Goal 8.2: Protect major environmental areas for future generations, recreation, wildlife habitat, and stormwater management.**

**Strategy 8.2.1:** Town and County officials should monitor stormwater runoff and other factors which endanger the existence and quality of environmentally sensitive areas.

**Recommendation 8.2.1.1:** Work collaboratively with Winnebago County to ensure that stormwater run-off is properly managed on all new developments.

**Recommendation 8.2.1.2:** Protect existing wetlands and an associated 50 foot buffer and integrate them into the parks/trails network when possible.

**Recommendation 8.2.1.3:** Preserve natural drainageways (75 feet on either side) and integrate them into the regional storm water plan and parks/trails network when possible.

**Recommendation 8.2.1.4:** Preserve existing woodland areas where practicable and integrate them into the parks/trails network.

**Strategy 8.2.2:** Preserve the Rat River Wildlife Management Area from development encroachment and ecological damage.

**Strategy 8.2.3:** Utilize the "Conservation & Greenspace" overlay on the Future Land Use Plan to protect and enhance key environmental features.



**Recommendation 8.2.3.1:** A Comprehensive Plan amendment should be required for either removing or adding lands to the Conservation & Greenspace designation.

**Recommendation 8.2.3.2:** 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.

**Recommendation 8.2.3.3:** Utilize GIS technology to identify, monitor, and manage public tree resources along streets and within parks.

**Goal 8.3: Preserve the Town’s historical, cultural, and aesthetic resources to promote the “Touch of Country” experience.**

**Strategy 8.3.1:** Verify the presence and consider the preservation potential of identified historic structures when making land use decisions.

**Recommendation 8.3.1.1:** Ensure procedures exist within the re-zoning and land division processes to review for historical structures.

**Strategy 8.3.2:** Consider utilizing historic structures, unique architecture, and cultural features, including important viewsheds, as opportunities to create area attractions and economic benefits.

**Recommendation 8.3.2.1:** Consider the development of a Viewshed Protection Overlay for lands located along STH 76 between Fairview Road and the CN rail line which ensures the preservation of key lines-of-sight to the west.

**Goal 8.4: Preserve and leverage opportunities for the extraction of non-metallic minerals from appropriate lands within the Town.**

**Strategy 8.4.1:** Periodically monitor and review the operational conditions and site lives of all active non-metallic mining sites within the Town.

**Recommendation 8.4.1.1:** Annually review existing non-metallic mining site conditional use permits for operational compliance.

**Recommendation 8.4.1.2:** Work with East Central WI RPC to become more involved with the review of existing NR-135 annual permit renewals and potentially changing plans for reclamation.



**Recommendation 8.4.1.3:** Plan for the "end land use" of non-metallic mining sites. Based on NR-135 requirements, the Town should eventually plan for, and integrate, the proposed 'end land uses' identified in the reclamation permit. Consider sites for future renewable energy generation.

**Goal 8.5: Identify and reserve recommended sites for regional storm water detention facilities and contemplate natural forms of management using the principles of Green Infrastructure.**

**Strategy 8.5.1:** Ensure that storm water management is addressed proactively and in a manner that is safe and serves multiple functions.

**Recommendation 8.5.1.1:** Work with Winnebago County as needed to address any reviews and approvals of regional storm water detention facilities within the Study Area.

**Recommendation 8.5.1.2:** Consider the integration of storm water facilities into future park and recreational trail components of the Future Land Use Plan

**Recommendation 8.5.1.3:** Reserve lands for future regional storm water ponds and critical drainage-ways using the Official Map process and current subdivision and storm water ordinance provisions.

**Recommendation 8.5.1.4:** Work with Outagamie County as needed to address any issues associated with the siting of regional storm water detention sites within or near the Airport Overlay Zone districts, including the potential use of underground storm water storage device alternatives.



# Chapter 9

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## Land Use

### Introduction

The Future Land Use Plan for the Town of Clayton is the visual representation of planned development. The land use element of the comprehensive plan is where the impact of the population projections, the historical and projected changes in community demographics, the projected densities of different types of residential development, the development of tourism and recreation-based projects, the protection of natural resources, investments in infrastructure, and the acknowledgement of agriculture becomes real for the residents of Clayton.

The development of a Future Land Use Plan typically begins with an inventory of current land uses and concludes with the planned location of future land uses based on the factors referenced above. In addition, shifts in transportation, housing and agricultural trends can play huge factors in how the Future Land Use Plan will ultimately look. Finally, public input can ultimately determine if the plan will succeed. The ownership of property continues to be the greatest asset of many individuals. Protection of property values along with maximizing value and opportunity drives most individual interests. However, balancing all interest can create challenges in developing a plan all will support.

### Land Use Characteristics

In order to plan for future land use and development in the Town of Clayton, it is necessary to consider existing land uses and development trends. A land use inventory, which classifies different types of land use activities, regardless of a parcel's zoning classification, is an important means of identifying current conditions. In addition, by comparing land use inventories from previous years, various trends can be discerned that are helpful in establishing the plan for future land use.

The Town of Clayton's existing land use inventory was created by using information from the from the East Central Wisconsin Regional Planning Commission for the 2020 time period. Using this data, the various land use categories were broken down by acreage. Table 9-1 and Figure 9-1 describe the land use composition of the Town, while Map 9-1 shows the location of these various land uses. A short written description then follows for each major land use category.

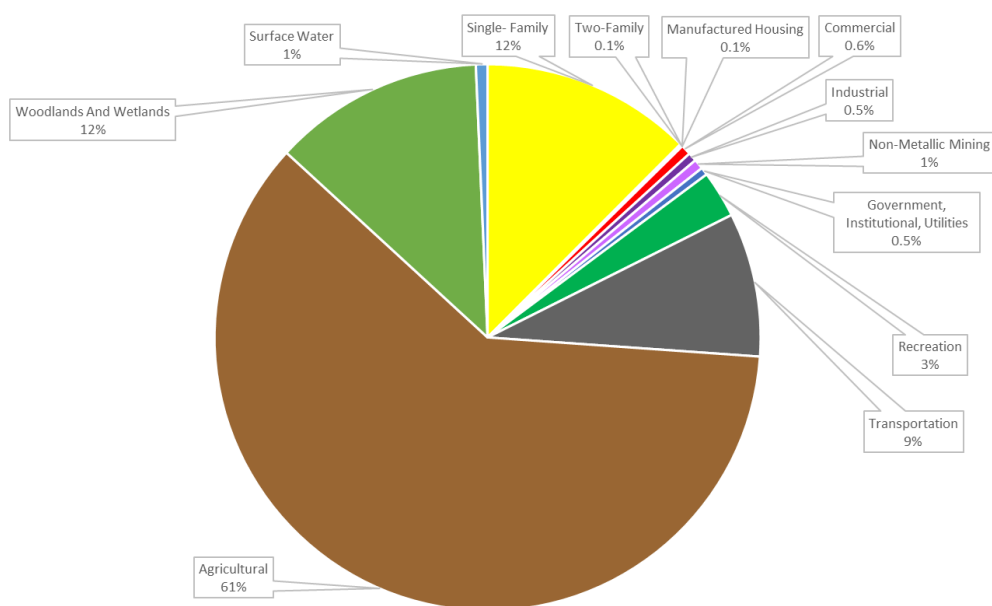


**Table 9-1: Existing Land Use, Town of Clayton 2010 and 2020**

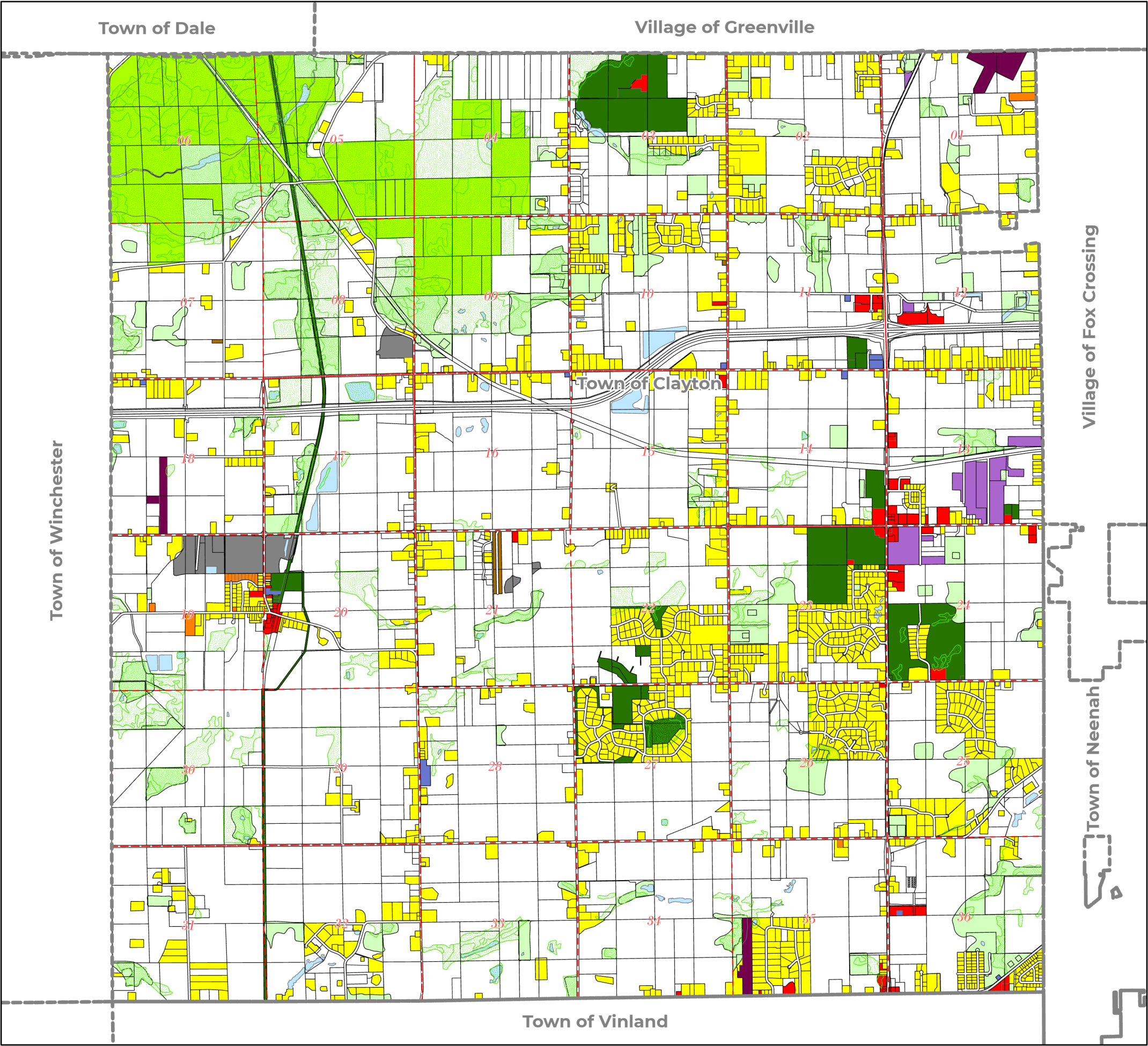
Land Use	2010 Acres	2020 Acres	Acreage Change 2010-2020*	2020 % of Total Town
<b>Urban</b>				
Residential	2,905	2,939	34	12.6%
<i>Single-Family</i>	2,869	2,902	33	12.5%
<i>Two-Family</i>	24	24	-	0.1%
<i>Multi-Family</i>	-	-	-	0.0%
<i>Manufactured Housing</i>	13	13	-	0.1%
Commercial	140	140	-	0.6%
Industrial	120	120	-	0.5%
Non-Metallic Mining	138	138	-	0.6%
Government, Institutional, Utilities	33	107	74	0.5%
Recreation	646	646	-	2.8%
Transportation	1,974	1,980	6	8.5%
<b>Sub-Total Urban</b>	<b>5,957</b>	<b>6,070</b>	<b>113</b>	<b>26.1%</b>
<b>Non Urban</b>				
Agricultural	13,284	14,107	823	60.7%
Woodlands And Wetlands	3,908	2,903	(1,005)	12.5%
Surface Water	166	160	(6)	0.7%
<b>Sub-Total Non Urban</b>	<b>17,358</b>	<b>17,170</b>	<b>(188)</b>	<b>73.9%</b>
<b>Total Acres in Town</b>	<b>23,315</b>	<b>23,240</b>	<b>(75)</b>	<b>100.0%</b>

\*Note: Differences in Non-Urban categories are mostly due to variations in mapping classifications between the two timeperiods.

Source: Town of Clayton, Martenson & Eisele, Inc., ECWRPC, and Cedar Corporation.

**Figure 9-1: Existing Land Use, Town of Clayton, 2020**





# Town of Clayton

Winnebago County

## Existing Land Use

- Single Family Residential
- Two Family Residential
- Manufactured Housing
- Commercial
- Industrial
- Non-Metallic Mining
- Utilities and Public Facilities
- Recreation
- Wisconsin/DNR Lands
- Undeveloped/Agriculture Area
- Woods
- Water
- Airport
- Wetlands

## Other Features

- Cities, Towns, & Villages
- Sections
- Parcels
- Roads

Community Infrastructure  
Architecture  
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This base map was created with data from Winnebago County Planning Department who assumes no liability for the accuracy of this data and any use or misuse of its content is the responsibility of the user. Changes were made by Cedar Corporation under the direction of the Town of Clayton

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## Agricultural

Agricultural land use showed an increase of approximately 823 acres within the Town of Clayton between 2010 and 2020. While agricultural land has become more in demand and has increased in value for farming activities, it is possible that some agricultural expansion is represented in these figures. However, part of this increase is likely associated with different land use mapping standards used between the two time periods. As shown in Table 9-1, approximately 61 percent of the Town's land area was being used for agricultural purposes (including related land uses and vacant and undeveloped properties). Today, agricultural land uses account for approximately 14,000 acres within the Town.

The future of agriculture in a Town within the next ring of expanding urban development is surely one of change. Growth from the Fox Cities will soon consume the Village of Fox Crossing east of Clayton. The pressure of urban development will be increasingly felt in the Town of Clayton for the next several decades. The development of a public water and sanitary system will aid in the attraction of the area for residential and commercial use.

## Residential

Residential growth in the Town of Clayton has occurred in three basic forms: scattered development of single-family homes along existing town roads, "in-fill" of single-family homes in existing subdivisions, and the development of new residential subdivisions that have up-scale homes on large lots. Most of this new residential growth has occurred in the eastern one-half of the town.

In 2010, there were approximately 2,905 acres of land in residential use. By 2020, a total of 2,939 acres (12.6 percent of the town) were used in this manner, with most of the acreage being utilized for single-family home sites. Very little acreage is consumed for duplex, multi-family, or manufactured housing uses.

## Commercial

Commercial uses are primarily along the WIS 76 corridor. The main areas are at the WIS 76 and CTH JJ intersection; the WIS 76, CTH JJ and Breezewood Lane intersection; and the WIS 76 and USH 10 interchange, particularly along West American Drive. Commercial uses along the corridor include convenience stores, restaurants, bars, auto repair shops, contractor offices and shops, specialty shops and a driving range.



There is additional business and commercial development found along CTH II located east of WIS 76. Most of these businesses are service oriented. Other commercial uses include the Country Visions Cooperative in the community of Larsen, which provides a variety of services to area farmers in Clayton and the nearby Towns of Vinland and Winchester. The rural community of Larsen is also home to other service related uses such as a tavern, restaurant, insurance sales, and automotive repair. In 2010 and 2020, commercial land uses accounted for approximately 140 acres of development, or approximately 06 percent of the land area in Clayton.

## Industrial

Existing industrial development in Clayton is mostly located along CTH II east of WIS 76. Warehousing facilities are located one-quarter mile west of Clayton Avenue on the north side of CTH II. Much of this warehousing activity is related to the paper industry within the Fox Cities Metro Area. There are several other scattered industrial sites in Sections 13 and 24 on the east side of the Town.

There are several gravel pit/quarry operations in the Town which, in total, consume approximately 138 acres, or 0.6 percent of all lands within the Town. There are also several abandoned landfill sites and inactive quarries which are not considered in this acreage figure. In 2010 and 2020, there were approximately 120 acres of land utilized for industrial purposes in the Town. This acreage represented about 0.5 percent of the land area in Clayton.

## Recreation and Open Space

Parks, trails, and other recreational land cover 646 acres, or 2.8 percent of the Town. Very little of this is associated with Town-owned parkland and recreation areas. The vast majority is comprised of three golf courses, only two of which are open to the public.

Woodlands, wetlands, and other open space account for another 3,063 acres, or 13.2 percent of Town lands. The large majority of these lands are associated with the Rat River Wildlife Area of which most acreage is owned by the WDNR.

Collectively, these natural areas comprise the second largest land use in Clayton, though still far less than general agriculture. However, while the amount of land in agriculture will likely decline, the amount of land utilized for recreation and open space areas should not decrease and may increase slightly. With the urbanization of Clayton, these natural areas will become increasingly important to preserve.



## Transportation

The Clayton Town Road System has also been expanded with the development of new subdivisions. Transportation uses account for 1,980 acres in Clayton, or 8.5 percent of the Town.

## Demand, Supply, and Cost of Land

### Agricultural Land Values

The state of agriculture has improved significantly from the last comprehensive plan update. The gap between the value of agricultural land and rural residential land has closed substantially. There are two major reasons for the adjustment:

1. The demand for rural residential housing has slowed significantly since the recession partly due to the economy but also from an adjustment in housing preference. This trend was further exacerbated by the 2020 COVID-19 Pandemic and the subsequent shortage of housing, along with increasing interest rates.
2. Significant investment has occurred in agriculture infrastructure which requires a land base to support it. This has increased the competition of land between farmers, driving up cost.

Depending on its location, the cost of agricultural land for purely agricultural use has risen significantly over time. As shown on Table 9-2, prices can range from \$4,000 an acre for more marginal land to over \$8,000 per acre for large blocks of prime farmland. Winnebago County, on average, had a value of approximately \$6,520 per acre if continuing in agricultural use.

**Table 9-2 : Agricultural Land Sales WITHOUT Buildings & Other Improvements.**

County	Agricultural land continuing In agricultural use			Agricultural land being diverted to other uses			Range for land continuing in ag use	
	Number of Transactions	Acres Sold	Dollars per Acre	Number of Transactions	Acres Sold	Dollars per Acre	Lowest Price	Highest Price
Winnebago	19	843	6,520	3	65	8,831	4,250	9,985
Waupaca	11	916	5,937	-	-	-	3,826	8,025
Waushara	12	591	4,124	1	129	3,795	2,826	5,750
Calumet	16	745	9,335	-	-	-	3,800	25,400
Fond du Lac	46	2,763	7,049	1	20	7,550	4,222	16,000
Green Lake	12	510	8,021	-	-	-	4,900	11,225
Outagamie	36	2,404	7,745	2	41	7,880	3,550	12,500
<b>Wisconsin</b>	<b>1,147</b>	<b>66,959</b>	<b>6,202</b>	<b>82</b>	<b>2,947</b>	<b>32,158</b>	<b>850</b>	<b>31,753</b>

Source: Wisconsin Agricultural Land Sales Report, 2021, WI Dept. of Agriculture, Trade & Consumer Protection, 2022.



## Residential Land Values

According to [www.realtor.com](http://www.realtor.com), The cost of a rural one to two acre lot for a single-family home in the Town of Clayton currently ranges from \$40,000 to over \$70,000, depending on location. Residential lots in the rural community of Larsen that are served by sanitary sewer are generally lower, ranging in price from \$30,000 to over \$35,000, depending on location and amenities. Most of these lots are usually between 12,500 square feet (.29 acres) to 25,000 square feet (.57 acres) in size.

## Residential Building Permits

Relative to housing units built, the Town has seen steady activity over the past twelve years. For example, from 2009 to 2013, there were 66 housing units built (Table 9-3). In the subsequent five year period (2014-2018), this increased to 80 housing units. Over the four latest years (2019-2022), 47 housing units were built. The average during the entire period from 2009-2022 was 13.8 units per year.

While all building permits during this time period have been for single-family homes, it is likely that increased interest in duplex and multi-family development will occur as the Town continues to extend municipal water and sewer service in its eastern portion. In general, an upswing in residential development can be spawned by infrastructure investment and the Town will need to offer more of a housing mix (multi-family, townhouses, etc.) as they will play more into an evolving market demand for these living arrangements.

**Table 9-3: Residential Building Permits, 2012-2022**

Permit Type	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Total 2009- 2022	Annual Average 2009-2022
Single Family	14	16	8	13	15	20	22	12	16	10	11	7	16	13	193	13.8
2-Family	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0.0
Multi-Family	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0.0
<b>Subtotal Residential</b>	<b>14</b>	<b>16</b>	<b>8</b>	<b>13</b>	<b>15</b>	<b>20</b>	<b>22</b>	<b>12</b>	<b>16</b>	<b>10</b>	<b>11</b>	<b>7</b>	<b>16</b>	<b>13</b>	<b>193</b>	<b>13.8</b>
Commercial	1	0	0	1	1	2	0	3	1	2	1	7	8	9	36	2.6
Cell Tower	1	0	0	2	0	0	1	1	0	1	0	0	0	0	6	0.4
<b>Subtotal Other</b>	<b>2</b>	<b>0</b>	<b>0</b>	<b>3</b>	<b>1</b>	<b>2</b>	<b>1</b>	<b>4</b>	<b>1</b>	<b>3</b>	<b>1</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>42</b>	<b>3.0</b>

Source: Town of Clayton for years indicated.





## Commercial Land Values

There is a good supply of commercial land available for development along the USH 10 and WIS 76 corridors. Property along or near the USH 10 corridor for commercial development generally sells in the range of \$30,000 to \$50,000 an acre. Even though sanitary sewer is available in Larsen, there is not the demand for commercial property in comparison to available land in the eastern one-third of the Town.

## Industrial Land Values

There continues to be a demand for land that can be zoned and developed for industrial purposes. The area in Clayton that draws the most interest is the vacant land along USH 10, particularly the north side along American Drive, although there are some vacant lands for sale south of USH 10, along Fairview Road. Generally, vacant land in these two areas will sell for prices around \$90,000 per acre.

## Land Use Conflicts

The existing and rapidly developing area in the eastern third of the Town of Clayton requires careful management to protect more sensitive areas from disturbance. Highway 76 and CTH II traffic, industrial uses, commercial uses, and two golf courses all in the midst of expanding residential development will require significant land use controls, traffic management, and transition and buffer zones.

The introduction of residential developments into existing farmlands can cause conflict. Developments will increase traffic on rural roads and place homeowners next to, or downwind from, farming operations. The Town of Clayton Subdivision Ordinance includes a right-to-farm clause. Current and future farmers seeking to keep agricultural land agricultural may be disconcerted to see the demand for residential land artificially drive up the cost of farm land.

Increased development, with its roads, roofs, and runoff, can easily impact the existence and health of natural areas, particularly open water and wetlands. Stormwater drainage must be treated in a way that preserves these natural areas – important for their recreational, wildlife, and ecological benefits – and protects them from damage.



## Limitations on Development

### Productive Agricultural Soils

The soils in the Town of Clayton are adequate for farming. As important as the productive nature of the soil is the demand for larger blocks of agricultural land. Larger blocks of undeveloped farmland is often more efficient for the use of larger agricultural equipment which in turn can increase profit margins.

### Natural Limitations for Building Site Development

Many areas in the Town have high groundwater levels, particularly in the northwest and southwest. Naturally occurring arsenic in the groundwater can also be a concern due to geologic conditions.

The main soils in Clayton have the potential to present severe limitations to some types of on-site septic systems, though 90 percent of these soils are suitable for an alternate system such as mound or at-grade. The development of public sanitary and water systems could overcome many of these concerns or limitations.

### Environmentally Sensitive Areas

The main environmentally sensitive area in the Town is the Rat River and the surrounding marsh in the northwest portion of Clayton. Development around the marsh should be very limited, with very low-density used to minimize impacts on this complex. Stormwater drainage should be actively managed to prevent damage to this important wetland area.

### Boundary of Utility Service and Community Facilities

Two sections of the Town of Clayton reside in an approved NR-121 Sewer Service Area (SSA) plan, those being the Larsen-Winchester SSA in the western portion of the Town, whose plan was last updated in 2002.

The eastern portion of the Town resides in the both the Fox West and Neenah/Menasha portions of the broader Fox Cities SSA Plan. This SSA was last updated in 2006, but the ECWRPC is currently developing an updated Sewer Service Area Plan for the Fox Cities region which is expected to be approved in 2023.



## Land Use Projections and 5-Year Growth Increments

Future land use projections and land consumption are based primarily on projected population and housing growth estimates. As shown and discussed earlier (Chapters 2 and 3), the Town is projected to increase by about 1,356 residents between 2020 and 2040. This population increase will result in an increase of approximately 620 new households over the same time-period.

The Plan Commission reviewed these projections critically and determined they were conservative due to the fact that historic growth did not account for the provision of new municipal services to the eastern portion of the Town. Pent up growth demands, ongoing market changes, and the ability to now provide these municipal services will likely impact the official projections in a positive manner. Therefore, the Plan Commission felt that planning for a 75 percent increase over these projections is warranted. Therefore, the land use projections are built on the expectation that there will be approximately 2,373 new residents and 1,085 new homes developed by 2040.

### Residential

Table 9-4 illustrates the amount of potential land consumption for residential development based on a variety of factors including location and density. The Plan Commission determined that it would allocate these future housing units to various portions of the Town based on a new Tiered Development System (TDS) which is discussed further in Chapter 10.

The amount of residential acreage that may be needed in upcoming years depends on the differing densities of housing development within the three development tiers. Based on the proposed allocation of housing units to the various Tiers, a total of approximately 293 acres is expected to be consumed once 10 percent infrastructure and 15 percent land market factors are added.

**Table 9-4: Residential Land Use Projections 2020-2040, Town of Clayton**

Housing Type and Tier Location	Projected 2040 Housing Units	Density Assumption (units per acre)	Potential Acres Consumed	Potential Acres Consumed w/10% Infrastructure Factor	Potential Acres Consumed w/15% Land Market Factor
Single Family Urban (Tier 1)	613	4.00	153.3	168.6	193.9
Single Family Rural (Tiers 2 & 3)	35	1.00	35.0	38.5	44.3
Duplex Urban (Tier 1)	175	8.00	21.9	24.1	27.7
Med-High Density Urban (Tier 1)	262	12.00	21.8	24.0	27.6
<b>Total Housing Units</b>	<b>1085</b>	<b>6.25</b>	<b>232.0</b>	<b>255.2</b>	<b>293.4</b>

Source: WDOA, 2013, Town of Clayton, and Cedar Corporation, 2023.

## Commercial and Industrial

Typically a land use plan for a community separates commercial from industrial land uses. Commercial uses, like retail and offices, are planned for along arterial and collector streets while industrial uses were accommodated in industrial parks. Over the past several years, however, the distinction has become blurred as industrial parks have become business parks to accommodate business to business companies that provide services instead of manufacturing products. Likewise, the operations of some manufacturing companies have changed to the point where their impact on neighboring properties is not any more intense than a commercial land use.

In recognition of this change, the Town of Clayton's Future Land Use Map provides some direction relative to where both business and industrial uses can co-exist and areas where business solely may be the more appropriate use due to traffic patterns and access. In addition, the presence of airport zoning restrictions will impact development densities. The projections for commercial and industrial land uses reflect this change, too. Instead of projecting commercial and industrial land use separately, they are combined.

The projection will use a ratio of the Town of Clayton's population to the number of acres currently being used for business purposes. The Town of Clayton had an estimated population of 4,375 in 2022. In 2020, there were approximately 260 acres of land being used for commercial and industrial purposes. The resulting ratio of 0.06 acres per person can be used to calculate the amount of commercial and industrial land needed in the future. Based on this ratio and the population projection of 2,373 people in 2040, approximately 141 additional acres of land will be developed for business and industrial purposes by 2040. Once a 10 percent infrastructure and 15 percent land market factor are added, land consumption could reach 178 total acres.

It should be noted that the ratio used to develop this projection was based on the fact that no public sewer or water service is available to spawn increased commercial and industrial development outside of the Larsen area. The recent installation of public infrastructure on the east side of the Town may accelerate the demand for commercial and industrial land especially along the WIS 76 and USH 10 corridors.



## Recreational Lands

Approximately 38 acres of Town-owned land are in recreational use, not including the existing multi-use trail corridors. Based on the future land use plan and recommendations made in Chapter 7 (Comprehensive Outdoor Recreation Plan), a number of new recreational facilities will be built as the eastern portion of the Town develops in an urban manner. The proposed recreation plan would add approximately 139.4 acres of land to the recreation base, excluding any new trails. This would provide a total of 177.4 acres of recreational land if the plan is implemented as shown.

## Public and Institutional Lands

In 2020, approximately 107 acres of land were in public and institutional use including the Fairview Elementary School. Based on the future land use plan and recommendations made in Chapter 6, the potential exists for a new municipal services building on approximately seven acres of land owned by the Town near the intersection of CTH II and WIS 76. If no other public or institutional uses are proposed during the 20 year planning period, this would bring the total acreage for this use up to 114 acres.

## 5-Year Projection Increments

The State of Wisconsin Comprehensive Planning Law requires communities to project their future land use needs for residential, commercial, industrial, and agricultural lands for a 20-year period in 5-year increments. These 5-year increments are shown on Table 9-5.

**Table 9-4: Five-Year Growth Increments for the Town of Clayton**

Future Land Use	0–5 Years (2020–2025)	5–10 Years (2026–2030)	10–15 Years (2031–2035)	15–20 Years (2036–2040)	Total (2020– 2040)
Residential Acres Consumed	120.0	80.0	53.4	40.0	<b>293.4</b>
Commercial Acres Consumed	70.0	60.0	28.4	20.0	<b>178.4</b>
Recreational	40.0	40.0	30.0	29.4	<b>139.4</b>
Public & Institutional	7.0	0.0	0.0	0.0	<b>7.0</b>
Agricultural / Natural Acres Consumed	It is expected that agricultural/natural land uses within the Town will continue to decrease somewhat proportionally as lands are converted to the above or other uses.				
<b>Total Acres Consumed</b>	<b>237.0</b>	<b>180.0</b>	<b>111.8</b>	<b>89.4</b>	<b>618.2</b>

Source: Cedar Corporation, 2023.

## Land Use Vision

The Town of Clayton Plan Commission developed the following vision statement pertaining to the land use element of the Comprehensive Plan:

*Clayton will encourage future residential, commercial, and industrial development to locate in areas where municipal services are available. Opportunities for infill development will be identified and promoted. New residential subdivisions outside of the areas with water and sanitary sewer will be limited. The town will use its Working Lands Initiative to protect its agricultural resources and legacy. Agriculture will be given every opportunity to sustain in areas not within targeted growth areas. The preservation of natural areas, open space, and use of natural landscaping is central to making land development decisions. The Town is visually attractive to residents and visitors in both the urban and rural areas, and design standards are in place to ensure quality development. New residential neighborhoods are safe and protected through effective land use planning, greenspace, trails, lighting and noise regulations, zoning, and the separation of commercial and residential traffic. Developments are encouraged to minimize infrastructure costs and maximize preservation of open space. Creative urban design, the increased use of sustainable practices, and renewable energy give meaning to the provision of affordable workforce housing within mixed-use neighborhoods, creating both a sense of community, and an identity for the Town. In summary, the Town of Clayton seeks to achieve and sustain "A Touch of Country in a Growing Community."*

## Goals, Strategies and Recommendations

### **Goal 9.1: Create a framework for future land use conditions.**

**Strategy 9.1.1:** Implement and monitor the effectiveness of the Tiered Development System (TDS) which allocates new housing growth.

**Recommendation 9.1.1.1:** Create a method for which to track the amounts and locations of new housing development with respect to the three development Tiers and report out on this information on an annual basis.

**Strategy 9.1.2:** Create and adopt new regulations that address Future Land Use Districts, Plan Unit Developments (PUDs), and further refine Design Standards for all districts as noted. Consult with Outagamie County as needed to ensure compliance with the existing Airport Overlay Zoning requirements.



**Goal 9.2: Phase new development in Tier 1 areas so that infrastructure needs can be accommodated with the least financial impact.**

**Strategy 9.2.1:** New Tier 1 development should be phased-in consistent with the expansion plans for sewer and water infrastructure and the approved NR-121 Sewer Service Area Plan.

**Recommendation 9.2.1.1:** Create priority areas for sewer and water extensions within the Sanitary District.

**Recommendation 9.2.1.2:** Seek amendments to the SSA Plan as needed.

**Recommendation 9.2.1.3:** Create and adopt an “adequate public facilities” ordinance to better ensure the timing of development in relation to infrastructure availability for roads, sidewalks, sewer, water, parks, etc., as well as development impacts.

**Goal 9.3: Monitor and administer the Comprehensive Plan.**

**Strategy 9.3.1:** Commit adequate staff and Committee time to facilitating new development within the Town that meets the Comprehensive Plan’s vision and criteria.

**Recommendation 9.3.1.1:** Consider the hiring of a Community Development Director in the near future to take on the increased workload created by this vision.

**Strategy 9.3.2:** Create a “Funding Strategy” for continued/more detailed planning needs and implementation recommendations.

**Recommendation 9.3.2.1:** Much like a Capital Improvement Plan (CIP), prepare a similar document identifying short-term Comprehensive Plan implementation projects, their estimated costs, and funding schedule.

**Strategy 9.3.3:** 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 and other Town infrastructure.

**Recommendation 9.3.3.1:** Periodically assess traffic counts and crash rates on key roadways and work with WisDOT and the East Central WI RPC to conduct new analyses and counts as needed.

**Strategy 9.3.4:** Improve methods of communicating planning, zoning, and infrastructure requirements to potential developers.

**Recommendation 9.3.4.1:** Create a new “developer’s handbook” document which provides clear direction on land development requirements and Tax Increment District funding policies.

**Goal 9.4: Keep the Town's Comprehensive Plan up to date.**

**Strategy 9.4.1:** Routinely review and update all components of the Comprehensive Plan.

**Recommendation 9.4.1.1:** Review the Comprehensive Plan on a semi-annual basis to examine implementation progress and identify trends that have not been considered in the past.

**Recommendation 9.4.1.2:** Update the Comprehensive Plan on a 5 to 10 year basis.



# Chapter 10

## Intergovernmental Cooperation

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### Relationships with Other Governments

Wisconsin State Statutes Chapter 66.30 provides guidelines for intergovernmental cooperation and boundary agreements between municipalities. This statute enables adjoining communities to enter into agreements that will benefit both communities.

Mutual Aid agreements are a type of intergovernmental cooperation. For example, city, village and town fire departments use this vehicle to extend fire protection from one municipality to another. The biggest advantage is that each fire department can share equipment and manpower in times of major fires that would otherwise limit the resources of a particular department in responding to a disaster. The Town of Clayton will continue its policy of entering into mutual aid agreements that are beneficial to each unit of government.

In the future, it may be worthwhile for the Town to pursue the establishment of boundary agreements with nearby incorporated communities. This will stabilize the present town boundaries from the continuing threat of annexations to the neighboring incorporated community. To achieve this type of an agreement, each governmental unit must negotiate in “good faith.”

Town of Clayton representatives attend meetings with other local governing bodies whenever issues concerning the town are involved. The Town of Clayton continues to develop liaisons with local, regional, state, and federal units of government to assure input from the Town of Clayton and to build cooperation with these governments.

### Adjacent Communities

Communities that are adjacent to the Town of Clayton include the towns of Winchester, Neenah and Vinland, as well as the Village of Fox Crossing in Winnebago County. In Outagamie County, the Town of Dale and Village of Greenville are along the north boundary of Clayton. The Town of Clayton has mutual aid agreements with all the towns in Winnebago County.



## Town of Winchester

Cooperative efforts have been ongoing for many years with the towns of Winchester and Clayton. The Larsen-Winchester Sanitary District was formed to provide sanitary sewer service to residents and businesses in the two communities. Providing sanitary sewers allowed Winchester and Larsen to attract more development to their respective communities and protects local surface and groundwater resources.

## Village of Fox Crossing

Through an intergovernmental agreement, the Village of Fox Crossing provides wastewater collection services to the Clayton Sanitary District. The Village of Fox Crossing provides snowplowing services along East Shady Lane, Clayton Avenue, and East Fairview Road between WIS 76 and Clayton Avenue. The Towns also cooperated on submitting a grant application for the Friendship Trail in the past. Additional cooperation is ongoing with the official mapping and extension of West American Drive in the vicinity of Clayton Avenue. The Village of Fox Crossing and Clayton also have a mutual aid agreement for fire service, but not for police or EMS.

## Town of Neenah

The two towns have a mutual aid agreement for fire protection. The two towns have also collaborated on the Neenah Slough Study in 1999 that will alleviate flooding problems and enhance storm water management for the drainage basin where urban development is taking place.

## Town of Vinland

The Towns of Vinland and Clayton have an automatic aid agreement for fire protection. This agreement is essential to provide quality fire protection to the J.J. Keller Company complex, which is located in southeast Clayton near the Breezewood Lane and WIS 76 intersection. The two towns also cooperated on the installation of traffic signals in 1996/1997 at this intersection. The J.J. Keller Company provided nearly all of the funding for the traffic signal project.

## Town of Dale

A mutual aid agreement for fire protection has been put in place between the Towns of Dale and Clayton. Another area of common interest between the two towns is the WIOUWASH Recreational Trail and the Rat River Wildlife Management Area.



## Village of Greenville

The Town of Clayton has an automatic aid agreement with the Village for fire protection, as well as providing mutual aid for fire-fighting at the Outagamie County Regional Airport that is located in the Town of Greenville. The two towns also cooperated several years ago when the traffic signals were installed at the intersection of WIS 76 and County Road BB.

## School Districts

The Town of Clayton continues to communicate with the three public school districts that serve the community. Map 6-1 identifies the jurisdictional boundaries of each school district within the Town of Clayton.

### Neenah Joint School District

In the past, the Neenah Joint School District and the Town of Clayton have worked cooperatively in a number of areas, including:

- Establishing a safer street system where the intersection of West Fairview Road intersects with WIS 76 in close proximity to the USH 10 interchange. A number of projects were realized that ensure the safety of school children, including a tunnel constructed beneath WIS 76 for the Friendship Trail.
- The expansion of the parking lot along West Fairview Road, and in locating and providing the new access road, Myron Lane, adjacent to the school property. The Town and School District split the cost of placing parking on the east side of the street.
- Providing the Clayton Elementary School for large public meeting groups that cannot be accommodated at the Town meeting facilities.

The Town is currently focused on working with the School District and the Village of Fox Crossing on addressing pedestrian and bike infrastructure needs and safety issues related to the construction of the new Neenah High School located just east of Clayton Avenue.



## Winneconne School District

This school district serves approximately the southwestern one-third of the Town of Clayton. The nearest school facility is located in the adjoining Town of Winchester, where the district operates an elementary school. The Town of Clayton and the school district worked cooperatively to provide a soccer field at Trailhead Park in Larsen for school/student use.

## School District of New London

A very small area of the New London school district is located in the far northwest corner of the Town of Clayton.

## Counties

### Winnebago County

As would be expected, there is a significant amount of interaction between the Town of Clayton and Winnebago County. Planning, zoning and subdivision ordinances, regional storm water management, farmland preservation planning, drainage plans, septic system installations, access control 911 dispatch, emergency management, and geographic information systems are the most common areas that require cooperation. Other areas of importance for Winnebago County and Clayton include the upcoming changes in highway jurisdiction, the WIOUWASH Recreational Trail and the Winnebago County Drainage District/Larsen Drainage District. The Winnebago County Highway Department serves as the back-up unit for Clayton town roads if the Town Maintenance Department is unable to handle snowplowing and maintenance work due to limitations in equipment and manpower.

Winnebago County works cooperatively in providing other important services to the Town of Clayton residents. The Winnebago County Sheriff's Department is responsible for providing police protection throughout the Town. Part of the Sheriff's Department responsibilities to Clayton also includes vehicle control and traffic safety. Other County services include health, human services, parks, and recreation such as the WIOUWASH Trail.





## Outagamie County

There is generally less interaction with Outagamie County, most of which deals with CTH BB, or Prospect Avenue, and the Airport Overlay Zoning. The installation of traffic signals at WIS 76 and CTH BB in 1998 – 1999 necessitated cooperation between the counties of Outagamie and Winnebago, and the Town of Clayton.

The Town of Clayton will need to continue working with Outagamie County on issues related to the application of the Airport Overlay Zoning with respect to how it may impact development opportunities along the USH 10 corridor.

## Regional Entities

### East Central Wisconsin Regional Planning Commission

The Town of Clayton is actively involved with the East Central Wisconsin Regional Planning Commission (ECWRPC) and with the Winnebago County Towns Association. Clayton has worked closely with East Central to update the Larsen-Winchester and the Fox Cities (Fox West and Neenah/Menasha) Sewer Service Area Plans prepared under the authority of NR-121. ECWRPC also prepares regional plans for transportation, safe routes to school, and economic development. The Town of Clayton is affected by many of these plans, and it is in Town's interest to participate meaningfully in these multi-jurisdictional planning processes.

### Larsen/Winchester Sanitary District

The Town of Clayton, in partnership with the Town of Winchester, is part of the Larsen-Winchester Sanitary District that provides sanitary sewer service to the rural community of Larsen. The treatment facilities are located in Clayton just south of Grandview Road in Section 19.



## Larsen Drainage District

About one third of Wisconsin farms depend on constructed drains to remove excess water from their land. Most of these are operated by a single landowner or by voluntary cooperation among neighbors. However, about 10 percent of these drains are organized as drainage districts, governed by county drainage boards. The Wisconsin Department of Agriculture, Trade and Consumer Protection regulates drainage districts under Wisconsin law. The Winnebago County Drainage Board oversees the Larsen Drainage District which contains lands in both the Town of Clayton and the Town of Winchester. The Board meets regularly to oversee and manage the drainage system serving this agricultural area and the Town of Clayton coordinates closely with this entity.

## State and Federal Agencies

The Town of Clayton sends representatives to the statewide associations including the Wisconsin Towns Association, the Wisconsin Urban Towns Association, the Wisconsin Municipal Clerks Association, and the Wisconsin Municipal Treasurers Association.

Much of the communication and cooperation at the state and federal level involves transportation issues, primarily highways. Considerable intergovernmental cooperation was demonstrated in the Town of Clayton from 1994 to 2003 as the USH 10 extension from then USH 45 in Clayton to the existing freeway near the Village of Fremont in Waupaca County project moved from the planning stages to the construction phase. Highway jurisdictional changes also occurred in the Town of Clayton in late 2003 as USH 45 became WIS 76, and WIS 150 was reclassified as CTH II.

In the early 1980s, the Town of Clayton, the Clayton-Winchester Volunteer Fire Department, and the Wisconsin Department of Natural Resources entered into a mutual aid agreement for fire service. The intergovernmental/cooperative agreement was necessary to ensure that adequate fire protection could be provided locally if a fire and/or natural disaster were to occur in the WDNR's Rat River Wildlife Management Area in Sections 4, 5, 6, 7, 8, and 9 in the northwest portion of the Town of Clayton.



## Shared Public Facilities and Services

In addition to the aforementioned wastewater collection and treatment services from the Larsen/Winchester Sanitary District, other shared facilities in the Town of Clayton include the restrooms and parking lot area at Trailhead Park in Larsen. They were the result of a partnership between the Town, County, and WDNR. They service the users of the Winnebago County-owned WIOUWASH Multi-Purpose Recreational Trail which links the Town park with other trail destinations between the City of Oshkosh and the Village of Hortonville in Outagamie County. Parking at Trailhead Park was constructed by WisDOT as part of mitigation for the WIOUWASH Trail.

## Potential Plan Conflicts

A potential conflict between the Town of Clayton and the City of Neenah relates to future water and sewer service provision to the developing areas in southeastern portion of the town.

The Town of Clayton has already decided to provide water and sewer services directly through the creation of the new Clayton Sanitary District No. 1 for properties that lie within the 2030 Fox West Sewer Service Area. This service area generally encompasses lands between (just west of) WIS 76 on the west, Clayton Avenue on the east, Shady Lane on the north, and Larsen Road on the south.

Lands to the south of Larsen Road and east of WIS 76 are designated for service by the City of Neenah through the Neenah/Menasha Sewer Service Area. The Town of Clayton will need to work proactively with the City of Neenah towards the development of an intergovernmental agreement for the provision of services to these lands in the future. Such an agreement may result in defining separate city and town 'growth areas.'

The Town Board of Clayton attempts to meet with and listen to all other governmental units with which there may be a conflict. It is the goal of the Town of Clayton to respect the rights of residents and landowners, and to resolve conflicts wherever possible.

## Opportunities

There is a possibility of a border agreement with the City of Neenah in the future. In addition, the City of Neenah has officially mapped street extensions into Clayton as part of its extraterritorial jurisdiction. The completion of this Comprehensive Plan presents an opportunity to meet with the City of Neenah and modify future street routes/extensions that will better accommodate Clayton's planned development.



Landowners in the Town of Clayton can annex to an adjacent incorporated municipality in order to obtain services that are not available in or from the Town of Clayton. Currently, the landowners could annex to the Village of Greenville, Village of Fox Crossing, or City of Neenah. Now that the Town is providing municipal sewer and water services on the east side, there is little reason for property owners to request annexation.

The Town should always monitor the pros and cons of incorporation as a strategy to maintain the current boundaries of the town and to provide urban services, along with the strategies of boundary agreements or cooperative agreements to provide urban services. As previously stated, the Town of Clayton should predict its future by creating it.

## Intergovernmental Cooperation Vision

A vision for maintaining collaborative relationships with adjacent and overlapping jurisdictions was developed by the Plan Commission as follows:

*“Clayton will continue to build on its strong working relationship with the Village of Fox Crossing and will strive to collaborate with other municipalities in developing services that will provide mutual benefit in a cost-effective manner. The boundaries of the Town of Clayton have remained largely intact due to the Town providing water and sewer services in the developing areas in the eastern portion of the town. Storm water management will be designed and constructed within a regional framework that utilizes protected wetlands and waterways as a base for its functional design. Equitable border and service agreements will be routinely evaluated with neighboring towns, villages, and cities.”*

## Goals, Strategies, and Recommendations

**Goal 10.1: Continue to cooperate with adjacent and overlapping units of government to efficiently provide needed services.**

**Strategy 10.1.1:** Maintain communication with the adjacent communities as growth, development, and municipal service strategies are developed and implemented.

**Strategy 10.1.2:** Work with adjacent incorporated communities as needed to develop long-term boundary and growth agreements.

**Recommendation 10.1.2.1:** Meet with adjacent incorporated communities as needed to discuss long-term growth and development issues.



**Recommendation 10.1.2.2:** Revisit the incorporation effort in the future in order to secure the Town's municipal boundaries and prevent future annexations.

**Strategy 10.1.3:** Work with Winnebago County and Outagamie County as needed to address concerns of mutual interest.

**Recommendation 10.1.3.1:** Maintain communication and partnerships with Winnebago County on programs, administration, planning, and other services.

**Recommendation 10.1.3.2:** Work with Outagamie County as needed on issues surrounding the Appleton International Airport and the application of the Airport Overlay Zoning.

**Strategy 10.1.4:** Work with other State and independent entities to ensure the Town's interests are being shared and considered.

**Recommendation 10.1.4.1:** Work with WisDOT on aspects of improving the WIS 76 corridor during the life of this plan.

**Recommendation 10.1.4.2:** Work with the Neenah School District to ensure car, bicycle, and pedestrian traffic is well-managed near the new High School facility.

**Recommendation 10.1.4.3:** Work with the East Central Wisconsin Regional Planning Commission on regional transportation, economic development, and sewer service area issues and opportunities.

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## Chapter 11

# The 2040 Plan and Implementation

## Introduction

The Comprehensive Plan starts with the Vision for the Town of Clayton followed by the Future Land Use Plan. A description of each future land use category and other map components further describe how these areas may look, as well as providing policy directives created to address the many land use, transportation, and economic development issues the Town will face. Lastly, an Implementation Plan was prepared to identify critical actions the Town should consider which will 'move the needle' towards achieving the individual and collective vision for the community.

## The Vision

The Vision for the Town of Clayton is a projection of what today's officials and residents want the town to look and be like at the end of the Plan's twenty-year timeframe, 2040. However, this update effort takes more initiative to attain the vision. Hence the motto: "The best way to predict Clayton's future, is to create it." From a generalized perspective, the Town of Clayton's development and growth will occur from east to west as new municipal sewer and water services are extended. This should occur systematically as the eastern one-third of the Town sits adjacent to the developing core of the Fox Cities communities such as Appleton, Fox Crossing, and Neenah. A general description of each plan component's vision is contained below:

- **Issues and Opportunities:** The east side of the Town will be the primary growth area due to the extension of sewer and water services. Clayton will have a town center with a town hall and fire station, housing for senior citizens, young individuals, and new families, as well as a retail environment that meets the daily shopping needs of the town's changing demographics. Larsen will be revitalized as a model of small-town, rural community life. Intensive development will occur generally east to west in the Town.
- **Housing:** Acknowledging the shortage of housing (a local, regional, state, and national issue), the Town of Clayton will encourage diversified choices of housing design to accommodate young individuals and families and those interested in downsizing for economic or maintenance reasons. Clayton will offer a variety of housing and lot sizes ranging from small single-family units to multiple unit townhouses and apartment buildings distributed in a planned neighborhood environment. Quality, well-designed homes that meet the Missing Middle definition will be encouraged in designated areas, and senior housing will be supported as an integrated part of the community. Higher density housing will be encouraged in areas served by public sewer and water, and low density rural residential (subdivision) development will be limited to the Tier 2 area. Conservation and/or cluster subdivisions will be encouraged in the Tier 2 area, along with green or sustainable building practices for both construction and maintenance.

- Economic Development:** Clayton will offer opportunities across a wide spectrum of urban and rural lands for economic expansion. Larsen will reflect a rural community, while the development of business and industrial districts in the USH 10 and WIS 76 corridors attracts high quality occupants that reflect today's architectural and design standards. Clayton will view economic development as more than simply an expanded tax base and will welcome development that enhances the aesthetics, livability, and social aspects of our community. It is the hope of the Town that residents can both work and reside in the community. Economic, environmental and community benefits will be considered as primary elements for prospective development. The incorporation of mixed use and planned unit developments will cater to the changing preferences of upcoming generations which are attracted to urban, walkable communities that provide employment opportunities.
- Transportation:** Clayton will have an efficient transportation infrastructure system which includes roads ranging from four-lane freeways to two-lane town roads; main and spur line railroads; and well-connected on and off-road trails that accommodate a variety of motorized and non-motorized uses. The system's efficiency is made possible by concentrating development in several different areas in the town. Town roads will continue to be built and maintained to rural road standards in Tiers 2 and 3, but to urbanized standards in Tier 1. Street design and traffic control systems are used to maximize traffic and pedestrian safety and reduce traffic congestion. Cooperation with WisDOT, the Winnebago County Highway Department, adjacent communities, and the ECWRPC will be key to addressing current and future transportation issues within the Town.
- Utilities and Community Facilities:** Clayton will offer the best available municipal facilities and services to meet the demands of existing and future residents. The extension of public sewer and water infrastructure within the eastern portion of the Town will create new development opportunities and will help to protect the Town's surface and groundwater resources. The Town will phase in new growth based on the cost-effective extension of these utilities and their ability to utilize TID #1 funds for financing work as appropriate. The Town will leverage the provision of sewer within the hamlet of Larsen as an opportunity to revitalize this portion of the community.
- Parks and Trails:** The Town of Clayton has an extensive network of well-connected and well-maintained multi-use destination trails. We also offer parks that emphasize nature as well as provide specialized athletic facilities which meet current recreational trends in accordance with acknowledged national standards.
- Agricultural, Natural, and Cultural Resources:** The Town of Clayton will use its Working Lands Initiative to protect its agricultural legacy as a sustainable economic resource. Farming in the Town will be a combination of large and small farms operated based on economic performance, responsible stewardship, and local and national needs. Farmers supply food locally, use waste-to-energy technology, and increase the use of renewable solar energy on their lands.

- Land Use:** Clayton will encourage future residential, commercial, and industrial development to locate in areas where municipal services are available. Opportunities for infill development will be identified and promoted. New residential subdivisions outside of the areas with water and sanitary sewer will be limited. The town will use its Working Lands Initiative to protect its agricultural resources and legacy. Agriculture will be given every opportunity to sustain in areas not within targeted growth areas. The preservation of natural areas, open space, and use of natural landscaping is central to making land development decisions. The Town is visually attractive to residents and visitors in both the urban and rural areas and design standards are in place to ensure quality development. New residential neighborhoods are safe and protected through effective land use planning, greenspace, trails, lighting and noise regulations, zoning, and the separation of commercial and residential traffic. Developments are encouraged to minimize infrastructure costs and maximize preservation of open space. Creative urban design, the increased use of sustainable practices and renewable energy give meaning to the provision of affordable workforce housing within mixed-use neighborhoods, creating both a sense of community and an identity for the Town. In summary, the Town of Clayton seeks to achieve and sustain “A Touch of Country in a Growing Community.”
- Intergovernmental Cooperation:** Clayton will continue to build on its strong working relationship with the Village of Fox Crossing and will strive to collaborate with other municipalities in developing services that will provide mutual benefit in a cost-effective manner. The boundaries of the Town of Clayton have remained largely intact due to the Town providing water and sewer services in the developing areas in the eastern portion of the town. Storm water management will be designed and constructed within a regional framework that utilizes protected wetlands and waterways as a base for its functional design. Equitable border and service agreements will be routinely evaluated with neighboring towns, villages, and cities.
- Implementation:** The Town maintains an effective comprehensive plan and land development process that encourages orderly growth through the utilization of citizen participation, quality technical and professional staff, and an active Plan Commission. Planning and zoning are consistent, and long-term community planning goals are not sacrificed for short-term development. Design Standards for commercial, industrial, and multi-family uses are essential to achieve quality development. The Town’s proactive code enforcement controls such things as junk cars, unscreened outdoor storage, illegal signs, litter, and similar blighting influences. The Town assumes responsibility for zoning controls assuring fair reviews, due process, and proper interpretation of the codes.

## Goals, Strategies, and Recommendations

Goals, strategies, and recommendations for each plan element can be found within those respective document chapters and are reiterated in Table 11-1. These statements comprise the direction for addressing future land use changes and their impacts upon various plan element topics.

## Future Land Use Plan

The Future Land Use Plan (Maps 11-1 and 1A, 1B, and 1C) for the Town of Clayton shows the expected future land use for the year 2040. In some areas, the future land use is the same as the existing land use. In other areas, the land use is projected to change. Significant adjustments to the allocation of lands for future development occurred as part of this comprehensive plan update effort due to the recent addition of public sewer and water infrastructure and compatibility issues with the Airport Zoning Overlay. The result of the planning process produced a revised Future Land Use Plan that includes far more detail relative to the types and location of residential, business, industrial, and recreational uses in the eastern third of the town.

Whether or not a property will actually change from the existing land use to the projected or planned land use will depend on its owner. The Future Land Use Plan does not prohibit a property owner from continuing to use his/her property for the existing land use even if the Future Land Use Plan shows a different land use. If a property owner wants to develop or sell the property for a use other than the existing land use, the proposed future land use must be consistent with the Future Land Use Plan, or the property owner must submit an application to have the Future Land Use Plan amended to be consistent with the proposed future land use. The Future Land Use Plan is based on the following:

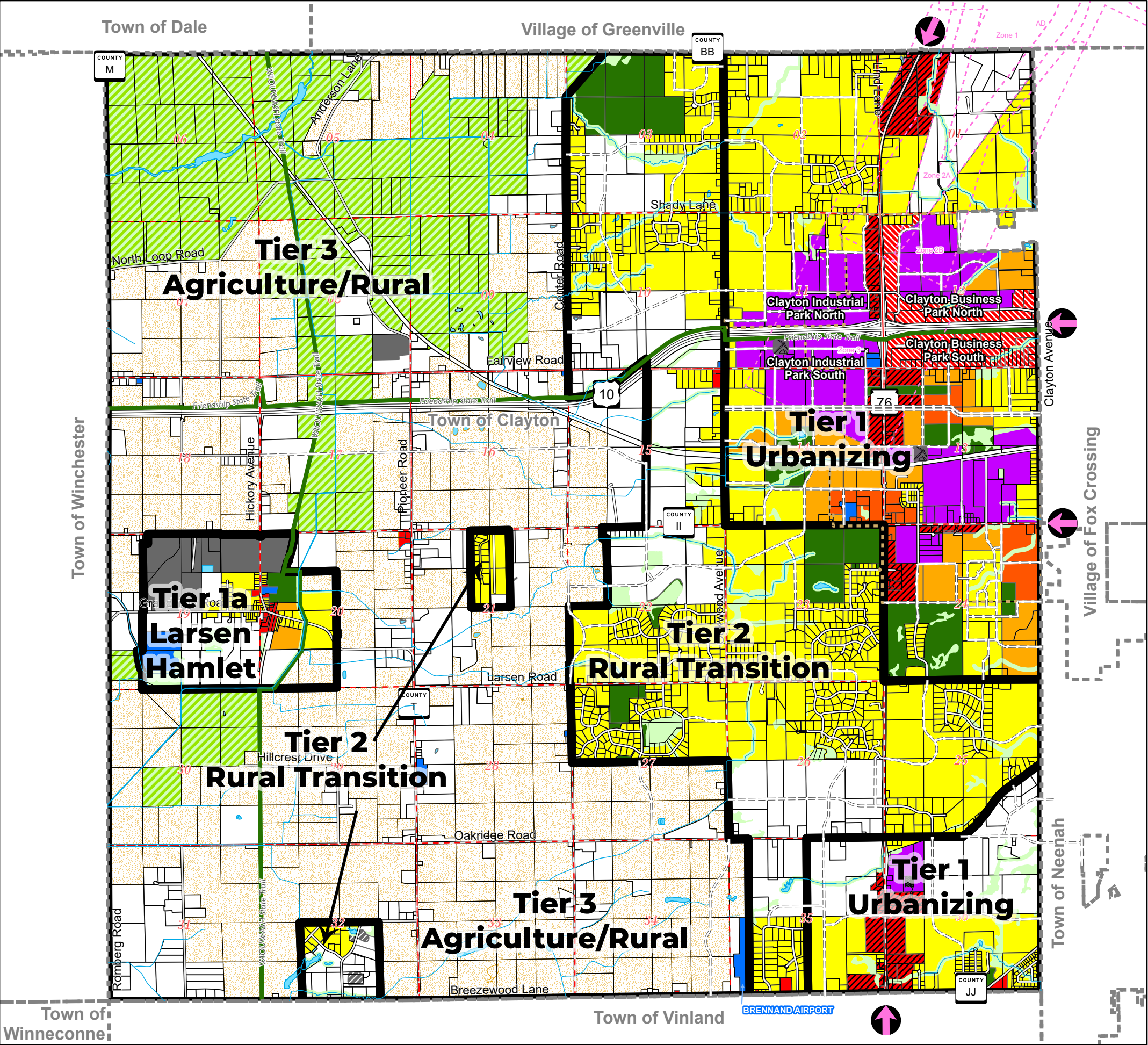
- Public water and sewer will be provided for properties within the Clayton Sanitary District #1. The Town of Clayton has begun implementing the recommended option for the provision of public water and sewer to the eastern third of the Town. The recommendations have been utilized in the adjustments made to the Future Land Use Plan Map.
- While projections for residential and business growth were made based on population projections and the ratio of residents per acre of business land, the amount of acreage for these major land use categories shown on the Future Land Use Map knowingly exceeds the number of acres projected. This approach will allow property owners and developers additional flexibility in terms of the land market so that options exist for where development takes place.
- Proposals for development will be reviewed with respect to their continuation of the existing land use pattern, their consistency with the Future Land Use Plan, and their ability to be provided with public water and sewer service, if needed. This plan recognizes the potential 'highest and best' use of lands based on unique factors such as transportation access and market trends. For example, as of the writing of this plan, warehousing and distribution facilities have a growing interest in the USH 10/WIS 76 interchange area. This is expected due to the need for truck highway access. These uses could be accommodated under the current airport zoning restrictions.
- The Town of Clayton recognizes that it is not possible to be completely accurate with the mapping of existing land uses in the Town of Clayton. If an inaccuracy is brought to the attention of the Town of Clayton, the Plan Commission shall make a determination as to the correct existing land use and its impact on the Future Land Use Plan map. If the Plan Commission determines that a correction is needed, it will make a recommendation to the Town Board that the Comprehensive Plan and related maps be amended to reflect the determination.



# Town of Clayton

Winnebago County

## Future Land Use (2040)

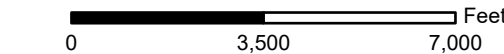


- Agriculture/Rural
- Conservation/Greenspace
- DNR Property
- Working Lands
- Residential - Single and Duplex
- Medium and High Density Residential
- Neighborhood Center Mixed Use
- Business
- Business Park
- Gateway Commercial & Retail
- Light Industrial, Warehousing, and Distribution
- Utilities and Public Facilities
- Parks and Recreation
- Abandoned Landfill Site
- Open Water/Pond/Lake
- Non-Metallic Mining Sites
- Other Non-Metallic Mining Sites

### Other Features

- Tiered Development Boundaries
- Cities, Towns, & Villages
- Sections
- Parcels
- Airport Zoning
- Town of Clayton Sanitary District #1
- Roads
- Future Roads
- Recreation Trails
- Navigable Waterways
- Commercial Gateways

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# Town of Clayton

Winnebago County

## Future Land Use (2040)

### Tier 1

- Agriculture/Rural
- Conservation/Greenspace
- DNR Property
- Working Lands
- Residential - Single and Duplex
- Medium and High Density Residential
- Neighborhood Center Mixed Use
- Business
- Business Park
- Gateway Commercial & Retail
- Light Industrial , Warehousing, and Distribution
- Utilities and Public Facilities
- Parks and Recreation
- Abandoned Landfill Site
- Open Water/Pond/Lake
- Non-Metallic Mining Sites
- Other Non-Metallic Mining Sites

- Other Features**
- Cities, Towns, & Villages
  - Sections
  - Parcels
  - Airport Zoning
  - Town of Clayton Sanitary District #1
  - Roads
  - Future Roads
  - Recreation Trails
  - Navigable Waterways
  - Commercial Gateways

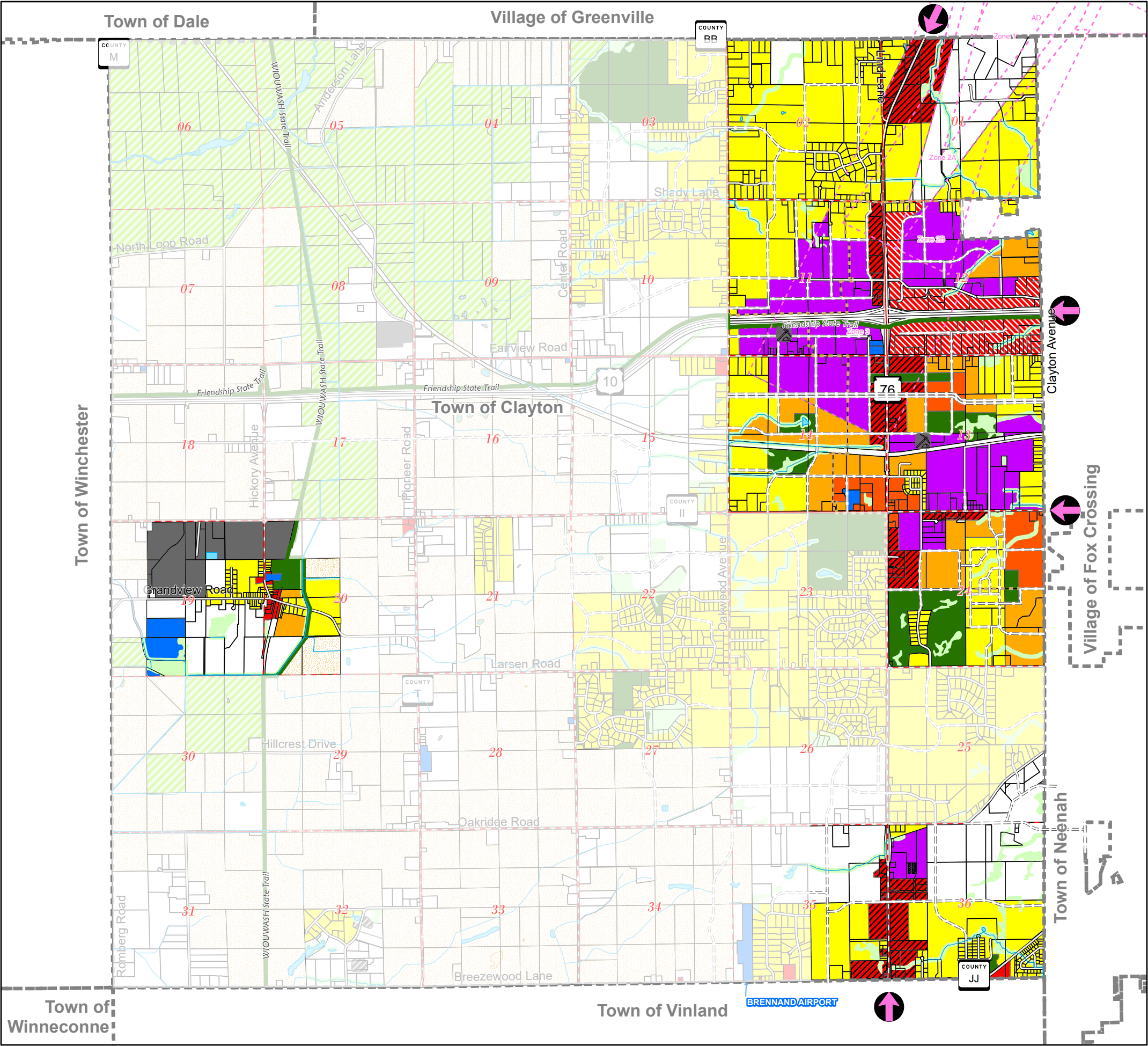
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# Town of Clayton

Winnebago County

## Future Land Use (2040)

### Tier 2

- Agriculture/Rural
- Conservation/Greenspace
- DNR Property
- Working Lands
- Residential - Single and Duplex
- Medium and High Density Residential
- Neighborhood Center Mixed Use
- Business
- Business Park
- Gateway Commercial & Retail
- Light Industrial , Warehousing, and Distribution
- Utilities and Public Facilities
- Parks and Recreation
- Abandoned Landfill Site
- Open Water/Pond/Lake
- Non-Metallic Mining Sites
- Other Non-Metallic Mining Sites

- Other Features**
- Cities, Towns, & Villages
  - Sections
  - Parcels
  - Airport Zoning
  - Town of Clayton Sanitary District #1
  - Roads
  - Future Roads
  - Recreation Trails
  - Navigable Waterways
  - Commercial Gateways

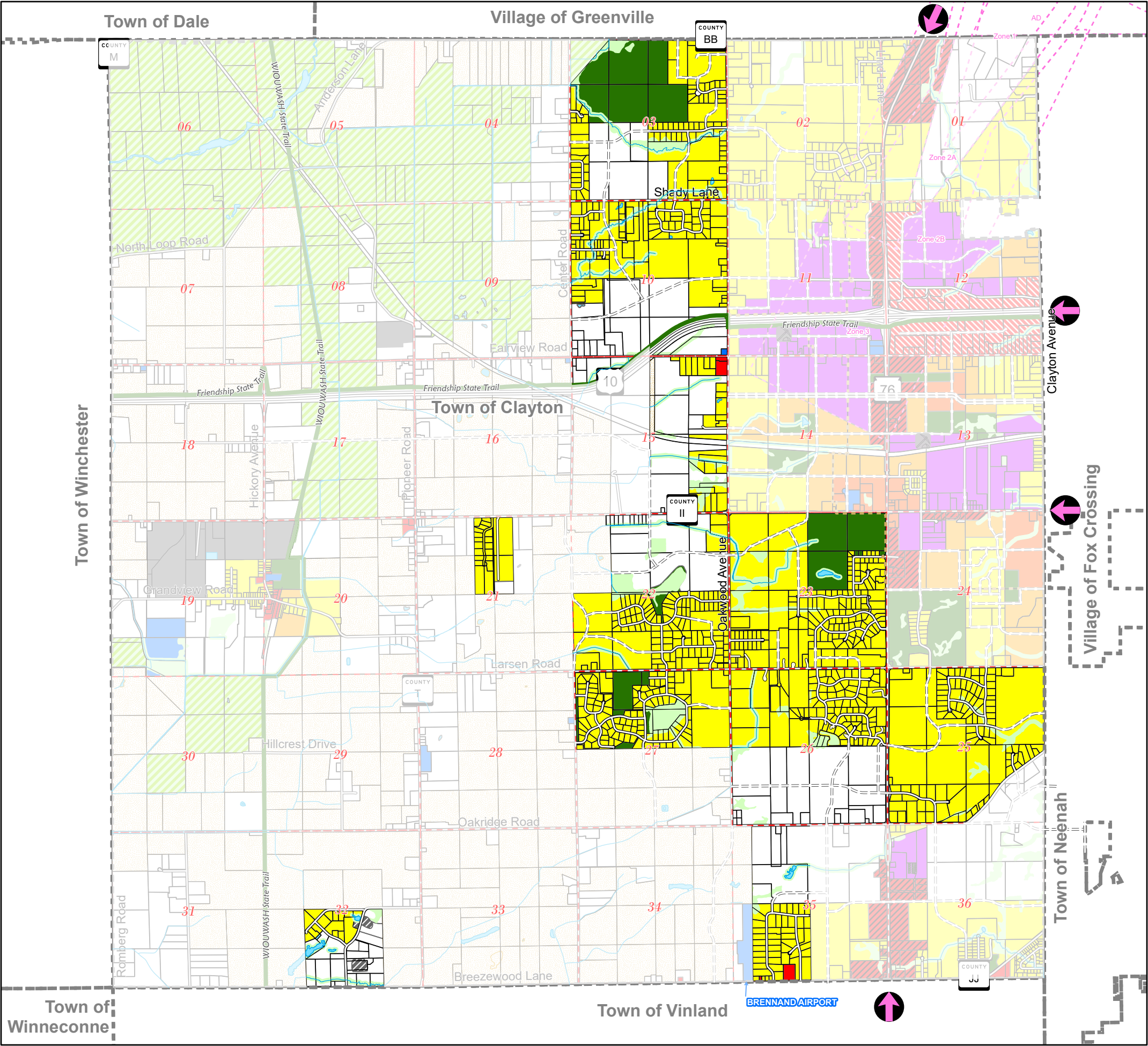
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# Town of Clayton

Winnebago County

## Future Land Use (2040)

### Tier 3

- Agriculture/Rural
- Conservation/Greenspace
- DNR Property
- Working Lands
- Residential - Single and Duplex
- Medium and High Density Residential
- Neighborhood Center Mixed Use
- Business
- Business Park
- Gateway Commercial & Retail
- Light Industrial , Warehousing, and Distribution
- Utilities and Public Facilities
- Parks and Recreation
- Abandoned Landfill Site
- Open Water/Pond/Lake
- Non-Metallic Mining Sites
- Other Non-Metallic Mining Sites

- Other Features**
- Cities, Towns, & Villages
  - Sections
  - Parcels
  - Airport Zoning
  - Town of Clayton Sanitary District #1
  - Roads
  - Future Roads
  - Recreation Trails
  - Navigable Waterways
  - Commercial Gateways

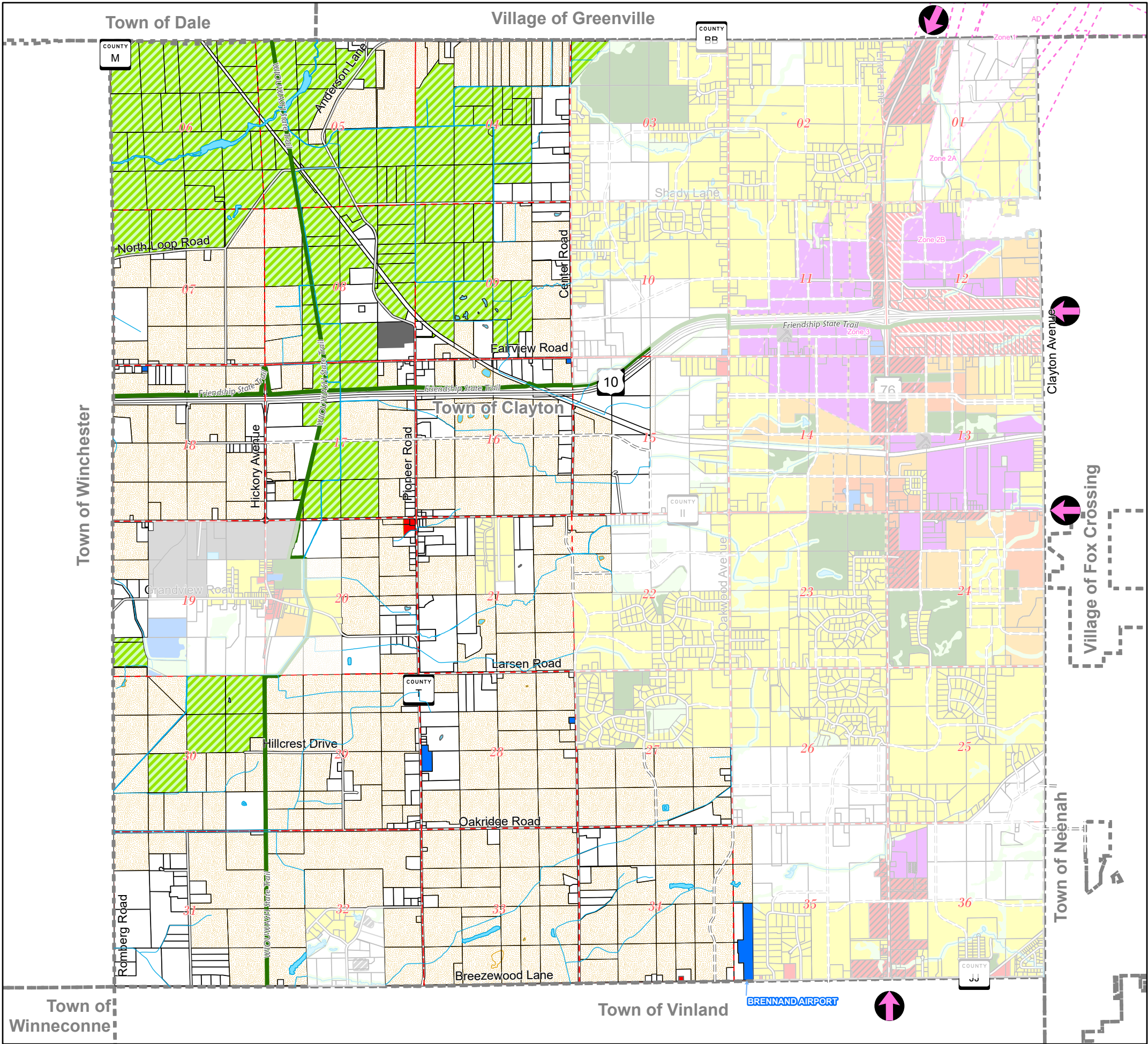
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## Tiered Development System (TDS)

### Development Tiers

New to the Comprehensive Plan, the updated Future Land Use Map (Maps 11-1, 1A, 1B, and 1C) proposes general land use policies which guide the development of new housing based on percentage allocations to a Tiered Development System (TDS). The TDS recognizes the overall existing and future character of development based on the need for services and the desired future density of development in order to reduce ‘urban vs. rural’ conflicts. A number of basic characteristics and provisions for future land use within each Tier were created by the Plan Commission.

#### Tier 1 – Urbanizing (85 percent of new housing)

- Sanitary District No. 1
- Full Services (water/sewer)
- Higher Density Development
- Urban Road Standards (curb, gutter, sidewalk)
- Includes TID #1

#### Tier 2 – Rural Transition (10 percent of new housing)

- Large Lot Residential
- On-Site Wastewater & Private Wells
- Greenspace Incorporation
- Conservation Subdivision Opportunities
- Shadow-Platting Requirements to accommodate future density increases.

#### Tier 1a – Urbanizing (Larsen Hamlet)

- Partial Services (sewer, no water)
- Higher Density Development
- Urban Road Standards (curb, gutter, sidewalk)
- Small Community Feel
- Growth for Existing Industries

#### Tier 3 – Rural Agriculture (5 percent of new housing)

- “Working Lands” (agriculture, forestry, subsistence farming)
- Right to Farm
- Mining
- Natural Areas
- Renewable Energy Opportunities
- CSM Land Divisions Only – No Subdivisions.

The Plan Commission also agreed upon a set of ‘targets’ for the amount (percentage) of new housing development which would be allocated to each Tier in order to better manage growth (Table 11-1). The proposed TDS would therefore allocate at least 85 percent of new residential growth into the urbanizing Tier 1, where it can be best serviced.

**Table 11-1: Town of Clayton Tiered Development System Allocations**

Allocation Policy	Tier 1 (Urbanizing)	Tier 2 (Rural Transition)	Tier 3 (Ag/Rural)	Totals
<b>% of Total Future Housing Units</b>	<b>85%</b>	<b>10%</b>	<b>5%</b>	<b>100%</b>
<b>Housing Unit Allocation by Tier</b>	922	109	54	<b>1,085</b>
<b>Units/Yr. Equivalent (17 yrs. ['23-'40])</b>	51	6	3	<b>60</b>

Note: There are **1,085** total projected housing units between 2022 and 2040 based on selected Plan scenario (75% increase in units).



The Plan Commission will likely use “new lot creation” to measure and monitor where and how much new housing is allowed within each Tier. Hence, new homes on existing lots of record would not count toward the allocation limits, but they would still be tracked for informational purposes. Multi-unit residential developments will also be tracked as more than one unit can exist on a single lot of record.

## Future Land Use Categories & Descriptions



### Agriculture/Rural (Tier 3 lands)

The Agriculture/Rural district exists to continue the accommodation of the Town’s agricultural activities. These rural lands are used for a variety of crops and other agricultural purposes and are planned to continue throughout the life of the Plan with minimal changes in land use. In general, the Agriculture/Rural district shall:

- Accommodate existing and new forms of agriculture such as organic farms and farms that provide fresh produce to local stores, restaurants, and individuals, as well as hobby farms.
- Allow for the production of renewable energy, per the Solar Energy System Overlay (see separate discussion and map).
- Accommodate rural residential uses only within the limits of the Tiered Development System housing allocations, preferably on existing lots of record.



### Agriculture/Rural “Working Lands” Overlay (Tier 3)

The objective of the Town’s Working Lands Initiative is to protect and foster the Town’s agricultural heritage and agricultural industry. The Working Lands Initiative was formalized as part of an amendment to the Comprehensive Plan in 2017 based on input from the public at that time which desired more detailed analysis of the current “Agricultural and Rural Residential” areas into the new “Working Lands” designation. This provides better focus to preserving the agricultural and open space areas in the Town of Clayton.

The designation of a Working Lands overlay to the Agriculture/Rural future land use category has support but comes with the need for a better understanding of the role or function on how Working Lands will be administered in the Town. It is expected that at times in the future, the Working Lands designation may be challenged by land owners who wish to propose certain uses which may or may not be related to agriculture. In an effort to provide more guidance to the land owners and town officials, more detailed verbiage has been developed to help guide the plan. Examples include the process for opting both in and out of the Working Lands designation, types of agricultural related business which could co-exist, the term’s relationship to the Winnebago Farmland Preservation Plan, and the Town Zoning Ordinance just to mention a few. What follows is more detailed guidance on the administration of the Working Lands Initiative.

### Glossary of Terms

The administration of the Town's Working Lands Initiative requires some understanding of terminology. The following terms are clarified:

- Nonfarm Residence or Use: Any residence or use that has no association with agriculture use or agriculture related uses.
- Farm and/or Agricultural Use or Agricultural Related Use Residence: A single-family or two family residence that is the only residential structure on the farm or agricultural parcel that is occupied by any one of the following:
  - 1) An owner or operator of the farm or agricultural parcel owner.
  - 2) A parent or child of an owner or operator of the farm or agricultural parcel owner.
  - 3) An individual who produces agricultural products from the parcel for sale and/or personal sustenance.
- Residential "Agrihoods" which are directly connected to farming operations which support the agrihood development with farm produce.
- Agricultural Use: Any of the following activities conducted for the purpose of producing an income or livelihood, or if operated as a hobby-farm:
  - 1) Crop or forage production.
  - 2) Keeping livestock.
  - 3) Beekeeping.
  - 4) Nursery, sod, or Christmas tree production.
  - 5) Floriculture.
  - 6) Aquaculture.
  - 7) Fur farming.
  - 8) Forest management (Includes tree farms).
  - 9) Enrolling land in a federal agricultural commodity payment program or a federal or state agricultural land conservation payment program.
  - 10) Any other use that the Department of Agriculture, Trade and Consumer Protection, by rule, identifies as an agricultural use.
  - 11) Equestrian boarding, training, and riding facilities (Definition is not recognized by DATCP as an Agricultural Use), including supporting pasture and crop land.
  - 12) Any other use that the Town approves of as an agricultural use (but likely not recognized by DATCP as an Agricultural Use).

Agriculture-related use: An agricultural equipment dealership, facility providing agricultural supplies, facility for storing or processing agricultural products, or facility for processing agricultural wastes. In addition, any use that the Department of Agriculture, Trade and Consumer Protection identifies by rule as an agriculture-related use. An "agricultural related use" must be primary (not just incidentally) related to agriculture and must have a direct connection to agriculture uses.

Working Lands Designation Criteria

The lands designated “Working Lands” are included in the “Agricultural/Rural” category on the Town of Clayton Future Land Use Map (Maps 11-1 and 11-1C) found within the Comprehensive Plan. The Working Lands overlay is comprised of land which was part of a detailed analysis which included specific criteria. The criteria were as follows:

- 1) Contiguous agricultural land west of an East/West Boundary Line (primarily Center Road) were included in the Working Lands Analysis. Land east of this generalized boundary line is generally, but not exclusively, used for other uses.
- 2) Includes cropped parcels >5 acres where 50% or more is being actively farmed (air photo interpretation).
- 3) All parcels < 5 acres were excluded.
- 4) Any parcels zoned other than A-1 or A-2 were excluded.
- 5) Non-farm parcels (ex; wooded, wetlands, residential, and other non-farm intensive type land uses) were excluded.
- 6) Several minor adjustments for inclusion into the Working Lands designation were made for parcels based on parcel ownership and current operations (Active Farming). These additions have been documented.

The above Land Analysis was conducted using GIS software and were mapped accordingly. A copy of the Land Analysis Map is included in Appendix E.

Requesting Land for Inclusion into the Working Lands Designation

For lands to be added to the Working Lands designation, a comprehensive plan amendment shall be required. Adding land into the Working Lands designation acknowledges the use of the land for agriculture management and agriculture related business and activities.

Designation as “Working Lands” also offers property owners the “right to farm” in the Town when farming practices are challenged by non-farm residents. For land to be eligible for inclusion in the “Working Lands” designation, the parcels must generally meet criteria 1 and 2 listed above.



Requesting Land for Removal from the Working Lands Designation

For lands to be removed from the Working Lands designation, a comprehensive plan amendment shall be required. Reasons for removal could vary but it is assumed the reasons would likely include an interest by the land owner to propose a use contrary to agriculture or agricultural-related use. In review of such applications, staff reviews should consider the impact to adjacent agricultural properties and list any potential concerns which may threaten the continuation of agricultural practices to the immediate area. Any future land divisions shall include the “Right to Farm” provisions consistent with past town policy.

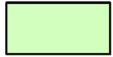
As with any comprehensive plan amendment, the basic process would include an application filed by the applicant, review by Town Staff, public hearing, and approval by both the Town Plan Commission and Town Board.

Policies for Working Lands

To clarify, the following policies are part of the Working Lands designation:

- 1) Working Lands as identified in the Town of Clayton Comprehensive Plan shall be recommended for inclusion into the Winnebago County Farmland Preservation Plan, should one be developed in the future. However, since the farmland preservation plan is a county administered process by statute (Wis. Stats Chapter 91), the county will ultimately decide what lands based on criteria will be submitted to DATCP for certification. Since the Town has established criteria for the identified Working Lands, it is likely these lands would meet DATCP requirements.
- 2) A comprehensive plan amendment will be required for non-farm related development in areas designated Working Lands.
- 3) It is envisioned that the inclusion of designating Working Lands as part of the Future Land Use Plan will provide better direction in balancing agricultural activity with the location of future residential development. This should improve compatibility between the two uses, which in the past has clashed because of a lack of land use planning and proper implementation. The designation of established Working Land areas also drives development into areas which are planned to have a higher level of public infrastructure supporting it such as municipal water and sewer service.





#### Conservation & Green Space (Tiers 1 and 2)

The conservation of the Town's natural and cultural resources ranked high amongst Public Opinion Survey respondents. Conservation lands identified within Tiers 1 and 2 consist of WDNR identified wetlands (>2 ac.), navigable and non-navigable streams, along with a typical 75-foot stream buffer for map clarity purposes. These stream buffers are regulated either by the County's Shoreland Zoning Ordinance or the Town's Subdivision Ordinance (Environmental Setback Corridor) which will ultimately dictate the actual buffer width from a conservation perspective. In addition to providing natural drainage and other stormwater benefits, these lands also provide a variety of ecosystem management functions such as the provision of wildlife habitat and passive recreation opportunities, all of which help to contribute to the Town's character as being a "Touch of Country." Watershed management will be important for agriculture, water quality, and wildlife habitat, and the Town supports efforts which protect and minimize impacts to wetland, floodplains, and shoreland areas during the development process.



#### Conservation & Green Space (Tier 3)

Conservation/Green Space lands shown within Tier 3 consist solely of the WDNR owned properties. These areas are managed according to specific management plans developed by the WDNR for continued conservation and recreational use. While stream corridors and wetlands do exist within the Working Lands designation in Tier 3, it is understood that these areas are part of the agricultural activities such as pasturing and the like.



#### Residential – Single Family and Duplex (Tier 1 and Tier 2 lands)

This district includes existing and new areas of development and is present in various portions of the Town, but mainly located within the Tier 1 (urbanizing) and Tier 2 (rural transition) designated areas and can be described as follows:

- Tier 1 – This district is intended to accommodate both single-family and duplex residential housing units that are connected to public sewer and water. Increasing the density of these areas can help with the creation of affordable housing, as well as the cost-effectiveness of providing sewer and water. Increased density, urbanized street designs, and quality home design can be major factors in the creation of new neighborhoods that are walkable and safe for bicycles and pedestrians. 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 four and eight dwelling units per acre. Other characteristics of new development within this district include:
  - Land that has been subdivided by plat and has a municipal or community source of water and sewer.
  - Densities that range from four to eight units per acre with a combination of single-family and duplex development.
  - Small lots (perhaps as small as 7,250 square feet) to be considered and encouraged within every new subdivision plat to accommodate smaller homes.

- The location of this type of subdivision will be within the Clayton Sanitary District #1 and shall be cost-effective to serve with sewer and water.
- Development of this type of subdivision will require a Residential – Single and Duplex land use category on the Future Land Use Plan and being within one of the following zoning districts:
  - R-2 Suburban Residential
  - R-3 Two-Family Residential
  - R-8 Manufactured Housing Community

In addition to accommodating typical urban and suburban housing styles, this district should also contemplate the use of Accessory Dwelling Units (ADUs). 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.

- Tier 2 – This district is intended to accommodate a limited number of new unsewered subdivisions and may also include duplexes as appropriate. While this type of residential development can be found scattered throughout the east half of the town, the highest concentration of this type can be found in Sections 2, 3, 10, 22, 23, 25, 26, 27, 35, and 36.
  - This is land that has been subdivided by plat or certified survey map, has dedicated roads, and private water and sewer systems located on the lot they serve.
  - This type of subdivision is likely to be located adjacent to existing unsewered subdivisions.
  - Accommodations will be made for “shadow-platting” to allow for future increases in density should municipal utilities need to be extended in the future.
  - The development of this type of subdivision will require a Residential – Single and Duplex land use category on the Future Land Use Plan and being within the following zoning district:
    - R-1 Rural Residential

#### Medium and High Density Residential (Tier 1)

This district is present in various portions of Tier 1 and is intended to accommodate both “missing middle” housing (see sidebar) as well as limited multi-family residential uses that are connected to public sewer and water. Lands allocated for this use are located within the Hamlet of Larsen, on either side of E. Grandview Road, as well as along Clayton Avenue (north of USH 10), along the south side of CTH 11, east of WIS 76, and along either side of WIS 76 between CTH 11 and Fairview Road.



Planned densities in this district should fall between 6 and 12 dwelling units per acre. This district is designed to better accommodate more affordable ‘workforce’ housing on smaller lots (perhaps as small as 7,250 square feet). Missing Middle housing types are recommended to provide diverse housing options, including a combination of duplexes, four-plexes, and well-designed six and eight-plex multiple-family apartments, as well as cottage courts and townhouses. 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. Other characteristics of new development in this district include:

- Urbanized streets with curb, gutter, and bicycle and pedestrian accommodations (sidewalks) are required in this district.
- Densities shall be between 6 and 12 units per acre.
- Housing types should be varied in size and style.
- Apartment units should not exceed 8 units per building and should not be concentrated within a single subdivision, but rather dispersed across the entire development.
- The development of this type of subdivision will require a Medium and High Density Residential land use category on the Future Land Use Plan and being within one of the following zoning districts:
  - R-2 - Suburban Residential
  - R-3 – Two-Family Residential
  - R-4 - Multi-Family Residential

## WHAT IS MISSING MIDDLE HOUSING?

“Missing middle housing” refers to housing types that fall somewhere in between a single-family home and mid-rise apartment buildings – such as townhomes, duplexes, triplexes, and courtyard clusters. See Chapter 3 - Housing for more information.



### Neighborhood Center Mixed Use District (Tier 1)

Mixed use development is an important component of the Comprehensive 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: at the southwest intersection of the CTH II and Clayton Avenue; within the northeast and northwest quadrants of the CTH II / WIS 76 intersection, and; within the interior of lands south of Fairview Road and east of WIS 76 (Maps 11-1 and 11-1A). These areas are intended to accommodate development of neighborhood centers that are small, moderate-impact, functional areas for commerce and social gathering. 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 (3rd spaces) and civic uses. They are intended to serve as an amenity for residents of the immediate neighborhood and support a variety of uses. These uses are often unique, innovative, and creative which are spawned by entrepreneurs.

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 11 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. Other considerations include:

- As Clayton grows, there will be opportunities for mixed-use development, particularly on the north side of CTH “11”, just east and west of STH “76”. Retail, office, and two-family and multi-family residential are the most likely components of these mixed-use development.
- Creating opportunities to address these types of developments through the PUD identified areas will address this growing need.
- The development of this type of subdivision will require a Neighborhood Center Mixed Use land use category on the Future Land Use Plan and being within one of the following zoning districts:
  - R-4 – Multi-Family Residential
  - B-2 - Community Business (conditional use)
  - B-3 – General Business
  - M-1 – Mixed Use



#### 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 light industrial uses are also included in the Clayton Business Park North area primarily due to restrictions imposed on uses within the Airport Zoning Overlay. Examples could include warehousing, distribution centers, and light manufacturing.

Many of these properties are located within the Town's new TID #1 as well as being within the Clayton Sanitary District #1. Therefore a high-level of public services will be available for new businesses within these areas. The potential for development incentives may also be available by virtue of the existing TID #1.

New businesses within this area should be regional in nature and require high-levels of access to the USH 10 and I-41 transportation corridors. New development driven solely by USH 10 traffic counts (i.e. car, boat, RV, trailer dealerships, etc.) shall be discouraged. Instead, high-value employment firms with professional offices, medical and dental facilities, and related uses that attract users to and from the Friendship Trail should be considered within this district.

- New projects shall be connected to sewer and water.
- New projects shall, where necessary, comply with the provisions of the Airport Overlay Zoning District.
- Design standards and site plan review requirements shall be applied to all new development proposals within the Clayton Business Park district.
- The development of this type of commercial development will require a Business Park land use category on the Future Land Use Plan and being within one of the following zoning districts:
  - B-3 – General Business
  - I-1 – Light Industrial



#### Gateway Commercial and Retail District

This district is designed to welcome visitors into the Clayton community and is located primarily along STH 76, along with some frontage included along CTH II. Development standards should set the tone for a traveler's impression of the Town. 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 and utilizing good design standards and site plan review principles will help to ensure the quality of new development and its buildings and parking areas. Brief descriptions of these four areas follow:

- *WIS 76 between Winnegamie Drive and the CN Rail Line*  
The accessibility and visibility of the WIS 76 corridor near the USH 10 interchange is attractive to both commercial and industrial land uses. Uses would be regional in nature, serving a market broader than just the Town of Clayton.
- *WIS 76/CTH II*  
The existing business land use pattern in this area will lead to additional development. Businesses will be both regional and local in nature. This is the area in which the day-to-day commercial needs of the residents of the Town of Clayton would be met. This area would likely serve as the Town's Commercial "Downtown" District. More detailed planning will be required to guide district appearance.

- *WIS 76/CTH JJ/Breezewood Lane*  
The development of this area should accommodate the expansion needs of companies currently located in this area or the development of neighborhood type of commercial development. New business opportunities may also be accommodated.
- The development of this type of commercial use will require a Gateway Commercial and Retail land use category on the Future Land Use Plan and being within one of the following zoning districts:
  - B-2 – Community Business
  - B-3 – General Business



#### Local Business

This district acknowledges several sites scattered across the Town, including along Breezewood Lane, and within the Hamlet of Larsen. The district is more typical of general business opportunities and is intended to accommodate a single retail or service establishment or a small grouping of such establishments that primarily serve the daily needs of residents in the surrounding area. Because this district is characteristically near or within residential areas, standards will be applied to ensure the commercial uses are compatible in appearance and character with the surrounding residential uses.

- The development of this type of commercial use will require a Local Business land use category on the Future Land Use Plan and being within one of the following zoning districts:
  - B-1 – Local Service Business
  - B-2 – Community Business



#### Light Industrial, Warehousing and Distribution

This District is located in several portions of the Town to recognize existing industrial uses within the Town, but also to target new industrial development projects and potentially new renewable energy generation facilities (i.e., solar). Driven by the accessibility of the USH 10 corridor, as well as current restrictions on land use by the Outagamie County Airport Zoning Overlay, two zoning district sub-areas have been identified: Clayton Industrial Park North and Clayton Industrial Park South. Additional lands have been allocated in the northern portion of the Clayton Business Park North area and will transition from those business uses located immediately along the USH 10 corridor. A fourth area is located along CTH 11 near the CN 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 (including renewable energy), professional service, and transportation/logistics businesses to these areas, thereby creating quality employment opportunities which can attract further growth.

If a proposal for a business development requires a rezoning to a business, industrial, or manufacturing zoning district, it will be reviewed by the Town of Clayton for the purpose of making a recommendation as to the zoning district that would be applicable and the appropriateness of the property for that zoning district. The Town shall use the Future Land Use Plan Map as the review criteria to respond to any business or industrial rezoning requests. Future rezones must be supported by the Future Land Use Plan Map.

- New projects shall be connected to sewer and water.
- New projects shall, where necessary, comply with the provisions of the Airport Overlay Zoning District.
- Design standards and site plan review requirements shall be applied to all new development proposals within the Clayton Business Park district.
- Accommodate renewable energy system in building and site design (rooftop and ground mount).
- The development of this type of industrial development will require a Light Industrial, Warehousing, & Distribution land use category on the Future Land Use Plan and being within one of the following zoning districts:
  - I-1 – Light Industrial
  - I-2 – Heavy Industrial



#### Non-Metallic Mining Sites

Five existing, operational non-metallic mines are located within the Town. These features are identified on the Future Land Use Plan Map with the understanding that the mine's proposed 'end land use' will be dictated under the mine's NR-135 reclamation plans, and which require consistency with the Town's comprehensive plan and zoning regulations. It should be noted that once reclaimed, these locations could be future hosts for renewable energy systems.



#### Utilities & Public Facilities

This District exists to accommodate public uses such the existing Clayton Elementary School located on Fairview Road, as well as places like the current Town Hall, Fire Department, and Public Works facilities, and the Larsen-Winchester Sanitary District's wastewater facilities. The Future Land Use Map also contemplates the location of a new administrative and fire department facility near USH 76 and CTH II. A study was completed in 2021 to assess and identify deficiencies in existing facilities in terms of staffing and equipment space, as well as the protective service needs for newly planned development. The Study concluded that a new Municipal/Public Safety Facility will be needed and that the current Town-owned site along CTH II near WIS 76 is suitable to house such a facility. However, further studies may be needed to adjust to growth patterns as the Town develops. Potential integration of new residential, neighborhood center, and parkland uses should be considered in future location studies.

- The development of this type of use in the future will require a Utilities & Public Facilities land use category on the Future Land Use Plan and being within one of the following zoning districts:
  - P-I Public Institutional



### Parks and Recreation

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. New parklands will be leveraged to the degree possible using the Town's subdivision ordinance provisions, although purchase and donation methods may also be employed as needed. Specifically, new parklands have been identified as follows:

- East Central Park – This 19.9 acre community park lies south of Fairview Rd. on both sides of WIS 76 in a linear, east-west fashion. To be designed as a more formal 'urban' park space which serves as a central gathering point for the planned adjacent Neighborhood Mixed Use District, and the community as a whole. This site takes advantage of the existing topography and tremendous eastward views over the Fox Cities all the way to the Niagara Escarpment. The park intentionally extends across WIS 76 to take advantage of the highest point along this stretch, as well as to provide additional greenspace to serve the planned Gateway Commercial & Retail District.



- Neighborhood Park 1 – An approximate 16.0 acre neighborhood park identified north of the CN rail corridor, west of WIS 76, to serve new residents as this area grows.

- Neighborhood Park 2 - Approximate 29.2 acre neighborhood park identified south of the CN rail corridor, west of WIS 76, to serve new residents as this area grows. This area is nearby the selected site for the new Town Administrative and Public Service facility, and opportunities to integrate these uses should be examined further.



- Neighborhood Park 3 - Approximate 9.6 acre neighborhood park located west of Clayton Ave. and south of CTH 11, to serve planned residential neighborhood.
- Conservation Area 1 - Approximate 19.3 acre wetland area north of Larsen Road and west of Oakwood Road as a potential passive recreation area serving existing and future rural subdivisions. The southern ½ of this wetland is already owned by the town.
- Conservation Area 2 - Approximate 45.4 acre wooded area lying between Clayton Avenue and WIS 76, just north of the CN rail corridor. This area would provide for passive recreation, outdoor education, and nature trail opportunities and would serve new residents in the urbanizing eastern portion of the Town.





#### Abandoned Landfill Sites

Two closed landfill sites exist in the southwest portion of the Town, one being owned by the Town of Clayton. These sites are not required to be monitored and may cause some concern for any new development in close proximity. The Town should discourage new development from locating within or near these areas; however, they may be considered good candidates for renewable energy systems.

## Solar Energy System (SES) Overlay

The Town of Clayton acknowledges the need for the installation of solar energy systems of all scales across the community and will provide guidance in the form of updated zoning regulations, particularly for mid-scale and small solar energies systems (SES), while abiding by Wisconsin Statute §66.0401(1m) provisions:

“Local governments may not place any restriction on the installation or use of solar energy systems unless the restriction:

- Serves to preserve or protect public health or safety.
- Does not significantly increase the system cost or decrease the efficiency.
- Allows for an alternative system of comparable cost and efficiency.”

Clayton further acknowledges the State of Wisconsin’s Preemption as defined by 196.491(3) which states:

“If installation or utilization of a facility for which a certificate of convenience and necessity has been granted is precluded or inhibited by a local ordinance, the installation and utilization of the facility may nevertheless proceed.”

A Certificate of Public Convenience and Necessity (CPCN) is required by the Public Service Commission (PSC) for systems generating 100MW or greater. The process includes an application, public notice, environmental review, community impact review, and public hearings before a decision is rendered by the PSC.

The Town of Clayton desires to take a more pro-active approach in the siting of future large-scale SES’s to assist in the application process. In order to determine level of restrictions within the Town, Clayton has elected to use its planning authority granted under WI Stats 66.1001 to direct preferred locations that allow for the generation of large-scale solar energy systems while protecting the investments which have been made to existing development patterns in the Town.

Map 11-2 was developed to show accommodating locations based on current land use, residential development density, zoning classifications, and adequate buffering requirements to reduce the potential negative impacts of siting large-scale Solar Energy Systems in the Town. Map 11-2 also shows the locations of existing transmission corridors vital to accommodating any future energy generation. Based on this map, the Town has identified 6,090 acres which could potentially accommodate large-scale SES's and 2,778 acres for medium-scale SES's. The Town will use this map as a guide to working with prospective solar developers on future permitting and approval of such systems, within the limitations of the law. Through the use of this planning approach, Clayton believes the Town has captured the intent of Wisconsin Statute §66.0401(1m). At the same time, the Town understands that renewable energy could be a differentiator in terms of its regional advantage for economic development.

## Land Use Plan and Zoning Consistency

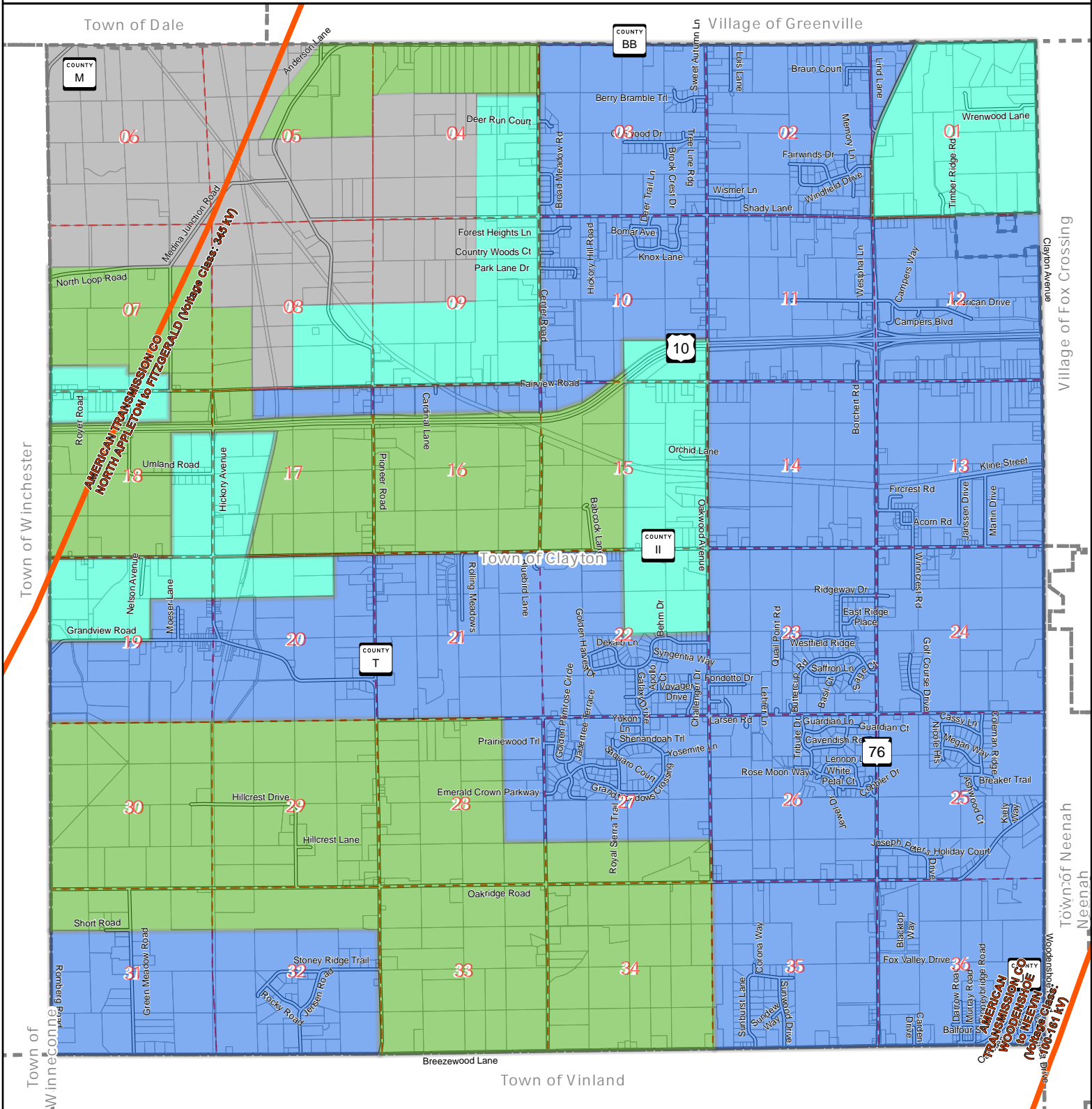
Of particular importance is consistency between the Future Land Use Plan and the Zoning Map. Because zoning reflects the current situation and the Future Land Use Plan map reflects the preferred land use, the two maps initially may not be consistent. The objective is that these two maps would become consistent over a period of time. On December 17, 2013, the Town developed and adopted The Town of Clayton Zoning Code of Ordinances. 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 Town of Clayton has created the following general process for examining proposed land use changes:

- 1) A proposal for development or an application for a permit that is consistent with the comprehensive plan and the zoning ordinance should be approved.
- 2) A proposal for development or an application for a permit that is inconsistent with the comprehensive plan but consistent with the zoning ordinance should be approved. The Town, however, has the ability to amend the comprehensive plan to be consistent with the zoning ordinance.
- 3) When a proposal for development or an application for a permit is consistent with the comprehensive plan but not with the zoning ordinance, an application may be submitted to the Town to amend the zoning ordinance, so it is consistent with the comprehensive plan. The Town's expectation is that the amendment would be approved.
- 4) A proposal for development or an application for a permit that is inconsistent with both the comprehensive plan and the zoning ordinance should initially be rejected. The Town, however, does have the ability to amend the comprehensive plan and the zoning ordinance so that the proposal is consistent with both.
- 5) After Town action, all plan amendments and rezones must be submitted to Winnebago County for approval.

# SOLAR ENERGY SYSTEM (SES) SUITABILITY

Map 11-2



Town of Clayton

Winnebago County, Wisconsin

## Town of Clayton

### Winnebago County, WI

This base map was created with data from Winnebago County Land Information Department who assumes no liability for the accuracy of this data and any use or misuse of its content is the responsibility of the user. Changes were made by Cedar Corporation under the direction of the Town of Clayton

### Legend

- Large-Scale >100MW
- Medium-Scale <100MW to >30kW
- Small-Scale 30kW or less
- Undesignated
- Electric Transmission Lines
- Cities, Towns, & Village Borders
- Sections
- Parcels

Map Updated: May 31, 2023

## Extraterritorial Platting and Zoning

State law provides for the review of any land division in a town that is in the extraterritorial area of an adjacent city and/or village by that city and/or village. Depending upon the location, the City of Neenah, Village of Fox Crossing, and Village of Greenville may have review authority over land divisions in the Town of Clayton. The extraterritorial boundary is shown on Map 9-1 Existing Land Use. State law also provides for an extraterritorial zoning ordinance in the extraterritorial area of an adjacent city and/or village. At this time, none of the communities mentioned have an interest in developing or adopting an extraterritorial zoning ordinance.

## General Plan Implementation

### Summary

The Town of Clayton Comprehensive Plan 2040 is intended to guide all decisions related to community development in the town. All public and private sector community development related decisions should be made in the context of the Plan's goals, objectives, policies, and recommendations.

Specifically, the Plan should be used as a guide when site plans are reviewed, rezonings are proposed, conditional use requests are considered, subdivision plats are reviewed, and public utility improvements or extensions are proposed. The Plan should be used to evaluate the impact of proposed development projects on existing land uses, transportation system facilities, utility systems, park and recreation facilities, and other municipal services and facilities prior to issuing permits to, for example, commence construction, divide land, and occupy buildings.

This section of the plan outlines a course of action for Town of Clayton officials to follow and implement over the next twenty years but focuses on those tasks which have been deemed a priority by the Plan Commission for completion over the next five years. Implementation will comply with existing ordinances, or new ones will be adopted and implemented.

### Integration of the Elements

With the high likelihood of continued growth in Clayton in the next twenty years, it will be especially important to keep in mind all the land use components when seemingly dealing with one. The blending of various styles and densities of residential development with commercial and industrial activity will be particularly important. Parks, trails, and open space will be a significant factor in achieving this harmony.

During the planning process, care was taken to ensure consistency between the goals, objectives, policies, and recommendations contained in each element of the Comprehensive Plan. The Town of Clayton Plan Commission will be responsible for comparing proposals for development that come before it with each element of the Comprehensive Plan. If the review of the development proposal uncovers inconsistencies between the elements, the Plan Commission shall analyze and determine how the inconsistencies may be resolved.

The Town of Clayton Plan Commission will be responsible for comparing all proposed development with each element of the comprehensive plan, including the natural environment (wetlands, high ground water and bedrock, and soil limitations for below grade septic systems). The Town will also consider implementation tools like land use ordinances and the Official Map to assure consistency of land use decisions with the Comprehensive Plan recommendations.

## Ordinances, Programs, and Specific Actions

### Zoning Ordinance

Zoning has long been recognized as a fundamental tool in implementing a comprehensive plan, specifically the intentions of the Future Land Use Plan. 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. It should be noted that Winnebago County still maintains zoning control with shoreland areas (300' of a navigable stream and 1000' from a lake or impoundment).

### Shoreland-Wetland Zoning Ordinance

As noted earlier, the regulation of land use in shoreland and wetland areas is covered by the Shoreland District Overlay of the Winnebago County Zoning Ordinance. The Ordinance is administered and enforced by the Winnebago County Planning and Zoning Department. The regulations apply to areas within 1,000 feet of the ordinary high water mark of a lake, pond, or flowage, and 300 feet from the ordinary high water mark of a river or stream, or the landward side of the floodplain, whichever is greater.

### Subdivision Ordinance

Wisconsin State Statutes Chapter 236 set forth the necessary requirements to divide land in the State. A subdivision ordinance establishes criteria, standards, and guidelines for the orderly layout of streets, lots, open space areas, and utility easements and other land division issues. The code also identifies how subdivisions relate to each other and public highways to ensure the importance of orderly planning in the town. The Town of Clayton adopted a Subdivision Ordinance in September 2000 with a number of modifications being made over subsequent years. Residential development will occur in compliance with the ordinance.

### Official Map Ordinance

State Statutes Chapter 62.23 allows the Town of Clayton Plan Commission to create and maintain an official map of the municipality. An Official Map shows present and proposed future roads, parks, trails, and public facilities. The law limits compensation to private property owners who construct buildings on designated future streets or public areas. The Town of Clayton has adopted an Official Map. However, due to the detail now shown on the Future Land Use Map, amendments will be required. The purpose of official mapping is to promote the planning and preservation of future arterials and collector roadway corridors. A map showing future streets can be extremely helpful to the long range planning of a community and can alert property owners and developers to the intended route of major streets. As development occurs in the officially mapped corridors, the roadways will be allowed to deviate to some extent from the legally defined roadway to account for mapped wetlands or other geographic obstacles.

### Other Ordinances

The Town of Clayton Plan Commission should lead a comprehensive review of all ordinances and move to codify into a full municipal code. The Town of Clayton also has the following ordinances and regulations:

- Road Access Control
- Road Design Standards
- Site Plan Ordinance
- Public Improvement Agreement
- Park Use Regulations
- Sign Ordinance

### Measurement of Comprehensive Plan Effectiveness

The Town of Clayton Plan Commission may, on a periodic basis, provide a written report to the Town Board on the progress made in implementing the programs and actions described in the Implementation Element of the Comprehensive Plan.

### Plan Update Process

The Town Plan Commission and the Town Board will review any changes suggested for the plan every other year. The Town will exercise a more detailed update of the comprehensive plan no more frequently than every five years, but not less than once every ten years.

### Plan Implementation Vision

The Town of Clayton Plan Commission developed the following vision statement pertaining to the implementation of the Comprehensive Plan:

*The Town maintains an effective comprehensive plan and land development process that encourages orderly growth through the utilization of citizen participation, quality technical and professional staff, and an active Plan Commission. Planning and zoning are consistent, and long-term community planning goals are not sacrificed for short-term development. Design Standards for commercial, industrial, and multi-family uses are essential to achieve quality development. The Town's proactive code enforcement controls such things as junk cars, unscreened outdoor storage, illegal signs, litter, and similar blighting influences. The Town assumes responsibility for zoning controls assuring fair reviews, due process and proper interpretation of the codes.*



## Implementation Action Plan

### Summary

The implementation of the Comprehensive Plan will need to occur through a variety of methods. The following summary of key goals, strategies, and recommendations are provided in Table 11-1 as a guide to establishing the parameters for new development within the Town over the next five years. As noted in several categories, significant changes to existing Town regulations will be necessary to achieve the vision established for the Town. The Town of Clayton Plan Commission should lead a comprehensive review of all ordinances and move to codify into a full municipal code.

### Priority Plan Implementation Directives

The Town of Clayton Plan Commission strongly recommends that the Town increase and improve its commitment to the monitoring and implementation of the updated Comprehensive Plan. While the updated plan contains over 130 individual recommendations, the Plan Commission feels that the most important directives, in terms of overall short-term positive impact on the community, are as follows. Please note that these directives are not listed in any priority order as all twelve items are near equal in terms of importance.

1. **Increase the required standards for street construction within the Tier 1 Development area:** Develop and approve new road construction standards for the future urbanized area east of WIS 76. This should include policies for the installation of curb/gutter as well as sidewalks as appropriate (Recommendation 5.2.3.3).
2. **Increase the required standards for parkland and trail dedication:** Review and update the Subdivision Ordinance's parkland/trail dedication requirements, including fees in lieu of and park impact fees to ensure that recreation opportunities are available and integrated into new development per Comprehensive Plan's vision. (Recommendations 3.1.2.1, 5.3.1.1, 7.5.1.1).
3. **Prepare more detailed Area Development Plans (ADPs) for lands along the WIS 76 corridor:** More detailed plans covering at least 160 acres will help identify critical future access points for lands along the corridor as well as future roads, parks, sewer, water, and storm water management facilities. Developing "neighborhood" concept plans for the WIS 76 and CTH 11 corridors "mixed use" areas will guide investment property and business owners. Additionally, a "street connectivity analysis" will be conducted as part of the ADP development process and with all development reviews. Connectivity targets should be established prior to its utilization and application. (Recommendations 3.2.1.1, 4.4.1.1, 5.1.4.2).
4. **Update the Town's Official Map to ensure various roads, parks, and stormwater facility locations are reserved:** Proactively mapping these planned facilities on the Town's Official Map is the best method to reserve their locations and integrate them into future development (Recommendations 5.1.3.1, 7.2.1.1, 7.5.1.3, 8.5.1.3).

5. **Amend ordinances to facilitate a strong “grid” system of local streets:** Ensuring good and logical ‘connectivity’ of new streets will create logical ‘blocks’ for which to locate various land use types. This should include preferences for north/south and east/west oriented streets with minimal curvatures. 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. 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 (Recommendation 5.1.1.1)
6. **Encourage more housing diversity within the Tier 1 Development Area:** Modify the existing Zoning Ordinance to increase required densities for single-family and duplex development, as well as higher density (missing middle and multi-family) developments and offer accommodations for the construction of Accessory Dwelling Units (ADUs). (Recommendations 3.2.3.1, 3.2.3.2, 3.3.1.2, 4.4.1.2).
7. **Amend the existing zoning ordinance to include improved standards and regulations for all scales of solar energy systems:** The Town should proactively prepare for the potential of larger scale solar developments as well as promoting site-level residential and commercial solar energy installations which abide by the State’s statutory restrictions (Recommendation 3.2.5.1).
8. **Protect important viewsheds along the WIS 76 corridor:** Consider the development of a Viewshed Protection Overlay for lands located along STH 76, between Fairview Road and the CN rail line, and between Winnegamie Drive and Shady Lane, which ensures the preservation of key lines-of-sight to the east. (Recommendation 8.3.2.1)
9. **Move forward with the necessary planning to construct a new Municipal & Public Safety Building:** Implement recommendations of the 2021 study concerning the construction of a new Clayton Municipal and Public Safety Building (Recommendation 6.1.1.2).
10. **Actively promote the Clayton Business Park and Industrial Park properties:** Facilitate discussions with corridor landowners and work with area economic development entities to promote the Clayton Business Park and other business development sites (Recommendations 4.1.2.1, 4.7.1.1, 4.7.1.2, 4.7.1.3, 4.7.1.4, 4.7.1.5)
11. **Maintain communications with neighboring communities regarding growth and development issues:** Maintain contact with adjacent communities and execute agreements as needed in order to maintain the Town’s boundaries and the provision of efficient services. (Recommendation 10.1.2.1)
12. **Place a high importance on implementing and tracking recommendations and projects outlined in the Comprehensive Plan:** Several tasks should be addressed to improve and ease the implementation of this plan’s recommendations including: Creation of a method to track the amounts and locations of new housing development with respect to the three development Tiers; prepare CIP-like document identifying short-term Comprehensive Plan implementation projects, their estimated costs, and funding schedule, and; review the Comprehensive Plan on an annual basis to examine implementation progress and identify trends that have not been considered in the past. (Recommendations 9.1.1.1, 9.3.2.1, 9.4.1.1)

**Table 11-1: Detailed Plan Implementation Recommendations**

*Note: Implementation priorities are noted as High (2024-2027), Medium (2028-2031) and Low (2031-2040).*

### Issues & Opportunities

#### **Goal 2.1: Accommodate changing resident demographics in terms of housing, services, and economic needs.**

Strategy	Recommendation	Priority	Responsibility
<b>Strategy 2.1.1:</b> Shape new development to better accommodate the needs of an aging population. <b>Strategy 2.1.2:</b> Create neighborhoods which attract a mix of demographic characteristics and income-levels through thoughtful planning of housing, retail, and services. <b>Strategy 2.1.3:</b> Revitalize the hamlet of Larsen to be a unique rural community that attracts families and seniors.	N/A		

### Housing

#### **Goal 3.1: Provide for a range of new housing types that meet the needs of the Town's future population.**

Strategy	Recommendation	Priority	Responsibility
<b>Strategy 3.1.1:</b> Future residential development should provide a variety of housing types and densities to meet the demand of future markets.	<b>Recommendation 3.1.1.1:</b> Multi-family housing should be directed to planned locations with appropriate zoning; and, where practicable, should be dispersed throughout new subdivision developments versus being concentrated within one part of the development.	Ongoing	Plan Commission

<b>Strategy 3.1.2:</b> Locate future housing adjacent to services and amenities home buyers will find attractive.	<b>Recommendation 3.1.2.1:</b> Using the Town's subdivision ordinance requirements, ensure that adequate public greenspace is provided in the form of parks and trail corridors.	Ongoing	Plan Commission
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**Goal 3.2: Plan out new Tier 1 housing development to create a set of diverse walkable urban and suburban neighborhoods.**

Strategy	Recommendation	Priority	Responsibility
<b>Strategy 3.2.1:</b> Utilize the Tiered Development System to guide 85 percent or more of new housing development into Tier 1 areas where sewer and water services are available.	<b>Recommendation 3.2.1.1:</b> Prepare detailed Area Development Plans (ADPs) which covers at least 160 acres and/or ensures that the parcel of interest and all adjacent parcels are addressed in terms of access, roads, parks, sewer, water, and storm water management.	HIGH	Plan Commission
<b>Strategy 3.2.2:</b> 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".	<b>Recommendation 3.2.2.1:</b> 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.	LOW	Plan Commission
<b>Strategy 3.2.3:</b> Provide ample opportunities for higher density attainable workforce and retiree housing development which matches market demands for urban living and allows 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.	<b>Recommendation 3.2.3.1:</b> For single-family and duplex areas, 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.	HIGH	Plan Commission
	<b>Recommendation 3.2.3.2:</b> For medium to high density residential development, 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.	HIGH	Plan Commission
	<b>Recommendation 3.2.3.3:</b> Use housing as a major component of the new Mixed Use District and direct higher density (8+ unit) housing to these areas along with first floor retail, office, or other appropriate use.	Ongoing	Plan Commission

<b>Strategy 3.2.4:</b> Allow for job creation opportunities within residential zones.	<b>Recommendation 3.2.4.1:</b> Modify zoning ordinance to increase allowances for 'work from home' and home-based businesses, based on standards, within residential districts.	HIGH	Plan Commission
<b>Strategy 3.2.5:</b> Encourage and accommodate renewable energy in housing designs.	<b>Recommendation 3.2.5.1:</b> Amend the existing zoning ordinance to include solar energy regulations which acknowledge and abide by State Statute restrictions.	HIGH	Plan Commission

**GOAL. 3.3 Ensure that the Town's development regulations account for aspects of housing affordability.**

Strategy	Recommendation	Priority	Responsibility
<b>Strategy 3.3.1:</b> Ensure that mixed use developments contain a complementary mix of uses such as affordable residential housing types, retail, commercial, employment, civic and entertainment uses in close proximity - sometimes in the same building.	<b>Recommendation 3.3.1.1:</b> Create a new Neighborhood Center Mixed Use zoning district which incorporates affordable housing. Integrate with new public spaces, connections for pedestrians and vehicles, and assuring sensitive, compatible use, scale, and operational transitions to neighboring uses.	HIGH	Plan Commission
	<b>Recommendation 3.3.1.2:</b> Analyze new ordinance provisions which allow for the use of Accessory Dwelling Units (ADUs).	MEDIUM	Plan Commission
	<b>Recommendation 3.3.1.3:</b> As appropriate, provide financial incentives for new affordable housing development utilizing TIF District #1.	Ongoing	Town Board
	<b>Recommendation 3.3.1.4:</b> Near the end of TIF District #1's life (2038), consider extending it for one year to address attainable housing needs.	LOW	Town Board

## Economic Development

### Goal 4.1: Facilitate the development of commercial (business park) and industrial (industrial park) land uses at the USH 10/WIS 76 interchange that provide services needed regionally.

Strategy	Recommendation	Priority	Responsibility
<b>Strategy 4.1.1:</b> Create an attractive environment for large-scale corporate and professional offices that can benefit from the visibility along the USH 10 corridor.	<b>Recommendation 4.1.1.1:</b> Establish uses and target business types for the District by modifying 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.	HIGH	Plan Commission
	<b>Recommendation 4.1.1.2:</b> Revisit existing design standards as needed.	HIGH	Plan Commission
<b>Strategy 4.1.2:</b> Coordinate with landowners and offer incentives to facilitate the logical transition of existing uses to business uses over time.	<b>Recommendation 4.1.2.1:</b> Identify critical landowners and establish initial meetings to discuss opportunities and options with respect to future development.	Ongoing	Town Administrator, Town Chair, Plan Commission Chair
<b>Strategy 4.1.3:</b> Ensure that adequate electrical capacity exists to service industrial development within Study Area.	<b>Recommendation 4.1.3.1:</b> Meet with local utility companies and organizations (WPS, WE Energies, RENEW, Focus on Energy, etc.) to discuss electrical capacity needs and potential solutions including renewable energy options.	HIGH	Town Administrator / Staff
<b>Strategy 4.1.4:</b> Utilize the Planned Unit Development overlay to accommodate future commercial and industrial development within the Outagamie County Airport Overlay Zoning District.	<b>Recommendation 4.1.4.1:</b> Examine opportunities for small-scale solar field installations within industrial areas affected by the Airport Overlay Zone.	Ongoing	Plan Commission
<b>Strategy 4.1.5:</b> Consider the integration of co-working/flex space within this District to assist entrepreneurs and business growth.	<b>Recommendation 4.1.5.1:</b> Create new provisions within the Town's Zoning Ordinance to better accommodate co-working/flex space uses.	HIGH	Plan Commission



**Goal 4.2: Facilitate the development of commercial land uses along the CTH II corridor that provide both regional and local services.**

Strategy	Recommendation	Priority	Responsibility
<b>Strategy 4.2.1:</b> Create an attractive environment for additional industrial and commercial uses that can benefit from the access along the CTH II, east of WIS 76.	<b>Recommendation 4.2.1.1:</b> Establish uses and target business types for the applicable zoning districts in this corridor and update regulations which specify the general uses and lot size/setback standards.	HIGH	Plan Commission

**Goal 4.3: Create an attractive setting for highway related commercial/retail land uses that serve the traveling public (Gateway District).**

Strategy	Recommendation	Priority	Responsibility
<b>Strategy 4.3.1:</b> Establish uses and target business types for the Gateway District.	<b>Recommendation 4.3.1.1:</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.	HIGH	Plan Commission

**Goal 4.4: Integrate new local commercial uses within the Mixed Use Districts as indicated on the Future Land Use Map.**

Strategy	Recommendation	Priority	Responsibility
<b>Strategy 4.4.1:</b> Provide additional guidance to the development community on options for developing “mixed use” areas as shown on the Future Land Use Map.	<b>Recommendation 4.4.1.1:</b> Develop “neighborhood” concept plans for the WIS 76 and CTH II corridors ‘mixed use’ areas to guide investment by existing and future property and business owners.	HIGH	Plan Commission
	<b>Recommendation 4.4.1.2:</b> Develop the appropriate “mixed use” zoning district(s) and stringent design standards which emulate principles of Traditional Neighborhood Development for these locations.	MEDIUM	Plan Commission

**Goal 4.5: Work with business owners and property owners in maintaining Larsen as a historic rural hamlet and revitalizing its commercial district over time.**

Strategy	Recommendation	Priority	Responsibility
<b>Strategy 4.5.1:</b> Be open to unique opportunities and standards to promote revitalization of its business district with the idea of making the rural hamlet of Larsen a destination.	<b>Recommendation 4.5.1.1:</b> Create a Committee or Task Force to further examine planning and revitalization opportunities within the hamlet of Larsen and to identify priority projects and funding sources.	MEDIUM	Town Board

**Goal 4.6: Enhance the attractiveness of new development within the Town by incorporating appropriate design standards, as well as technology and infrastructure where practical.**

Strategy	Recommendation	Priority	Responsibility
<b>Strategy 4.6.1:</b> Use the ordinances available to the Town of Clayton (including but limited to zoning, subdivision, site plan, and sign) to ensure that business development will provide the economic, environmental, and aesthetic benefits desired by the Town.	<b>Recommendation 4.6.1.1:</b> Incorporate standards which will result in all commercial development to have a theme/style.	HIGH	Plan Commission
	<b>Recommendation 4.6.1.2:</b> Require that all electrical power lines be buried to improve aesthetics and increase resiliency.	HIGH	Plan Commission
<b>Strategy 4.6.2:</b> Accommodate the use of renewable energy technologies (solar, micro-grids, etc.) in new developments within the Town.	N/A		

### Goal 4.7: Actively market and promote development opportunities within the Town.

Strategy	Recommendation	Priority	Responsibility
<b>Strategy 4.7.1:</b> Prepare necessary materials to properly market Clayton Business Park and other suitable properties to the development community.	<b>Recommendation 4.7.1.1:</b> Consider the use of TIF District incentives to help attract new businesses to the corridor.	Ongoing	Town Board
	<b>Recommendation 4.7.1.2:</b> Work with area economic development entities to promote the Clayton Business Park and other business development sites.	Ongoing	Town Administrator / Staff
	<b>Recommendation 4.7.1.3:</b> Develop a unique 'brand' for the 10/76 Corridor area. A catchy name (i.e., Clayton Crossing, Friendship Ridge, etc.), maps, illustrations, and other materials should be created to highlight key features of these locations in an effort to recruit developers.	HIGH	Plan Commission
	<b>Recommendation 4.7.1.4:</b> Dedicate a page on the Town's website to sharing information about opportunities for development, along with information on associated plans and development regulations.	HIGH	Town Administrator / Staff
	<b>Recommendation 4.7.1.5:</b> Utilize the "Gold Shovel Certification" (New North program) for applicable industrial sites that are ready for development.	Ongoing	Town Administrator / Staff

### Goal 4.8: Support the creation of home-based businesses, as allowed by code, as an entrepreneurial activity within the Town.

Strategy	Recommendation	Priority	Responsibility
<b>Strategy 4.8.1:</b> Monitor home-based business activity over the planning period.	<b>Recommendation 4.8.1.1:</b> Consider adjustments in existing codes where necessary to better accommodate home-based businesses while limiting conflicts.	HIGH	Plan Commission

## Transportation

### Goal 5.1: Plan for and construct new highways and roads to keep pace with future residential, commercial and industrial development.

Strategy	Recommendation	Priority	Responsibility
<b>Strategy 5.1.1:</b> Consider changes to the Town's approach for local street planning in order to reduce congestion and improve safety.	<b>Recommendation 5.1.1.1:</b> Amend ordinances as required to facilitate, within the Tier 1 designated area, a strong 'grid' system of streets which creates logical 'blocks' for which to locate various land use types. Consider the following standards: <ul style="list-style-type: none"> <li>The grid system requires most streets to be oriented north/south and east/west with minimal curvatures.</li> <li>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.</li> <li>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.</li> </ul>	HIGH	Plan Commission
	<b>Recommendation 5.1.1.2:</b> 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.	HIGH	Plan Commission
<b>Strategy 5.1.2:</b> Plan for new roads which will provide access to various land parcels and connections with USH 10, WIS 76, North Clayton Avenue, and Fairview Road.	<b>Recommendation 5.1.2.1:</b> When future development occurs in the vicinity of the USH 10 and WIS 76 interchange, new Town roads should be extended into Sections 11, 12, 13 and 14 as shown on the Future Land Use Plan.	Ongoing	Plan Commission
	<b>Recommendation 5.1.2.2:</b> Implement a boulevard design for the central east-west collector which bisect the lands east and west of WIS 76, between Fairview Road and the CN rail line.	Ongoing	Plan Commission
	<b>Recommendation 5.1.2.3:</b> Extend American Drive westerly to Center Road to serve as a frontage road.	Ongoing	Plan Commission

<b>Strategy 5.1.3:</b> Update and utilize the Official Map to identify the general location of future roads, the exact location of which will be determined when the Town decides to design and construct the road.	<b>Recommendation 5.1.3.1:</b> Update the Town's Official Map to identify these major connections.	HIGH	Plan Commission/Town Board
	<b>Recommendation 5.1.3.2:</b> Coordinate the Town of Clayton Official Map with the City of Neenah Official Map and Village of Fox Crossing Official Map.	Ongoing	Town Administrator / Staff
	<b>Recommendation 5.1.3.3:</b> Show future street connections over vacant land from one plat to another and preclude development at temporary dead-end streets.	Ongoing	Plan Commission
<b>Strategy 5.1.4:</b> 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.	<b>Recommendation 5.1.4.1:</b> Ensure that proper access controls are in place and well-defined for the primary road network along the USH 10/WIS 76 corridor.	Ongoing	Plan Commission
	<b>Recommendation 5.1.4.2:</b> Require that Area Development Plans (ADPs) be prepared and that a "street connectivity analysis" be conducted as part of all development reviews. Connectivity targets should be established prior to its utilization and application.	HIGH	Plan Commission

### Goal 5.2: Improve existing roads to upgrade condition or accommodate additional traffic.

Strategy	Recommendation	Priority	Responsibility
<b>Strategy 5.2.1:</b> Work with Winnebago County on potential improvements within the Town of Clayton.	<b>Recommendation 5.2.1.1:</b> Widen CTH "11" to a four-lane urbanized highway between North Clayton Avenue and WIS 76.	LOW	Town Board
	<b>Recommendation 5.2.1.2:</b> Work with Winnebago County and other local governments to 'package' road projects under one bid to leverage cost savings.	Ongoing	Town Board
	<b>Recommendation 5.2.1.3:</b> Utilize State and Federal road improvement programs to improve Town road infrastructure.	Ongoing	Town Board

<b>Strategy 5.2.2:</b> Work with WisDOT as appropriate to improve state highway facilities and provide access which benefits the urbanizing Tier 1 area.	<b>Recommendation 5.2.2.1:</b> Monitor the needs for a diamond interchange at Hickory Road and USH 10 and stay in communication with WisDOT to address long-term options for future access to this portion of the Town from USH 10.	Ongoing	Town Board
	<b>Recommendation 5.2.2.2:</b> Address future WIS 76 redesign options to integrate traffic calming, safety, and aesthetic improvements, including the Town's desire to see the following: <ul style="list-style-type: none"> <li>• Expansion to 4 lanes on WIS 76 between Shady Lane and CTH II;</li> <li>• Roundabout at WIS 76/American Dr.;</li> <li>• Roundabouts at WIS 76/10 interchange;</li> <li>• Roundabout at WIS 76/Fairview Road;</li> <li>• Roundabout at WIS 76/new planned boulevard;</li> <li>• Programmed roundabout at WIS 76/Larsen Road.</li> </ul>	Ongoing	Town Board / Plan Commission
<b>Strategy 5.2.3:</b> Consider a variety of improvements and implementation methods to better address the condition of Town roads.	<b>Recommendation 5.2.3.1:</b> Contemplate the future urbanization of Fairview Road, between Oakwood Road and Clayton Avenue as development and pavement conditions warrant.	MEDIUM	Town Board
	<b>Recommendation 5.2.3.2:</b> Widen the Larsen Road right-of-way to eighty feet from the east Town line to CTH "T."	MEDIUM	Town Board
	<b>Recommendation 5.2.3.3:</b> Develop and approve new road construction standards for the future urbanized area east of WIS 76. This should include policies for the installation of curb/gutter as well as sidewalks as appropriate.	HIGH	Plan Commission
	<b>Recommendation 5.2.3.4:</b> Follow the improvements as recommended by the Five Year Capital Reconstruction Plan and update annually.	Annually	Town Board



**Goal 5.3: Consider new multi-purpose trails to be a necessary component of the Town of Clayton transportation system which is safe and effective for all users.**

Strategy	Recommendation	Priority	Responsibility
<b>Strategy 5.3.1:</b> As residential development occurs in the Town, construct multi-purpose trails to connect neighborhoods with other neighborhoods, with places to work and shop, and to the regional WIOUWASH and Friendship Trails.	<b>Recommendation 5.3.1.1:</b> Review and update the Subdivision Ordinance's Trail Requirements to reference the updated Comprehensive Outdoor Recreation Plan's identified projects as well as providing policies for the construction of sidewalks within the urbanizing east side of the Town.	HIGH	Parks and Trails Committee / Plan Commission
	<b>Recommendation 5.3.1.2:</b> Consider the adoption of a Complete Streets Policy and utilize it as a guide for all new roadways planned within the urbanizing east side.	HIGH	Plan Commission
<b>Strategy 5.3.2:</b> Involve the Town in the current/ongoing update of the Appleton TMA's Regional Bicycle and Pedestrian Plan and other programs being conducted by ECWRPC.	<b>Recommendation 5.3.2.1:</b> Incorporate wayfinding signage on existing trails utilizing 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>	MEDIUM	Parks and Trails Committee / Plan Commission
	<b>Recommendation 5.3.2.2:</b> As appropriate, work with the Clayton Elementary School on the creation of Safe Routes to School (SRTS) program.	HIGH	Town Administrator / Staff
	<b>Recommendation 5.3.2.3:</b> Work with School District and Winnebago Co. Sheriff's office to plan safe pedestrian/bike infrastructure that would allow for the Unusually Hazardous Busing designation to be lifted.	Ongoing	Town Administrator / Staff

**Goal 5.4: Improve the Town's accommodation of new and changing transportation trends and technologies.**

Strategy	Recommendation	Priority	Responsibility
<b>Strategy 5.4.1:</b> Plan for, encourage, and regulate the installation of electric vehicle charging stations (EVCS) at new businesses, institutions, and multi-family residences.	<b>Recommendation 5.4.1.1:</b> Create a new zoning ordinance provision to accommodate and regulate the location and installation of EV Charging Stations (EVCS).	HIGH	Plan Commission

<b>Strategy 5.4.2:</b> Consider changes to regulations that reduce the costs of transportation infrastructure on new development and overall housing costs.	<b>Recommendation 5.4.2.1:</b> Consider reductions in street widths and rights-of-way as appropriate within subdivisions with low traffic roads while still accommodating pedestrian movement and meeting IFC codes.	HIGH	Plan Commission
	<b>Recommendation 5.4.2.2:</b> Consider reductions in parking requirements in order to reduce development costs and encourage other modes of transportation.	HIGH	Plan Commission
	<b>Recommendation 5.4.2.3:</b> Develop policies that allow for, when appropriate, shared parking areas in order to reduce impervious surfaces.	HIGH	Plan Commission
<b>Strategy 5.4.3:</b> Monitor advances in technology, as well as with new development, to provide and accommodate future mobility options.	<b>Recommendation 5.4.3.1:</b> Monitor advances in autonomous vehicle technology and how it may impact the Town of Clayton. Develop regulations as needed in response.	Ongoing	Town Administrator / Staff
	<b>Recommendation 5.4.3.2:</b> Monitor the need/desire for public transit expansion within the urbanizing area and maintain contact with Valley Transit to share these needs.	Ongoing	Town Administrator / Staff

### Community Facilities & Utilities

#### **Goal 6.1: Locate and construct new municipal facilities where they can best serve the residents of the Town of Clayton.**

Strategy	Recommendation	Priority	Responsibility
<b>Strategy 6.1.1:</b> Base future facilities and infrastructure expansions on documented studies which address existing and future needs.	<b>Recommendation 6.1.1.1:</b> Utilize recommendations of the 2021 study concerning the construction of a new Clayton Municipal & Public Safety Building.	Ongoing	Town Board
	<b>Recommendation 6.1.1.2:</b> Integrate any new Municipal and Public Safety Building into its broader neighborhood.	Ongoing	Town Administrator / Staff
		Ongoing	Plan Commission
<b>Strategy 6.1.2:</b> Support the continued use of the existing Clayton Elementary School facility.	<b>Recommendation 6.1.2.1:</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 USH 10/WIS 76 corridor.	Ongoing	Town Administrator / Staff

<b>Strategy 6.1.3:</b> Pursue financing strategies such as special assessments, Tax Increment Financing, low interest loans, etc. to implement eligible public facility projects.	N/A
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**Goal 6.2: Promote and manage the extension of sewer, water, and other services throughout Tier 1 lands in a cost-effective manner.**

Strategy	Recommendation	Priority	Responsibility
<b>Strategy 6.2.1:</b> Utilize the recommendations of the Water and Wastewater Utility Feasibility Study to provide water and sewer services to the developing areas in the eastern portion of the town.	<b>Recommendation 6.2.1.1:</b> Promote development within the Tier 1 area which is dense enough to support the extension of utilities.	Ongoing	Plan Commission
<b>Strategy 6.2.2:</b> Develop tools which increase the ability to monitor and maintain infrastructure.	<b>Recommendation 6.2.2.1:</b> Utilize GIS to map out all Town infrastructure and better maintain Town assets.	Ongoing	Town Administrator / Staff

**Goal 6.3: Monitor ongoing wastewater treatment plant capacity issues in the Larsen/Winchester Sanitary District with respect to locating new development in the hamlet of Larsen.**

Strategy	Recommendation	Priority	Responsibility
<b>Strategy 6.3.1:</b> Ensure that adequate services exist prior to approval of any new substantial development projects within the Town's portion of the Sanitary District.	<b>Recommendation 6.3.1.1:</b> Contact the Larsen/Winchester Sanitary District as part of the review process for any new subdivision or substantial commercial/industrial development proposal.	Ongoing	Town Administrator / Staff
	<b>Recommendation 6.3.1.2:</b> Work with the Larsen/Winchester Sanitary District as needed to expand wastewater treatment capacity in a cost-effective manner when needed.	Ongoing	Town Board
	<b>Recommendation 6.3.1.3:</b> Evaluate opportunities for the installation of municipal water services.	Ongoing	Town Board

**Goal 6.4: Identify and reserve recommended sites for regional storm water detention facilities and contemplate natural forms of stormwater management using the principles of Green Infrastructure.**

Strategy	Recommendation	Priority	Responsibility
<b>Strategy 6.4.1:</b> Identify and reserve recommended sites for regional stormwater detention facilities.	<b>Recommendation 6.4.1.1:</b> Conduct regional stormwater study to identify locations for future regional storm water facilities within the Tier 1 area.	HIGH	Town Administrator / Plan Commission / Town Board
	<b>Recommendation 6.4.1.2:</b> Reserve lands for future regional storm water ponds and critical drainage-ways using the Official Map process and current subdivision and stormwater ordinance provisions.	Ongoing	Town Administrator / Staff
	<b>Recommendation 6.4.1.3:</b> Work with Outagamie County as needed to address any issues associated with the siting of regional storm water detention sites within or near the Airport Overlay Zone districts ( <i>also refer to Strategy 8.2.1</i> ).	Ongoing	Town Administrator / Staff
	<b>Recommendation 6.4.1.4:</b> Work with Winnebago County as needed to address any reviews and approvals of regional storm water detention facilities within the Study Area. ( <i>also refer to Strategy 8.2.1</i> )	Ongoing	Plan Commission / Parks and Trails Committee
	<b>Recommendation 6.4.1.5:</b> Address 'dual use' opportunities and, where possible, integrate new storm water management facilities into the current/future recreational trail system.	Ongoing	Town Administrator / Staff
	<b>Recommendation 6.4.1.6:</b> Consider the use of underground storm water storage device alternatives, particularly within the Airport Overlay Zone.		

**Goal 6.5: Actively support the expansion of broadband internet services throughout the Town of Clayton.**

Strategy	Recommendation	Priority	Responsibility
<b>Strategy 6.5.1:</b> Seek the expansion of broadband internet services and 5G cell service across the entire Town, but with a focus on provision of high-speed services within the Tier 1 area.	<b>Recommendation 6.5.1.1:</b> Work with current or new broadband internet providers to establish services of near 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).	Ongoing	Town Administrator / Staff
	<b>Recommendation 6.5.1.2:</b> 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.	Ongoing	Town Administrator / Staff

**Goal 6.6: Add and maintain parks and open space to keep pace with residential development and population growth. Connect parks to trail systems whenever possible (also See Chapter 7).**

Strategy	Recommendation	Priority	Responsibility
<b>Strategy 6.6.1:</b> Maintain a current Park and Open Space Plan as part of the Comprehensive Plan. Update every five years to maintain eligibility for WDNR Stewardship funding.	N/A		
<b>Strategy 6.6.2:</b> Work with the Parks and Trails Committee on the implementation of the Park and Open Space Plan.	N/A		
<b>Strategy 6.6.3:</b> Utilize WDNR Stewardship grant funding and other financial programs to implement park improvements.	N/A		

## Comprehensive Outdoor Recreation Plan

### Goal 7.1: Maintain and enhance the Town's existing parks and trails.

Strategy	Recommendation	Priority	Responsibility
<b>Strategy 7.1.1:</b> Maintain an adequate park maintenance budget as part of the Town's annual budgeting process.	<b>Recommendation 7.1.1.1:</b> Monitor and budget for new and/or additional playground equipment or facilities such as park pavilions, restrooms, benches, water stations, and other amenities desired by residents.	Annually	Parks and Trails Committee / Town Board
	<b>Recommendation 7.1.1.2:</b> Develop a system for recruiting and managing volunteers and accepting cash, in-kind, or volunteer-time donations toward needed park and trail improvements. This could include a new "adopt a park" component and/or "friends of the park" sponsorship opportunities.	HIGH	Parks and Trails Committee / Town Board
<b>Strategy 7.1.2:</b> Enhance existing parks and trails to align with environmental and cultural education opportunities.	<b>Recommendation 7.1.2.1:</b> Ensure all park and trail facilities meet ADA accessibility standards and NRPA recreation standards.	Ongoing	Parks and Trails Committee
	<b>Recommendation 7.1.2.2:</b> Utilize low-maintenance, native plant species for landscaping as appropriate.	Ongoing	Parks and Trails Committee
	<b>Recommendation 7.1.2.3:</b> Enhance parks and trails with educational information on topics such as water quality, invasive species, and Native American cultures.	HIGH	Parks and Trails Committee
	<b>Recommendation 7.1.2.3:</b> Work with WisDOT and Winnebago County to acknowledge the location of the Historic Yellowstone Trail using signage as appropriate.	HIGH	Parks and Trails Committee



**Goal 7.2: Develop new parks to meet the growth of the community and the need for additional leisure activities and facilities.**

Strategy	Recommendation	Priority	Responsibility
<b>Strategy 7.2.1:</b> Establish neighborhood level parks which accommodate the needs of the growing residential areas within the Tier 1 (urbanizing) area.	<b>Recommendation 7.2.1.1:</b> Utilize the official mapping, zoning and subdivision processes to reserve and acquire parklands consistent with the locations shown on the Future Land Use Map.	Ongoing	Parks & Trails Committee / Plan Commission
	<b>Recommendation 7.2.1.2:</b> Consider the inclusion of additional small “pocket parks” within new subdivisions to serve residents in close proximity.	Ongoing	Plan Commission

**Goal 7.3: Continue the development of an interconnecting, multi-purpose trail network.**

Strategy	Recommendation	Priority	Responsibility
<b>Strategy 7.3.1:</b> Build on the presence of the Wiouwash and Friendship Trails to create a network of multi-purpose trails that will serve Town residents and visitors.	<b>Recommendation 7.3.1.1:</b> Promote the presence of the State trail system and the network of connecting Town trails.	Ongoing	Town Administrator / Staff
<b>Strategy 7.3.2:</b> Promote an interconnected system of looped trails which link existing and future parks, as well as provides variable distances to increase use of the system.	<p><b>Recommendation 7.3.2.1:</b> Accommodate, where appropriate, multiple user groups on Town-managed trails.</p> <p><b>Recommendation 7.3.2.2:</b> Develop the new trail segments (as shown on Map 7-2) concurrently as development takes place, with a preference for off-road trails where practical. Priority trail segments include those which create an 'outer loop' of the Tier 1 Urbanized Area that will allow for more localized trail connections, such as:</p> <ul style="list-style-type: none"> <li>• Extension of the Larsen Road Trail to ensure connectivity to the new Neenah High School.</li> <li>• Clayton Avenue Trail to ensure connectivity of new residential development to the new Neenah High School and Village of Fox Crossing.</li> </ul>	<p>Ongoing</p> <p>HIGH</p>	<p>Parks and Trails Committee</p> <p>Parks and Trails Committee / Plan Commission / Town Board</p>

**Goal 7.4: Engage with collaborative partners to implement park and trail vision.**

Strategy	Recommendation	Priority	Responsibility
<b>Strategy 7.4.1:</b> Coordinate parks and trail planning with adjacent communities and agencies to ensure connectivity and to limit duplication of services.	<b>Recommendation 7.4.1.1:</b> Work with the Neenah Joint School District on addressing safe options for students who may desire to walk to the new Neenah High School facility.	Ongoing	Town Administrator / Parks and Trails Committee / Plan Commission
	<b>Recommendation 7.4.1.2:</b> Work with WisDOT to address short and long-term bicycle and pedestrian crossing needs and safety concerns along the WIS 76 corridor.	Ongoing	Town Administrator / Parks and Trails Committee / Plan Commission

**Goal 7.5: Develop new parks and trails using a variety of methods.**

Strategy	Recommendation	Priority	Responsibility
<b>Strategy 7.5.1:</b> Update or amend existing ordinances to help ensure that the park and trail vision is implemented.	<b>Recommendation 7.5.1.1:</b> Modify the Town's existing Subdivision Ordinance requirements to ensure that new park and trail facilities are provided as new development occurs (e.g., tie requirements to specific Tier designations, add sidewalk provisions, require trail/parkland dedication in key areas not allowing for fees in lieu of, etc.).	HIGH	Plan Commission / Parks and Trails Committee
	<b>Recommendation 7.5.1.2:</b> New developer's agreements should address the need and/or requirements for new parklands and trails as appropriate.	Ongoing	Plan Commission / Town Board
	<b>Recommendation 7.5.1.3:</b> Update the Town's Official Map to add all planned park and trail locations.	HIGH	Plan Commission
<b>Strategy 7.5.2:</b> Utilize existing and new funding tools for parkland and trail acquisition.	<b>Recommendation 7.5.2.1:</b> Continue to utilize land exactions and/or impact fees to generate revenue for parkland maintenance and equipment purchases.	Ongoing	Plan Commission
	<b>Recommendation 7.5.2.2:</b> Maintain a current Park and Open Space Plan. Update every five years to maintain eligibility for WDNR Stewardship funding.	MEDIUM	Parks and Trails Committee
	<b>Recommendation 7.5.2.3:</b> Utilize WDNR Stewardship grant funding and other financial programs to implement park improvements.	Ongoing	Parks and Trails Committee
	<b>Recommendation 7.5.2.4:</b> Leverage Tax Increment Financing (TIF) as appropriate for future park and trail improvements.	Ongoing	Town Board

**Goal 7.6: Preserve natural and aesthetic features within the Town and connect them to the network of parks and trails.** (Note: See Strategy 8.2.1 and associated recommendations in the Agricultural, Natural, and Cultural Resources chapter.)

### Agricultural, Natural & Cultural Resources

**Goal 8.1: Protect and preserve large contiguous areas of productive agricultural and managed forest land as identified as “Working Lands” on the Future Land Use Plan.**

Strategy	Recommendation	Priority	Responsibility
<b>Strategy 8.1.1:</b> Utilize the Working Lands component of the Future Land Use Plan to manage future development inquiries.	<b>Recommendation 8.1.1.1:</b> A Comprehensive Plan amendment should be required for either removing or adding lands to the Working Lands designation.	Ongoing	Plan Commission
<b>Strategy 8.1.2:</b> Wherever possible, maintain the agricultural zoned lands and seek additional opportunities for long-term land preservation and the ‘right to farm.’	<b>Recommendation 8.1.2.1:</b> Discourage subdivision development in the predominantly rural areas of Clayton shown as agricultural (Tier 3) on the Future Land Use Plan. Subdivision type development should be directed to areas identified as such on the Future Land Use Plan where future infrastructure is planned (Tiers 1 and 2).	Ongoing	Plan Commission
	<b>Recommendation 8.1.2.2:</b> Continue to require the Right to Farm provisions on all CSM’s.	Ongoing	Plan Commission
	<b>Recommendation 8.1.2.3:</b> Consider the long-term development of a Purchase and/or Transfer of Development Rights Program (PDR/TDR) to facilitate permanent protection of agricultural lands.	LOW	Plan Commission
<b>Strategy 8.1.3:</b> Preserve Clayton’s agricultural heritage as a key attraction to the town.	N/A		

**Goal 8.2: Protect major environmental areas for future generations, recreation, wildlife habitat, and stormwater management.**

Strategy	Recommendation	Priority	Responsibility
<b>Strategy 8.2.1:</b> Town and County officials should monitor stormwater runoff and other factors which endanger the existence and quality of environmentally sensitive areas.	<b>Recommendation 8.2.1.1:</b> Work collaboratively with Winnebago County to ensure that stormwater run-off is properly managed on all new developments.	Ongoing	Plan Commission
	<b>Recommendation 8.2.1.2:</b> Protect existing wetlands and an associated 50 foot buffer and integrate them into the parks/trails network when possible.	Ongoing	Plan Commission
	<b>Recommendation 8.2.1.3:</b> 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
	<b>Recommendation 8.2.1.4:</b> Preserve existing woodland areas where practicable and integrate them into the parks/trails network.	Ongoing	Plan Commission
<b>Strategy 8.2.2:</b> Preserve the Rat River Wildlife Management Area from development encroachment and ecological damage.	N/A		
<b>Strategy 8.2.3:</b> Utilize the "Conservation & Greenspace" overlay on the Future Land Use Plan to protect and enhance key environmental features.	<b>Recommendation 8.2.3.1:</b> A Comprehensive Plan amendment should be required for either removing or adding lands to the Conservation & Greenspace designation.	Ongoing	Plan Commission
	<b>Recommendation 8.2.3.2:</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.	MEDIUM	Parks and Trails Committee
	<b>Recommendation 8.2.3.3:</b> Utilize GIS technology to identify, monitor, and manage public tree resources along streets and within parks.	Ongoing	Parks and Trails Committee

**Goal 8.3: Preserve the Town’s historical, cultural, and aesthetic resources to promote the “Touch of Country” experience.**

Strategy	Recommendation	Priority	Responsibility
<b>Strategy 8.3.1:</b> Verify the presence and consider the preservation potential of identified historic structures when making land use decisions.	<b>Recommendation 8.3.1.1:</b> Ensure procedures exist within the re-zoning and land division processes to review for historical structures.	HIGH	Plan Commission
<b>Strategy 8.3.2:</b> Consider utilizing historic structures, unique architecture and cultural features, including important viewsheds, as opportunities to create area attractions and economic benefits.	<b>Recommendation 8.3.2.1:</b> Consider the development of a Viewshed Protection Overlay for lands located along STH 76, between Fairview Road and the CN rail line, and between Winnegamie Ave. and Shady Lane, which ensures the preservation of key lines-of-sight to the west.	HIGH	Plan Commission

**Goal 8.4: Preserve and leverage opportunities for the extraction of non-metallic minerals from appropriate lands within the Town.**

Strategy	Recommendation	Priority	Responsibility
<b>Strategy 8.4.1:</b> Periodically monitor and review the operational conditions and site lives of all active non-metallic mining sites within the Town.	<b>Recommendation 8.4.1.1:</b> Annually review existing non-metallic mining site conditional use permits for operational compliance.	Annually	Plan Commission
	<b>Recommendation 8.4.1.2:</b> Work with East Central WI RPC to become more involved with the review of existing NR-135 annual permit renewals and potentially changing plans for reclamation.	Ongoing	Plan Commission
	<b>Recommendation 8.4.1.3:</b> Plan for the “end land use” of non-metallic mining sites. Based on NR-135 requirements, the Town should eventually plan for, and integrate, the proposed ‘end land uses’ identified in the reclamation permit. Consider sites for future renewable energy generation.	Ongoing	Plan Commission

**Goal 8.5: Identify and reserve recommended sites for regional stormwater detention facilities and contemplate natural forms of management using the principles of Green Infrastructure.**

Strategy	Recommendation	Priority	Responsibility
<b>Strategy 8.5.1:</b> Ensure that stormwater management is addressed proactively and in a manner that is safe and serves multiple functions.  <i>(Also see Strategy 6.4.1 and associated recommendations)</i>	<b>Recommendation 8.5.1.1:</b> Work with Winnebago County as needed to address any reviews and approvals of regional stormwater detention facilities within the Study Area.	Ongoing	Plan Commission
	<b>Recommendation 8.5.1.2:</b> Consider the integration of stormwater facilities into future park and recreational trail components of the Future Land Use Plan	Ongoing	Plan Commission / Parks and Trails Committee
	<b>Recommendation 8.5.1.3:</b> Reserve lands for future regional stormwater ponds and critical drainage-ways using the Official Map process and current subdivision and stormwater ordinance provisions.	HIGH	Plan Commission
	<b>Recommendation 8.5.1.4:</b> 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, including the potential use of underground stormwater storage device alternatives.	Ongoing	Plan Commission

### Land Use

**Goal 9.1: Create a framework for future land use conditions.**

Strategy	Recommendation	Priority	Responsibility
<b>Strategy 9.1.1:</b> Implement and monitor the effectiveness of the Tiered Development System (TDS) which allocates new housing growth.	<b>Recommendation 9.1.1.1:</b> Create a method for which to track the amounts and locations of new housing development with respect to the three development Tiers and report out on this information on an annual basis.	HIGH	Town Administrator and Staff / Plan Commission



<p><b>Strategy 9.1.2:</b> Create and adopt new regulations that address Future Land Use Districts, Plan Unit Developments (PUDs) and further refine Design Standards for all districts as noted. Consult with Outagamie County as needed to ensure compliance with the existing Airport Overlay Zoning requirements.</p>	<p>N/A (see other specific recommendations)</p>
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**Goal 9.2: Phase new development in Tier 1 areas so that infrastructure needs can be accommodated with the least financial impact.**

Strategy	Recommendation	Priority	Responsibility
<p><b>Strategy 9.2.1:</b> New Tier 1 development should be phased in consistent with the expansion plans for sewer and water infrastructure and the approved NR-121 Sewer Service Area Plan.</p>	<p><b>Recommendation 9.2.1.1:</b> Create priority areas for sewer and water extensions within the Sanitary District.</p>	HIGH	Plan Commission
	<p><b>Recommendation 9.2.1.2:</b> Seek amendments to the SSA Plan as needed.</p>	Ongoing	Town Administrator / Staff
	<p><b>Recommendation 9.2.1.3:</b> Create and adopt an “adequate public facilities” ordinance to better ensure the timing of development in relation to infrastructure availability for roads, sidewalks, sewer, water, parks, etc., as well as development impacts.</p>	HIGH	Plan Commission

**Goal 9.3: Monitor and administer the Comprehensive Plan.**

Strategy	Recommendation	Priority	Responsibility
<p><b>Strategy 9.3.1:</b> Commit adequate staff and Committee time to facilitating new development within the Town that meets the Comprehensive Plan’s vision and criteria.</p>	<p><b>Recommendation 9.3.1.1:</b> Consider the hiring of a Community Development Director in the near future to take on the increased workload created by this vision.</p>	MEDIUM	Town Board

<b>Strategy 9.3.2:</b> Create a “Funding Strategy” for continued/more detailed planning needs and implementation recommendations.	<b>Recommendation 9.3.2.1:</b> Much like a Capital Improvement Plan (CIP), prepare a similar document identifying short-term Comprehensive Plan implementation projects, their estimated costs, and funding schedule.	HIGH	Town Administrator / Staff
<b>Strategy 9.3.3:</b> 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 and other Town infrastructure.	<b>Recommendation 9.3.3.1:</b> Periodically assess traffic counts and crash rates on key roadways and work with WisDOT and the East Central WI RPC to conduct new analyses and counts as needed.	Annually	Town Administrator / Staff
<b>Strategy 9.3.4:</b> Improve methods of communicating planning, zoning, and infrastructure requirements to potential developers.	<b>Recommendation 9.3.4.1:</b> Create a new “developer’s handbook” document which provides clear direction on land development requirements and Tax Increment District funding policies.	HIGH	Town Administrator / Staff / Plan Commission

#### Goal 9.4: Keep the Town’s Comprehensive Plan up to date.

Strategy	Recommendation	Priority	Responsibility
<b>Strategy 9.4.1:</b> Routinely review and update all components of the Comprehensive Plan.	<b>Recommendation 9.4.1.1:</b> Review the Comprehensive Plan on a semi-annual basis to examine implementation progress and identify trends that have not been considered in the past.	Annually	Plan Commission
	<b>Recommendation 9.4.1.2:</b> Update the Comprehensive Plan on a 5 to 10 year basis.	MEDIUM	Plan Commission

## Intergovernmental Cooperation

### Goal 10.1: Continue to cooperate with adjacent and overlapping units of government to efficiently provide needed services.

Strategy	Recommendation	Priority	Responsibility
<b>Strategy 10.1.1:</b> Maintain communication with the adjacent communities as growth, development, and municipal service strategies are developed and implemented.	<i>Key communities include the Villages of Fox Crossing and Greenville, the City of Neenah, Towns of Dale, Winneconne, Vinland, Neenah, and Winchester, and Outagamie and Winnebago Counties.</i>		
<b>Strategy 10.1.2:</b> Work with adjacent incorporated communities to maintain and/or develop long-term boundary and growth agreements.	<b>Recommendation 10.1.2.1:</b> Meet with adjacent incorporated communities as needed to discuss long-term growth and development issues.  <b>Recommendation 10.1.2.2:</b> Revisit the incorporation effort in the future in order to secure the Town's municipal boundaries and prevent future annexations.	Ongoing  MEDIUM	Town Administrator / Staff  Town Board
<b>Strategy 10.1.3:</b> Work with Winnebago County and Outagamie County as needed to address concerns of mutual interest.	<b>Recommendation 10.1.3.1:</b> Maintain communication and partnerships with Winnebago County on programs, administration, planning and other services.  <b>Recommendation 10.1.3.2:</b> Work with Outagamie County as needed on issues surrounding the Appleton International Airport and the application of the Airport Overlay Zoning.	Ongoing  Ongoing	Town Administrator / Staff  Plan Commission
<b>Strategy 10.1.4:</b> Work with other State and independent entities to ensure the Town's interests are being shared and considered.	<b>Recommendation 10.1.4.1:</b> Work with WisDOT on aspects of improving the WIS 76 corridor during the life of this plan.  <b>Recommendation 10.1.4.2:</b> Work with the Neenah School District to ensure car, bicycle, and pedestrian traffic is well-managed near the new High School facility.  <b>Recommendation 10.1.4.3:</b> Work with the East Central Wisconsin Regional Planning Commission on regional transportation, economic development, and sewer service area issues and opportunities.	Ongoing  Ongoing  Ongoing	Town Board / Plan Commission  Plan Commission / Town Administrator  Plan Commission / Town Administrator

# Appendix A

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## Citizen Participation Materials

This appendix contains the following supplemental information pertaining to the required citizen participation efforts and plan adoption:

- Adopted Citizen Participation Plan
- Summary of Public Informational Meeting/Open House #1 (June 22, 2022)
- Summary of Public Informational Meeting/Open House #2 (April 26, 2023)
- Public Hearing Notice



## Resolution\_\_\_\_\_

**PUBLIC PARTICIPATION PLAN**  
**Comprehensive Plan Update**  
**Town of Clayton, Winnebago County, Wisconsin**

**PURPOSE**

In an effort to address the guidelines for adopting comprehensive plans under the Smart Growth Legislation, the Town of Clayton has drafted this public participation plan. While no specific dates are given in this plan, the document serves as a general guideline on what groups will be utilized during the plan's preparation, which hearings will be held, and the procedures for submitting written and oral comments. This Public Participation Plan will be forwarded to the Town Board via the Plan Commission for approval and revisions, as necessary.

Comments and questions regarding the Comprehensive Plan Update can be forwarded to the Town Planner, Ken Jaworski (Cedar Corporation), via mail at 8348 County Road T, Larsen WI 54947, via email at [ken.jaworski@cedarcorp.com](mailto:ken.jaworski@cedarcorp.com), or by calling 920-491-9081

**PUBLIC PARTICIPATION PROCESS**

Wisconsin State Statutes 66.1001 (4) outlines the procedures for adopting a comprehensive plan. As such, a local governmental unit shall comply with all of the following before its comprehensive plan may take effect:

*“(a) The governing body of a local governmental unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for wide distribution of proposed, alternative or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments.”*

The following represents the approaches the Town will take to inform and involve the public:

- Public hearings
- Web-based and traditional surveys
- Town's website
- Public Open House meetings
- Public Plan Commission meetings
- Media and press releases
- One-on-one meetings with government and public service officials,
- Intergovernmental correspondence with area municipalities, Winnebago County and State agencies
- Recent feedback from past/ongoing planning projects.

Each of these public engagement opportunities are discussed in more detail below.



### **Public Hearings**

One public hearing will be held by the Plan Commission and will be announced through a published 30-day Class 1 notice, as well as being posted on the Town's website (<https://www.townofclayton.net/>). All public hearings will be open to the public and written and oral testimony will be taken. The public notice shall at minimum state the:

- date, time, and place of the hearing;
- provide a summary, which may include a map, of the proposed comprehensive plan update or amendment to the plan;
- the name of an individual employed by the Town who may provide additional information regarding the proposed plan and ordinance; and
- information relating to where and when the proposed comprehensive plan update or amendment to such plan may be inspected before the hearing, and how a copy of the plan or amendment may be obtained.

Minutes will be kept by recording secretary and filed with the Town Clerk.

If persons planning on attending the public hearings or any other meeting associated with this planning process have specialized needs (language interpreter, handicap accessibility, etc.) please call 920.836.2007 with any questions regarding accommodations.

### **Surveys**

A web-based, on-line survey of the citizens of the Town will be conducted during the initial portions of the planning process. Hardcopies of the survey will also be made available upon request at the Town Hall. Citizens electing to use the hardcopy survey will be responsible for hand-delivering, mailing, or faxing the survey back to the Town Hall, or e-mailing the survey to the Town Clerk.

### **Town's Website**

Information will be provided through the Town's website, <https://www.townofclayton.net/>. Information will include meeting and hearing notices and summaries, maps, and drafts of chapters of the Comprehensive Plan document as they are prepared.

### **Public Open House Meetings**

In addition to public hearings, public open house meetings will be held to solicit input from the general citizenship and to provide information on the planning project. Towards the end of the project, a draft of the plan, including maps will be available for viewing in an open house format and on the Town's website. At all of these meetings, participants will be able to submit written comments regarding the proposed comprehensive plan.

### **Plan Commission Meetings**

The Town's Plan Commission shall oversee the process associated with the Comprehensive Plan Update. All meetings will be open to the public and notices will be posted at the Town Hall and on the Town's internet site. A public comment opportunity shall be placed on each meeting agenda and the Chair shall have the discretion to allow for further public comments and discussion during the Comprehensive Plan Update agenda item. Attendance and minutes will be taken for these meetings. The minutes will be posted on the Town's internet site and will be available at the Town Hall by contacting the Town Administrator.



### **Media and Press Releases**

In addition to required notices being published in the newspaper, it is anticipated that the media will play an active role in the public awareness process. This may occur in the form of newspaper articles or interviews with the Town Administrator or Town Planner on the status of the project.

### **One-on-One meetings with Government and Public Service Officials**

In addition to various government and public service officials and staff serving the Town of Clayton, meetings may be held with other individuals to gather in-depth recommendations and comments. This may include community leaders, public officials, and agency directors.

### **Recent Feedback from Past/Ongoing Planning Projects**

The Town also intends on utilizing any public input which was/has/will be generated from recent and/or ongoing planning studies. This includes, but is not limited to:

- Highway 10/76 Corridor Land Use Master Plan (2021)
- Municipal Public Safety Facility Study (2021)
- TID #1 Project Plan (2019)

### **Intergovernmental Correspondence**

Town outreach to adjacent units of government and other overlying governmental jurisdictions such as school districts and sanitary districts, and potentially impacted state agencies such as the Wisconsin Department of Natural Resources and Wisconsin Department of Transportation will occur. Meetings may occur with elected officials and staff from adjacent municipalities as needed.

### **PLAN ADOPTION**

The Plan Commission will hold a public hearing using proper statutory procedures. The plan update that is recommended by the Plan Commission will not take effect until the Town Board enacts an ordinance that adopts the plan. The Plan Commission may recommend the adoption or amendment of the comprehensive plan update only by adopting a resolution by the majority vote of the entire commission. Their vote will be recorded in their official minutes. The recommended plan shall be adopted by the Town Board by ordinance which can only be enacted by a majority vote of the Board. The adopted ordinance or summary thereof, shall be enacted upon publication.

Upon adoption, a copy of the comprehensive plan update shall be sent to the governmental bodies located in whole or in part within the boundaries of the Town, the clerk of every local governmental unit that is adjacent to the Town, the Wisconsin Department of Administration, the East Central Wisconsin Regional Planning Commission, and the local public library.

As adopted by the Town Board on

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## Town of Clayton - Comprehensive Plan Update Public Informational Meeting #1 June 22, 2022

### Summary of Results

#### **BACKGROUND AND OVERVIEW**

The Town of Clayton Plan Commission held its first Public Informational Meeting on the Comprehensive Plan Update at the Town Hall on June 22, 2022. The event was held in an Open House format whereby residents could come at any time between 5:30 p.m. – 7:30 p.m.

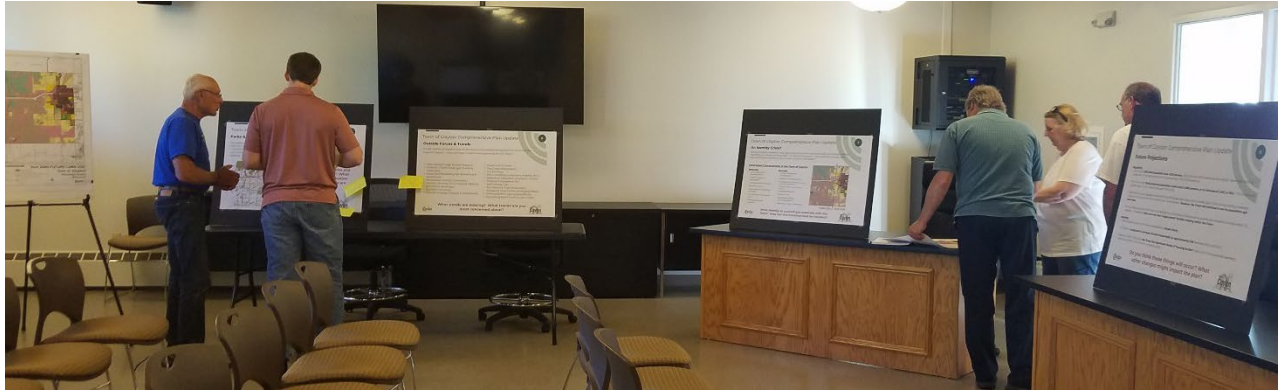
A series of ten (10) display boards covering a wide variety of planning topics were prepared and set up around the perimeter of the meeting room. Participants were asked to use colored Post-It Notes to jot down their short thoughts and comments to a set of questions that accompanied each display board.

The display boards included the following topics:

1. Welcome/Instructions
2. What is a Comprehensive Plan?
3. Why Plan?
4. Current Plan Vision
5. History of Planning & Implementation
6. Future Projections
7. An Identity Crisis? (urban vs. rural)
8. Outside Forces & Trends
9. Parks & Trails Committee Role
10. Current Future Land Use Map

In total, nine (9) residents stopped in at the Open House over the two hour period. At the end of the session, a total of ten (10) Post-It Note comments were left on various boards for the Plan Commission's consideration. The comments touched on a variety of current and future land use issues and are summarized on the following pages. It should be noted that a good amount of engaging conversation also occurred amongst the participants and members of the Plan Commission and Parks & Trails Committee.





## **SUMMARY OF COMMENTS**

### **Board #4: Current Plan Vision**

Two (2) Post-It Notes were left with the following comment:

1. Economic Development: I enjoy the rural aspect of Clayton. That vision and the scope of the Town borders don't seem like we should try to create an urban, walkable community. I think those looking for that will already find it in other local communities.
2. Land Use: Lighting regulation – if you are going to have regulations on signs and lighting encourage lighting that doesn't pollute the night sky. Also, electronic signs for businesses doesn't fit my rural vision of the Town and are distracting and ugly. I read ordinances that define the brightness and frequency of the image changing on electronic signs that don't seem to be enforced (i.e. storage buildings at STH 76/Shady Lane).

### **Board #5: History of Planning & Implementation**

One (1) Post-It Note was left with the following comment:

1. You should look at creating a municipal broadband utility. There are examples from other areas. Expanding fiber access would be a draw for both residential and commercial development and may provide another revenue source for the Town. Perhaps fiber could be laid alongside the water/sewer work to save cost.

### **Board #8: Forces & Trends**

One (1) Post-It Note was left with the following comment:

1. There are currently zero Level 3 high speed EV charging stations in Winnebago County that work with vehicles other than Tesla's. What is the Town of Clayton doing to help with this?



### Board #9: Parks & Trails

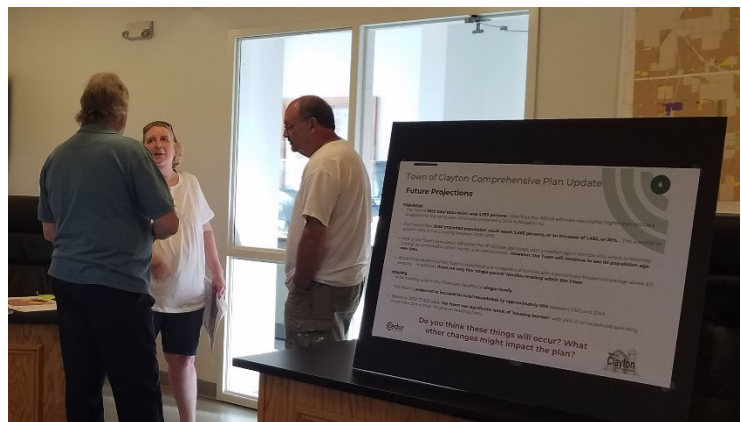
A total of three (3) Post-It Notes were left with comments regarding future parks and trails:

1. New park on northeast side of town.
2. I would like a bike path down Shady Lane between STH 76 and CTH CB. Then down STH 76 connecting to the Friendship Trail.
3. I would love to see a trail along Larsen Road from the [Clayton] park all the way to the border with the Town of Neenah.

### Board #10: Future Land Use Map

A copy of the current Future Land Use Map was displayed for participants to view and examine. A total of three (3) Post-It Notes were left with comments regarding properties located in the northeast corner of the Town, along STH 76 and Lind Lane:

1. Having any more businesses added to Lind Lane will cause property values to drop.
2. The area around Lind Lane/STH 76/Winnegamie Dr. should stay safe and free of noise, dust, and pollution.
3. The property on Lind Lane should stay rural – not industrial or business use. The street cannot withstand any more traffic than it already has.



## Public Notice

Published as a Class II Notice on June 8 and June 15, 2022 and posted on home page of Town of Clayton website.

### **PUBLIC INFORMATION MEETING**

The Town of Clayton will be holding a Comprehensive Plan Public Information Open House from 5:30 pm to 7:30 pm on **Wednesday June 22, 2022** in the Town Meeting Room located at 8348 County Rd T, Larsen, WI 54947.

The purpose of the Public Information Open House is to share materials regarding the update of the Town's 2016-2036 Comprehensive Plan. This plan was last prepared and adopted in 2016 with a major plan amendment prepared and approved in 2021 pertaining to the Hwy 10/76 corridor.

The public is encouraged to view and examine information about the current plan, as well as preliminary ideas for new topics and issues, to be integrated into the updated plan. The Town welcomes the public's thoughts and ideas about what should, or should not, be changed as the updated plan is prepared.



## Additional comments received after the Public Informational Meeting:

-----Original Message-----

From: [bettyjo.balzar@gmail.com](mailto:bettyjo.balzar@gmail.com) <[bettyjobalzar@gmail.com](mailto:bettyjobalzar@gmail.com)>

Sent: Sunday, July 10, 2022 7:15 PM

Good day,

We reviewed the plan- and do not have much to add. I am curious about the senior housing plans, do we actually have any in the town or plans for that? Also wondering what we feel the impact of the new Neenah HS will have on the town?

Tell me, where does road maintenance fall in the plan- or does it? We have concerns with our road condition (SunBurst Lane) and not certain where to find details for road maintenance overall or who to direct our concerns to. Help with that?





## Town of Clayton - Comprehensive Plan Update Public Informational Meeting #2 April 26, 2023

### Summary of Results

#### **BACKGROUND AND OVERVIEW**

The Town of Clayton Plan Commission held its second Public Informational Meeting (PIM) on the Comprehensive Plan Update at the Town Hall on April 26, 2023. The event was held in an Open House format whereby residents could come at any time between 5:30 p.m. – 7:30 p.m. to view information about the proposed plan and its components, and well as hear an overview presentation from Cedar Corporation staff. The meeting was noticed to the public (see attachment), as well as promoted through the distribution of approximately 1,000 flyers (attached) given out at the April 4<sup>th</sup> election event. As a result, the turnout for the PIM was stellar with 97 persons signing in for the event. In addition, there were four representatives of the Plan Commission, a few Parks & Trails Committee members, as well as Town Staff on hand for the event.

A series of eleven (11) display boards covering a wide variety of planning topics were prepared and set up around the perimeter of the meeting room. Participants were asked to use colored Post-It Notes to jot down their short thoughts and comments to a set of questions that accompanied each display board. The display boards included the following topics:

11. Welcome/Instructions
12. Future Growth & Growth Allocation
13. Working Lands & Conservation
14. Housing & Residential Development
15. Commercial & Industrial (Economic Development)
16. Parks & Trails
17. Transportation & Mobility
18. Community Facilities & Utilities
19. Year 2045 Future Land Use Map
20. Supplemental: Large version of future land use map
21. Supplemental: Large version of future parks and trails map.

Planning staff provided a short presentation about the project and reviewed highlights of the major Comprehensive Plan strategies and recommendations for accommodating future growth.



At the end of the session, a total of eleven (11) Post-It Note comments were left on various boards for the Plan Commission's consideration. The comments touched on a variety of current and future land use issues and are summarized on the following pages. It should be noted that a good amount of engaging conversation also occurred amongst the participants and members of the Plan Commission and Parks & Trails Committee members who were present. Numerous questions were fielded from participants, many of which pertained to the potential impacts of the plan on specific pieces of property which they owned. Once these questions were answered, the participants seemed to be satisfied that the proposed plan would have little impact on the future use of their property(ies). In general, it appeared that participants endorsed the overall plan and its recommended strategies for growth management and the allocation of future growth to the plan's three (3) Development Tiers.



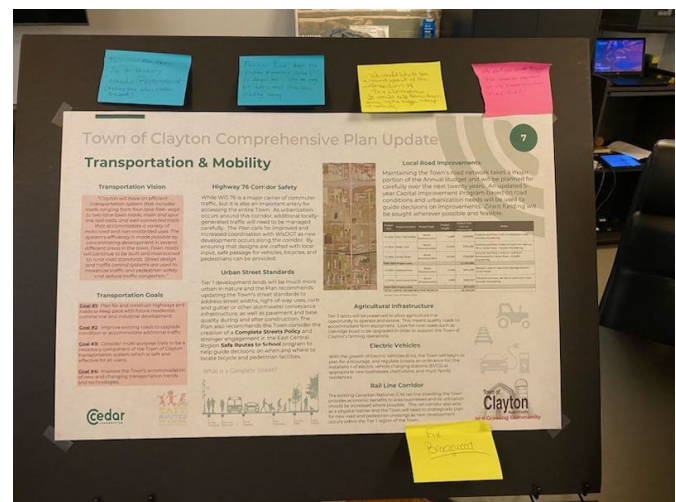
Display materials from this meeting were then posted on the Town's website the following day in hopes of drawing more comments and reactions from the general public. Any comments submitted after the Public Information Meeting were not included or summarized in this document.

## **SUMMARY OF COMMENTS**

**Board #2: Future Growth & Growth Allocation**  
No Post-It Notes left.

**Board #3: Working Lands & Conservation**  
No Post-It Notes left.

**Board #4: Housing & Residential Development**  
No Post-It Notes left.





Board #5: Commercial & Industrial (Economic Development)

One (1) Post-It Note was left with the following comment:

3. I would like to see a nice full-sized grocery store built in the Clayton School area off the 10/76 corridor. We need to make it easier for elderly people and handicapped.

Board #6: Parks & Trails

No Post-It Notes left.

Board #7: Transportation & Mobility

Five (5) Post-It Notes were left with the following comments:

2. Fairview Road from USH 76 to Hickory needs repaving (hydroplane when water present).
3. Fairview Road near the Clayton Elementary School is dangerous – way too many potholes and shoulders are eroding away.
4. Fix Breezewood.
5. Why would you spend \$876,000 to fix Oakwood Avenue when there are only 5 houses on a 1-mile stretch of road?
6. Would like to see a roundabout at the intersection of USH 76 and Winnegamie. It would help slow down some of the traffic and keep it rolling.

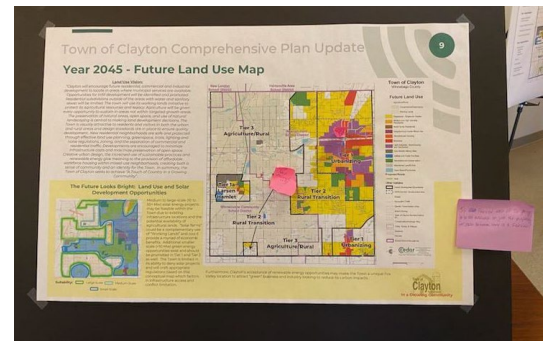
Board #8: Community Facilities & Utilities

No Post-It Notes left.

Board #9: Year 2045 Future Land Use

One (1) Post-It Note was left with the following comment:

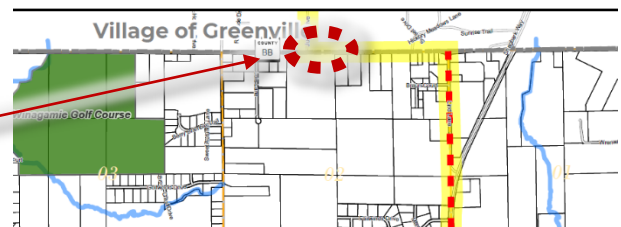
1. Is Fairview Road east of USH 76 going to be all business, or just the property between Hwy 10 and Fairview?



Supplemental Board: Parks & Trails Map

A larger version of the future parks and trails map was displayed and only one (1) Post-It Note was left with the following comment:

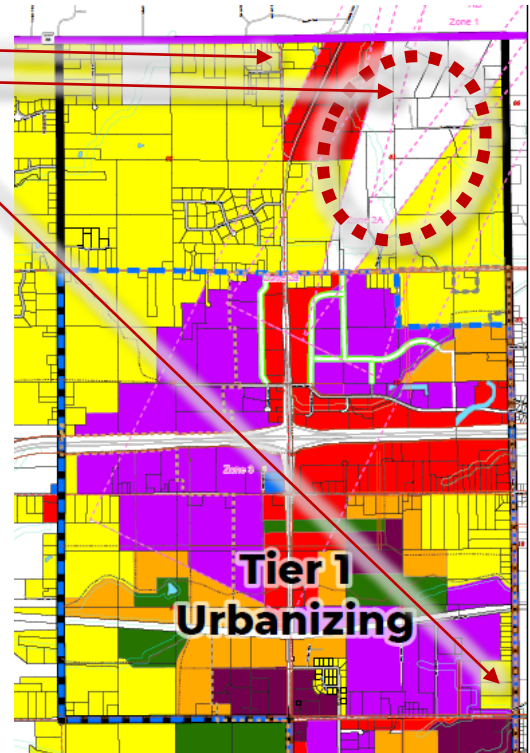
1. Row of historically significant pines [trees].



Supplemental Board: Future Land Use Map

A large copy of the current Future Land Use Map was displayed for participants to view and examine. A total of three (3) Post-It Notes were left with comments regarding properties located in the northeast corner of the Town as follows:

4. Lind Lane – One way?
5. Area is key for solar.
6. Why residential [along east side of USH 76]?



### Copy of Public Notice

Published as a Class II Notice on April 12<sup>th</sup> and 19<sup>th</sup>, 2023 and posted on home page of Town of Clayton website.

#### TOWN OF CLAYTON NOTICE OF COMPREHENSIVE PLAN PUBLIC INFORMATION OPEN HOUSE

Notice is hereby given that the Town of Clayton, County of Winnebago will hold a Comprehensive Plan Public Information Open House from 5:30 p.m. to 7:00 p.m. on Wednesday, April 26, 2023 in the Town Office meeting room located at 8348 CTH “T”, Larsen WI 54947.

The purpose of the Public Information Open House is to share materials regarding the draft Town of Clayton Comprehensive Plan 2045. This is an update of the Town’s 2016-2036 Comprehensive Plan document and its “future land use map”.

The public is encouraged to view and examine information about the updated plan including new visions, goals, and major policy initiatives, as well as an updated Future Land Use map.

If you are unable to attend, copies of materials will be made available for viewing on the Town of Clayton website (<https://www.townofclayton.net>) after April 28, 2023, or by contacting the Town Clerk at (920) 836-2007. If you cannot attend the Public Information Meeting, written comments may also be submitted to the Town Clerk prior to May 15, 2023.

Our Non-English speaking population and those with disabilities are invited to contact the Town Clerk at 920-836-2007 at least 24-hours in advance of the meeting to arrange special accommodations.





# Public Information Meeting & Open House

## *Town of Clayton Comprehensive Plan 2045*



*"The best way to predict the  
future is to create it"*  
– Author Unknown

**Wednesday, April 26, 2023**

**5:30 p.m. to 7:00 p.m.**

Clayton Town Offices  
8348 CTH "T", Larsen WI

Please attend to learn more about how the  
Town of Clayton expects to manage future  
growth, development and land use change  
within the community.



Information about the draft *Comprehensive Plan 2045* will be shared with the public to gauge support for, and receive input on, major land use policy decisions which will affect future housing, business development, transportation, parks, trails, agricultural land protection, and more as the Town of Clayton grows over the next 10 to 20 years.

Questions? Please contact the Town  
Clerk at (920) 836-2007 or via email at  
[clerk@townofclayton.net](mailto:clerk@townofclayton.net)



**Notice of Public Hearing  
Town of Clayton  
Winnebago County, WI**

NOTICE IS HEREBY GIVEN that a Public Hearing will be conducted by the Town of Clayton Plan Commission on August 23, 2023, beginning at 6:30 pm at the Town of Clayton Town Hall, located at 8348 Hickory Ave, Larsen, WI to consider action on an ordinance to adopt the *Town of Clayton Comprehensive Plan 2040*. The purpose of the public hearing is to accept public comments on the Town of Clayton Plan Commission's recommended version of the plan herein called the "Recommended Plan".

The public may review copies of the "Recommended Plan" on the Town of Clayton Web Site at: [www.townofclayton.net](http://www.townofclayton.net). Interested parties may also obtain a copy of the plan by contacting the Town Clerk at 920-836-2007 or via email at [clerk@townofclayton.net](mailto:clerk@townofclayton.net). A copy of the "Recommended Plan" is also available at the Town Hall, located at 8348 Hickory Ave, Larsen, WI.

During the Public Hearing, the public is invited to speak on the "Recommended Plan". If you cannot attend the Public Hearing, you may submit written comments to the Town Clerk before 4 pm on the date of the Public Hearing, and they will become part of the record. The Public Hearing shall be closed when all interested parties in attendance have had an opportunity to offer comment. Upon the close of the Public Hearing, comments will be forwarded to the Town Board for consideration and possible action on adoption of the plan by ordinance.

Dated this 13<sup>th</sup> day of July, 2023  
Kelsey Faust-Kubale  
Clerk

Publish: Friday, July 21, 2023

Post on or before Friday July 21, 2023

(A public hearing for a comprehensive plan must be published once, at least 30 days prior the public hearing date.)



## Appendix B

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### Citizen Opinion Survey

This appendix contains the following supplemental information pertaining to the required citizen participation efforts:

- Summary of Survey Monkey Citizen Opinion Survey Results





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# Town of Clayton, WI

## Comprehensive Plan Citizen Opinion Survey Results Summary

*November 23, 2022*



Source: Google Earth, 2022

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## Survey Overview

The Town of Clayton is in the process of updating its Comprehensive Plan, a long-range planning document that addresses a variety of subjects including land use, transportation, community facilities, economic development, housing, and more. As part of this public process, this Citizen Opinion Survey was developed to gather up-front information and perspective from residents on these and other topics. Citizen engagement has been a priority of the Town during this process and the opinions of its residents and businesses are important to evaluating the past and future trends that have, or will, shape the community.

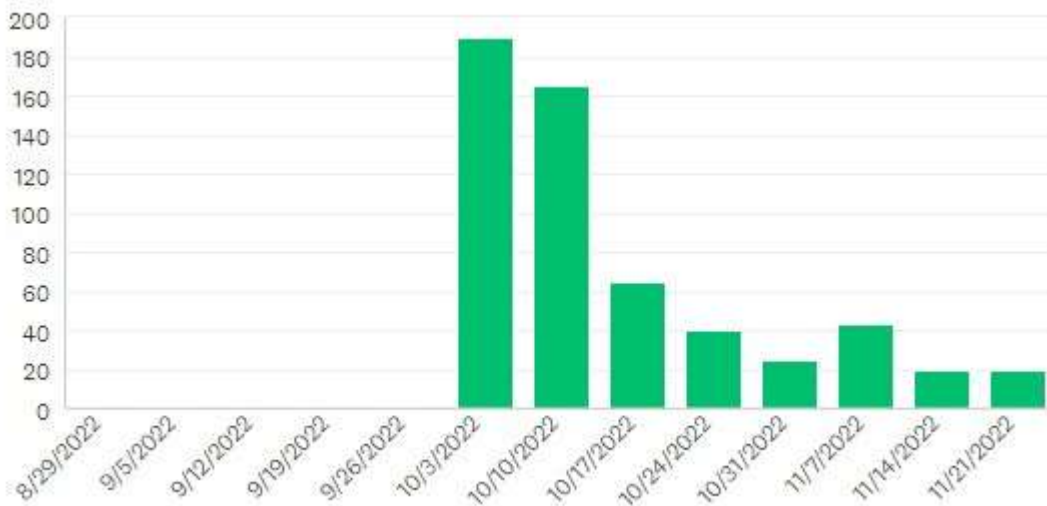
## Survey Methods & Overall Response

The survey was developed with significant input from both the Plan Commission and Parks & Trails Committee and contained a total of 28 questions. The survey was made available between October 3, 2022 and November 18, 2022 and was put into an on-line format using Survey Monkey, linked to directly from the homepage of the Town's website.

The Town elected to mail a hardcopy postcard to all parcel owners (residents and non-residents) within the Town informing them that the survey was available on-line, or if needed, residents could pick up and fill out a paper copy from the Town Offices. A total of 20 surveys were filled out and returned by hand and are included in the survey response analysis.

Overall, the survey garnered a total of 568 responses with a 94% completion rate and an average time of 12m:26s to complete the survey. As shown Figure 1 below, well over half of the responses were generated within the first two weeks of the survey being released. A small increase in responses is also shown during the week of November 7<sup>th</sup>, as the Town promoted the survey to all in-person voters for the November 8<sup>th</sup> Mid-Term Elections.

**Figure 1: Town of Clayton Survey Response Generation**



## Summary of Responses

A broad summary of the survey results are discussed below with the detailed response information comprising the remainder of this document.

### **Demographics**

- A relatively even split was seen amongst the age of respondents – 32% 30-49 years of age; 38% 50-64 years of age, and; 26.8% 65 years or more. No responses were received from those under 18 years of age and only 17 responses (3%) were from those 19-29 years of age.
- 34% of respondents indicated that they were retired.
- Nearly 40% of respondents have lived in the Town for more than 20 years, with an additional 36% living in the Town for 6 to 19 years. Just over 23% of respondents were “new” residents of 5 years or less.
- Nearly 44% of respondents had children living at home

### **Housing**

- 91% of respondents lived in a traditional single-family detached dwelling unit, with about 5% noting they lived on a farm.
- 54% of respondents felt, or weren’t sure, that there is insufficient affordable housing within the Town.
- Nearly 55% of respondents desired additional single-family detached housing in the future, while 31% indicated that ‘small’ (<1,300 sq. ft.) single-family residential uses should be added.
- Another 22% of respondents felt that new attached single-family housing was needed.
- Nearly 25% indicated a need for new senior living/senior housing options in the future, and nearly 7% felt that Accessory Dwelling Units (ADUs) should be considered in the future.
- Only small percentages of respondents indicated a desire for apartment buildings (8.2% for 4 to 6-plex units, and 5.6% for 8 to 16-plex units).

### **General Growth & Land Use**

- For the WIS 76 corridor, local business and retail uses were felt to be the most appropriate, with just over 60% of respondents voting for this use.
- Nearly 1/3 of all respondents felt that Highway-Oriented Commercial (37%), Professional Offices (39%), and Light Industrial (29%) uses would also be appropriate along the WIS 76 corridor.
- Recreational uses along the corridor garnered 40% of the votes, but it is not clear as to whether this means that the corridor should remain as passive open space, or if it infers that a recreational trail should be incorporated along the highway.
- Nearly 20% of responses supported the creation of a new “town center” along the highway corridor.
- Over 80% of respondents agreed or strongly agreed that natural resource areas should be protected.
- Nearly 75% of respondents agreed that farmlands within Clayton should be protected/preserved.

### **Road Conditions**

- Only 17% of respondents felt that the Town's roads were in good shape, with just over 50% stating they were in moderate shape.
- Nearly 30% of respondents felt that significant improvements could be made to the Town's roads with specific segments such as Fairview, Center, Shady, Oakwood, and Oakridge being mentioned repeatedly (see other written comments later in report).

### **Bike & Trail Facilities**

- Over 80% of respondents indicated a desire for additional off-street bicycle and pedestrian paths.
- Nearly 40% of respondents indicated the desire for more on-street bike lanes as well.
- Just over 30% indicated a need for additional sidewalks within key areas.

### **Other Transportation Options**

- There was little interest in the use of micro-mobility options such as electric scooters or bike-share facilities (2.1% and 2.6% respectively).
- While the figure is somewhat low, just over 8.5% of respondents would support the extension of public transit, with many of these responses coming from those who were 65 year of age or older.
- A significant number of responses (70 total, or 16.6%) indicated the desire/need to add electric vehicle charging stations within the community.

### **Economic Development**

- Only 10.7% of respondents indicated that it was very important that the Town have more work/job opportunities, while 34.7% indicated that it was somewhat important. More than one-half (54.6%) of the responses indicated that it was not important or had no opinion.
- 62% of respondents indicated they there was no need for additional industrial development within the Town. 21% of respondents were not sure industrial development was needed.
- In terms of attracting new shopping/retail/service uses, the following were identified as priorities based on the number of responses: food/groceries (75.8%), restaurants (81%), hardware stores (55.2%), and entertainment/social establishments (47.8%) medical facilities (46.8%), pharmacies (44.9%).

### **Place of Work**

- Regarding place of work, of those who were not retired, 55% worked in another community in the Fox Cities metropolitan area. Another 3.3% worked in the Green Bay area and 14.4% worked in the Oshkosh area.
- Overall, 27.7% of respondents worked within the Town of Clayton with 23% of these doing "work from home".

### **Recreation Facilities**

- Over 45% of respondents felt that there should be expansion of both active and passive recreational areas. An additional 30.8% responded that passive parks were their preference.
- For future active parks, the following five (5) amenities were indicated as being most in need: walking trails (69.3%), restrooms (52.3%), bike trails (48.2%), picnic areas (32%), and pet-friendly accommodations (29.6%).
- For future passive parks and trails, the following five (5) amenities were indicated as being most in need: trail route/mile location markers (62%), shade trees (60.4%), garbage canisters (55.5%), shaded benches (52.7%), and water stations (45.3%).

- It is worth noting that just over 6% of respondents indicated a desire to have electric car charging stations at both future passive and active parks.
- When asked what types of new trails should be planned for, over 81% indicated that paved or unpaved walking trails would be their preference. 55% of respondents desired additional off-road biking (paved or unpaved) trails, and 40% indicated a desire for on-street bicycle facilities. 54% of these respondents would like these trail facilities to be pet-friendly.
- Roughly 1/5 of respondents desired to see dedicated ATV/UTV trails (24.2%) and/or horseback trails (19.3%)
- Only 8.5% of respondents indicated that there are specific locations within the Town they would like to see preserved for recreation and open space uses. A listing of suggested sites is contained later in the report. It's worth noting that 67% of respondents 'Didn't Know' of a specific location but may still support future expansions.
- Over 56% of respondents indicated they would be willing to donate time, money, or materials to a park/trail project as long as they were assured the donation is going to the specific project.
- 23% of respondents may be willing to serve on the Parks & Trails Committee in the future if asked, and 39% indicated they would be willing to volunteer to provide park/trail maintenance.

### **Intergovernmental Cooperation**

- Over 43% of respondents agreed or strongly agreed that the Town has good working relationship with its neighboring communities. Just over 9% felt the opposite (disagree or strongly disagree), while nearly one-half (46%) were not sure. The latter response may be high simply because many residents are not aware of past or current efforts made by the Town to work with its neighboring communities.

### **Communications**

- Most (62%) respondents felt that the Town communicates best when either using its website or through emailed or printed newsletters. Direct email announcements was a close second place with 52.8% of the votes. Social media (36%), public meetings (25.2%) and newspaper notices (6.5%) were the least preferred communication methods.

### **Strengths & Weaknesses**

Two open ended questions were used to ask respondents about the Town's greatest strengths and suggested areas for improvement. Over 700 comments were received for these two questions with the top items mentioned being as follows:

Strengths (not in any type of priority order):

- Rural Nature of Town
- Country Atmosphere ("Touch of Country")
- Location/Proximity to Urban Areas
- Small / Small Town Feel
- Quiet/ Peaceful
- Low/Reasonable Taxes
- Trails
- Friendliness
- People
- Community/Values



Improvements (not in any type of priority order):

- Road Maintenance
- Better Communication
- Need for a Grocery Store
- Lower Taxes
- High Speed Internet

**Other Comments**

Over 195 additional comments were made in the last open ended question which asked for any additional thoughts. Some of the most commonly mentioned items include (not in priority order):

- Drainage Issues
- Keep Agricultural
- Sewer/Water Concerns
- Concerns on Urbanization
- Size of Government

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## Open Ended Questions & Summary of Responses:

### 6. I currently live in a ..... ☐ Other \_\_\_\_\_

- Apartment
- hobby farm
- I live in the Larsen area and own farmland in Clayton
- I own 100 acres, of which 75 are rented out for farming.
- I own 11.6 acres
- single family detached on 18 acres
- Single family detached with farm land

### 8. What types of housing development do you think are needed in the Town over the next 10 years?

☐ Other \_\_\_\_\_

- **None / No More Housing (22 responses)**
- **Not sure / Don't Know (3 responses)**
- **Family farms should be preserved (2 responses)**
- ???? What city? did you incorporate and not tell anyone....LMFAO
- 5+ acre Farmettes, 1-2 Acre Residential subdivisions without HOA's
- As little residential development as possible to preserve the Town's remaining rural and natural character
- Barndominium
- Condos
- Don't develop. Those who want development can move somewhere else
- Don't need million dollar houses
- Don't think that large lot development is wise use of land
- High end single family >3500 sq ft
- I think the town is a good size and no housing needed
- I would think the town and local communities have conducted studies of what residents are looking for. My input would only be a guess.
- low income housing
- More green space.
- No housing development is needed.
- no idea, this township has changed so much in 40 years
- no more apartment complexes. Cheapens neighborhood
- Not really concerned about housing.
- Not really sure. I know housing is an issue in larger communities, hadn't really thought about it for smaller communities such as Clayton. I would be interested in all options deemed necessary for our township.
- Not the towns problem
- personal preference
- Personally, I want single family single home, small lot, private setting, affordable housing, not big mansions in rich subdivisions.
- ranch style condo development
- Rural development, no high density housing.
- Single family detached condo development 55 plus
- Single family greater than 1500 sq ft
- staffed senior living facility
- Standalone condominium
- Stores

- This is not a city
- What city? We are a town and do not need AFFORDABLE living projects

**9. What types of land uses do think are most appropriate to locate along the USH 10 and STH 76 corridors? ☐ Other (please list):**

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- **Agricultural / Farmland / Family Farms (16 responses)**
- **none / leave it along / keep as is (5 responses)**
- **Not Sure (2 responses)**
- develop a 'downtown' location again - bank branch, small grocery. Both employ.
- Don't care!
- Festival foods, restaurants, medical clinics/services
- Green space.
- Idea of developing land for more tax basis is not working
- Improve friendship trail corridor with some recreational opportunities, such as a small park.
- Keep a rural township
- Keep the trails. No development
- Kwik Trip
- Leave them as is up to the land owner.
- minimal governmental facilities
- More trail access - safer pedestrian areas on Hwy 76
- new fire station; a park along the trail
- no apartments!!!!!!!!!!!!!!
- None -- that storage unit rental place is an abomination.
- None until updated traffic control is incorporated. There is too many overloaded trucks and too many vehicles that are speeding. The existing residence along the road are extremely hampered from entering and exiting driveways at certain times of the day
- Not something I am concerned with
- Nothing needed it's going to hard to say the touch of country when you might be looking to make Clayton a mega city. It's fine the way it is put our money into repairing our roads and plowing and salting in the winter
- Park and Recreation
- Planted trees
- public pool
- We need a large grocery store out here, like a Festival Foods or Pick and Save.
- We need to keep open land use to keep our motto (touch of country). I own a small field behind my house to keep some open land. I have talked to all owners who adjoin my field and they all have said they do not want me to subdivide the field for more housing and want it left open land. This is all that is left of the Kronberg Farm.

**12. The Town of Clayton's local streets are:**

- ☐ **In poor shape - make significant improvements/investments in street repairs.**  
**If poor, please provide specific locations if known:**
- 

- **Oakwood Road (48 responses)**
- **Shady Lane (39 responses)**
- **Center Road (32 responses)**
- **Fairview Road (29 responses)**
- **Oakridge Road (22 responses)**
- **Larsen Road (16 responses)**
- **Breezewood Lane (11 responses)**
- **Pioneer Road (9 responses)**
- **Green Meadow Road (6 responses)**

- **County Road T (4 responses)**
- **Knox Lane (4 responses)**
- **Shenandoah Trail (4 responses)**
- **N. Loop Road (4 responses)**
- **Deer Trail (3 responses)**
- **Fondotto Drive (2 responses)**
- **Hickory Avenue (2 responses)**
- **Jensen Road (2 responses)**
- **Winnegamie Drive (2 responses)**
- **Medina Junction Road (2 responses)**
- **Bomar Avenue**
- **Clayton Avenue**
- **Grandview Road**
- **Hillcrest Drive**
- **Romberg Road**
- **Sunburst Lane**
- The Ridge subdivision need some repairs.
- Right Turn Lane off 76 into Subdivisions
- Roundabout at 76 and Larsen
- Generally every non-major thoroughfare in the town is in poor condition.
- Now they are, but about 5 years of driving on horrible roads
- Larsen area
- Clayton school going to your dump site is bad
- Culvert drainage for single family homes.
- Drainage issues Dekalb lane and Galaxy
- Roads are terrible!! No shoulders on the old roads. Snow plowing suck!!
- also road improvements to handle the new high school before it opens
- Taxes went up, streets still in poor shape. Where's the money going?!
- The Pioneer Road project has been an utter disaster and should be a warning for other residents deciding to move to the Town of Clayton. For those of us living through this, we have found out that the Town Board made a decision that affected many families who have lived here for a very long time and who were completely unaware of the 'sell out' of our road to Winnebago County. To our horror, we have been forcibly treated to what happens when you have no voice in your town decision making. Beginning in April we began living through a wide range of events, starting with our lawn and landscaping being torn up to run new gas and power lines, followed by Winnebago county paying us peanuts for our property (which oddly was extremely valuable when it was being taxed by the town!) hiring a completely incompetent company to slash our trees, rip up our blacktop driveways, spew filth onto our windows and siding, ignore our need to get to our jobs and return to our homes, force us to pick up all of our packages at the post office, and generally making all of our lives miserable. Beyond that, we all can now look forward to a super highway that will have people driving 70 down our road.
- The Towns roads are some of the worst in the State. Money that should be spent on roads is being wasted on unnecessary things.
- Town of Clayton road are some of the worst in comparison worst other counties.
- what maintenance ? I have never seen any work done on golf course dr. or any other road !!
- Where do I start. LOL. It's a tad rough around here on suspension parts.

**13. The Town of Clayton should support [the following methods of transportation].**

☐ **Other (please list):** \_\_\_\_\_

- **None / Leave As Is (38 responses)**
- A roundabout at Shady Lane and Hwy 76--extremely DANGEROUS at all times of day due to fast speeds and cars using the right turn lane as a passing lane. Many accidents and constant brake skid marks from near accidents. Should be considered an extremely

dangerous intersection that needs immediate attention. Many residents have discussed starting a petition to have an investigation started for an improvement to this intersection.

- are any of these required for incorporation?
- At least one, maybe two charging stations
- Better snow plows
- Bike lane on grand view. Lots of bike traffic.
- Bike lanes on Breezewood Ln or Oakridge Rd to get to trail.
- bikers are usually on roads, not bike paths! please keep us a township not a city
- Maintenance of existing paths and trails
- Maybe at least shoulder the road so a person can walk or bike on the road. These roads have to be the worst around. Good thing for the hiking trails.
- Create bike trails that take you somewhere! For example, the bike trail along Larsen rd. make that go all the way to county CB and the new high school area.
- Culverts around the cul de sac at the end of Rose Moon Way. This has been addressed and is hopefully in the plan for early 2023. Standing water with no drainage due to poor initial planning is really a burden. Thank you Russ for taking the time and efforts to discuss this with me, Adam Kasper & Mike Van Nuland. Hopeful that this project doesn't take a backseat as it did in the last 18 months. Thanks Again, Russ.
- Decent paved shoulders so walkers/joggers can avoid vehicles
- Go Transit
- Horse trails
- I have an agricultural bias
- Invest in the basics. Spend our tax dollars wisely on infrastructure. Job done so far is not the greatest.
- bury electrical lines
- Is this survey intended for Clayton, or a generic hellscape suburb? Scooters????!!
- I feel Bird, Lime, etc. are for urban areas..are often a mistake in less urban/rural/residential (e.g. lack of organization, looks messy, lost)
- No bike share no electric scooters
- No bike-share or electric scooter sharing. That's a liability
- Pedestrian friendly transportation options and infrastructure supporting green and clean ways of getting around.
- Remove path right of way on back property line of private property such as in certain subdivisions
- Roads thick enough to support large truck traffic.
- Shady Lane west of 76 needs a bike/ walkers lane or shoulder
- Sidewalks should be part of new subdivisions especially by the new high school area.
- Speed restrictions in subdivision areas
- Spend the money on fixing the town roads first please
- Stop spending money and lower our taxes.
- the east side of 76 ..quit allowing duplex, apartments. The clayton road was nice but now people selling off property for all the apartment complexes. Look nice now but wont in future. Seems like clayton doesn't care about us on this end
- The main roads traveled need bike lanes. A lot of bike traffic.
- The Town should concentrate on the roads for Vehicles.
- The town's focus should be roads first and the current Hwy 10 and Wiouwash trails. Those trails provide access for town residents to get to other Fox Cities trails.
- There is a need for better pedestrian & bike lanes / larger shoulders on HWY 76
- Town of clayton should remain a rural community. Bike Share facilities, scooters, public transit should NOT be funded by the town until that changes. Bus routes would be too long anyway, scooters, and bike share are not needed as there is not a significant population in the city center nor other infrastructure to make these feasible means of transportation thru the town and it is not needed or worth the investment.
- Updated parks comparable to Neenah. Ice rink in winter.
- UTV/ATV access on both sides of 76
- We don't like that the ATV route is on our street. We would prefer ATV routes stay on the main thoroughfares rather than in the neighborhoods.



- We have so many people traveling on our roads on bicycles there is a real safety issue here. I feel as a person driving in a car we have to be so careful of all the bikes and wonder what else we can do to remain safe.
- We need to maintain existing trails (add gravel, grading, etc.) before adding additional off street biking/hiking; maintain trail rt of way by NE Asphalt; town roads too narrow to allow for established on street bike lane
- Wide some roads needed for these lanes.
- wider shoulders on main roads, like Shady, Fairview, Larsen and oakwood, to facilitate safer biking and walking throughout the town
- Wiouwash Trail

**16. Where do you work?**

☐ **Other (please list)** \_\_\_\_\_

- Remotely
- Appleton
- Farm
- Fond du Lac
- Home maker
- Neenah
- All over mostly in the valley from north of Oshkosh to Kaukauna
- All over the state of Wisconsin
- Brillion
- Drive to appointments in Northeast Wisconsin
- Eastern Wisconsin on the lakeshore
- Fox valley-contractor
- I am self-employed and work at home & other communities.
- In Winnebago county to include town of clayton
- Kimberly
- One of us is remote for a company in Ohio and one is full time student at FVTC in Oshkosh.
- part time
- People did not move out here to become Neenah. We want to live in peace and quiet.
- Ripon
- substitute teacher in the Neenah School district
- Vinland
- Winnebago county which includes town of clayton
- Winneconne
- Within a 1 hr. radius

**17. Which types of shopping facilities should be attracted to / developed within the Town of Clayton over the next 10 years? ☐ Other (list) \_\_\_\_\_**

- **Gas station / Kwik Trip (14 responses)**
- **NONE (8 responses)**
- **Keep it country (3 responses)**
- Aldi grocery and restaurants
- All above listed retail choices are available within 10 miles. No local retail needed
- All of these needs met SO close to Clayton, so no need to bring within Town.
- Are we trying to be big city or remain country? Can travel within minutes for these services.
- Building materials
- Car wash
- Coffee/cafe
- couldn't keep chase bank / co-op out of business
- Do miss the co-op. filled homeowner needs (bird seed, garden supplies, gas, etc.)
- Do NOT put a gas station at 76/10. Maybe a charging station, but no more Kwik trips. Think for the future.
- Don't attract any. Let development occur as needed.
- Farms and agribusiness
- fast food in addition to more traditional dine in restaurants; more gas stations and car wash facilities; nail and hair salons; florist; specialty retail/gift stores
- Garden/flower shop, vintage/consignment shop, car/boat wash, larger community parks with amenities
- get sewer/incorporation/faux crossing issue settled first
- I do not know
- I moved here for the rural community. I know it takes a drive to get to things but that is OK.
- I would need to know more about the details and ramifications to answer these questions.

- Keep it residential and agricultural. Everything one need is only 15 minutes away
- Marcus Theaters, McDonalds
- Not a big box of ANY kind.
- Not a Walmart
- Okay with new shopping facilities but not a concern
- People move to Clayton to live in a peaceful rural area. Anything you need is minutes away in Neenah or Appleton. We should focus on preserving our peaceful community not turning it into a mega subdivision like Greenville or Darboy.
- Pet food and training facilities
- Pharmacy would be a great addition!
- Pickleball courts
- Please keep development activities East of 76
- Small grocery store (maybe) since we are close to several good shopping areas.
- Target
- The more development the more money into the tax base. With a new school down the road what do you think is going to happen? Will the city of Neenah wait to annex the town of Clayton? It's been the plan all along.
- The town is fully developed already.
- The town should encourage a co-op like we used to have in Larsen.
- TOC should remain rural and not grow to just add to the tax base.
- Town of Clayton is within 10 minutes of all these things
- tractor service and repair
- Trader Joes
- We are close to Neenah, Appleton and Oshkosh. STOP making decisions to become a city.
- We are located close to many of these already. Clayton will lose its attraction if we grow into a city.
- We have all that nearby in the Fox Cities, so not really looking to add those out in the Touch of Country environment that Clayton has been for years.
- We have all that we need close by. Why add more?
- With so many facilities surrounding the town, I don't feel it's necessary to add more here. There's a reason people move here and it's not for shopping/business amenities.

**19. For future Active Parks, select the top five (5) activities and amenities you would like to see:**

☐ **Other (List)** \_\_\_\_\_

- **None needed / No / Leave As Is / Maintain Existing (25 responses)**
- Are the current parks being actively used to justify their cost?
- As a side note whoever is responsible for the disc golf course at Clayton park cut down a tremendous amount of trees. Seems very counter intuitive, not planned out well and is frankly disappointing. Beyond that hole 6 is on the neighborhood's property, not on the park.
- Continue to maintain and improve current parks and trails.
- cross country skiing trails
- Do not invest in future parks. Stick to the basics. I don't want to my tax dollars to go to anything but basic infrastructure that's needed.
- Horse trails
- I would like "quiet hours" (similar to Appleton's) for the railroad along Fairview
- Maintain Clayton Park
- Multi modal trails - horse, UTV, snowmobile, skiing, snowshoeing
- Need to concentrate funds on roads and worry less about parks.
- parking lots near trail systems so people that transport bikes to the area have parking facilities and places to unload bikes.
- passive
- Swimming Pool
- Thierry is a reason people have big yards.
- Town of Clayton has a park on Larsen road.
- we have a big walking trail and people let their dogs run on my land

- We have the WIOUWASH Trail
- We have two parks.
- Winter activities such as cross-country skiing, sledding,, skating parks
- Would not use
- year round ice rink facilities, if a need still exists in the broader fox cities area; also a central building that includes meeting/event room for rent, concession stand, restrooms

**20. For future Passive Parks and Trails, select the top five (5) activities and amenities you would like to see:**

☐ **Other (List)** \_\_\_\_\_

- **None needed (20 responses)**
- **no opinion (2 responses)**
- Are the current parks being actively used to justify their cost?
- Bike trails, walking trails
- Continue to maintain current parks and trails.
- funds earmarked for maintenance
- Horse trails
- leave it natural
- Parking
- Paved trails
- Picnic tables
- Ponds
- restrooms with water stations that include maps and local info, like restroom building in Fritse park
- Swing and slide near picnic tables

**21. New trails in the town should be designed for [user types**

☐ **Other (list)**\_\_\_\_\_

- **None Needed (11 responses)**
- Are the current parks being actively used to justify their cost?
- Are the trails we have now really being utilized fully?
- All trails should be paved, even current ones.
- biking trails but not on city streets, paved would be nice. The town of clayton is way behind on bike trails compared to other local communities and similar sized cities throughout the state of WI.
- cross country skiing
- Have new residential communities structured to include ample "green spaces" mini park like areas and trails for residents of that subdivision
- If you do horses they need to clean up after themselves like dogs
- Need signs and directions back to cities that already have those
- Paved pet-friendly walking paths would be helpful in the winter and spring. Friendship trail was not maintained at all early this year and became a haven for ticks. More signage or effort to make sure people are complying to the leash law is also necessary.
- Snowmobile
- snowshoe and cross country skiing
- Some of the recently done trails (Larson Road) were not done very well and are barely usable. Fix those and make do not do a half assed job on future trails.
- Strollers
- Trails next to Larson and II

**22. Is there a specific location in the Town you would like preserved as a “nature based” park facility?**

☐ **Yes (Describe specific location – i.e., distance from intersection, property owner, GPS coordinates, etc.)** \_\_\_\_\_

• **Clayton Town Park (5 responses)**

- Clayton park but add basketball
- Clayton Park woods
- All, keep it as much country as possible.
- Along County Road II
- At the end of Dekalb, west of golden harvest
- Between Hwy 10 and Shady Lane
- Borders 76 on east side and Lind Lane on the west. It is the gateway to the town of Clayton on the Northern side of the township. Would be a beautiful area to have natural grasses/ flowers for a pollinator park. Have walking paths so people can walk amongst the butterflies and watch amazing sunsets on the small bluff.
- But love nature based areas
- By Clayton School
- Closer to HWY 76
- Continue developing the current Friendship Trail to accommodate water stations/bathrooms. Keep it safe and wooded. Could create educational features i.e. local history, nature facts, animal crossings and tracks to watch for.
- Corner of II & 76. Back behind where the fire station should be.
- Everything east of Oakwood Drive
- Fairview Rd by Wiouwash (active); straight east of Syngentia Way (passive)
- Friendship trail, Wiouwash trail intersection
- Hidden Park forested area plus the forested area near Clayton park
- It's not a park but along the Wiouwash state and Friendship trails.
- Land area around 9480 Oakwood
- Marsh area by Pioneer road
- Near Clayton School off the trail
- Near intersection of WIOUWASH and Friendship Trails
- Next to Clayton school
- No specific but this is important
- Northeast of Clayton Park
- Not sure, but there is a lot of unused farm property that we'd love to see used for parks and trails if the owners would be willing to sell.
- Oakridge Rd. & Oakwood Avenue area. Pioneer Road and North Loop road area.
- Off Breezewood (existing park/walking trail)
- Off CTH JJ
- Parcel #'s 00603400201, 006039105, 006090601
- Perhaps land owned by Alan/Melanie Blechl and Mark Westphal
- Public hunting land by pioneer road.
- Rat river area; other areas that are water/river/stream/marsh based
- Should re-invest in Trailhead Park as active park.
- Somewhere along the Wiouwash
- Strawberry Estates/fields
- The entire area around 9480 Oakwood Ave. Is owned by Bruce Anunson family. Should be purchased by the town to make a huge park and water retention area so the whole town stops flooding
- The entire field south west of Mikesville
- The parks that we have now
- The state Rat River Wildlife area between County BB, Center Road, Fairview Road, and the Wiouwash Trail.
- The wetlands between Pioneer & Hickory
- The whole town!

- There was one at Clayton and Highway 10. Anything that is 'green' now should be considered. Locate it in a place that makes logistical sense.
- Trail Head Park in Larson expansion
- We should do a better job with the waterway running from the park near the town offices and metzgig estates. Maybe a path along it?

**23. As a resident, I would consider donating the following items toward the Town's park and recreation system as follows (check all that apply): ☐ Other (list)**

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- **No / None / Nothing (10 responses)**
- **Not sure (3 responses)**
- All depends on health
- Are the current parks being actively used to justify their cost?
- Bluebird next box trail
- Continue to pay my taxes
- Could help out where needed
- Don't know at this time
- Given the continued annual tax increases and new development in the town over the past several years, I believe that the town needs to give back to its residents rather than continue to ask them for donations.
- HAVE PLENTY OF WORK ON THE FARM RIGHT NOW
- Horse trails
- I believe with improvements are taxes will increase
- I live on a farm, and have enough work outside of a full time job
- I might be willing to help out on a yearly cleanup day
- I think the jacked up property taxes I pay are more than sufficient
- I would donate nothing and would prefer fewer taxes for less parks and trails.
- I would like to learn more but might be interested in being more involved with the trail maintenance and/or committee.
- If retired..
- Let's fix our roads first
- Limited time available
- Money
- No taxes to high with high school
- On too many boards as it is
- Persons using such should donate time (maintenance) and/or \$\$\$\$
- Too busy with full time job and active kids but would volunteer in future
- Towns Tax base should cover the costs for what your goals are for the Town of Clayton .
- Unsure, send follow up detail with descriptions
- We are a small township and should make best use of any funding and resources by setting smaller goals within our reach
- We need to get drainage/ditches and roads fixed before putting money into parks
- We pay enough in taxes...work within the budget
- what are we paying outrageous taxes for
- would not
- Would prefer a specific list of items or needs or work then a general commitment as above suggests
- Would volunteer in future. Too busy with job and active kids.
- You already steal my money

**25. What is the best way for the Town to keep residents informed? ☐ Other (please list):**

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- **U.S. Mail (14 responses)**
- **A newsletter to subscribe to (8 responses)**
- again....WHAT CITY??
- 2-4 hrs. each month should be set aside for staff to maintain & update website; postcard mailings for notices to residents also work well
- Better / more detailed meeting minutes on website
- Clearer and more informative meeting agendas and meeting minutes; all governmental bodies
- Develop a recreational map showing the local resources and their connection to the existing trails
- Email notice announcing every town meeting and intended agenda. Follow up email with link to note/transcription of meeting accomplishments
- Emphasize what positive things are going on in Clayton
- I assume you mean the town and not the city
- I find it difficult to find info on the town website and the meeting notes for public meetings do not capture enough detail of the meeting discussions. It would be great to have posts on Facebook or twitter that alert followers when agendas and/or notes are posted, when inputs is needed to guide TOC decisions or when events occur that impact the town.
- In any and all meetings that can impact what land is developed around me and the taxes I pay I would like to know when these are so I can attend.
- Meetings are for the school. This survey is a great tool.
- Post cards should be sent out notifying residents of changes in their neighborhoods.
- Postcards
- Roadside signs bout meetings pertaining to a property need to be larger and not overgrown with weeds. There should also be more than one sign. People living in immediate area should be notified by snail mail.
- texting
- There are some of us that do not do social media or spend a lot of time on computers-still rely on printed materials.
- Use the Neenah Herald
- Web site is always outdated
- Website allows for residents to go looking for information, however, the website is not kept up to date.
- Websites need to be kept current!!!!
- What City?
- What you are currently doing is working well
- zoom meetings

**26. In your opinion, what are the greatest strengths of the Town of Clayton?**

- **Rural (51 responses)**
- **Country atmosphere (38 responses)**
- **Location / Proximity to Urban Areas (32 responses)**
- **Small / Small Town Feel (29 responses)**
- **Quiet/peaceful (29 responses)**
- **Low / Reasonable Taxes (9 responses)**
- **Trails (7 responses)**
- **Friendliness (5 responses)**
- **People (5 responses)**
- **Community / Values (5 responses)**
- **Spacious (4 responses)**
- **Snow plowing (2 responses)**
- Agriculture land and homeowners that plant trees and use less concrete and pavement to discourage water runoff.



- Agriculture, green spaces, reasonable residential taxes, access to Fox Valley but not in the fray of it all
- At this time none
- Balance between city and rural life
- beautiful place to live (small town & countryside atmosphere), great job preparing for snow & clearing snow off roads, yard waste site (and friendly staff), friendly people
- Board genuinely care about residents and their opinions
- certainly not the editor/proofreader of opinion surveys
- cleanliness
- Country appeal - should stay that way as much as possible
- Currently, it still has a country atmosphere that I hope we do not lose.
- Decent roads easy to get to highways
- Don't know or no opinion
- Efficient and friendly staff. Meets residents needs without going overboard.
- Farming and a safe place to live .Also great rec. trails.
- Farmland.
- Flexibility and lots of potential
- Generally good people around here with fairly easy access to things around here and taxes aren't outrageous yet but the sewer bills from the village are way higher than they should be because they waited so long on updating the system and water that now I'm paying through the nose for but can't drink because of the high amounts manganese so not very happy about this being when I first moved here my water sewer bills were only 50 -75 bucks every quarter and something needs to be done about this !
- Geographic location
- Geography
- Good access to major business to Appleton while maintaining a quiet living area
- Good balance of country living
- Good fire department and town hall.
- Good location. Quiet neighborhoods. Pastural setting.
- Good residential and agricultural area to live away from the City environment - a great place to safely raise a family - natural setting is to be valued and preserved!
- Good size home lots
- Great location and natural beauty.
- Great yard waste drop off
- Green space Non industrial development
- Growth
- Having a mix of residential sub divisions and farms, all close to the Fox Cities
- High growth potential. Location to major highways and access to the valley.
- Holding on to country living. That is why I live here. I enjoy living in the country.
- housing
- I believe overall the town is trying to do a good job.
- I believe there are strong bones to support the current community and future growth.
- I haven't been here long enough to know yet.
- I like all the open space. I'm new to clayton so I don't know a whole lot.
- I like the Town as is! We are losing small towns like this. All amenities are so close, we have less traffic, less crime, all things that growth would bring. What's wrong with maintaining what we have?
- I live in the west end, and I love the quiet country atmosphere.
- I love the proximity of Clayton to the nearby conveniences of the Fox Cities while home still feels like being more in the country and the spaciousness of it.
- I really appreciate having the town dump for all the yard waste! And the employees that work out there do a great job!
- I think overall, the town tries to keep taxpayer costs down. Preserving the natural resources seems to be a priority.
- I think the roads are in good condition.
- If you live on the east side you are taken care of, but no one knows that the west end exists except to collect our taxes.

- Information is available to residents. Safe place to raise a family and work within.
- It is not all built up
- It is rural, but still close enough to work in town.
- It is still country
- It not all city yet
- It still has open spaces and not too much traffic.
- It used to be the feeling of living in the country however that is rapidly changing.
- It's a quiet rural community- we moved here because of that. Don't make it into a shopping and entertainment area! Residents enjoy the rural feel while being close to the urban necessities.
- It's a rural setting close to a city.
- It's a very nice community.
- It's not a city and I can shoot guns on my property
- It's people.
- It's positioning in the Fox Valley
- Its proximity to a large metro area
- It's recreational potential. Love the country feel. And enjoy living just outside Neenah
- It's residents
- It's safe, clean and has lots of green space. And close to town jobs
- It's the country- please leave it that way
- Keeping Clayton a clean and non-commercialized area. I enjoy the peacefulness & nature of the area. Too much of something and/or congestion usually takes away from a town's character.
- Keeping FEW road maintained
- Keeping Fox Crossing from annexing town of Clayton properties. The WIOWASH and Friendship trails. The town board is trying to do the right things.
- keeping the community clean
- Keeping the town feeling but moving forward for its residents.
- Lack of low income housing, i.e.- rentals
- Large lot sizes
- large lots with nice houses, close to Neenah and Fox Cities for shopping, dining needs, quiet, lots of wildlife
- Large lots, rural atmosphere
- Less crowded than other township near Appleton/Neenah. Farms, DNR land, and wooded lots.
- Limited urban development
- Lots of greenspace, low traffic, rural vibe, plenty of room for wildlife, nice mix of agriculture and residential life. Also appreciate the lack of roundabouts.
- Love that touch a truck event, voting is well organized, destination for biking (though would love separate bike lanes), country feel while close enough to Walmart and town
- Love the country feel with close city access
- Love the county setting and lower taxes.
- low density, semi-rural character
- Maintaining a portion of the town for agricultural activities.
- Maintaining the agricultural base living of the community. The construction of a high school nearby and a major transportation highway with commercial opportunities.
- Much better than Town of Neenah - seems to be run by professionals
- NA
- Natural beauties
- Natural beauty and location to Hwys 76 & 10
- Neighborhoods, people, mixed agriculture/suburban, recreational trails
- Not listening to the residence and doing what a few board member's say and want.
- Not over populated
- Not overly crowded. If I wanted more neighbors I would live in Appleton.
- Not sure.
- Open space available for opportunities
- OUR FIRE DEPT
- Our single-family residential neighborhoods and communities. The Town is in a prime location to focus on being only a commuter community for the greater Fox Valley (Particularly Oshkosh, Neenah, Appleton, etc.).

- Out in the country
- Outside of the city hustle and bustle. Quiet, green space but convenient to run in to grocery store, bank, etc.
- Please preserve open spaces around housing developments, green space and agricultural land are what I like most about living here.
- Plenty of green space and wildlife Low amount of light pollution Limited industrial/commercial properties
- Progressive rural lifestyle
- Quality of life for families.
- Relaxing lifestyle.
- Residential growth
- Residential, farming, quiet
- Residents, location by larger cities
- Respond quickly
- rural suburb' feel within close proximity to nearby amenities
- Safe, quiet ,beautiful
- Shared values between the farming community and residential landowners, Open spaces and quiet. (No noise pollution)
- Size, staff, location & people
- Staff
- Strong bones with trails and good mix of apartment and small and big homes that are easily accessible to all. Room for growth just don't overdo it
- Strong Parks system.
- Taking care of our streets.
- The amount of green land and space between neighboring properties!
- the farm life, open spaces
- The lack of congestion.
- The road improvements have been great.
- The town has a diverse blend of suburban, rural, and agricultural land along with attractive natural resource assets such as the bike trails, Rat River State land, and parks. There is a dedicated core of people who remain involved in Town meetings and the day-to-day business of the town.
- The town has always been concerned about annexation of the East and preserving the integrity of the township.
- to be not so commercialized
- Town of Clayton is in the Neenah school district.
- Trying to keep the Hwy 10 Corridor from being made into a Kwik Trip/McDonald's/Bank every 2-3 blocks apart
- variety of opportunities
- Wanting to improve our town and asking our opinions
- We have a picturesque community with larger lots for single-family homes & green space. Our neighbors are friendly and keep their properties well maintained.
- We have open spaces that have not been used for business or housing.
- We moved from Milwaukee approximately 20 years ago because of the acreage, peaceful, safe area - the touch of country that the Town of Clayton offers. Had we preferred restaurants, stores, etc. we would have moved to the City of Neenah or the Town of Menasha. Please preserve the Town of Clayton as the touch of country that so many of us chose to make our home. Thank you.
- We moved here because of the SPACE and lack of development. We want to live here for many more decades. We will be very disappointed if the Town loses its rural/country feel. Many of our neighbors share this opinion -- we don't want more development.
- Well it's not managing money -look at what was spent on water and sewer with city of Appleton . And what has been spent with fox crossing. All for something that wasn't needed at this time .. and incorrectly handled
- Well maintained roads, governmental structure and services provided at the brush dump for all residents.
- Well this survey is great honestly. Thanks for making it easy to provide feedback.
- When we moved here in August, 1978 this was mostly rural land and farm use. The airport has now taken over much of the airspace of the eastern edge of the Town as restricted building areas. The

southeastern corner of my lawn is now considered airport overlay. This part of Winnebago County is controlled by another county.

## 27. In your opinion, what aspects of the Town of Clayton need improvement?

- **Road maintenance (84 responses)**
- **Better communication to residents (25 responses)**
- **We need a grocery store (11 responses)**
- **Lower taxes (6 responses)**
- **High speed internet (3 responses)**
- **Not sure (3 responses)**
- **Affordable housing (2 responses)**
- **Nothing (2 responses)**
- I would like to see another park, possible one wooded with trails as opposed to the more public park we have now.
- Park and rec department, walking trails(could be paved)
- Plowing is atrocious (county issue...I know). A small, vibrant town center would be great.
- Water drainage.
- Yard waste drop off needs to be open at least until mid-Nov. \* Better coordination for storm water mgmt. between county and town. Ex. The 2 culverts installed by county under JJ to channel water into Oakcrest neighborhood. Reduced JJ's water problem but caused (and still does even after town's fix) periodic flooding in Oakcrest neighborhood.
  - Communication with the residents. 2. The Animal Control position is in need of improvement. We've tried to reach that person multiple times with no response back. So when we have questions or need help, who supervises those duties and can provide answers regarding what animal shelters are contracted with the Town of Clayton. It seems to change often.
- 1.Communication with residents. 2.Build one industrial area instead of allowing them intermingled into established neighborhoods.
- 2021 Property tax increase of 41% for the town needs to go back to 2020 levels otherwise it is too expensive to live in the Town of Clayton
- A Kwik trip and some additional family or takeout/deliver restaurants would be great.
- A later closing date for the yard waste site
- A local restaurant with family dining and good seating.
- A lot of the smaller back roads are in disrepair and should be addressed.
- a noise ordinance, for county road II, and allowing him to fill in wetlands for a parking lot, and doing nothing about it even though it's been reported many times
- Accessibility for disabled people, walkable town center, less development on the outskirts (sprawl) and a focus on helping people get to where they need to be without having to drive
- Adding in more city sewer line
- adherence to town ordinances, improving transparency in site plan/conditional use permits.
- All of the trails loops are too long. If I want to go for a 30 minute walk, I have to walk in one direction and then turn around on the same trail and come back. I wish there were shorter trail loops. I would also like to see Clayton Park better maintained, particularly the baseball fields.
- Allow for cement aprons
- Allow pets in parks with clearly listed rules/requirements, i.e. must be in leash, must pick up, must respect space between dogs, etc.
- Being charged for a sanitary district without access to sewer and water and no information communicated on when/if it will become available.
- Being personable when talked to on the phone.
- Better biking trails- we see SO many bikers along 76 with cars flying by them. A multi mile route would be fantastic for bikers and walkers without the danger factor of getting hit by a car.
- Better cell reception/coverage and some decent food delivery options.
- Better financial management of tax dollars. Better town road and land maintenance crews (current staff is inadequate). Improved communication to residents of significant town spending. (i.e.: The town hall in person meetings is not appropriate when the town decides to spend millions of dollars then tax certain residents the bill)

- Better service from the town employees. Know their jobs, be able to answer zoning and building questions. Enforce ordinances in a way that makes sense. Control water flow/drainage adequately.
- Better Snow Clearing & Road repairs
- Bike paths connecting to the nearby trails.
- Bike paths. Need to fix Larsen road, poor condition.
- Biking trails alongside roads for getting to high-school & Neenah area, especially skiing Larsen
- Bring businesses to increase social interaction of town citizens.
- Bringing in more/younger families who can use new services
- Broader / more access to water and sewer.
- Budgetary responsibility.
- Budgets do not reflect or accommodate for the future growth of the town as the Fox Valley spreads.
- Business information. I did not know that medical equipment was available for free until recently.
- Can't think of anything
- Careful zoning for new subdivisions.
- Cell and internet service need to be improved to make the area compliant with how people live in today's world. Work from home, on-line school, making a phone call with a cell phone can't do this from my house I'm in a dead zone
- City government is slow and bogged down by bureaucracy, foolish spending on city positions we do not need.
- city sewer to homes along Hwys 76 between Hwys II and Larsen. The well water is terrible, full of arsenic, iron, etc.
- community activities/events
- Connect walking and biking trails with existing trails and are in the city of Neenah such as the Loop the Lake trail making it easier to access. Make walking and biking access to trails connecting the new High School perhaps down Larson Road.
- Connections between subdivisions
- Cooperation / collaboration with Fox Crossing and City of Neenah
- Could use a \*little\* more development (want to keep the current feel as much as possible).
- Could use a Hardware store.
- Culvert drainage under the approach to my home, after this winter I may not be able to get over the BUMP!!!!
- Customer service and helping residents. Website is difficult to find info but when town is called they refer you to the website. Bldg. inspector is often rude even when polite and trying to meet code.
- Definitely needs some walking trails and sidewalks. Also need some restaurants.
- Ditch grading. I've been to the town hall numerous times asking about the ditches in front of my house being headed properly so they drain. Each time I was told it would be happening later in the year. It has now been 3 years and I haven't seen anyone working on my ditch.
- ditches in residential areas
- do better at notifying its citizens of anything happening throughout the township that may affect us.
- Doing well
- Drainage in some of the subdivisions need to be addressed
- Earlier snow removal on weekdays (workdays)
- Easier access to impending construction and road work notices.
- Employment opportunities.
- Enhance Larsen Rd from Oakridge to 76 so that students can travel safely along Larsen Rd to new high school.
- Ensure potholes are fixed and streets get improved
- Establish and protect green belt and natural corridors.
- Extended season for yard waste drop off or provide leaf pickup
- Fairview Road is not wide enough for cars and pedestrians, either biking, walking or running to be safe at any part of the day.
- Find a way to decrease property taxes so residents can afford to stay in their homes
- Finish Pioneer and T please!
- Fire department and emergency medical care

- Fire Department should be more centrally located. Too many people using Lind Lane as shortcut between 76 and BB. Some pass even though no passing zone. A lot of trucks on it too. With all the traffic, it is an accident waiting to happen.
- Fix the roads many local residents do comment on the poor conditions.
- Following through on promises, maintaining trails, roads and parks
- Food retail
- friendlier to bicycles, and ADU's
- Generally satisfied. Some of the roadways are in tough shape.
- Grading (Emerald Valley II sub-division)
- Grandview road and the price of our Sanitary district fee. The metering fee is messed up!!
- growth/development views need to be reconsidered.
- Higher residential standards and no more storage!
- Host a community gathering event with bands and family events. Keep our section of the Wiouwash Trail in better shape (you can tell when you cross over to different levels of upkeep).
- Hours of the employees to address issues for the residents that work full time. Treat all building sites equally. I.E., friends of town board members should have to pay for building permits. Not get a free pass. Because we've seen firsthand that not all people have had to pay.
- I applaud the town of Clayton for keeping the "country feeling". The sense of community!
- I believe they are wasting a lot of our taxpayers money. They wasted many thousands of dollars trying to become a village(they didn't even meet one of the criteria to become a village). We don't need a paid fulltime fire chief for our town, that also gets to use a vehicle owned by the town. This has created a problem with some of the volunteers(causing them to leave and/or thinking about leaving).
- I do think a more family focused parks and rec effort would be valuable but am very nervous at the already seemingly high property taxes.
- I have nothing. I'm very happy living in the Town of Clayton!
- I love it here!
- I think snow plowing needs to be improved. More plows or plows out sooner.
- I think some came away from the firehouse/town center battle feeling that the town wanted to be backwards. A town center near 10/76 would have been a more public facing position. A barn/pasture across from your town hall gives a very different picture/impression. Most of my relatives are farmers, but they don't farm next to the town hall.
- I think the Town of Clayton does a poor job of communicating with residents. There used to be newsletters mailed out, public meetings, etc. to let people know what is going on. Now it seems the Town of Clayton doesn't want people to know what is going on. The recent application to become a village was a disaster and waste of money. That should have been voted on. The fiasco with bringing water into the town was poorly handled also. Border agreements need to be made so the tax base can be stabilized.
- I understand budgets, personnel, funding & approvals, I would just never overpromise & underdeliver. In regard to the Rose Moon Way culverts, it got pushed back for 12-18 months until I got a straightforward answer from Russ. I made about 10 phone calls to the Town at the time (and left voicemails) just looking for an update. I also sent 7 or 8 emails and never got a response. I was never looking for conflict, just an update.
- If a stray animal is found, no shelter is responsible for this area. No shelter will accept cats to be scanned. If residents lose a pet, they lack resources
- If you look at Breezewood on the Clayton maintenance side and cross over to the town of Neenah maintenance side you will see an immediate and distinct difference in the road. How can you guys be thinking of doing all these things when you can't even keep up with the basics?
- I'm not sure, but I do like the neighborhood I live in. I would like a sidewalk or bike lane on N Clayton Ave, but it probably wouldn't work.
- I'm seeing more light pollution getting approved (e.g., Earthscape, Go Pack Storage). It's obnoxious, unnecessary and ruins what is otherwise quaint country living. I'd like to see ordinances/limits on noise and light pollution and easy and smart thing to put in place now. Leave the garish lights in Vegas. Look to other small towns in Wisconsin that have maintained a more classic, country feel that the residents of today and tomorrow will appreciate.
- I'm seeing some contradictions and confusion with land use projects between state and town administrators. Seems there are hidden or missed hoops to jump through enforced at will. There appears to be a punitive nature or tone at times but maybe there is more to it.

- Imagine living in a beautiful section and as people sell the lot size is sometimes smaller to accommodate duplexes..or farms turned into multi apartments. Would you like your expensive home and property next to an apartment complex? Depreciates everything...Built and lived here for the beauty ..now it is getting to be not like this. I have gone out to get mail at 11 pm only to have a group of "people" walk by me on our road from the apartments. They are not walking for exercise....believe me..they are walking to scout homes out....So keep building apartments to lure more riff raff
- Improved road maintenance
- Improvements in the Metro-Larsen for return of bank and hardware store.
- Increased tax base via small retailers
- Infrastructure, controlled development.
- Internet services...only new subdivisions have it.
- Invasive plants in wet areas.
- It really has nothing to offer other than residences. It needs in-fill of disjointed developed areas and a focus on services that one needs to travel in order to receive today. Example: food, fuel, professional services, restaurants (sports bar!)
- It seems the town is slow and disorganized when it comes to the ditch repair at deer trail estates and other projects. The town should work on the proper allocation of resources to meet the needs of its citizens. This would alleviate the need to significantly increase property taxes.
- It would be nice to have a convenience store close by.
- It's perfect for us.
- Junk outside of residences
- Keeping residents better informed. Like with emails and newsletters.
- Lack of notifications for residents on business matters that affect all of us here in the township
- Large land owners in this area seem to make decisions that affect many. The zoning seems very scattered and disorganized. People might buy property close to someone and randomly put up buildings or house animals. Too many farmers are being allowed to sell large tracts of land for massive subdivisions. These subdivisions seem to get greater attention, better plowing and road servicing, while others with single family residents and small acreages are not receiving the same attention/and or thought. (please see previous comments about living on Pioneer Road).
- Larsen itself is a dive town. Clean it up with nice sidewalks, more curbing than what's going on. Weed whack. Flowers, new co-op or renew it.
- Leadership.
- Less houses! I love that it's a quiet place to live
- Less time and money should be spent supporting subdivisions and should focus on community wide issues. Attention to town wide storm water management is severely lacking. TOC governmental pursuit of Village/city type community is not in the best interest or desire of the residents.
- Limit additional subdivision development
- Looking at added traffic and narrow roads.
- maintaining the community as a Touch of Country. It's crazy how we haven't seen pheasants in years and how other wildlife has dwindled. We do not need more storage units which are an eyesore
- Maintenance of residential roads within neighborhoods. Later closing date for yard waste facility. By the end of October when yard waste site closes, most of my plants are still green. I end up having to pay to use the county landfill to dispose of yard waste in November.
- Make it easier to bring in small business
- management...out of control town salaries
- Many Many Many. Residents seem to be a bother to the town. Don't enforce ordinances even when damage to property is caused due to an ordinance not being followed. Taxes are WAY WAY higher for services rendered in comparison to neighboring areas. Impossible to receive actual help by the town when you try.
- Money management. Reduce wasteful spending to reduce property taxes. These taxes are as high as if I live in a large city. Do we really need a security vehicle driving on the streets? I would like to see evidence to support how this initiative has actually improved the safety of our town. Winnebago County Sheriff's dept already patrols. Did the town really need to buy a new dump truck when the town already had a relatively new one? There is a lot of low hanging fruit of wasteful



spending that could be cut to lower our taxes and make much better use of the taxes still coming in.

- more accessible walking/biking trails
- More and more convenient hours for the landfill!!!! And, better garbage pickup contract.
- More businesses. More consideration for the future businesses (promote them). No convenience instead of having to drive 15 miles for banking, groceries, etc.
- More central town offices
- More convenience shopping locations
- More kid friendly areas, parks
- More local stores/establishments
- More parks
- More professional/trained maintenance crew members, friendlier service-oriented town staff with open minds
- more restaurants
- More restaurants and business so that we don't need to go to Neenah or Appleton. A one stop shop like CVS or Walgreens if you just need an item or two
- More restaurants, more convenient access to goods & services
- More retail development
- More social gathering events and environments
- More speed limit signs on dirt and paved roads or at least patrolled more often for speeders that drive 60 mph on roads that are only 30 mph roads .
- More weekend hours at yard waste site in early spring and late fall. Less hours in summer.
- Most roads are terrible!! Please make Road maintenance more of a priority.
- much needed businesses such as drug store.
- Need a hardware store Everybody misses the CO-OP store
- Need a PR campaign to promote "Clayton" as the place to live. Stress access to big city (i.e. PAC, T-Rats, etc.) without having to raise their children in the City. Develop farm market, greenhouses, local garden center, etc.
- Need a roundabout at 76 and Shady. We get a lot of fog and bright sunrises make it dangerous to cross. Kids will be driving in the area more frequently with the high school nearby- it's a smart safety measure.
- Need more store options, i.e.. hardware, dining
- Need Street lights neighborhoods. Need new Town offices on 76.
- New people in office
- No more damn sub divisions or apartments.
- No one listens or takes action to make necessary improvements on the west side. Sad but true.
- noise ordinances
- Not enough businesses, more off-road trails
- Not much improvement is needed, it's nice just the way it is!
- Nothing important, maybe a park and a charging station. Wait!...a nice bike trail OFF the road into city and new high school.
- Nothing. I live in this community because I like it how it is.
- Opportunities: Increased, easily accessible communication between government and citizens, more efficient use of tax dollars, and focus to fix long standing drainage issues in subdivisions and road repairs
- Our tax rate is very high compared to neighboring small towns. Such as Winchester, Town of Dale, Hortonville.
- Parks
- Paved Bike trails
- Paved paths for strollers
- Paying more attention to maintaining the environment as developers claim the land - if we don't protect the environment mankind will suffer!!
- Pedestrian/bicycle access to trail systems
- Please pay better attention to natural resources, indigenous wildlife, marsh areas, create safe travel routes for animals (deer, turtles, etc.)
- plowing of streets in Winter
- posting/enforcing speed limits on Larsen road and oakwood road

- Preserving green spaces and agricultural areas. Stop building so many sub divisions.
- Property taxes are extremely high
- Put less salt on the roads in the winter! Restripe the parking lines at the town hall so stalls are easier to access and back out of. For example, angled parking! Re-evaluate garbage pickup vendor to possibly reduce cost of service charged to residents. Continuously having adequate staffing for fire and rescue squads.
- Quit pushing for more development, take care of what we have
- Recreation, restaurants, affordable groceries.
- recreational trails, specifically Larsen Rd down to Clayton Park
- Reduce speed limit to 35 on old Pioneer after construction is finished. This will become a very important safety issue.
- Reducing tax rate to align with neighboring townships.
- reopen the Headliner Bar and grill
- Repair deteriorated roads. Minimize destruction of productive farmland and excessive development causing impervious surfaces impacting stormwater management and overdevelopment affecting groundwater quality and quantity. Eliminate light, air, and noise pollution.
- Reviewing ditches in neighborhoods - some do not seem to be to code.
- Road conditions, but that is a problem all over our state.
- Road improvement and added parks
- Safer access in and out of neighborhoods off of 76, more bike lanes or paths on busy roads
- Schools
- Secondary roads
- Seems stuck and old school. Needs new breath and focus.
- Sewer accessibility
- sewer and water
- Sewer and water for existing subdivisions.
- sheriff department and enforcing regulations
- Since we have no sidewalks, a bike/walking trail would be great near Murray Rd
- Small road repairs
- Snow plowing. New fire station
- Snow plows constantly ruining property Charging ridiculous taxes Streets are poor Making us connect to water and paying millions just to get us water (I work for city of Neenah, and I know more than you think)
- Snow removal - plows do not do a good job of removing snow causing ice roads to form. Surrounding communities do a much better job. Would also like refuge pickup service in fall and spring.
- Snow removal, road paving, ditch work
- Some new convenience developments
- Some of the roads could use some work. Could use a stoplight at 76 /Larson Road. Really hard to get across in the morning
- Somehow getting more residents involved with the Town's activities. I have no suggestions.
- Speed control and police presence for vehicular traffic violations is poor. Lawn care enforcement. Special / Local event flyers or emails for local news. IE : fund raisers, holiday events, annual rummage sales, concerts.
- Speed enforcement!! With all the housing going up around Fairview - east of 76 - this is absolutely necessary. This section of Fairview has become extremely dangerous with vehicles clearly exceeding 60-70 mph. The amount of kids/families riding bikes or walking has greatly diminished in the last 15 years. All because this road is a death trap waiting to happen.
- speeding - especially past churches and noise levels
- Sporting goods store, outdoor/ hunting/ fishing/atv/biking/ etc.
- Standing strong for keeping country living the standard. If people want to live here but don't like country living, they should settle in another area that already has what they are looking for. It is so important to preserve what we have here in the Town of Clayton.
- stop allowing subdivisions and storage units. do a better job maintaining what we have. enforce building codes, zoning issues, ordinances. too many people get away with things.
- Stop letting fox crossing take over land.

- Stop spending money foolishly. Just one example from many, The township is basically broke but yet we spend money to put curb on country streets over the years? In the middle of nowhere where it doesn't affect anything. But yet we have been asking for years to get the ditch cleaned out so the water in spring and heavy rains can flow like it should, instead of over the road and driveway washing them out even more with zero response.
- Stop the influx of light industrial and McMansion homes and work on the development of agribusiness.
- storage rental units have no redeeming societal value -- no on-going employment, no manufacturing, no services which would attract successful people. Just space to store more Chinese stuff that people don't need. Let's not have more of those.
- storm and waste sewer system.
- Stormwater and runoff. The town needs to determine a way to encourage and provide incentives for land owners to keep ditches cleaned out. The town needs to clean out the ditches of all roadways before spending money on trails.
- Preserve small town feel
- Tax assessments, timing or lack thereof of subdivision and road snow removal along with ignorance of adequate subdivision road repairs.
- Taxes are out of hand. The town continues to re-assess much too often. People do not get a chance to even catch up. With new developments in the town, it would be assumed that you are continually collecting more taxes. You provide very little for the taxes you collect, i.e. we pay for our own garbage pickup, sewer, water. Increased taxes are not representative of the occasional road clearing that is provided in the winter.
- Taxes far too high for value / service provided
- The administration staff
- The Board and the Town's administrative leadership need to do a better job of communicating in an ongoing, routine fashion about what is going on in the town beyond simply posting Board meeting minutes at the town hall. I always read the former town newsletter and miss it. I also feel that the town was misguided in its attempts to try and incorporate and should have instead looked at ways to step back and see how the town could integrate itself into the overall Fox Cities region rather than simply trying to protect a name or 36 square miles. I recognize that getting absorbed into Fox Crossing might not be desirable in all instances, but it's important for leadership to look beyond parochial local interests and recognize the value and importance of shared costs and shared services over a larger metropolitan area. I value our "Touch of Country" but we need to be prepared to make investments that position our Fox Cities region be to a strong vital area now and in the future. With greater residential density, the town needs to explore widening roads to make them safer and more inclusive for pedestrians, bikers, and vehicles.
- The board needs to listen to the Clayton residents . Stop throwing money away. And spend what little money u have and fix our roads
- The care of Clayton Park baseball diamonds are never in good shape and need improvement. The park always seems to attract shady lowlife people illegally dumping in the dumpsters. I would never allow my children to go there alone. Also, the neighbors are a little tired of the disc golf Park. It attracts a bunch of losers walking in neighbors backyards. Get rid of it.
- The culverts have been an issue especially in our previous neighborhood. Communications with residents could be improved. We've heard there have been issues with emergency services finding our neighborhood (strawberry estates) in the past, though we have not experienced that.
- The focus on the ridge water drainages
- The potential to do it right the first time before other communities or businesses dictate.
- The town needs more local establishments i.e. restaurants, shops etc. for those times you just want to stay close to home.
- The town needs to worry less about Parks and trails. The town needs to concentrate on its roads and get back to the basics and become more financially responsible before it worries about spending more money on trying to become something it's not.
- There is a division between the east side (new growth not knowing what is going on) and Larsen (which seems to be trying to keep its self as the center of our town).
- There needs to be a round-about at 76 and Shady Lane. I have seen too many close calls. Accidents at this intersection are just waiting to happen!
- They spend too much money on unnecessary things, so the taxes are too high.
- Time to fix the water drainage problems in the subdivisions

- Timely snow removal
- TOC should identify properties that are an eye sore with junk and other items in their yards and get them to clean them up.
- Town Center, road improvement
- Town Government; Building Inspector, Town web page.
- Town maintenance crew efficiency and cost effective project decisions.
- Town needs to take care of ALL the people that live here
- Town website
- Trails. We live in Breaker Ridge and the town simply ignores the trails on the south side of Larsen Road.
- Trying to remain a rural community
- Turn lane into wind field subdivision
- Unsure
- Updated play areas for kids
- Updates to parks.
- Upkeep of designated trails
- Water and sewer is there a long range plan to expand these to residential areas?
- Water management
- Water/ditches.
- We have a significant tax requirement, but minimal return for that taxation. Attracting businesses to lower the tax burden on residents would be beneficial.
- We need a big item trash pick up
- We need a larger Town & Community Center that would house a large meeting space area for community information, education, and resource presenters.
- We need a round a bout on 76 and Larsen ASAP
- We need to expand the trail system so trails can connect to, and people can go farther on them. We also need more places where people can hop on a trail to bike, walk, rollerblade, cross country ski, snow shoe etc.
- Website could use a refresh.
- When a project is started, they need to continue to work on it, so it gets finished in a timely manner.
- Would like to see more internet options in the community. Our area only has real access to Centurylink. Otherwise, no other improvements needed.
- Would love to have electric lines in subdivisions buried
- Yard waste site needs to be open much later in the fall because it closes before all the leaves have fallen!

**28. Do you have any additional comments or ideas you would like to share with the Town?**

- Support the farmer and encourage their existence of continuing a farming lifestyle in our community. This is so important! Farming is so very valuable to our community.
- A few things are questioned like placing a large crane staging area in a subdivision and the difficulty building heated or cold use outbuildings and limiting rental storage units. People do need storage and work space which effects quality of life.
- A small, vibrant town center would be great.
- Additional amenities on the 10/76 corridor would be great! However the Town should maintain its identity as a mostly rural community and be mindful of how large that development could be.
- Address ditch and water issues in Metzger Hills One Subdivision.
- Administration needs to follow up when issues are presented to them and not give lip service that they will handle it, and nothing happens - for years this has been going on
- Agriculture is a business too. Adding business's to increase tax base should be done with care and caution. Once that land is converted to a business it's gone.
- All subdivisions should be named with signage not just a few. Widen Larsen Rd. 4 lanes on 76 in the Town to hwy 10 in both directions. Roundabouts needed to 10 in both directions
- All voting places need to tally votes by hand. Submitting information via the internet opens all up to security/fraud issues. Please share with your Madison directors.
- Appreciate the opportunity to provide feedback and look forward to hearing how the inputs were translated into action

- As always minimize taxes.
- Better internet options.
- Better maintenance of creek that runs thru Oakcrest/ Woodcrest development
- Better or more signage for Kline St and Specialist Ave. for trucks. I see too many trucks driving over the tracks and then backing up over the tracks because they missed their turn.
- Big trucks engine braking disturbing the peaceful atmosphere.
- Bike trails to new Neenah High School is critical and roundabout at Larson and 76 before new school opens
- Buses! I will gladly pay more in taxes and get a bus pass to ensure everyone in the community can get to where they need to be.
- Comprehensive planning is critical for determining future land use. 20-year plan is a start, but really need to look out 50-100 years for how the community will look long-term. The regular, ordinary citizens of the town are important stakeholders in determining future amenities and quality of life.
- Concerned about the growth of the town with the new high school nearing completion; want to keep the town smaller rather than larger. If we want to live in another "Appleton" we will move there.
- Culvert drainage in the Ridge neighborhood will eventually prevent me from getting over the approach BUMP so I can drive up my driveway and park in my garage. In addition the drainage is a harbinger for insects like mosquitoes with West Nile or Zika virus.
- Do not want to see multifamily housing. No low income housing. No big industry. Lots over an acre. No sewer or water. Slow growth on subdivisions. No street lights in subdivisions
- Don't need to change much in my opinion. Moved out here to get away from the crowded neighborhoods in town and it's a great place to live as it is.
- Don't ruin the rural feel of this town by putting in high density housing.
- enforce speed limits
- Enjoy Clayton park, continue to maintain it.
- Enough with the continual tax increases.
- Excited to see how the city will grow
- Extend dates for yard waste site. Oct. 31 too early to close. Appleton has rule that if tree of neighbor partially does damage to neighbor's property can order tree owner to cut down - match it!
- Fairview Ave south of Hwy 76 is very rough. Really needs repair
- Fix the drainage problems in Strawberry Fields. Guardian Lane.
- Get rid of that awful fireworks stand on the corner of 76/JJ. It's an eyesore that blasting off fireworks all hours of the day and night 5 months a year making it difficult for my former veteran family to visit and the constant fear triggered in my dog most of the summer.
- Glad to live here
- Great community
- High speed internet would be a major improvement for current residents and be a major incentive for people to move into the area, increase property values, and draw in high income remote workers. Some towns in WI have built their own broadband infrastructure then sold it or used it as a Public utility. I am not sure what parts of the township have access to high speed internet, but I know my area is terrible.
- How do we lower our taxes? They continue to increase, and services continue to decrease.
- How many actual family farms (production ag, not horses) are still in Clayton? What can we do to allow them to continue?
- I don't like that my neighbors mailbox has to be on my side of the street, can we not have dual sided mailboxes? Have a Fourth of July fireworks event. Let's help support the local businesses with events and sponsorship.
- I don't want to fork the bill for future water/sewer projects. And leave my functional private well and septic alone and keep water and sewer lines out of my neighborhood (Windfield Estates).
- I feel like the west side roads do not get the attention they need. Repairs, and snow plowing is subpar.
- I have lived out here for almost 40 years. I love the county setting and preservation of farm use and nature trails without large housing developments. Growth has been controlled well.
- I hope we continue to fight for our land in the town, and to encourage businesses and residents to support our town.
- I know a lot of people plan to move out of the 4 main neighborhoods within the next few years

- I know there's a lot of small biz in town/community can we do more to promote our neighbors and what they do in and for the community?
- I like it here!
- I moved out of the Denver/Boulder area to get away from the woke agenda. I don't want to see bikers take over the roads and parks. They do not pay for the millions spent on trails. I don't want to pay for electric vehicle infrastructure. If a business wants to offer it..fine. No tax dollars.
- I moved to the town because of the rural aspects of it. I want to be out of the city. Not bring the city to us. Keep Clayton Rural.
- I see my taxes go up every year and I don't see any justification that is driven by community improvement, just a cash grab due to the market I would like to know how to get involved with the local government.
- I see no need for a Clayton police officer with squad car. The Winnebago County Sheriff's Department should be handling all calls for service that are beyond the scope of a constable, or community service officer.
- I think Clayton & the board need to focus back to the basics of running a town .. it's not a free for all where u spend spend spend on things for possible future, let's take care of what we are lacking NOW
- I think single family homes bring the most bang/buck for tax base and social/retail activity, and keeps things quaint/quiet.
- I think that there is a lot of unused industrial area. And you should use that area before you consider making other areas industrial.
- I think the town trying to become a village is a waste of money. You excluded the farming community in trying to become a village, that was here first. The taxes are getting way too high!!!!!! Which we get nothing in return. Thank you
- I want the Town to know that Russ has gone above & beyond his duties. His willingness to listen & provide updates has been very helpful. The Town is very lucky to have Russ on Board. Thank You.
- I would like to repeat our fear of what the new school located so close will do to our quiet town. I picture commercialization/businesses like gas stations and restaurants and stores going up all around the school area and new housing-keep that out of our town please!
- I would like to see Shady Lane from Center Road to Pioneer Road be re-built. It is full of potholes and has more traffic since the railroad crossing to North Loop Road has been closed.
- I would like to see the town of Clayton to further capitalize of the great quality of life and beauty of this city/rural community.
- I would like to strongly advocate for dark sky lighting on new and replacement lighting for residential and commercial properties. The skies out here are beautiful but could be better and we all can enjoy a beautiful night sky unpolluted from stray light.
- I would never have found out about this survey if I didn't randomly visit the website for something else.
- I've talked with Russ the town chair a couple of times. He does a great job and I appreciate the time that he and the rest of the town board dedicate to the town.
- If anyone wants the amenities you've mentioned, there are already other communities that have those.
- If the town continues on the path it's on, within 10 years I will be moving farther west back to a rural community as the Town of Clayton once was.
- If you want to attract growth (as what appears to be the case based on these survey questions), lower our property taxes please.
- If you're going to put out an imperfect survey, and no survey is perfect, then at least hold a town hall meeting to tell us what is really going on. Please.
- Invest in teachers
- It would be nice if the town would notify residents before doing any tree trimming with the flail mowing machine. It really damages the trees! Plus the last time they used that machine on our road, the branches were hitting our house. Think of the damage that could happen. I had to go out to talk to the fellow driving the machine to let him know the branches were hitting our windows. Thank goodness he stopped. Our trees still look horrible, and one tree is dying after his work on our road. Our neighbors all feel the same, we all hate that machine.
- It would be nice if would could encourage our businesses to improve their outward appearance, particularly along the route 76 corridor. i.e.: Oinks and the other businesses surrounding it. I think a paved parking area there would go a long way toward making it look better, but I also understand

that would be a great expense for them. I don't know if there is anything the town AI can do to help, but I think some improvement there might help make the area even more desirable for continued housing development in that area, especially with opening of the new school coming soon.

- It would be nice to have more room for walking/biking on Shady Lane. It is a favorite route for bikers from all over. It would be safer for all if there was a bigger shoulder.
- Keep city out.
- Keep commercial/industrial zones limited to specific areas to maintain the rural setting that draws the majority of the residents to the town.
- Keep it a small community feel. We already have Neenah and fox crossing competing.
- Keep the farmland if you can. They aren't making more.
- Keep the small town feel.
- Keep town if Clayton from giving up land to fox crossing
- Keep wetlands the way God wanted it, wet
- Leadership and their decisions need to be accountable to all its taxpayers.
- Leave the development to other areas- keep ours green, quiet and clean!
- Look at Fox Crossing and their progress. Commercial and residential growth ! They are doing something right to attract the tax dollars. Town of Clayton you can still have country, but you also have to be able to grow. Use 76 and II as your corridor for growth. Start there!
- low carbon footprint
- Lower Taxes. Less Government.
- Maybe on the next survey. I recommend a more electronic way to communicate with the people that live in the area. Council meetings are for the nosey neighbors and the chatting Kathy's, busy families with children will not have time to attend.
- More money needs to be spent on improving the condition of our roads. Until we are able to fulfill ALL the requirements of becoming a village, stop wasting money (squad cars, police, application fees, etc.) on that effort.
- More pet friendly areas
- Most roads are terrible!! Please make Road maintenance more of a priority.
- Nature park with bike and walking paths would be great. Town center with businesses, medical facility and small shopping center including grocery store, all within walking distance from main parking lot would be great. The concept could be similar to European 15th century town center.
- Need a race track and a motocross track
- Need more restaurants and walking trails, with high school coming in on II these will both be beneficial for the community and the tax base.
- Need to communicate with residents other than just public meetings.
- Not doing anything about people filling in Wetlands
- Not looking for sewer and water to be fired upon property owners. Happy with current well/mound systems
- Occasionally I hear mention of another town police officer which I personally don't think is needed. The current system without a dedicated full time officer is working fine.
- Our neighborhood really appreciates the friendly attitude towards fireworks and the simple permitting process. We host a block party for the whole neighborhood and the fireworks show is the anchor of the event.
- Overall, the town is providing solid services. Thank you.
- Overall, we really like living in the Town of Clayton.
- People like this area because it is in the country but close to the city. Don't make it into a city.
- Please clean the ditches for proper drainage!!
- Please do not lose the country atmosphere
- please don't forget we need farmlands to grow produce to feed the people. Stop taking that away to put buildings on the land.
- PLEASE DON'T MAKE US A CITY KEEP US A LITTLE RURAL
- Please keep the "country" feel to our town! That is the whole reason we moved here.
- Please keep the western part of the town devoted to farming and other agricultural pursuits. Without it, we would just become another Greenville. :(
- Please look at ways to work smarter, not harder, with the resources, money and talent the town currently has. In the corporate world, we would use the continuous improvement process to ensure we didn't stick to doing our work the same way. Continually reviewing processes



encouraged us to look outside the box so we could do more with less. Encourage town employees to make improvements and provide incentives to do so. Thanks for sending out a survey. I love living in the Town of Clayton for the reason that it is not a city!

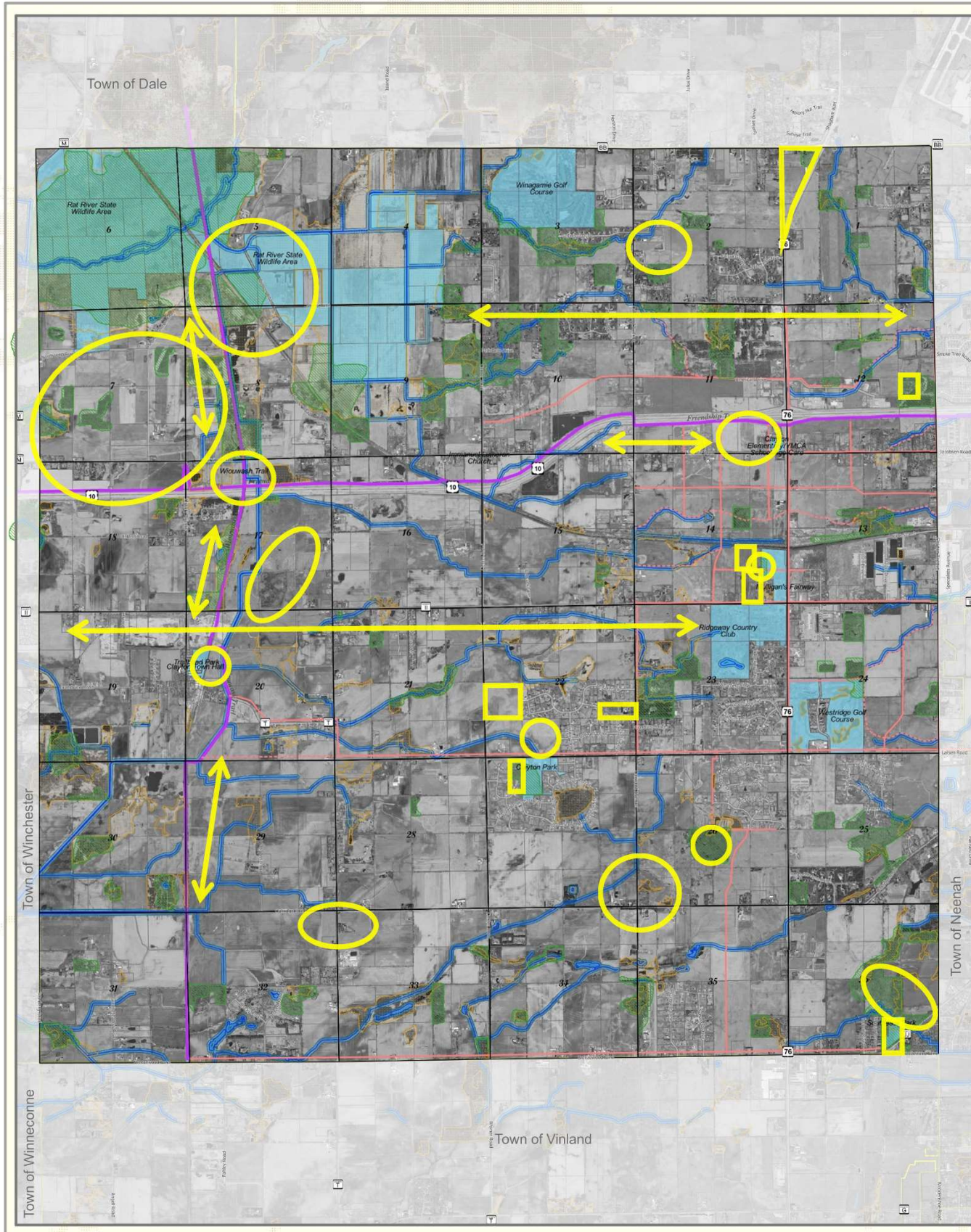
- Please preserve the "Touch of Country" as much as possible.
- Please work to get high speed internet in the town. that is by far the most important thing to support the town residents. Century Link DSL is not High Speed... Other options are not available other than Satellite which has too much lag for use with 2 way communication and cellular which the data caps and speed will not work, especially if you are on the fringe of the range from the towers like many town residents.
- Preserve that attributes that allow farmers to continue.
- Preserve the rural nature of the town - do not try to aspire to become what has happened to Greenville over the past few years- support local farmers and preserve the family farm lifestyle
- Promote run/walks along the Friendship or Wiouwash trails
- Property taxes are a bit much and spiked with no noticeable increase in services.
- Property taxes are out of control
- Put in a round- about or controlled intersection at Larsen Rd. and 76. Traffic numbers will drastically increase in this area as the high school opens and it is already a dangerous intersection. It would be great to have a man-made lake with sand beach, swimming, and picnic areas. It could be in one of the designated park areas. (Similar to Plamann Park lake). It would be nice to have a community ice skating rink with a small warming shelter and lighting.
- Raise taxes to fix the roads that sorely need repaving. We have visitors ask us all the time why our roads are so bad!
- Refrain from turning this town into some kind of heavy manufacturing area. No concrete plants... but we need a grocery store here. There are plenty of those spaces elsewhere for light manufacturing and businesses.
- Residence in the new neighborhoods often drive recklessly through the old existing roads but in their subdivisions they expect restraints. Well I expect speeds to be enforced on all roads. In fact I think Highway 76 needs to have the speed limit reduced or a roundabout at Larson road to make access there at least easier. I believe that we should contact the Wisconsin State Patrol to enforce more truck inspections along 76 and catch the violators. And I am speaking as a retired truck driver. I know when I hear a speeding truck and I know when I hear an overloaded truck.
- Safety Reasons to add Four way stop signs on such roads as â€. Center and Shady Oakwood and Shady These will help reduce speeds and makes roads safer. Similar to Fairview.
- Sending a return envelope with this survey!! Enforcing and defining the difference between commercial and residential use of homes. Not to allow homeowners to rent on temporary basis...that is commercial! Thank you for the opportunity to participate.
- Seniors in the town of Clayton would love a state of the art retirement place so they can stay in the town of Clayton if the time comes to move.
- Speed limit signs on Larsen road from T to 76. Not sure what the speed limit is for that area.
- Spending money on the security car that doesn't do anything is a waste.
- Stop any focus or work on incorporation and instead focus efforts on agreements with bordering communities. Remove such a high focus on township provided services (fire, police, etc.) and instead try to establish local community based efforts with shared costs across joint tax bases. Focus solely on trying to bring more residential development to the area - there is no need to focus on anything else as it's provided so closely in other local cities where most of the town's residents already work.
- Stop reassessing the properties and increasing our taxes.
- Stop spending money and lower our taxes
- Stressing again: please don't make this town a shopping and entertainment center. We don't need multifamily huge apartments. That living style and those people belong in the big city centers. People specifically moved 'out here' to get away from the urban noise and everything else that goes with city living. We love living by a farm, we love sitting on our patios at night with no noise pollution, and we love our safe and friendly (single family) neighborhood.
- Supply No Trespassing signs for its residents
- Tax rate seems very high for limited resources provided.
- term limits for board members
- Thank you for asking our opinions
- Thank you for everything you do!

- Thank you for seeking input.
- Thanks for taking the time to ask for the opinion of the community.
- The ditch repair work done on the Windfield Place Estates subdivision was done poorly. The orange gas release poles ( not sure if that is what they are) look horrible. We asked for them to be a dark color and some were painted green which is peeling.
- The intersection at Fairview & 76 needs to either be a 4 way stop or roundabout. Not sure why there's even a school zone sign posted as it's not adhered to. So many young kids & families have to travel through there to get to Clayton Elementary. It's disappointing to see no police presence, at the very least, during school start & end times. Yes, it costs money, but I would much rather see my tax dollars going towards additional police/police presence to keep our community safe than adding businesses, more subdivisions and even parks. Safety should be a priority. Communication of potential land developments really needs to improve. Especially when it impacts those who live around them. Email and mailings would be far more effective & actually reach all of the community instead of posting on the town website or social media.
- The people who moved here and have lived here for years moved HERE because it was quiet and exactly what they wanted. It has become crowded and more developed than expected already.
- The residents on Pioneer Road have STILL not been told about our addresses. We would prefer to remain on Pioneer Road, obviously, as changing addresses is a huge ordeal, and not once have we been given information on that (along with all of the other things that have happened). Keep in mind that people who live on County Road T, also have some of our same house numbers as those presently on Pioneer!! Maybe if a single board member took a drive out here and covered their car in mud they would understand a little better and acknowledge how unfair this has been. Of course all we hear is how it is the county's fault...not really...seems my tax bill goes to Town of Clayton.
- The size of government has grown excessively especially in the area for staffing and equipment expenditures police and public works. Chasing the \$\$ will net negative gain for people
- The town communication is poor. Example...I have brought to their attention many times concerning Romberg Rd and they either say something will get done and will get back to me and they never do. Frustrating!!!
- The town needs to attract more businesses near the new high school location. Currently if you want to buy just about anything you have to leave the town and go to Neenah/Appleton. With the new high school coming it would be nice to see that area redeveloped.
- The Town of Clayton should collaborate and partner with the Village of Fox Crossing.
- There is plenty of space available for any commercial or industrial development east of HWY 76 for now. Keep building and developing east of HWY 76 until lack of available space forces it elsewhere.
- This is not an HOA. Quit trying to enforce things that subdivisions want.
- This survey is great first step. Keep it up!
- too much money spent on salting secondary roads.
- Town offices and fire station should be centrally located and more easily accessible to all. There should be a greater emphasis on the aesthetics of the structures built by the town, something our children will be proud of in years to come.
- Water problems at 76 & JJ
- We do not need affordable housing complexes
- We don't necessarily need recreational facilities. Let's make the ones we already have really nice (better maintenance at Clayton Park, overhaul Trailhead park, better parking and added rest stations along the Wiouwash and Friendship trails).
- WE have the farming industry in the town. Let's keep it that way.
- We look forward to being a part of the community. I hope to watch it grow in near future to bring more people to the community.
- We love living here! Keep it up.
- We love living here. We love living in a low density community.
- We love living in Clayton. We enjoy the Wiouwash for walking, running and biking. Would love to see more walk/bike trails, especially into Neenah or to connect with trails to other communities like Fox Crossing and Neenah. So many rural areas, even in Alaska! have bike trails out of town, but also connecting to other communities! That would be a great addition to our community as people love to get out of there as seen on the Loop the Lake and new Loop that opened around Little Chute area. Might bring people out here more too, not just for us to go into other communities! Katie Schierl Sunburst Lane Resident since 1997

- we moved here to live in the country and enjoy the rural environment. If we wanted shopping & entertainment and high density subdivisions we would have stayed in the Town of Algoma.
- We moved to the TOC to get some space and not have the traffic/businesses etc. in Neenah and surrounding areas. This survey seems to be driving the survey taker to answer toward the increase of parks, natural spaces, additional housing. I think that the survey should be more neutral.
- We need a fire station on the east side. This is where most of the growth is. If Larsen wasn't here, logically, this is where you would put a town hall and retail business center.
- WE NEED A GROCERY STORE!!! A NICE GROCERY STORE! PLEASE!!!!
- we need more housing and less industrial
- We really don't need the community service person for Larsen. You can just call Winnebago County and their response time is fairly quick.
- We should stay true to our "Touch of Country" meaning larger lots in subdivisions, farms and agriculture, trails that loop or lead somewhere, and small parks. Denser populations and light industrial and retail nearer the 10 corridor.
- We still have open land and adequate highway access to eat, play, work. The new High School is a plus. The railroad access needs further development westward within Clayton boundaries. Residential communities need to be interspersed with existing active farms to maintain rural identity. DO NOT let any mega dairy farms in Clayton. Too many issues.
- Website is very non user friendly. Very difficult to get answers from the town even when you are trying to follow rules or get permits.
- What is the status on our incorporation paperwork?
- When I moved here, one day there was a person from the Greenways Committee trying to eradicate buck-thorn (an invasive species) growing on the east side of the park. No one else was helping him, so it never got removed. The buck-thorn grew over what was once the trail located there, so people ended up walking on the property of the adjacent homeowner there. One day when I notified then Chairman Luedke of trees down across the trails, he had a crew come out and clear them. Later when the same problem occurred it fell on deaf ears. Since that time persons from the neighborhood have taken it upon themselves to cut and clear the downed trees from the trail in the park. What's more, in the seventeen years that I've lived here no trail maintenance was done on the trails within the park (I thought that was part of the responsibility of the Greenways Committee). Many parts of the trails were allowed to become overgrown in spots and trail markings were non-existent. It's funny how now all of a sudden the town has time and funds to construct a frisbee golf course devastating much of the park woods in the process. People from the neighborhood hike, cross country ski, and snowshoe on these trails, but apparently they don't count. The golf course is mainly geared toward those living elsewhere.
- Where is the incorporation process? There was a major push in past years but have not heard anything about it going forward and what happen to the previous attempt? The Town website is not being kept up very well for informing the residences of the town. It must be maintained better.
- Why are 4 wheelers recently allowed on roads? How much did all the 4 wheeler signs cost?
- Why can't we pay our water bill at the Larsen Office? We are fully staffed there. Why pay an out-sourced person/company to handle it?
- Winter ice and snow removal should be improved for the safety of people. Many roads are sheets of ice and when combined with the poor road conditions creates a very unsafe travel. Intersections need a larger area of salted to remove all ice, time to plow roads takes way to long so that by the time the road is plowed vehicles have already packed the snow down and the plows can't remove the packed down snow that then turns to ice. Per the town there is only 100 miles of snow so it should not take two days to get a plow to some roads as it does now. At 20mph Ave, which is 100 miles of road in 10 hrs. (5hrs each direction) if only one plow is used.
- With the new Neenah High School, many families will be looking at the TOC for living situations and amenities.
- Work on doing a better job of setting and communicating priorities and establishing budgets for ongoing storm water management, road maintenance, and transportation development within the town. I recognize that the Town is paying for some poor past zoning and development practices, but going forward there needs to be more consistent, sustained investment and resource allocation to ensure that past issues such as drainage problems and road maintenance are dealt with effectively. Thanks for the opportunity to provide survey input.
- Would be nice to bring back Clayton Fest or some other community event.

- Would like to see much more information from board meetings and issues on the website as it's not always possible to get to the meetings.
- Would love to see a few mini-shopping centers and some medical clinics. Need a Kwik Trip at the intersection of Hwy 10 and 76.
- yes I feel I was never given a good explanation of why I'm paying for sewer and water but across the road they are not. If E. Shady Ln. is zone 1 it should be on both sides of the road or neither side.
- Yes, keep us country. If I wanted all those other things I would move to the City.
- You need to address the flooding issue. Land drainage here is a problem for everyone. And it is fixable if you would invest in it.





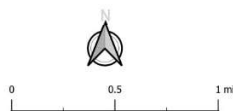
### Trails, Parks, and Recreation Facilities

- Existing Trail
- Future On-road Trail
- Future Off-road Trail
- Town Parks
- Forested Areas
- WI DNR Delineated Wetlands
- Waterways
- Stream corridor



Survey Responses for  
New Passive Park Areas

## Parks and Recreation Facilities Town of Clayton Winnebago County Wisconsin



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FOR DISCUSSION ONLY



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## Appendix C

# Affordable Housing Trends, Tools & Strategies

## Introduction

Having affordable housing is vital for any community. It allows younger working adults and new families to move into or remain in Clayton while providing housing options for elderly residents who may desire a smaller home or a condominium where home and yard maintenance are provided through association fees. There are several techniques the Town may use to create affordable housing opportunities.

## Affordable Housing Trends, Tools, and Strategies

### Missing Middle Housing

The “missing middle” is a term used to describe housing types with densities that fall between detached single-family homes and larger mid-rise multi-family buildings. Housing types include duplex, tri-plex and four-plex, courtyard apartments, townhouses, live/work units, among others (Fig. 1). “Missing middle” would typically exclude single-family homes and larger (>6 unit) apartments, however there may be circumstances whereby a fully planned out new neighborhood could include some limited amounts of these uses. While these unit types typically provide for medium density, they often have a lower perceived density due to their design and small building footprint. A wide variety of affordable “missing middle” housing styles, ranging from 700 to 1,300 square feet can be built on lots as small as 5,000 square feet and with as little frontage as 30 feet. Missing middle building types can help developers maximize affordability and returns without compromising quality by providing housing types that are simple and affordable to build.

**Figure 1: Missing Middle Housing Styles.**





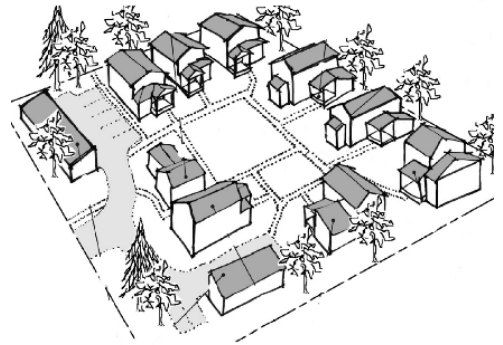
The term “gentle density” applies here as well. Gentle density is a slow transition from single-family dwellings to a denser residential use that is designed to fit within the context and scale of the neighborhood. Gentle density would be the opposite of placing a 16 unit apartment building next to an existing single-family neighborhood and instead would look at scattering the 16 units in perhaps four 4-unit buildings across a broader development area which is interspersed with single-family and duplex housing.

It is important to remember that the term “missing middle” also refers and directly ties to those in the workforce who are making 60–120 percent of the area’s median household income.

### Cottage Style and Pocket Neighborhood Developments

Two specific forms of Missing Middle housing are Cottage Style (or Cottage Court) and Pocket Neighborhood styles of development, suitable for both rural or urban environments and consisting of small (600-1,000 sq. ft.) cottage-style homes that prioritize function in a limited living space. While many cottages are one-and-a-half or two-story properties, the overall square footage tends to be lower.

These homes tend to be more about the surrounding property and outdoor spaces that the cottages are arranged around, rather than sprawling floor plans and a disconnectedness from neighbors. Nature, plantings, and gardens also tend to be a valued aspects of cottage living. Common features can include a front porch, a back deck, or some other area conducive to spending time outdoors and socializing with other residents. In a more urban setting, these cottage-style developments can be referred to as ‘pocket neighborhoods’ as variances from traditional lot size and layout regulations can allow for these units to be clustered on two to three vacant urban lots, for example. This is a good tool for employing the “gentle density” concept discussed earlier. Cottages are an appealing option for many home buyers. The smaller size can be good for those who are downsizing, and smaller houses are often more affordable than their larger counterparts.



*Cottage Court Development Style*

## Smaller Residential Lot Sizes

Decreasing minimum lot sizes and frontages would (in addition to helping to keep land costs down) provide for greater efficiencies in the delivery of such services as postal delivery, garbage, and school bus pickup. Also, in terms of cost savings, the more homes that front on a street, the less the impact on the individual homeowner when paying assessments for sewer main, water main, sidewalk, or street repairs. Increasing the density of new development, whether greenfield or redevelopment based, is becoming a necessity for the development of new affordable housing.

Increased density makes people nervous however as they typically envisions rows of monotone duplexes, or massive non-descript apartment buildings. Additional stigma is often applied to the residents of these types of housing and is often baseless when the trends and facts are examined. Make no mistake that increasing density should not reduce the quality of design or construction.

## Accessory Dwelling Units (ADUs) on Residential Parcels

As Clayton residents continue to age, there often comes a time when they might not want to maintain a separate home but do not wish to live in a retirement or elderly care home. An alternative would be to allow small, secondary living quarters on one residential parcel. Known as ADUs, or sometimes as “granny flats,” these types of units allow the elderly to maintain their own independent living quarters for sleeping and washing while being able to easily interact with their family for meals and socializing in the principal residence. They can provide an affordable rental option for students or young couples.

## Elimination of Single-Family Residential Zoning

One of the more extreme trends that has been sweeping the nation is that of eliminating single-family residential only zoning districts in favor of allowing additional duplex, triplex, and accessory dwelling units to increase affordability. Minneapolis was the first major city to eliminate single-family zoning, in 2019. In 2020, the Portland City Council voted to change residential zoning rules to allow more duplexes, triplexes, four-plexes, and accessory dwelling units to be built amid single-family homes. In 2021, Seattle voted to replace its “single-family” zoning designation with the term “neighborhood residential zones,” stopping short of changing zoning but opening the door to alternative policies. While this approach has been used in mostly larger cities, there no reason to not consider it within smaller cities.



## Traditional Neighborhood Development (TND)

Traditional Neighborhood Developments (TNDs) are compact, mixed-use neighborhoods where residential, commercial, and civic buildings are within close proximity to each other. Wisconsin requires all cities and villages, with a population of over 12,500 residents, to develop an ordinance that permits this type of development.

As shown in the example of a TND, the typical features that are part of such developments, include:

- Parks, schools, civic buildings, and commercial establishments are located within walking distance of homes.
- Residences with narrow front setbacks, front porches, and detached rear garages or alley-loaded parking.
- Network of streets and paths suitable for pedestrians, bicyclists, and vehicles.
- Narrower streets with crosswalks, streetscaping, and other traffic-calming measures.
- In-scale development that fits the local context.
- Buildings oriented to the street with parking behind.
- Different types of housing options in residential areas.



Traditional Neighborhood Development

## Aging In Place

As people age, their ability to move within their own home, or even stay within their own community, can become increasingly difficult. For a number of elderly and mobility-impaired residents, the simple presence of a single stair to enter a home can cause a great deal of difficulty. In other cases, elderly people who desire to downsize may not have appropriate housing styles available in their community to accommodate their needs.

From a community perspective, aging in place means having a diverse set of housing types and styles which can offer the opportunity to move out of a larger home and into a smaller house, apartment, or assisted living facility that is more suited to their needs. Recent housing market trends are showing that people are living in their homes longer, mostly due to price and the overall availability of different housing options. While 1,800 square foot ranch homes are suited well for families, when the majority of the housing stock is comprised of such units, it makes it very challenging for a resident to stay within their own community.

The Town will need to embrace the ‘aging in place’ concept and can help support it by ensuring that a diverse set of housing types are built in the future and that its existing housing stock is well-maintained, energy-efficient, and has the ability to be modified to allow for a lower income older population.

## Healthy Residential Design

How new neighborhoods are designed can impact the lives of the residents who live there. The built environment, which includes homes, parks, streets, business, and sidewalks, can affect a person’s physical, mental, and social well-being. This concept is becoming more accepted as states and the nation address health trends such as obesity rates. Some of the general concepts behind the health impacts of development include:

- Providing safe transportation options creates opportunities for exercise, reduces traffic congestion, and improves pedestrian/bicyclist safety.
- Incorporating parks or access to existing parks provides opportunities to be physically active, gather with friends/community, or to relax.
- Large lot subdivision may increase the need to drive, requiring the consumption of more fossil fuels and increasing air pollution.

To counter potential negative health impacts of development, the Town may create an evaluation form and conduct a health impact assessment for all new developments. A health impact assessment looks at how a new development fits within its nearby surroundings and can evaluate how it affects the existing, natural resources, creates safe environments, or increases traffic congestion.



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## Appendix D

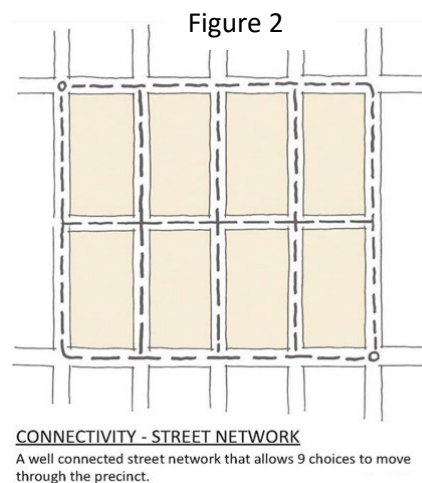
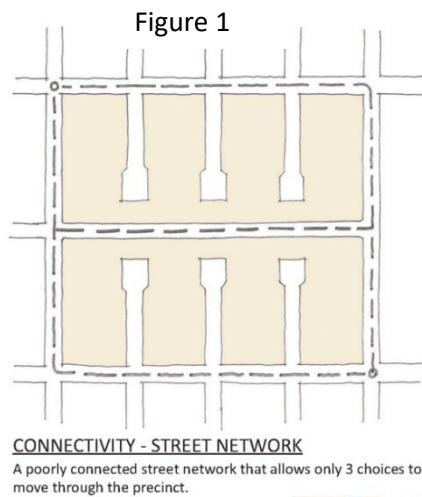
# Future Transportation System Information

## Introduction

Clayton's land use patterns and transportation system are largely oriented toward motorized vehicles, but the Town does contain a few areas where land uses are mixed, and residents can reach their destinations without a car. This section of the Transportation chapter will identify ways to provide an efficient, safe, and multi-modal transportation system over the next 20 years.

## Local Street Connectivity

Interstate, arterial, and collector roads are designed with different levels of limited access. The main purpose of these types of roads is to get vehicles through areas while maintaining traffic flow and speed. Local streets provide residents access to their homes, schools, businesses, and other nearby trips. When local streets are not well connected, problems related to traffic congestion, high traffic volumes, and vehicle/pedestrian safety can become issues. Figures 1 and 2 illustrate the benefits of street connectivity. In Figure 1, the area is dominated by cul-de-sacs which provide only three options for travel from the upper left corner to the lower right corner. In Figure 2, the grid pattern of streets now provides nine options to travel between the same points.





Well-connected streets provide more options for vehicles, bicyclists, and pedestrians to avoid congested and busy areas. Barriers to street connectivity in Clayton are the major highways (USH 10 and WIS 76), railroad tracks, and drainage corridors/water features.

## Street Widths

Many communities tend to construct relatively wide streets in wide rights-of-way to conform to standards that have been observed for many decades. However, these street widths are often not necessary (especially in residential neighborhoods) and can encourage vehicles to travel at higher rates of speed.

Wider streets are designed to accommodate traffic and on-street parking, but in some areas, the amount of on-street parking is quite minimal, especially in residential areas where new homes tend to have large driveways. Wider streets also cost more to construct, create more impervious surface, and increase storm water runoff and temperature. The Town should evaluate the need for specific street widths based on road function and land use.

## Traffic Calming Techniques

Traffic calming techniques are designed to reduce the negative effects between motor vehicles and pedestrians/bicyclists. The techniques listed below are from the Federal Highway Administration and the Pedestrian and Bicycle Information Center. These techniques should be considered for eastern portion of the Town as it begins to urbanize, particularly within residential neighborhoods, business areas, and for any long continuous streets.

**Curb Extensions:** Also known as bulb-outs or bump-outs, curb extensions extend the sidewalk or curb line out into the parking lane, which reduces the effective street width. Curb extensions significantly improve pedestrian crossings by reducing the pedestrian crossing distance, visually and physically narrowing the roadway, improving the ability of pedestrians and motorists to see each other, and reducing the time that pedestrians are in the street.







**Crossing Islands:** Also known as center islands, refuge islands, or pedestrian islands. These are raised islands placed in the center of the street at intersections to help protect crossing pedestrians from motor vehicles. Center crossing islands allow pedestrians to deal with only one direction of traffic at a time, and they enable them to stop partway across the street and wait for an adequate gap in traffic before crossing the second half of the street.

**Chicanes:** Chicanes create horizontal diversion of traffic and can be gentler or more restrictive depending on the design. Shifts in travel lanes can be created by shifting parking from one side to the other or by building landscaped islands.



**Mini-Circles:** These are raised circular islands constructed in the center of residential street intersections (generally not intended for use where one or both streets are arterial streets). They reduce vehicle speeds by forcing motorists to maneuver around them. Mini-circles have been found to reduce motor vehicle crashes by an average of 90 percent in some cities.

### **Speed Humps/Speed Tables/Raised**

**Pedestrian Crossings:** Speed humps are paved and usually 3 to 4 inches high at their center and extend the full width of the street with height tapering near the drain gutter to allow unimpeded bicycle travel. They are designed to reduce vehicle speed. Speed tables are flat-topped speed humps. Raised pedestrian crossings are similar to speed tables but are used for the entire intersection and enhance the pedestrian environment.





**Gateways:** A gateway is a physical or geometric landmark that indicates a change in environment from a higher speed arterial or collector road to a lower speed residential or commercial district. They often place a higher emphasis on aesthetics and are frequently used to identify neighborhood and commercial areas within a larger urban setting.

**Landscaping:** The careful use of landscaping along a street can provide separation between motorists and pedestrians, reduce the visual width of the roadway (which can help to reduce vehicle speeds), and provide a more pleasant street environment for all. This can include a variety of trees, bushes, and/or flowerpots, which can be planted in the buffer area between the sidewalk or walkway and the street.



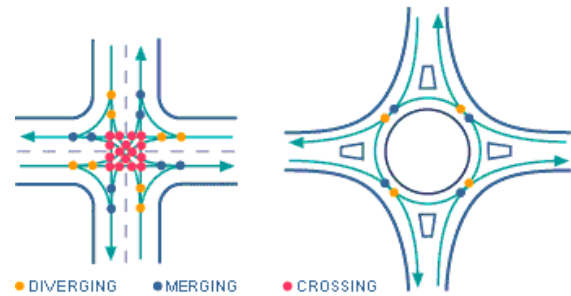
**Bike Lanes:** Bike lanes are portions of roadway that have been designated by striping, signing, and pavement markings for the preferential or exclusive use of bicyclists. Bike lanes make bicyclists more visible to motorists.

## Roundabouts

Roundabouts provide more safety at intersections by reducing conflict points (see Figure 3). They also allow more vehicles to pass through intersections at any given time and reduce the amount of vehicle emissions by greatly reducing idling. According to the Federal Highway Administration, installing a roundabout may result in:

- A 76 percent reduction in injury-accidents.
- A 90 percent reduction in fatalities
- 75 percent fewer “conflict points” compared to standard intersections.
- A reduction in pedestrian injuries.

**Figure 3: Intersection Conflict Points**



## Avoid Expanding Streets to Four or More Lanes

Although it is unlikely that most of the Town’s roads will be considered for widening in the future, some two-lane streets might be seen as candidates for widening as traffic levels rise over the next 20 years. However, street widening has proven to not be an effective long-term method of relieving traffic congestion, so the Town may save the millions of dollars that would be necessary to expand these roads to four lanes.

One way to move traffic efficiently while minimizing barriers to pedestrian and bicycle travel and encouraging people to drive at appropriate speeds is to construct a system of two-lane arterial boulevards (see Figure 4) or three-lane arterial streets (see Figure 5), also known as a 'twiddle,' that are complemented by an interconnected collector and local street system, mixed land uses, and efficient traffic control techniques at intersections (such as roundabouts).

**Figure 4: Two-lane boulevard**



**Figure 5: 3-Lane Arterial Corridor (Twiddle)**



Street interconnectivity and the mixing of land uses make walking and bicycling viable transportation options and help to avoid forcing traffic onto a system of relatively few large arterial streets. Building narrower arterial streets instead of the standard wide arterial streets will also help to make the Town's thoroughfares more attractive.

## Appendix E

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# Cultural Resource Information

This appendix contains the following supplemental information pertaining to the required citizen participation efforts:

- Town of Clayton Agricultural Land Analysis Map (2016).
- Town of Clayton – Wisconsin Historical Society Architectural and Historic Inventory (AHI) Sites, 2023



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# Town of Clayton Winnebago County, Wisconsin

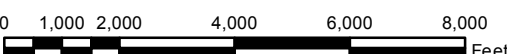
## Land Analysis

 Working Lands

- Included all lands west of an East/West Boundary Line (Primarily Center Road). Lands east of this Boundary Line are recognized as a greater priority for other uses
- All parcels <5 acres were excluded
- Include cropped parcels > 5 acres where 50% or more of it is being actively farmed (air photo interpretation)
- Non-Farm parcels (ex; wooded, wetlands, residential, and other non-farm intensive uses) were excluded
- Any parcels zoned other than A-1 or A-2 were excluded
- Parcels identified on the existing Future Land Use Plan as an intensive use (residential, commercial, industrial, etc.) were excluded
- Confirmed boundaries of Ownership; included property if it was on the east side of the boundary line if there was not a road separating the parcels.
- MFL (WI DNR Managed Forest Land Program, Privately Owned, with WI DNR Management Contracts less than or equal to 10 years)

 Conservation and Greenspace

- Includes land within low elevations. (primarily blue areas on the elevation map)
- Parcels are primarily vegetated including wetlands, woodlands and water features.
- Little evidence of active farming, although some parcels may contain some agricultural activity
- WDNR owned land
- WIOUWASH Trail
- Winnegamie Golf Course



Airphoto Source: Winnebago County Imagery; Spring of 2015

The base map was created by the Winnebago County Geographic Information Systems. Any other use/application by others, is the responsibility of the user. Winnebago County disclaims all liability regarding fitness of the information.

### Martenson & Eisele, Inc.

1377 Midway Road  
Menasha, WI 54952  
www.martenson-eisele.com  
info@martenson-eisele.com  
920.731.0381 1.800.236.0381

Planning  
Environmental  
Surveying  
Engineering  
Architecture



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**PROPERTY RECORD**

**STATE HIGHWAY 150**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name: **Larson Brothers Airport**  
 Reference Number: **16821**



**PROPERTY RECORD**

**8326 PIONEER RD**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name: **J. Miller House**  
 Reference Number: **241939**



**PROPERTY RECORD**

**8326 PIONEER RD**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name: **J. Miller Barn**  
 Reference Number: **241940**



**PROPERTY RECORD**

**8326 PIONEER RD**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name: **J. Miller Barn**  
 Reference Number: **241941**



**PROPERTY RECORD**

**8426 PIONEER RD**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name: **G. Neuman House**  
 Reference Number: **241942**



**PROPERTY RECORD**

**8426 PIONEER RD**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name: **G. Neuman Barn**  
 Reference Number: **241943**



PROPERTY RECORD

**8426 PIONEER RD**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name: **G. Neuman Machine Shed**  
 Reference Number: **241944**



PROPERTY RECORD

**8426 PIONEER RD**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name: **G. Neuman Outbuilding**  
 Reference Number: **241945**



PROPERTY RECORD

**COUNTY HIGHWAY T**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name: **MIKESVILLE SCHOOL**  
 Reference Number: **56980**



PROPERTY RECORD

**NE CORNER OF US HIGHWAY 45 AND E FAIRVIEW**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name:  
 Reference Number: **67429**



PROPERTY RECORD

**4533 STATE ROAD 150**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name: **JOHN A. KIMBERLY HOUSE**  
 Reference Number: **68596**



PROPERTY RECORD

**4123 STATE ROAD 150**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name: **W.A. REHFELDT BARN**  
 Reference Number: **68597**



PROPERTY RECORD

**8493 PIONEER RD**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name: **J.K. NEUMAN HOUSE**  
 Reference Number: **68598**



PROPERTY RECORD

**4072 STATE ROAD 150**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name: **K. JOHNSON HOUSE**  
 Reference Number: **68601**



PROPERTY RECORD

**4071 STATE ROAD 150**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name: **K. JOHNSON BARN**  
 Reference Number: **68599**



PROPERTY RECORD

**3911 STATE ROAD 150**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name: **F. BREHMER HOUSE**  
 Reference Number: **68602**



PROPERTY RECORD

**4071 STATE ROAD 150**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name: **MARY JOHNSON MACHINE SHED**  
 Reference Number: **68600**



PROPERTY RECORD

**3911 STATE RD 150**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name: **F. BREHMER BARN**  
 Reference Number: **68603**



**PROPERTY RECORD**

**2904 STATE ROAD 150**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name: **B. MOREY HOUSE**  
 Reference Number: **68604**



**PROPERTY RECORD**

**2843 STATE ROAD 150**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name: **R.F. BABCOCK HOUSE**  
 Reference Number: **68605**



**PROPERTY RECORD**

**2704 STATE ROAD 150**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name: **H.A. BABCOCK JR. HOUSE**  
 Reference Number: **68606**



**PROPERTY RECORD**

**2689 STATE ROAD 150**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name: **OTTO FUHRMAN BARN**  
 Reference Number: **68607**



**PROPERTY RECORD**

**2689 STATE ROAD 150**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name: **J. SWABB HOUSE**  
 Reference Number: **68608**



**PROPERTY RECORD**

**8497 CLAYTON RD**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name: **WINCHESTER ROAD SCHOOL**  
 Reference Number: **68609**



PROPERTY RECORD  
**NORTH CLAYTON, WEST SIDE, .15 MILE SOUTH OF  
 COUNTY HIGHWAY BB**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name:  
 Reference Number: **69889**



PROPERTY RECORD  
**US HIGHWAY 45, WEST SIDE, .3 MILE NORTH OF  
 COUNTY HIGHWAY U**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name:  
 Reference Number: **69892**



PROPERTY RECORD  
**NORTH CLAYTON, WEST SIDE, .6 MILE SOUTH OF  
 COUNTY HIGHWAY BB**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name:  
 Reference Number: **69890**



PROPERTY RECORD  
**CENTER ROAD, WEST SIDE, .7 MILE SOUTH OF  
 COUNTY HIGHWAY BB**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name:  
 Reference Number: **69893**



PROPERTY RECORD  
**NORTH OAKWOOD ROAD, EAST SIDE, .35 MILE  
 SOUTH OF COUNTY HIGHWAY BB**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name:  
 Reference Number: **69891**



PROPERTY RECORD  
**COUNTY HIGHWAY BB, SOUTH SIDE, 1.5 MILES  
 WEST OF HIGHWAY 45**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name:  
 Reference Number: **69894**





**PROPERTY RECORD**  
**NORTH OAKWOOD, WEST SIDE, .7 MILE SOUTH OF**  
**COUNTY HIGHWAY BB**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name:  
 Reference Number: **69895**



**PROPERTY RECORD**  
**CENTER ROAD, WEST SIDE, .8 MILE SOUTH OF**  
**COUNTY HIGHWAY BB**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name:  
 Reference Number: **69896**



**PROPERTY RECORD**  
**EAST FAIRVIEW, NORTH SIDE, .2 MILE EAST OF**  
**COUNTY HIGHWAY BB**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name:  
 Reference Number: **69897**



**PROPERTY RECORD**  
**3410 WEST FAIRVIEW RD**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name:  
 Reference Number: **69898**



**PROPERTY RECORD**  
**N OAKWOOD, WEST SIDE, 1.3 MILE SOUTH OF**  
**COUNTY HIGHWAY BB**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name:  
 Reference Number: **69899**



**PROPERTY RECORD**  
**N OAKWOOD, EAST SIDE, 1.25 MILE SOUTH OF**  
**COUNTY HIGHWAY BB**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name:  
 Reference Number: **69900**





**PROPERTY RECORD**

**US HIGHWAY 45, WEST SIDE, .4 MILE SOUTH OF COUNTY HIGHWAY U**

Community: **Clayton**  
County: **Winnebago**  
Historic Name:  
Reference Number: **69901**



**PROPERTY RECORD**

**SOUTHWEST CORNER OF EAST FAIRVIEW AND US HIGHWAY 45**

Community: **Clayton**  
County: **Winnebago**  
Historic Name:  
Reference Number: **69904**



**PROPERTY RECORD**

**2716 STATE ROAD 150, NORTH SIDE, .45 MILE EAST OF US 45**

Community: **Clayton**  
County: **Winnebago**  
Historic Name: **Havilah Babcock House**  
Reference Number: **69902**



**PROPERTY RECORD**

**EAST FAIRVIEW, SOUTH SIDE, .15 MILE WEST OF OAKWOOD**

Community: **Clayton**  
County: **Winnebago**  
Historic Name:  
Reference Number: **69905**



**PROPERTY RECORD**

**2728 STATE ROAD 150**

Community: **Clayton**  
County: **Winnebago**  
Historic Name: **Havilah Babcock House**  
Reference Number: **69903**



**PROPERTY RECORD**

**1/4 MILE NORTH OF STATE HIGHWAY 150, 1.7 MILE WEST OF US HIGHWAY 45**

Community: **Clayton**  
County: **Winnebago**  
Historic Name:  
Reference Number: **69906**



**PROPERTY RECORD**

**SOUTHWEST CORNER OF FAIRVIEW AND CENTER RD**

Community: **Clayton**  
County: **Winnebago**  
Historic Name:  
Reference Number: **69907**



**PROPERTY RECORD**

**EAST FAIRVIEW, SOUTH SIDE, .2 MILE WEST OF CENTER RD**

Community: **Clayton**  
County: **Winnebago**  
Historic Name:  
Reference Number: **69908**



**PROPERTY RECORD**

**HICKORY AVE, EAST SIDE, .3 MILE NORTH OF HIGHWAY 150**

Community: **Clayton**  
County: **Winnebago**  
Historic Name:  
Reference Number: **69909**



**PROPERTY RECORD**

**STATE HIGHWAY 150, NORTH SIDE, .1 MILE WEST OF COUNTY HIGHWAY BB**

Community: **Clayton**  
County: **Winnebago**  
Historic Name:  
Reference Number: **69910**



**PROPERTY RECORD**

**SOUTHWEST CORNER OF WEST FAIRVIEW AND COUNTY HIGHWAY BB**

Community: **Clayton**  
County: **Winnebago**  
Historic Name:  
Reference Number: **69911**



**PROPERTY RECORD**

**COUNTY HIGHWAY MM, NORTH SIDE, 3RD BUILDING WEST OF COUNTY HIGHWAY T**

Community: **Clayton**  
County: **Winnebago**  
Historic Name:  
Reference Number: **69912**



PROPERTY RECORD

COUNTY HIGHWAY MM, NORTH SIDE, .15 MILE WEST OF COUNTY HIGHWAY T

Community: **Clayton**  
County: **Winnebago**  
Historic Name:  
Reference Number: **69913**



PROPERTY RECORD

COUNTY HIGHWAY T, WEST SIDE, .1 MILE NORTH OF COUNTY HIGHWAY NM

Community: **Clayton**  
County: **Winnebago**  
Historic Name:  
Reference Number: **69914**



PROPERTY RECORD

COUNTY HIGHWAY MM, SOUTH SIDE, .05 MILE WEST OF COUNTY HIGHWAY T

Community: **Clayton**  
County: **Winnebago**  
Historic Name:  
Reference Number: **69915**



PROPERTY RECORD

COUNTY HIGHWAY T, NORTH SIDE, .15 MILE EAST OF COUNTY HIGHWAY MM

Community: **Clayton**  
County: **Winnebago**  
Historic Name:  
Reference Number: **69916**



PROPERTY RECORD

COUNTY HIGHWAY T, SOUTH SIDE, .2 MILE EAST OF COUNTY HIGHWAY MM

Community: **Clayton**  
County: **Winnebago**  
Historic Name:  
Reference Number: **69917**



PROPERTY RECORD

INTERSECTION OF COUNTY HIGHWAY T AND COUNTY HIGHWAY BB, EAST SIDE

Community: **Clayton**  
County: **Winnebago**  
Historic Name:  
Reference Number: **69918**



**PROPERTY RECORD**

**STATE HIGHWAY 150, SOUTH SIDE, .7 MILE EAST OF COUNTY HIGHWAY BB**

Community: **Clayton**  
County: **Winnebago**  
Historic Name:  
Reference Number: **69919**



**PROPERTY RECORD**

**2535 STATE HIGHWAY 150**

Community: **Clayton**  
County: **Winnebago**  
Historic Name: **C. Langner House**  
Reference Number: **69921**



**PROPERTY RECORD**

**COUNTY HIGHWAY S, NORTH SIDE, 1.1 MILE WEST OF US 45**

Community: **Clayton**  
County: **Winnebago**  
Historic Name:  
Reference Number: **69922**



**PROPERTY RECORD**

**CENTER ROAD, EAST SIDE, .4 MILE NORTH OF COUNTY HIGHWAY S**

Community: **Clayton**  
County: **Winnebago**  
Historic Name:  
Reference Number: **69924**



**PROPERTY RECORD**

**COUNTY HIGHWAY S, NORTH SIDE, .15 MILE EAST OF COUNTY HIGHWAY T**

Community: **Clayton**  
County: **Winnebago**  
Historic Name:  
Reference Number: **69925**



**PROPERTY RECORD**

**COUNTY HIGHWAY T, EAST SIDE, .7 MILE NORTH OF COUNTY HIGHWAY S**

Community: **Clayton**  
County: **Winnebago**  
Historic Name:  
Reference Number: **69926**



PROPERTY RECORD

GREEN MEADOW ROAD, WEST SIDE, .6 MILE  
NORTH OF COUNTY HIGHWAY A6

Community: **Clayton**  
County: **Winnebago**  
Historic Name:  
Reference Number: **69927**



PROPERTY RECORD

NORTH SIDE OF JENSEN ROAD, .4 MILE WEST OF  
COUNTY HIGHWAY T

Community: **Clayton**  
County: **Winnebago**  
Historic Name:  
Reference Number: **69928**



PROPERTY RECORD

COUNTY HIGHWAY AG, NORTH SIDE, .8 MILE EAST  
OF COUNTY HIGHWAY T

Community: **Clayton**  
County: **Winnebago**  
Historic Name:  
Reference Number: **69929**



PROPERTY RECORD

COUNTY HIGHWAY T, EAST SIDE, .45 MILE SOUTH  
OF COUNTY HIGHWAY S

Community: **Clayton**  
County: **Winnebago**  
Historic Name:  
Reference Number: **69930**



PROPERTY RECORD

COUNTY HIGHWAY S, SOUTH SIDE, 2.05 MILES  
WEST OF US HIGHWAY 45

Community: **Clayton**  
County: **Winnebago**  
Historic Name:  
Reference Number: **69931**



PROPERTY RECORD

COUNTY HIGHWAY T, EAST SIDE, .4 MILE SOUTH OF  
COUNTY HIGHWAY S

Community: **Clayton**  
County: **Winnebago**  
Historic Name:  
Reference Number: **69932**



**PROPERTY RECORD**

**CENTER ROAD, EAST SIDE**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name:  
 Reference Number: **69934**



**PROPERTY RECORD**

**COUNTY HIGHWAY AG, NORTH SIDE, 1.5 MILE EAST OF COUNTY HIGHWAY T**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name:  
 Reference Number: **69935**



**PROPERTY RECORD**

**COUNTY HIGHWAY S, SOUTH SIDE, 1.2 MILE WEST OF US HIGHWAY 45**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name:  
 Reference Number: **69936**



**PROPERTY RECORD**

**COUNTY HIGHWAY AG, NORTH SIDE, 1.2 MILE WEST OF HIGHWAY 45**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name:  
 Reference Number: **69937**



**PROPERTY RECORD**

**US HIGHWAY 45, WEST SIDE, .3 MILE SOUTH OF COUNTY HIGHWAY S**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name:  
 Reference Number: **69938**



**PROPERTY RECORD**

**COUNTY HIGHWAY AG, NORTH SIDE, .65 MILE WEST OF HIGHWAY 45**

Community: **Clayton**  
 County: **Winnebago**  
 Historic Name:  
 Reference Number: **69939**



**PROPERTY RECORD**

**NORTHWEST CORNER OF INTERSECTION OF USH  
45/STH 76 AND COUNTY HIGHWAY JJ**

Community: **Clayton**  
County: **Winnebago**  
Historic Name:  
Reference Number: **69940**



**PROPERTY RECORD**

**US HIGHWAY 45, EAST SIDE, .3 MILE SOUTH OF  
COUNTY HIGHWAY S**

Community: **Clayton**  
County: **Winnebago**  
Historic Name:  
Reference Number: **69941**



**PROPERTY RECORD**

**2535 STATE ROAD 150**

Community: **Clayton**  
County: **Winnebago**  
Historic Name: **C. Langner Barn**  
Reference Number: **76286**



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## Appendix F

# Plan Adoption Documents & Amendments

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This appendix contains the following supplemental information pertaining to the adoption of the comprehensive plan and subsequent amendments:

- Town Board – Comprehensive Plan Adoption Resolution
- Town Board – Comprehensive Plan Ordinance
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**TOWN OF CLAYTON PLAN COMMISSION  
RESOLUTION 2023-005  
A RESOLUTION RECOMMENDING ADOPTION OF THE TOWN OF CLAYTON  
COMPREHENSIVE PLAN 2040**

**WHEREAS,** the Town of Clayton has deemed it is in its best interest and that of its citizens to develop a Comprehensive Plan that would address the needs of the Town of Clayton, and;

**WHEREAS,** the Town of Clayton has requested the assistance of Cedar Corp in the development and finalization of the Comprehensive Plan for the Town of Clayton, and;

**WHEREAS,** the Town of Clayton adopted a Public Participation Plan to guide public input, and;

**WHEREAS,** the Comprehensive Plan was developed with input from the Town of Clayton Town Board, the Plan Commission, the Parks & Trails Committee, interested residents and property owners of the Town of Clayton, and other interested municipalities, organizations, and agencies, and;

**WHEREAS,** copies of the Comprehensive Plan have been made available to the residents and property owners of the Town of Clayton at the Town Hall and Town website and;


**WHEREAS,** the Comprehensive Plan addresses and complies with the nine elements identified in Section 66.1001 of the State of Wisconsin's Comprehensive Planning Legislation, and;


**WHEREAS,** the Comprehensive Plan specifies goals and objectives, identifies where growth should occur, makes recommendations for future development in the Town of Clayton through the use of text, tables, and maps, and includes a mechanism for the review and update on the Plan on a regular basis, and;

**NOW, THEREFORE BE IT RESOLVED** by the Town of Clayton Plan Commission to recommend to the Town of Clayton Town Board the adoption of the Town of Clayton Comprehensive Plan 2040 by ordinance.

Vote: Yes: 5 No: 0 Absent: 2 Abstain: 0

Passed and adopted this 12<sup>th</sup> day of July, 2023.

  
\_\_\_\_\_  
Dick Knapinski, Plan Commission Chair

Attest:   
\_\_\_\_\_  
Kelsey Faust-Kubale, Town Clerk



## Plan Commission Roll Call Vote Tally

Meeting Date: 7/12/23

Agenda Item: Plan Commission review & recommendation on Resolution 2023-005  
Recommending Adoption of the Town of Clayton Comprehensive Plan  
2040.

Motion by: BH

Second by: RL

Motion to approve Resolution 2023-005 A Resolution Recommending Adoption of the Town of Clayton Comprehensive Plan 2040.

Commissioner Vote:	Aye	Nay	Abstain
6 Chair Knapinski	<u>X</u>	_____	_____
5 Commissioner Ketter	<u>X</u>	_____	_____
4 Commissioner Nemecek	_____	_____	<u>X</u> ABSENT
3 Commissioner Haskell	<u>X</u>	_____	_____
2 Commissioner Hopkins	<u>X</u>	_____	_____
7 Commissioner Dorow	_____	_____	<u>X</u> ABSENT
1 Town Board Rep. Christianson	<u>X</u>	_____	_____



**ORDINANCE NUMBER 2023-004  
TOWN OF CLAYTON, WISCONSIN**

**AN ORDINANCE APPROVING AND ADOPTING THE CY 2023 UPDATE TO  
THE TOWN OF CLAYTON COMPREHENSIVE PLAN**

- WHEREAS: pursuant to the provisions of Section 66.23(2) and (3) of the Wisconsin Statutes, the Town of Clayton is authorized to prepare and adopt a Comprehensive Plan for the Town's vision of the future growth and development of the community as defined in Section 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes; and
- WHEREAS: the Town Board of the Town of Clayton, Wisconsin, has previously adopted written procedures designed to foster public participation in every stage of the preparation of the comprehensive plan as required by Section 66.1001(4)(a) of the Wisconsin Statutes; and
- WHEREAS: the Town of Clayton, through its Plan Commission and through community participation, with the assistance of Cedar Corp, has prepared, developed and drafted a "Recommended" Comprehensive Plan 2040 Update for the Town of Clayton; and
- WHEREAS: the Town of Clayton Plan Commission has, by majority vote of the entire Plan Commission, as recorded in its official minutes, adopted Resolution 2023-005 recommending to the Town Board the adoption of the document entitled "Town of Clayton Comprehensive Plan 2040", a copy of which document is on file in the Office of the Town Clerk, and is posted on the Town's web site for public inspection, containing all of the elements required under the provisions of Section 66.1001(2) of the Wisconsin Statutes; and
- WHEREAS: the Town Board has previously held a Public Hearing to solicit further input on the proposed Town of Clayton CY 2023 Comprehensive Plan Update as required under the provisions of Section 66.1001(4)(d) of the Wisconsin Statutes;
- NOW THEREFORE, that the Town Board of the Town of Clayton, County of Winnebago, State of Wisconsin, does hereby ordain as follows:

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**SECTION 1:** That the "Town of Clayton Comprehensive Plan 2040" be, and by the same hereby is, authorized, adopted and approved as the Comprehensive Plan of the Town of Clayton, Wisconsin, pursuant to the provisions of Section 66.1001(4)(c) of the Wisconsin Statutes and shall serve as the Comprehensive Plan of the Town of Clayton, Wisconsin, from the effective date of this Ordinance.



SECTION 2: That a true, correct and complete copy of the Comprehensive Plan shall be maintained in the Office of the Town Clerk of the Town of Clayton and shall be available for public inspection during all regular business hours of that Office.

SECTION 3: That the appropriate officers and officials of the Town of Clayton be, and by the same hereby are, authorized to take all such other and further action as they shall deem necessary or appropriate, under and pursuant to the provisions of Section 66.1001 of the Wisconsin Statutes, to implement and carry out the terms and provisions of the Comprehensive Plan for the effective growth and development of the Town of Clayton as envisioned under and pursuant to the Comprehensive Plan.

SECTION 4: That all Ordinances or parts of Ordinances in conflict herewith be, and by the same hereby are, repealed.

SECTION 5: That this Ordinance shall take effect immediately upon the passage and publication of the same as made and provided by law.

Adopted this 10<sup>th</sup>, day of September, 2023

Vote: Yes: 4 No: 0 Absent: 1

  
Russell D. Geise, Chair  Scott Reif, Vice Chair

ATTEST:

  
Kelsey Faust-Kubale, Town Clerk





## Town Board Roll Call Vote Tally

Meeting Date: September 6, 2023

Agenda Item: Plan Commission recommendation to approve Ordinance 2023-004 Approving & Adopting the CY 2023 Update to the Town of Clayton Comprehensive Plan.

Motion by: LG

Second by: PC

**MOTION:** Motion to approve Ordinance 2023-004 and direct Staff to proceed with distributing the document as required.

Supervisor Vote:	Aye	Nay	Abstain
X Chair Geise <u>EXCUSED</u>	<u>1</u>	<u>—</u>	<u>—</u>
③ Supervisor Reif	<u>1</u>	<u>—</u>	<u>—</u>
② Supervisor Lettau	<u>1</u>	<u>—</u>	<u>—</u>
① Supervisor Grundman	<u>1</u>	<u>—</u>	<u>—</u>
④ Supervisor Christianson	<u>1</u>	<u>—</u>	<u>—</u>



## COMPREHENSIVE PLAN 2040 AMENDMENTS

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