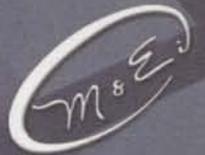


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Comprehensive Plan

Town of Clayton

**Adopted
December 16, 2009**

Martenson & Eisele, Inc.

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**Town of Clayton Comprehensive Plan 2004
Amended January 17, 2007
Amended December 16, 2009**

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Prepared with the assistance of



Martenson & Eisele, Inc.

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TOWN OF CLAYTON COMPREHENSIVE PLAN 2004 - 2024

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Purpose of the Comprehensive Plan

Why Plan?

Planning is being prepared for what will likely happen “tomorrow,” and being ready with an alternate 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 '76 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 buddy 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, wide-ranging, and thorough. A community has many aspects that contribute to its success as a place to live and play and work and 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 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.

Comprehensive Planning Legislation

The most complete planning legislation in Wisconsin's history was included in the State of Wisconsin Biennial Budget for 1999-2001 and was revised in May 2000 for technical changes.

The planning legislation found in State Statute 66.1001 provides local governmental units with the framework to develop comprehensive plans and assists the community in making informed land use decisions. The framework includes nine specific elements and fourteen goals (detailed below). By January 1, 2010, all communities in Wisconsin that make land use decisions will need to base those decisions on an adopted comprehensive plan based on the legislation.

Planning in the Town of Clayton

Clayton is a town with many contrasts and unique characteristics. Its character is very rural, but it is now experiencing its first taste of urbanization. It has quiet, narrow town roads and a new high-volume multi-lane highway. It has large natural areas and manicured golf courses. Clayton finds itself at the edge of great change. It has chosen to be prepared. This comprehensive plan will guide the improvement and development of its land, facilities, infrastructure, economy, and services.

The Town of Clayton is located in northeastern Winnebago County, approximately five miles west of Appleton and eight miles north of Oshkosh. The town is approximately 36 square miles in size, or nearly 23,000 acres. Clayton splits its east boundary with the Towns of Menasha and Neenah. Its south line is shared with the Town of Vinland, and its west with the Town of Winchester. Clayton shares a common boundary on the north with the towns of Dale and Greenville, which are in Outagamie County.

Although the Town of Clayton is predominantly rural, recent residential, commercial, and industrial developments have increasingly given the town more of a suburban appearance. With this development has come population growth. At the time of the 2000 U.S. Census, Clayton had a population of 2,974. Its population had increased by 710 since 1990, a 31% increase.

USH 76 and CTH "II" are Clayton's major transportation links to the Fox Cities and the Oshkosh Urbanized Area. However, a major change in the transportation system that will greatly impact the future of the Town of Clayton was the opening of USH 10 in December 2003. USH is now a four-lane highway from STH 441 in Menasha to Interstate 39 in Stevens Point.

Recognizing the changes that were occurring, the Clayton Town Board, in 1997, hired the Planning Division of Martenson & Eisele, Inc. (then known as Community Development Systems) to prepare a comprehensive plan that would guide the community's future growth and development. In 1999, the State of Wisconsin enacted what is commonly referred to as the Smart Growth Comprehensive Planning Law. This legislation requires all communities that wish to control land use in any way to implement a Smart Growth Comprehensive Plan before 2010. Martenson & Eisele was once again retained to update the Town's 1998 Comprehensive Plan to meet the requirements of the Smart Growth Law.

Revised Comprehensive Plan

This Plan is based on, and is an update of, the Town of Clayton's 1998 Comprehensive Plan. It is presented in a format that will identify and address the nine elements of the Smart Growth Comprehensive Plan as required in the State law. These elements are:

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

The Smart Growth Law also **established fourteen local comprehensive planning goals**. These goals were a guide in the development of this Plan. The goals include:

1. Promoting the redevelopment of lands with existing buildings, infrastructure, and service.
2. Encouraging neighborhood designs that support a range of transportation choices.
3. Protecting natural areas and groundwater.
4. Protecting economically productive areas, including farmlands and forests.
5. Encouraging efficient development patterns.
6. Preserving cultural, historic, and archaeological sites.
7. Encouraging coordination and cooperation with other governmental units.
8. Building community identity by revitalizing main streets and enforcing design standards.
9. Providing affordable housing.
10. Providing infrastructure, services, and land to meet market demand.
11. Promoting expansion of economic base and jobs.
12. Balancing individual property rights with community interests and goals.
13. Planning and developing land uses that create or preserve varied urban and rural communities.
14. Providing an integrated transportation system that meets the needs of all citizens.

Sustainable Development and Best Management Practices

Sustainable Development is a pattern of resource use that aims to meet human needs while preserving the environment so that these needs can be met not only in the present, but also in the future.

Sustainable development is defined as "meeting the needs of the present without compromising the ability of future generations to meet their own needs". Sustainable development ties together concern for the carrying capacity of natural systems with the social challenges facing humanity.

In other words, when people make decisions about how to use the Earth's resources, they must consider who has access to the resources, how much of these resources they are using, and what processes they are using to obtain these resources. Are enough resources going to be left for your grandchildren to use and will the environment be left, as you know it today?

The essence of sustainable development is a stable relationship between human activities and the natural world, which does not diminish the prospects for future generations to enjoy a quality of life at least as good as our own

Best Management Practices: are methods or techniques found to be the most effective and practical means in achieving an objective (such as preventing or minimizing pollution) while making the optimum use of the available resources.

The Town of Clayton believes in the concept of Sustainable Development and the use of Best Management Practices to achieve the goal of Sustainable Development. To the best of its ability, the Town will apply the concept and practices in implementing the Comprehensive Plan.

Part 1: The Plan

Introduction

This Comprehensive Plan is divided into two parts. We organized it in a fashion we call “begin with the end in mind.” First, we disclose how the story ends. Then, we’ll tell you why it ended that way. It’s like learning of a courtroom verdict without knowing any of the evidence. After all, what you really want to know is the **result** of the deliberations. If, however, you’re really interested in how the jury reached their decision, you can view the **facts** and examine their **conclusions**.

So, the Comprehensive Plan starts with the Vision for the Town of Clayton followed by the Land Use Plan. Next you’ll find the major findings and recommendations and goals and objectives for seven of the eight remaining elements. Part 1 concludes with the Implementation Plan, the ninth element.

Part 2 is the evidence – a detailed “inventory” of the planning elements listed on the preceding page, and analysis of what it means to the Town of Clayton and its future.

The Vision

The Vision for the Town of Clayton

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 twenty-year timeframe of this plan.

Land Use

Clayton will encourage future residential and commercial development to be located in areas where municipal services are available. Opportunities for infill development will be identified and promoted. Residential subdivisions outside of the areas with water and sanitary sewer will be limited. 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. The "rural" character of the town is evident. Residential neighborhoods are safe and protected through effective land use planning, greenbelts, lighting and noise regulations, zoning, and the separation of commercial and residential traffic. Creative urban design is seen through such efforts as increased landscaping, fewer and smaller signs, and well-designed public facilities. Developments are encouraged to minimize infrastructure costs and maximize preservation of open space.

Issues & Opportunities

Clayton will have a town center with a town hall and fire station, housing for senior citizens, and a retail environment that meets the daily shopping needs of the town's residents. Larsen will be redeveloped as a model of small-town, rural community life.

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. The Town's proactive code enforcement controls such things as junk cars, unscreened outdoor storage, illegal signs, litter, and similar blighting influences.

Agricultural, Natural, and Cultural Resources

Farming in the Town of Clayton will be a combination of large and small farms located to preserve open space and natural features. Farmers supply food locally and use wastes to generate energy. Organic methods and techniques will be used to preserve natural resources.

Transportation

Clayton will have an efficient transportation system that includes roads ranging from four-lane freeways to two-lane town roads; main and spur line railroads; and well connected 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. Street design and traffic control systems are used to maximize traffic and pedestrian safety and reduce traffic congestion.

Housing

Clayton will have a variety of single-family, two family, and senior housing. Higher density housing will be encouraged in areas served by sewer. The number of lots in lower density subdivisions will be limited unless served by a community or municipal water and sewer. Conservation and/or cluster subdivisions will be encouraged along with green or sustainable building practices for both construction and maintenance.

Utilities and Community Facilities

Clayton will have a utility district that will provide water and sewer services through traditional, existing systems or through new and innovative systems to keep pace with land development. Municipal services are maintained at levels that meet the needs of the residents and continued growth of the community. Community facilities such as medical and athletic facilities have been recruited and constructed to serve the residents.

Economic Development

Clayton will offer the best of both worlds. Larsen will reflect a rural community while the development of a business district in the USH 10 and STH 76 corridors that attracts high quality occupants will reflect today's architecture and design standards. Clayton will view economic development as more than simply an expanded tax base. Clayton will welcome development that enhances the aesthetics, livability, and economy of our community and meets high standards that are dedicated to the best interests of the town's citizens and regard for their future. Economic, environmental and community benefits will be considered as primary elements for prospective development.

Intergovernmental Cooperation

Clayton will work 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 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. Border agreements will be sought with neighboring villages and cities.

Land Use Plan

Major Findings and Recommendations

The land use plan for the Town of Clayton is the visual representation of existing and planned development. Here is where the impact of the population projections; the historical and projected changes in the demographics of the community; the projected densities of different types of residential development; the development of tourism and recreation-based commercial projects; the protection of natural resources and more become real for the residents of the Town of Clayton.

Agricultural and Natural Resources

1. The majority of soils in the town are well suited for cropland and pastures. The same soils, however, that are good for farming are equally good for development.
2. The Town of Clayton has numerous wetlands, including the large Rat River Marsh. These wetlands play a crucial role in ecological balance, so their preservation in the midst of development is vital.
3. As the Town of Clayton sees increased development, stormwater management will become one of the biggest concerns, primarily because of the increase in the amount of impervious surfaces like paving and roofs.
4. Groundwater levels in the Fox Cities area are declining because the demand for water by residents and businesses is exceeding the supply. This can also be mitigated with stormwater control.
5. There are many nonmetallic mineral deposits in the Town of Clayton, primarily sand, gravel, and crushed stone.

Residential

1. The Town of Clayton can expect population increases of more than 7% in each of the next five-year periods. Between 2000 and 2030, Clayton's population is expected to increase by 65 percent.
2. The Town of Clayton is expected to grow to 4,895 people in 2030. If future residential lots average 0.75 acres in size, 558 acres will be converted for residential use. If the future lot size averages 1.25 acres, 928 acres will be converted, and if the average lot size is 2.0 acres, 1,485 acres will be converted.
3. In 2000, over 75% of employed persons living in Clayton traveled between ten and thirty minutes to their work. In 1980, this figure was only 59.2 percent. People are clearly willing to commute to live in a semi-rural setting.
4. The number of single-family homes in the Town of Clayton increased 37% from 1990 to 2000. The proportion of single-family units increased to over 91 percent of all housing.
5. As is the case across the United States, the size of households has been declining in the Town of Clayton, while that portion of the population that is older than 65 is steadily increasing. As a result, there will be a growing need for housing, services, and facilities that meet varying household needs. There will likely be a range of incomes and lifestyles among these people, so there should be homes of various styles and values.

Business

1. Based on a ratio of the Town of Clayton's population to the number of acres currently being used for business purposes, an additional 84 acres of land will be developed for business purposes by 2030.

2. Vacant land in the area of U.S. Highway 10 and its interchange with STH 76 will greatly enhance business opportunities (commercial and industrial) in the Town of Clayton.
3. Business development will also be promoted and encouraged on the north side of CTH "11", between STH "76" and Oakwood Avenue. Rail spur is also a plus in this area of the Town.

Goals and Objectives

Agricultural, Natural and Cultural Resources

Goal #1

Protect and preserve large contiguous areas of productive agricultural land.

Objective

1. Discourage subdivision development in the predominantly rural areas of Clayton shown as agricultural on the Future Land Use Plan.

Goal #2

Protect environmental areas for future generations, recreation, wildlife habitat, and stormwater management.

Objectives

1. Preserve the Rat River Wildlife Management Area from development encroachment and ecological damage.
2. Protect and preserve wetland, floodplains, shorelands, and drainageways from development pressures and other forms of encroachment.
3. Use density bonuses to encourage the preservation of woodlands.

Transportation

Goal

Plan for or construct new highways and roads to keep pace with residential, commercial and industrial development.

Housing

Goal #1

Maintain the rural character of Clayton, even as the town sees increased urban development.

Objectives

1. Residential development should be primarily low density.
2. Limit multi-family housing to selected locations and appropriate zoning.
3. Preserve and enhance existing greenways and open spaces, and add new ones wherever possible.
4. Encourage infill by working with developers to build new residential developments next to and/or in between existing residential areas.

Community Facilities

Goal #1

Locate new municipal facilities where they can best serve the residents of the Town of Clayton.

Goal #2

Add and maintain parks and open space to keep pace with residential development and population growth.

Economic Development**Goal #1**

Facilitate the development of commercial and industrial land uses at the USH 10/STH 76 interchange that provide services needed regionally.

Goal #2

Facilitate the development of commercial and industrial land uses at the STH 76/CTH II interchange that provide both regional and local services.

Goal #3

Work with business owners and property owners in maintaining Larsen as a small town, rural community.

Development and Redevelopment Opportunities**Agricultural**

- ❑ While there is virtually no possibility of agricultural expansion in the Town of Clayton, there is a desire to maintain agricultural lands in productive use for as long as possible.
- ❑ In addition, there is a possibility of new forms of agriculture such as organic farms and farms that provide fresh produce to local stores, restaurants, and individuals,

Residential

- ❑ Residential development opportunities in the Town of Clayton will generally fall into one of the following categories:
 - **Rural Residential**
 - ◆ These are parcels that were of record when the Winnebago County Zoning Ordinance was adopted or are lots that have been or will be created through the use of a certified survey map without the dedication of new roads to create frontage for the lots.
 - ◆ It does not include farmsteads located on a parcel that is being used for agricultural purposes by the occupant of the farmstead but it does include a farmstead that has been separated from a larger parcel by CSM and is occupied by an individual who is not actively involved in agricultural operations on the larger parcel.
 - ◆ This type of residential development can be found scattered throughout the town.
 - ◆ This type of residential development will require an Agricultural/Rural Residential land use category and one of the following zoning districts in the Winnebago County Zoning Ordinance:
 - A-2 General Agriculture
 - R-1 Rural Residential
 - R-3 Two-Family Residential as a conditional use in A-2 General Agricultural
 - **Non-Sewered Residential Subdivision**
 - ◆ 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.

- ◆ Densities will range from one to five acres per unit.
- ◆ 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 22, 23, 25, 26, 27, 35, and 36.
- ◆ This type of subdivision is likely to be located adjacent to existing unsewered subdivisions in the east half of the town.
- ◆ The development of this type of subdivision will require a Residential – Single and Two-Family land use category on the Future Land Use Plan and one of the following zoning districts in the Winnebago County Zoning Ordinance:
 - Suburban Residential
 - R-3 Two-Family Residential
- **Sewered Residential Subdivision**
 - ◆ This is land that has been subdivided by plat and has a municipal or community source of water and sewer.
 - ◆ Densities will range from one to three units per acre for single-family development and from six to eight units per acre for multi-family development.
 - ◆ The location of this type of subdivision will depend on where the Town of Clayton takes action to provide municipal water and sewer, or allows the construction of privately owned community water and sewer systems.
 - ◆ The development of this type of subdivision will require a Residential – Single and Two-Family land use category on the Future Land Use Plan and one of the following districts in the Winnebago County Zoning Ordinance:
 - R-2 Suburban Residential
 - R-3 Two-Family Residential
 - R-4 Multiple-Family Residential
 - R-5 Planned Residential

Business

- There are four major areas where business development is projected to occur:
 - USH 10/STH 76 – The accessibility and visibility of this 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.
 - STH 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.
 - STH 76/CTH JJ/Breezewood Lane – The development of this area should be limited to the expansion needs of companies currently located in this area or the development of neighborhood type of commercial development.
 - Larsen area – The Town of Clayton would like to see this area be maintained or redeveloped as a rural village, serving both local residents and the tourists that take advantage of the Wiouwash Recreation Trail.
- The Town of Clayton has a single land category (Business) on the Future Land Use Plan for uses permitted in the business and manufacturing zoning districts in the Winnebago County Zoning Ordinance. If a proposal for a business development requires a rezoning to a business 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.

Mixed-Use

- As Clayton grows, there will be opportunities for mixed-use development, particularly on the north side of CTH “II”, 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 developments.
- The Town of Clayton does not have a land use category on the Future Land Use Plan for mixed-use. Proposals for a mixed-use development will require a zoning of the B-5 Planned Commercial Business District in the Winnebago County Zoning Ordinance. The Town of Clayton, through the rezoning process, will make a recommendation as to the appropriateness of the property for that zoning district.

Future Land Use Plan

Future Land Uses

- The Future Land Use Plan for the Town of Clayton shows future land uses. In some areas, however, the future land use is the same as the existing land use. In other areas the land use is projected to change in the future.
 - Whether or not a property will actually change from the existing land use to the projected or planned land use will depend on the owner of a property.
 - ◆ 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:
 - Water and sewer will be provided by the property owner.
 - ◆ The Town is studying the options for providing public water and sewer.
 - ◆ Once an option has been selected, the Town will identify what changes, if any, will need to be made to the Comprehensive Plan and the Future Land Use Plan.
 - ◆ For example, the south half of Section 21 is shown as Agricultural/Rural Residential based on water and sewer being provided by the property owner. It may be amended, however, to Sewered Residential if public sanitary sewer is built in this area.
 - While projections for residential and business growth were made based on population estimates and the ratio of residents per acre of business land, the amount of acreage for these two major land use categories exceeds the number of acres projected.
 - ◆ The reason for this is to allow property owners and developers options in terms of where they want to pursue development.
 - ◆ 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 water and sewer, if needed.
- 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.

Land Coverages

- ❑ The Future Land Use Plan also shows land coverage features. The objective of showing land coverage is to alert property owners and developers that natural resources or certain setbacks from those resources may restrict use of certain lands. The natural resources may be open water and wetlands, woodlands, or steep slopes or other topographic or geologic features.
- ❑ While woodlands can be developed as residential, the Town encourages land owners to strongly consider the environmental consequences of doing so – habitat destruction and the loss of air cleansing and cooling benefits of trees – prior to proceeding with development.

USH 10 Corridor

- ❑ The Town of Clayton has shown the portion of the USH 10 Corridor between Clayton Avenue and Oakwood Road as Business on the Future Land Use Plan.
- ❑ The Town expects that the remainder of the USH 10 Corridor will also transition to commercial land uses at some point in the future. While the remainder of the Corridor is not shown as Business on the Future Land Use Plan, the Town has included a note on the Future Land Use Plan that informs property owners in the USH 10 Corridor that the Town will consider supporting commercial development in the Corridor in the future. The note reads as follows:

“In the interest of making sound land use decisions, property owners in the USH 10 Corridor west of Oakwood Avenue are advised that at some point in the future, the demand for commercial development may expand west from the area shown as Business on this Future Land Use Plan. Property owners in the Corridor are advised that the Town of Clayton will support the expansion of commercial development in the USH 10 Corridor west of Oakwood Avenue when the infrastructure needed to support the commercial development can be provided in a cost effective and efficient manner. Property owners in the Corridor are advised that, in planning for the sale and/or development of their property, they should consider the potential impact of future commercial development on their property.”

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 may have review authority over land divisions in the Town of Clayton. The extraterritorial boundary is shown on the Future Land Use Plan.
- ❑ State law also provides for an extraterritorial zoning ordinance in the extraterritorial area of an adjacent city and/or village. At this time, neither the Town of Clayton nor the City of Neenah has an interest in developing an adopting an extraterritorial zoning ordinance.

Consistency between the Land Use Plan and Zoning

- ❑ 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.
- ❑ Winnebago County is responsible for issuing zoning and sanitation permits in the Town of Clayton. It is important that Winnebago County and the Town of Clayton agree on a process to determine consistency with the comprehensive plan and the zoning ordinance when proposals for development or reviewing an application for a permit.
- ❑ The Town of Clayton has developed the following process:
 - A proposal for development or an application for a permit that is consistent with the comprehensive plan and the zoning ordinance should be approved.

- 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.
- 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 Winnebago County to amend the zoning ordinance so it is consistent with the comprehensive plan. The Town's expectation is that the amendment would be approved.
- 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 Winnebago County has the ability to amend the zoning ordinance so that the proposal is consistent with both.

Back of Map 1

Issues and Opportunities

Major Findings and Recommendations

Population

1. The population of the Town of Clayton has grown by about 39% since 1990, an annual average of 2.6 percent. These rates are about three times those of Winnebago County. Since 2000, the town's growth rate decreased slightly to 2.4 percent annually. Except for the Town of Greenville in Outagamie County, Clayton's population continues to exceed the rate of growth of all the surrounding towns, Winnebago County, and the State of Wisconsin.
2. The Town of Clayton can expect population increases of more than 7% in each of the next five-year periods. Between 2000 and 2030, Clayton's population is expected to increase by 65 percent.
3. The median age of Town of Clayton residents rose almost six years, from 29.6 to 35.3, between 1980 and 1990, and another 3.5 years, to 38.6, from 1990 to 2000. This trend is evident throughout Wisconsin and the United States, due to the aging of the "Baby Boomers." That 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 their needs.

Households

1. Household size has been declining in the Town of Clayton. Like median age, this change is happening throughout the United States.
2. The average number of persons per household in the town in 2000 was 2.78 people, a drop of twelve percent since 1980, but virtually the same as 1990.
3. 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.

Employment

1. Employed residents of Clayton are likely to hold jobs in occupations with higher-than-average wages.
2. In 2000, over 75% of employees traveled between 10 and 30 minutes to their work. In 1980, this percentage was only 59.2%, then jumped to 70.5% in 1990. The proportion of employees who travel less than ten minutes to work has steadily declined to only half of its 1980 level. These figures also reflect the growth of residential land use in Clayton, and the increasing willingness of people to commute longer distances in return for the opportunity to live in a rural setting.
3. Throughout the United States, the number of women in the work force has increased significantly since 1980, with many meeting the concurrent rise in the number of positions in service occupations. The result is not only an increase in the percentage of employees being women, but also an increase in the percent of the population being employed. This, too, has contributed to the increase in household income and the expansion of the residential market.

Income

1. Median household income in 1999 in the Town of Clayton was approximately \$62,500. This was more than forty percent higher than in Winnebago County and the State of Wisconsin, and more than fifty percent higher than the town's median household income in 1989.

Education

1. In 1990, 83.9% of the Town of Clayton's population age 25 and over had at least a high school education. By 2000, almost 91 % of the population in 2000 had at least a high school education.

Agricultural, Natural, and Cultural Resources

Major Findings and Recommendations

Agriculture

1. Agriculture is declining as both a land use in Clayton, and as a profession for its residents. Table 19 illustrates that agriculture lands still occupy by far the largest part of Clayton, but the amount is declining dramatically. Declining even faster is the percentage of people working in farming, from 13.3% in 1980 to only 1.6% in 2000 (Table 20).
2. The majority of soils in the town are well suited for cropland and pastures. They are capable of producing high yields of crops typically grown in the county under a high level of management. As is often the case, however, the same soils that are good for farming are equally good for development.

Natural Resources

Topography

1. The topography of Clayton 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 STH 76, to about 760 feet near the western boundary of the town in the vicinities of the Rat and Arrowhead Rivers.

Wetlands

1. 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.
2. The Town of Clayton has numerous wetlands. The largest is the Rat River Marsh in northwestern Clayton. There are many other wetlands throughout the town.

Groundwater

1. Groundwater levels in the Fox Cities area are declining because the demand for water by residents and businesses is exceeding the supply. The increase in pavement and roofs that come with development, and the movement of stormwater through pipes to a distant location, prevents the recharge of groundwater storage areas. A decline in the availability of clean groundwater will likely produce the need for more and deeper, i.e. costly, wells.
2. Groundwater is also susceptible to contamination from on-site waste disposal systems, leaking underground tanks, over-application of pesticides and fertilizers, and abandoned and active landfills and quarries.

Nonmetallic Mining

1. Nonmetallic mineral deposits in the Town of Clayton are primarily sand, gravel, and crushed stone.
2. Because nonmetallic 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 nonmetallic mineral sites be identified and protected for future use.

Stormwater Drainage

1. The past and still-current philosophy of stormwater management is to move the water to some final destination as quickly as possible. The result of this practice is often flooding, pollution,

erosion, sediment, and wildlife habitat damage. As the Town of Clayton sees increased development, the biggest concerns will be the increase in the amount of impervious surfaces and potentially excessive lawn maintenance

2. 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 natural vegetation; 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 farmland preservation and conservation development.

Goals and Objectives

Agricultural, Natural and Cultural Resources

Goal #1

Protect and preserve large contiguous areas of productive agricultural land.

Objectives

1. Wherever possible, maintain the agricultural zoned lands.
2. Discourage subdivision development in the predominantly rural areas of Clayton shown as agricultural on the Future Land Use Plan.

Goal #2

Protect major environmental areas for future generations, recreation, wildlife habitat, and stormwater management.

Objectives

1. Preserve the Rat River Wildlife Management Area from development encroachment and ecological damage.
2. Town and County officials should monitor stormwater runoff and other factors that endanger the existence and quality of environmentally sensitive areas.
3. The Town of Clayton and Winnebago County must work in a cooperative effort to ensure that stormwater run-off is properly managed on all new developments.
4. Protect and preserve wetland, floodplains, shorelands, and drainageways from development pressures and other forms of encroachment.
5. Use density bonuses to encourage the preservation of woodlands.

Goal #3

Preserve the Town's historical resources.

Objective

1. Verify the presence and consider the preservation potential of identified historic structures when making land use decisions.

Transportation

Major Findings and Recommendations

Highway Classifications

Principal Arterials

1. Principal arterials are major highway facilities that are designed to accommodate higher volumes of traffic, and move that traffic through a geographic region. **USH 10**, which runs in an east/west through the Town of Clayton, is a principal arterial. Its construction has been, and will continue to be, a major impact in traffic and traffic routes in Clayton.

Minor Arterials

1. Minor arterials provide mobility for through traffic. The Town of Clayton has two minor arterials, **STH 76** and **CTH "II"**.

Major Collectors

1. Collectors connect local roads with principal and minor arterials. Major collectors in Clayton are **CTH "BB"** east of STH 76; **CTH "T"** between CTH "II" and the town's southern boundary; **CTH "JJ"** east of STH 76 along the town's southern boundary; and **CTH "M"** in the extreme north-west corner of the town.

Railroad

1. A main trunk line of the Canadian National Railroad runs between Neenah and Stevens Point. This line moves approximately thirty freight trains on a daily basis. Rail service is also provided by Canadian National 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.
2. Within the next ten years, it is possible that passenger rail service will be provided between Green Bay and Chicago. Service to the Fox Cities would be provided with stops in Appleton and Neenah.

Multi-Purpose Trails

1. Trails are, and will increasingly be, a significant feature of the Town of Clayton.
2. The Wiouwash Trail is owned and operated by Winnebago County, and run from Oshkosh to Hortonville. It runs north/south in the western portion of Clayton for approximately 6.4 miles. The trail is used for walking, biking, cross-country skiing, snowmobiling, and horseback riding.
3. The Friendship Trail along Highway 10, which will run from Manitowoc to Stevens Point, was completed in 2007. The trail is used for walking, biking, cross-country skiing, and horseback riding.

Goals and Objectives

Goal #1

Plan for or construct new highways and roads to keep pace with residential, commercial and industrial development.

Objectives

1. When future development occurs in the vicinity of the Highways 10 and 76 interchange, new town roads should be extended into Sections 11, 12, and 13. These new roads will provide access to various land parcels and connect with STH 76, North Clayton Avenue, and Fairview Road.
2. Extend American Drive easterly from the present location to North Clayton Avenue, and westerly to Center Road to serve as a frontage road. The easterly portion has been officially mapped, where it will align with the officially mapped portion in the Town of Menasha.
3. Coordinate the Town of Clayton Official Map with the City of Neenah Official Map.
4. Show future street connections over vacant land from one plat to another, and preclude development at temporary dead-end streets.
5. Use the Official Map to map the general location of future roads, the exact location of which will be determined when the Town decides to design and construct the road.

Goal #2

Improve existing roads to upgrade condition or accommodate additional traffic.

Objectives

1. Widen CTH "II" to a four-lane urbanized highway between North Clayton Avenue and STH 76.
2. As land develops in the center of the town, request the State of Wisconsin to construct a diamond interchange at Hickory Road and USH 10. Fairview Road needs to be upgraded between STH 76 to Oakwood Avenue.
3. Recommend to Winnebago County that the Breezewood Lane right-of-way east and west of STH 76 be widened to accommodate higher traffic volumes and some form of sidewalks and trails to move pedestrians and bicyclists to and from the J.J. Keller Complex. This improvement project should be planned and coordinated with the Town of Vinland.
4. Widen the Larsen Road right-of-way to eighty feet from the east town line to CTH "T".

Goal #3

Consider multi-purpose trails to be a necessary component of the Town of Clayton transportation system.

Objectives

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.

Housing

Major Findings and Recommendations

Residential Growth

1. In the mid-1990s, a dramatic increase of residential development began in the Town of Clayton with the bulk of the development to-date taking place in the eastern half of the town.
2. The main factor in this growth is Clayton's proximity to the urban amenities and employment opportunities in the Fox Cities.
3. In recent years, 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.
4. The number of single-family homes in the Town of Clayton increased 35% from 1990 to 2000. The proportion of single-family units to all housing types also increased, to over 91 percent. In Winnebago County the percentage of single-family homes to all dwelling units is 67 percent and in Wisconsin it is 64 percent.
5. The percentage of two-family units in Clayton remained about the same, while multi-family housing has disappeared, and manufactured housing units have decreased by 21 percent.

Housing Age

1. In 1990, only about 14% of all dwelling units were less than ten years old. In 2000, that figure was 31.5 percent. In comparison, the percentage of dwelling units less than 10 years old in 2000 in Winnebago County was 17.4%, and 16.8% in Wisconsin.

Housing Value

1. In 1990, 78% of owner-occupied housing was valued at less than \$100,000. By 2000, that percentage had shrunk dramatically to less than 21.7%, because of the appreciation in home values, but even more because the value of virtually every new home built in the 1990s was more than \$100,000.

Housing Demand

1. While the demand for large-lot residential subdivisions decreased beginning in 2007, this type of development will continue to characterize new residential development.
2. 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 at a faster rate than population growth. This may also create a demand for smaller single-family homes and multi-family buildings.

Goals and Objectives

Goal #1

Maintain the rural character of Clayton, even as the town sees increased urban development.

Objectives

1. Residential development should be primarily low density.
2. Low-density single-family development should occur in the areas shown on the Future Land Use Plan.
3. Encourage the developers of two-family and multi-family housing to locate it in select areas where it can act as a buffer in the transition from more intensive to less intensive land uses.
4. Preserve and enhance existing greenways and open spaces, and add new ones wherever possible.

Utilities and Community Facilities

Major Findings and Recommendations

Sanitary Sewer

1. While there are two sanitary districts in the Town of Clayton (Clayton Sanitary District No. 1 and the Larsen-Winchester Sanitary District), only the Larsen-Winchester Sanitary District currently provides sanitary sewer service.
2. The Town of Clayton began work on a Sanitary Sewer Master Plan in 2008. The Plan will allow the Town of Clayton to make informed decisions on how to best serve existing and proposed developments with possible sanitary sewer facilities.

Water Supply

1. There are no areas in Clayton where a public water supply is provided for domestic use.
2. 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.
3. The Town of Clayton began work on a Water Distribution System Master Plan in 2008. The purpose of the Plan is to provide a possible broad framework for a water distribution system to serve the Town of Clayton. The plan will determine what areas can be served, project water demands, create a model of the system, and provide suggestions for water distribution system improvements to serve the study area.

Arsenic Contamination

1. Naturally occurring arsenic-bearing minerals are present throughout certain geologic formations in the soil beneath the Town of Clayton. The arsenic is released into the groundwater when arsenic-bearing minerals are exposed to atmospheric oxygen, most commonly through drilling of water wells.
2. The entire Town of Clayton is located in the WDNR Arsenic Advisory Area (See Map 7). Drinking water contaminated with elevated levels of arsenic has been associated with negative health effects, including some cancers. Development in the area has increased the number of wells, causing a drawdown of the aquifer. This exposes the arsenic to air and it infiltrates the groundwater.

Parks, Trails, and Open Space

1. The Town currently has approximately thirty acres of traditional parkland, but a vast amount of open space in the Rat River Marsh, and three golf courses. The Wiouwash Trail runs north/south in western Clayton. The portion of the Friendship Trail that is in the Town of Clayton was completed in 2007. It is a State trail that is projected to run from Manitowoc to Stevens Point.
2. The Town is planning on three additional parks to serve a growing population, as identified on the Future Land Use Plan. The first is a neighborhood park proposed to be located in the south-east corner of the town. The park would be about ten acres and would be a passive use park with a nature preserve area. The second park is a community park and is proposed to be located on Fairview Road across from the Clayton Elementary School. The third park is a nature preserve park located west of STH 76 and south of Shady Lane.
3. Also planned is a system of on and off-road recreational trails that will connect residential neighborhoods with each other and with commercial and employment centers.

Goals and Objectives

Goal #1

Locate new municipal facilities where they can best serve the residents of the Town of Clayton.

Objective

1. Continue to study the feasibility of providing water and sewer services to the developing areas in the eastern portion of the town.
2. Consider the feasibility of a regional stormwater retention system to control excess stormwater run-off and downstream flooding.

Goal #2

Add and maintain parks and open space to keep pace with residential development and population growth.

Objectives

1. Maintain a current Park and Open Space Plan.
2. Work with the Greenspace Committee on the implementation of the Park and Open Space Plan.

Economic Development

Major Findings and Recommendations

Existing Business Development

1. Commercial activity has primarily occurred along the STH 76 corridor. The main areas are at the STH 76 and CTH “II” intersection; the STH 76, CTH “JJ” and Breezewood Lane intersection; and the STH 76 and USH 10 interchange.
2. There is additional business and commercial development found along CTH “II” east of STH 76, and in the rural community of Larsen. Most of these businesses are service oriented, including the Larsen Cooperative.
3. Existing industrial development in Clayton is primarily located along CTH “II” east of STH 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. Several other industrial sites are scattered in Sections 13 and 24 on the east side of the town. There are several gravel pit/quarry operations in the town.

Potential Business Development

1. A rising population and good roads will draw retail and office business to serve the Clayton area.
2. The Town of Clayton has a very favorable location relative to the Fox Cities Metro Area and major transportation routes. Highway 10 is a direct link to U.S. Highway 41, and Menasha, Neenah, and Appleton. Clayton is close to the Outagamie County Regional Airport, and has a main railroad line going right through the town.
3. The intersection of USH 10 and STH 76 will be the primary area of business development in the Town of Clayton.
4. A secondary area will be at the intersection of STH 76 and CTH II.
5. A long-term area would be on either side of USH 10 west of Center Road to Umland Road.

Goals and Objectives

Goal #1

Facilitate the development of commercial and industrial land uses at the USH 10/STH 76 interchange that provide services needed regionally.

Goal #2

Facilitate the development of commercial and industrial land uses at the STH 76/CTH II interchange that provide both regional and local services.

Goal #3

Work with business owners and property owners in maintaining Larsen as a historic rural village.

Objectives

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.
2. Develop “neighborhood” plans for the STH 76/CTH II area and the Larsen area to guide investment by existing and future property and business owners.

Intergovernmental Cooperation

Major Findings and Recommendations

Existing Intergovernmental Agreements and Cooperation

Larsen-Winchester Sanitary District

1. Portions of the Town of Clayton in and near the rural community of Larsen are part of the Larsen-Winchester Sanitary District.

Other Towns

1. The Clayton-Winchester Volunteer Fire Department has mutual aid agreements with the Towns of Menasha, Neenah, and Dale and automatic aid agreements with the Towns of Greenville and Vinland. The Fire Department also assists the Town of Greenville with fire fighting at the Outagamie County Regional Airport.

Winnebago County

1. Principal areas of cooperation include planning, zoning and subdivision ordinances; regional storm water management, drainage plans, and septic system installations; highway access control; 911 dispatch and emergency management; and geographic information systems.
2. Winnebago County works cooperatively in providing other important services to the Town of Clayton residents. The County Highway Department serves as the back up for snowplowing and maintenance work on Clayton town roads. The Sheriff's Department provides police protection and traffic control. Other County services include health, human services, and parks and recreation.

East Central Wisconsin Regional Planning Commission

1. Clayton has worked closely with the East Central Wisconsin Regional Planning concerning the Larsen-Winchester Sewer Service Area and the East Side Sanitary District.

Opportunities for Further Intergovernmental Agreements and Cooperation

1. Boundary agreements with nearby incorporated communities to stabilize the present town boundaries from annexations.
2. Discussions on the extension of sanitary sewer and water from the Town of Menasha and the City of Neenah to the Town of Clayton.
3. Meet with the City of Neenah to discuss and official map future new streets and street extensions that will accommodate development in Clayton.

Incorporation

1. 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.
2. Currently the City of Neenah is the only incorporated municipality in close proximity to which a landowner in the Town of Clayton may request annexation.
3. It is possible that in the future, one or more of the towns that currently share a common boundary with the Town of Clayton may incorporate, providing landowners would additional options for annexation.
4. The Town should consider 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.

Goals and Objectives

Goal

Continue to cooperate with Winnebago County, adjacent towns, and the Neenah School District to efficiently provide needed services.

Objectives

1. Develop a strategy or strategies to maintain the current boundaries of the town and to provide urban services. The strategies may include incorporation, boundary agreements, or cooperative agreements to provide urban services.
2. Maintain communication with the adjacent towns and the City of Neenah as these strategies are developed.

Implementation Plan

Summary

The Town of Clayton Comprehensive Plan 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. 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 and buffering 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

The Winnebago County Zoning Ordinance regulates zoning in the Town of Clayton. The Ordinance is administered and enforced by the Winnebago County Planning and Zoning Department based at the County Courthouse in Oshkosh. Before development occurs, the Town of Clayton should advise the County as to desired changes in the Zoning Map in Clayton.

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. 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.

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.

Shoreland-Wetland Zoning Ordinance

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.

Other Town Ordinances and Regulations

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 Progress

The Town of Clayton Planning 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. Given the present rate of growth and development in Clayton, the Town will update the comprehensive plan in five years, but not more than ten.

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Part 2: Inventory and Analysis

Issues and Opportunities

Community Background

The Town of Clayton is located in the northeastern portion of Winnebago County, and covers approximately 36 square miles. 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.

Clayton is bordered by the Towns of Dale and Greenville (Outagamie County) to the north; the Towns of Menasha and Neenah to the east; the Town of Vinland to the south; and the Town of Winchester to the west. The combined Counties of Winnebago, Outagamie, and Calumet comprise the Appleton-Neenah-Oshkosh Metropolitan Statistical Area (MSA). The MSA had a total population of 358,365 in 2000, compared to 313,121 in 1990, an increase of over 13 percent. By comparison, Winnebago County itself grew 11.7% between 1990 and 2000.

During the 1970s and 80s, the Town of Clayton experienced the development of a limited number of rural subdivisions in the proximity of Highway 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. In recent years, 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 challenge for the Town of Clayton is to be prepared to manage and serve new growth and development opportunities as the transition from rural to suburban continues.

Population Characteristics

Population Changes

The Town of Clayton's population in 2000 was 2,974, an increase of nearly 68% since 1970. During the 1960s, '70s, and '90s, Clayton experienced population increases that exceeded thirty percent. In extreme contrast, however, the 1980s saw the town's population decrease by 3.8 percent (see Table 1). This slight decrease is attributed to a rather stagnant agricultural economy that caused many farming operations to cease during the 1980s. While the town continued to grow since 2000, the rate of growth has slowed in the past three years. Only the Town of Greenville has grown at a more rapid rate than Clayton since 1970. Clayton continues to outpace population growth of the surrounding towns, Winnebago County, and the State of Wisconsin.

Table 1
Population Change

	Town of Clayton	Town of Greenville	Town of Menasha	Town of Neenah	Town of Vinland	Town of Winchester	Winnebago County	State
1950	1,203	n/a	3,007	2,045	1,009	887	91,103	3,434,575
1960	1,302	1,538	5,480	2,273	1,203	1,009	107,128	3,951,777
% '50-'60	8.2	n/a	82.2	11.1	19.2	13.8	17.6	15.1
1970	1,771	2,675	8,682	2,942	1,472	1,209	129,946	4,417,821
% '60-'70	36.0	73.9	58.4	29.4	22.4	19.8	21.3	11.8
1980	2,353	3,310	12,307	2,864	1,632	1,261	131,772	4,705,642
% '70-'80	32.9	23.7	41.8	-2.7	10.9	4.3	1.4	6.5
1990	2,264	3,806	13,975	2,691	1,688	1,433	140,320	4,891,769
% '80-'90	-3.8	15.0	13.6	-6.0	3.4	13.6	6.5	4.0
2000	2,974	6,844	15,858	2,657	1,849	1,676	156,763	5,363,701
% '90-'00	31.4	79.8	13.5	-1.3	9.5	17.0	11.7	9.6
2008 (est.)	3,579	9,401	17,375	2,917	1,935	1,803	165,358	5,675,000
% '00-'08	20.3	37.4	9.6	9.8	4.7	7.6	5.5	5.8

Source: U.S. Census, 1950-2000 and Wisconsin Department of Administration, 2008

Table 2 illustrates the annual growth in town population from 1990 to 2008. The town's population grew by almost 39% since 1990, with an annual average growth rate of 2.6 percent. These rates are about three times those of Winnebago County.

Table 2
Annual Population Change

Year	Town of Clayton		Winnebago County	
	Number	% Change	Number	% Change
1990	2,264	---	140,320	---
1991	2,275	0.5%	141,257	0.7%
1992	2,276	0.0%	142,972	1.2%
1993	2,350	3.3%	144,432	1.0%
1994	2,427	3.3%	145,711	0.9%
1995	2,443	0.7%	148,119	1.7%
1996	2,495	2.1%	149,894	1.2%
1997	2,548	2.1%	152,671	1.9%
1998	2,690	5.6%	153,937	0.8%
1999	2,832	5.3%	154,754	0.5%
2000	2,974	5.0%	156,763	1.3%
2001*	3,027	1.8%	157,283	0.3%
2002*	3,138	3.7%	159,161	1.2%
2003#	3,209	2.3%	160,177	0.6%
2004#	3,301	2.9%	161,863	1.1%
2005#	3,400	3.0%	163,244	0.9%
2006#	3,531	3.9%	163,867	0.4%
2007#	3,550	0.5%	164,703	0.5%
2008#	3,579	0.8%	165,358	0.4%
% Change, 1990-2000		38.6%		13.4%
Average Annual Change		2.6%		0.9%

* East Central WI Regional Planning Commission Estimate

Wisconsin Department of Administration Estimate

Source: Wisconsin Dept. of Administration, East Central Planning Commission

Population Projections

The Town of Clayton can expect population increases of between 7% and 8% in each of the next five-year periods (Table 3). Between 2000 and 2030, Clayton's population is expected to increase by 65 percent. Of the towns surrounding Clayton, only Greenville will grow at rate faster than Clayton. The rest of the towns are projected to grow at much slower rates.

Table 3
Population Projections

Year	T. Clayton		T. Greenville		T. Menasha		T. Neenah	
	Number	% +/-	Number	% +/-	Number	% +/-	Number	% +/-
2000	2,974		6,844		15,858		2,657	
2005	3,400	14.3	7,896	15.4	16,924	6.7	2,750	3.5
2008	3,579	<i>n.a.</i>	9,401	<i>n.a.</i>	17,375	<i>n.a.</i>	2,917	<i>n.a.</i>
2010	3,643	7.1	8,987	13.8	17,693	4.5	2,802	1.9
2015	3,922	7.7	10,145	12.9	18,452	4.3	2,832	1.1
2020	4,224	7.7	11,377	12.1	19,290	4.5	2,869	1.3
2025	4,559	7.9	12,632	11.0	20,245	5.0	2,917	1.7
2030	4,895	7.4	13,918	10.2	21,166	4.5	2,955	1.3
2000 to 2030		65%		103%		33%		11%
Year	T. Vinland		T. Winchester		Winnebago Co.		Wisconsin	
	Number	% +/-	Number	% +/-	Number	% +/-	Number	% +/-
2000	1,849		1,676		156,763		5,363,701	
2005	1,921	3.9	1,735	3.5	163,244	4.1	5,580,757	4.0
2008	1,935	<i>n.a.</i>	1,803	<i>n.a.</i>	165,358	<i>n.a.</i>	5,675,000	<i>n.a.</i>
2010	1,969	2.5	1,812	4.4	168,538	3.2	5,751,470	3.1
2015	2,012	2.2	1,877	3.6	173,241	2.8	5,931,386	3.1
2020	2,061	2.4	1,949	3.8	178,543	3.1	6,110,867	3.0
2025	2,120	2.9	2,033	4.3	184,763	3.5	6,274,867	2.7
2030	2,173	2.5	2,112	3.9	190,504	3.1	6,415,923	2.2
2000 to 2030		18%		26%		22%		20%

Sources:

2000 - US Census Bureau

2005 and 2008 - Wisconsin Department of Administration Population Estimates

2010 to 2030 - East Central Wisconsin Regional Planning Commission Projections

Median Age

The median age of Town of Clayton residents reveals significant aging of the population in the last twenty years. Table 4 shows the median age rose almost six years, from 29.6 to 35.3, between 1980 and 1990, and another 3.5 years, to 38.6, from 1990 to 2000.

The table shows that a similar increase is occurring in Winnebago County, though to a lesser degree. In fact, this trend is evident throughout Wisconsin and the United States, due to the aging of the "Baby Boomers." That 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 their needs.

Table 4
Age Composition - 1980, 1990, and 2000

Age	1980				1990				2000			
	Clayton		Winn. Co.		Clayton		Winn. Co.		Clayton		Winn. Co.	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
<5	171	7.3	8,799	6.7	160	7.1	9,815	7.0	206	6.9	9,364	6.0
5-17	600	25.5	26,826	20.4	434	19.2	23,982	17.1	600	20.2	27,979	17.8
18-24	262	11.1	20,650	15.7	156	6.9	17,865	12.7	174	5.9	18,493	11.8
25-44	702	29.8	35,414	26.9	747	33.0	45,142	32.2	922	31.0	47,595	30.4
45-64	450	19.1	24,726	18.8	548	24.2	25,493	18.2	770	25.9	33,669	21.5
>65	168	7.1	15,288	11.6	219	9.7	18,023	12.8	302	10.2	19,663	12.5
Total	2,353		131,703		2,264		140,320		2,974		156,763	
Median Age	29.6		29.1		35.3		32.5		38.7		35.4	

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

Population Race and Ethnicity

Table 5 illustrates that the Town of Clayton continues to be a community comprised almost exclusively of white people.

Table 5
Population by Race and Ethnicity - 1990 and 2000

Race/Ethnicity	T. of Clayton		Winnebago Co.		Wisconsin	
	1990	2000	1990	2000	1990	2000
White	2,237	2,912	136,929	148,795	4,512,523	4,769,857
African American	2	5	566	1,756	244,539	304,460
American Indian/ Alaskan	10	9	785	726	39,387	47,228
Asian or Pacific Islander	10	21	1,662	2,924	53,583	88,763
Other Race	5	10	378	1,121	41,737	84,842
Two or More Races	n.a.	17	n.a.	1,441	n.a.	66,895
Total Persons	2,264	2,974	140,320	156,763	4,891,769	5,362,045
Hispanic or Latino*	n.a.	20	n.a.	3,065	n.a.	192,291

*Also included in above categories

Source: U.S. Census

Household Characteristics

Tables 6 and 7 illustrate how household size has been declining in the Town of Clayton. The average number of persons per household in the town in 2000 was 2.78 people, a drop of twelve percent since 1980, but virtually the same as 1990.

Table 6
Persons Per Household - 1980, 1990 and 2000

	Town Of Clayton			Winnebago County		
	1980	1990	2000	1980	1990	2000
Total Households	742	809	1,071	46,885	53,216	61,157
Total Persons	2,353	2,264	2,974	131,703	140,320	156,762
Persons per Household	3.17	2.80	2.78	2.81	2.64	2.56

Source: U. S. Census

The decline in household size is occurring throughout the state and nation. It is mainly the result of an increase in the number of single- and two-person households (Table 7) caused by a higher divorce rate and an aging population. 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 7
Household Size - 1990 and 2000

Household Size	Town Of Clayton				Winnebago County				Wisconsin			
	1990		2000		1990		2000		1990		2000	
	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%
1	96	11.9	135	12.6	13,351	25.1	16,850	27.6	443,673	24.3	557,875	26.8
2	327	40.4	448	41.8	18,228	34.3	21,803	35.7	596,883	32.8	721,452	34.6
3	147	18.2	171	16.0	8,829	16.6	9,325	15.2	302,563	16.6	320,561	15.4
4	149	18.4	194	18.1	8,293	15.6	8,356	13.7	284,151	15.6	290,716	13.9
5	69	8.5	95	8.9	3,197	6.0	3,331	5.4	129,821	7.1	127,921	6.1
6 plus	21	2.6	28	2.6	1,318	2.5	1,492	2.4	65,027	3.6	66,019	3.2
Total	809		1,071		53,216		61,157		1,822,118		2,084,544	

Source: U.S. Census

Employment Characteristics

Employment by Industry

Table 8 identifies the **industries** in which employed residents of Clayton, Winnebago County, and Wisconsin worked in 1990 and 2000. The jurisdiction in which these employees worked was not necessarily the same as their place of residence.

The only industry in Clayton that lost employees from 1990 to 2000 was "Agriculture, Forestry, Fishing, and Mining," down 38 percent. In the county and state, the *percentage* of employees this category increased dramatically from 1990 to 2000, but the *number* of employees compared to all employees was insignificant.

In Clayton, large increases of the percentage of all employees that are in "Construction," "Transportation and Public Utilities," and "Services" came at the expense of "Manufacturing" and "Wholesale Trade," even though the number of employees in both these industries increased. "Manufacturing," however, at nearly one-third, still comprises the largest share of all industries.

Table 8
Employment by Industry - 1990 and 2000

	1990	%	2000	%	% Chng
Town of Clayton					
Agriculture, Forestry, Fishing, and Mining	104	8.33	64	3.77	-38.46
Construction	66	5.29	141	8.30	113.64
Manufacturing	486	38.94	552	32.49	13.58
Durable Goods	351	28.13		-	-
Nondurable Goods	135	10.82		-	-
Transportation and Public Utilities	57	4.57	97	5.71	70.18
Wholesale Trade	47	3.77	48	2.83	2.13
Retail Trade	119	9.54	176	10.36	47.90
Finance, Insurance, and Real Estate Services	64	5.13	97	5.71	51.56
Services	119	9.54	230	13.54	93.28
Public Admin., Education, Health*	186	14.90	294	17.30	58.06
All Industries	1,248	100	1,699	100	36.14
Winnebago County					
Agriculture, Forestry, Fishing, and Mining	228	0.34	423	0.47	85.53
Construction	2,121	3.16	3,803	4.27	79.30
Manufacturing	26,976	40.16	32,488	36.45	20.43
Durable Goods	10,289	15.32	11,933	13.39	15.98
Nondurable Goods	16,687	24.84	20,555	23.06	23.18
Transportation and Public Utilities	2,485	3.70	3,714	4.17	49.46
Wholesale Trade	2,084	3.10	3,301	3.70	58.40
Retail Trade	10,775	16.04	12,977	14.56	20.44
Finance, Insurance, and Real Estate Services	2,352	3.50	2,575	2.89	9.48
Services	12,027	17.90	19,120	21.45	58.98
Government	8,124	12.09	10,740	12.05	32.20
All Industries	67,172	100	89,141	100	32.71
State of Wisconsin					
Agriculture, Forestry, Fishing, and Mining	14,571	0.67	25,104	0.94	72.29
Construction	72,193	3.34	111,750	4.17	54.79
Manufacturing	550,408	25.43	613,849	22.88	11.53
Durable Goods	334,312	15.45	375,837	14.01	12.42
Nondurable Goods	216,096	9.98	238,012	8.87	10.14
Transportation and Public Utilities	104,602	4.83	125,828	4.69	20.29
Wholesale Trade	116,094	5.36	137,854	5.14	18.74
Retail Trade	406,724	18.79	483,562	18.03	18.89
Finance, Insurance, and Real Estate Services	116,864	5.40	142,814	5.32	22.21
Services	466,484	21.55	675,434	25.18	44.79
Government	316,310	14.62	366,243	13.65	15.79
All Industries	2,164,250	100	2,682,438	100	23.94

* Categories combined by Martenson & Eisele, Inc.

Source: WI Dept. of Workforce Development; Employment & Wages Covered by Wisconsin's UI Law, Table 202, First Qtr. 1990, 2000, 2001. U.S. Census 1990, 2000

Occupation of Employed Persons

Table 9 shows the **occupations** of employed persons who lived in the Town of Clayton, Winnebago County, and Wisconsin in 1990 and 2000. The location of the employees' work was not necessarily in the same jurisdiction as their residence.

Because the categories are different in 1990 and 2000, it is impossible to make direct comparisons, but a couple of changes in Clayton are apparent: the decline in agricultural employment and the increase in professional and managerial employment. Mostly minor differences are revealed when the Town of Clayton is compared to Winnebago County and Wisconsin.

Table 9
Employment by Occupation - 1990 and 2000

	T. Clayton		Winnebago Co.		Wisconsin	
	No.	%	No.	%	No.	%
1990	1,248	100	70,401	100	2,386,439	100
Executive, Administrative, and Managerial	149	11.94	6,939	9.86	244,487	10.24
Professional Specialty	137	10.98	9,249	13.14	304,121	12.74
Technicians and related support	56	4.49	2,447	3.48	80,728	3.38
Sales	92	7.37	7,238	10.28	253,086	10.61
Administrative Support, incl. Clerical	186	14.90	11,150	15.84	365,310	15.31
Private Household	2	0.16	186	0.26	5,713	0.24
Protective Service	9	0.72	1,110	1.58	29,589	1.24
Service, except Protective and Household	101	8.09	8,622	12.25	290,406	12.17
Farming, Forestry, and Fishing	97	7.77	1,298	1.84	102,320	4.29
Precision Production, Craft, and Repair	161	12.90	7,839	11.13	274,598	11.51
Machine Operators, Assemblers, and Inspectors	168	13.46	8,594	12.21	232,068	9.72
Transportation and Material Moving	61	4.89	2,681	3.81	100,517	4.21
Handlers, Equipment Cleaners, Helpers, and Laborers	29	2.32	3,048	4.33	103,496	4.34
2000	1,699	100	82,666	100	2,734,925	100
Management, Professional, and Related Service	506	29.78	24,286	29.38	857,205	31.34
Service	172	10.12	12,064	14.59	383,619	14.03
Sales and Office	437	25.72	21,170	25.61	690,360	25.24
Farming, Forestry, and Fishing	28	1.65	357	0.43	25,725	0.94
Construction, Extraction, and Maintenance	182	10.71	6,251	7.56	237,086	8.67
Production, Transportation, and Material Moving	374	22.01	18,538	22.43	540,930	19.78

Source: U.S. Census

Travel Time to Work

Table 10 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 much lower percentage of employees drive short distances than in the county and state, where the density of urban areas allows residents to live closer to their work. The proportion of people who drive 10 to 19 minutes is fairly similar, but is again much higher in Clayton for those having a 20 to 29 minute drive.

Table 10
Travel Time to Place of Employment - 1990 and 2000

Travel Time (in minutes)	Town Of Clayton				Winnebago County				State Of Wisconsin			
	1990		2000		1990		2000		1990		2000	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
< 5	36	2.9	48	2.9	3,604	5.2	3,794	4.7	130,968	5.6	135,194	5.0
5 - 9	102	8.3	113	6.7	13,662	19.7	13,921	17.2	386,108	16.4	398,697	14.8
10 - 14	287	23.3	414	24.7	17,389	25.1	18,696	23.1	439,464	18.7	476,569	17.7
15 - 19	318	25.8	397	23.7	13,796	19.9	16,287	20.1	398,660	17.0	440,637	16.4
20 - 29	263	21.4	453	27.0	11,296	16.3	14,957	18.4	443,436	18.9	531,628	19.8
30 - 39	78	6.3	91	5.4	4,649	6.7	6,280	7.7	240,456	10.2	307,835	11.4
40 - 59	21	1.7	52	3.1	1,715	2.5	2,535	3.1	125,253	5.3	181,568	6.7
> 60	24	1.9	25	1.5	1,309	1.9	2,550	3.1	71,179	3.0	113,181	4.2
Home Occupation	102	8.3	84	5.0	1,989	2.9	2,089	2.6	114,167	4.9	105,395	3.9
Total:	1,231	100	1,677	100	69,409	100	81,109	100	2,349,691	100	2,690,704	100

Source: U.S. Census

The average travel time of 18.1 minutes for workers living in the Town of Clayton in 2000 (Table 11) is actually less than it was in 1980, though significantly greater than the large decrease of 1990. In 2000, over 75% of employees traveled between 10 and 30 minutes to their work. In 1980, this percentage was only 59.2%, and then jumped to 70.5% in 1990. The proportion of employees who travel less than ten minutes to work has steadily declined to only half of its 1980 level.

Table 11
Travel Time to Work, T. Clayton Residents - 1980, 1990 and 2000

Travel Time (in minutes)	1980		1990		2000	
Less than 10	209	18.9%	138	11.2%	161	9.6%
10-19	416	37.7%	605	49.1%	811	48.4%
20-29	237	21.5%	263	21.4%	453	27.0%
30-44	57	5.2%	85	6.9%	101	6.0%
45 or more	78	7.1%	38	3.1%	67	4.0%
Work at Home	107	9.7%	102	8.3%	84	5.0%
Total Workers	1,104	100.0%	1,231	100.0%	1,677	100.0%
Average Travel Time	18.3		16.8		18.1	

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

These figures reflect the growth of residential land use in Clayton, and the increasing willingness of people to commute longer distances in return for the opportunity to live in a rural setting.

Employment Wages

The average weekly wages for residents of Winnebago County and Wisconsin in 1990 and 2000 are shown in Table 12. The highest wages in 2000 in both the county and the state were in "Manufacturing," particularly nondurable goods; "Finance, Insurance, and Real Estate;" and "Wholesale Trade."

Table 12
Average Weekly Wage by Industry – 1990 and 2000

	Winnebago Co.			Wisconsin		
	1990	2000	Change	1990	2000	Change
All Industries	\$433	\$657	52%	\$399	\$591	48%
Government	\$452	\$623	38%	\$447	\$616	38%
Federal	\$565	\$858	52%	\$553	\$804	45%
State	\$477	\$622	30%	\$490	\$671	37%
Local	\$430	\$602	40%	\$421	\$579	38%
Private Industry	\$499	\$690	38%	\$391	\$587	50%
Agriculture, Forestry, Fishing	\$237	\$338	43%	\$324	\$400	24%
Mining	n.a.	n.a.	n.a.	\$543	\$744	n.a.
Construction	\$531	\$745	40%	\$485	\$704	45%
Manufacturing	\$583	\$902	55%	\$521	\$765	47%
<i>Durable Goods</i>	\$499	\$690	38%	\$528	\$785	49%
<i>Nondurable Goods</i>	\$635	\$1,025	61%	\$511	\$732	43%
Transportation, Utilities	\$442	\$618	40%	\$497	\$688	38%
Wholesale Trade	\$441	\$772	75%	\$506	\$773	53%
Retail Trade	\$170	\$260	53%	\$193	\$307	59%
Finance, Insurance, Real Est.	\$384	\$967	152%	\$480	\$845	76%
Other Services	\$314	\$457	46%	\$324	\$501	55%

Source: U. S. Census

In Winnebago County, the largest increases in wages from 1990 to 2000 were seen in “Financial, Insurance, and Real Estate” and “Wholesale Trade.” Smallest increases were seen in “Agriculture, Forestry, and Fishing,” and “Construction.” In Wisconsin, only “Financial, Insurance, and Real Estate” jobs increased significantly, by 76%. On average, Winnebago County and Wisconsin residents saw their income rise about five percent annually.

Employment Status

The Town of Clayton has historically had a greater proportion of its population employed, and a lower unemployment rate, than Winnebago County and Wisconsin. Since 1980, the gaps have widened. As Table 13 indicates, by 2000, the unemployment rate (the percent of employable persons currently unemployed) was 2.7% for men and 1.0% for women. Unemployment in Winnebago County and Wisconsin ranged from 3.4 to 5.1 percent.

Throughout the United States, the number of women in the work force has increased significantly since 1980, primarily in step with the increase in service occupations. The result is not only an increase in the percentage of employees being women, but also an increase in the percent of the population being employed. This has contributed to the increase in household income and the expansion of the residential market.

Table 13
Employment Status - 1980, 1990 and 2000

Year	Employment	T. Clayton		Winn. Co.		Wisconsin	
		Male	Female	Male	Female	Male	Female
1980	Total Civilian Population	1,695		101,142		3,532,459	
	Civilian Population	851	844	48,180	52,962	1,703,487	1,828,972
	Total Civilian Labor Force	719	463	37,261	27,943	1,302,090	963,989
	Employed	679	440	34,956	26,392	1,207,673	909,466
	<i>% of Labor Force by Gender</i>	94.4%	95.0%	93.8%	94.4%	92.7%	94.3%
	<i>% of Total Labor Force</i>	57.4%	37.2%	53.6%	40.5%	53.3%	40.1%
	Total Unemployed	40	23	2,305	1,551	94,417	54,523
	<i>% of Labor Force by Gender</i>	5.6%	5.0%	6.2%	5.6%	7.8%	6.0%
	<i>Total % of Labor Force</i>	5.3%		5.9%		6.6%	
	Total Not Employed	132	381	10,919	25,019	401,397	864,983
	% of Pop. Not Employed	15.5%	45.1%	22.7%	47.2%	23.6%	47.3%
	% of Population Not Employed	30.3%		35.5%		35.8%	
1990	Total Civilian Population	1,792		109,479		3,728,111	
	Civilian Population	873	919	50,635	58,844	1,794,053	1,934,058
	Total Civilian Labor Force	741	538	39,716	33,825	1,355,109	1,162,129
	Employed	721	527	37,946	32,445	1,280,407	1,106,032
	<i>% of Labor Force by Gender</i>	97.3%	98.0%	95.5%	95.9%	94.5%	95.2%
	<i>% of Total Labor Force</i>	56.4%	41.2%	51.6%	44.1%	50.9%	43.9%
	Total Unemployed	20	11	1,770	1,380	74,702	56,097
	<i>% of Labor Force by Gender</i>	2.7%	2.0%	4.5%	4.1%	5.5%	4.8%
	<i>Total % of Labor Force</i>	2.4%		4.3%		5.2%	
	Total Not Employed	132	381	10,919	25,019	438,944	771,929
	% of Pop. Not Employed	15.1%	41.5%	21.6%	42.5%	24.5%	39.9%
	% of Population Not Employed	28.6%		32.8%		32.5%	
2000	Total Civilian Population	2,246		123,752		4,154,162	
	Civilian Population	1,129	1,117	61,133	62,619	2,027,593	2,126,569
	Total Civilian Labor Force	931	801	45,073	40,747	1,505,853	1,363,383
	Employed	906	793	43,309	39,357	1,428,493	1,306,432
	<i>% of Labor Force by Gender</i>	97.3%	99.0%	96.1%	96.6%	94.9%	95.8%
	<i>% of Total Labor Force</i>	52.3%	45.8%	50.5%	45.9%	49.8%	45.5%
	Total Unemployed	25	8	1,764	1,390	77,360	56,951
	<i>% of Labor Force by Gender</i>	2.7%	1.0%	3.9%	3.4%	5.1%	4.2%
	<i>Total % of Labor Force</i>	1.9%		3.7%		4.7%	
	Total Not Employed	198	316	16,060	21,872	521,740	763,186
	% of Pop. Not Employed	17.5%	28.3%	26.3%	34.9%	25.7%	35.9%
	% of Population Not Employed	22.9%		30.7%		30.9%	

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

Income Characteristics

Household Income

“Median household in-come” is defined as half the households having an income above that level and half below. Median household income in 2000 in the Town of Clayton was more than forty percent higher than in Winnebago County and the State of Wisconsin (Table 14). The increase in median household income in Clayton was slightly higher than the increase in the county and state.

Table 14
Household Income - 1989 and 1999

Income In Thousands	1989		1999	
	No. Hhd*	%	No. Hhd	%
Town of Clayton				
<\$10	37	4.6	15	1.4
\$10 To \$15	30	3.7	27	2.5
\$15 To \$25	121	15.1	104	9.7
\$25 To \$35	119	14.8	68	6.3
\$35 To \$50	238	29.6	167	15.6
\$50 To \$75	168	20.9	329	30.7
\$75 To \$100	54	6.7	186	17.4
\$100 To \$150	30	3.7	140	13.1
>\$150	6	0.7	36	3.4
Total HHD	803		1,072	+33.5%
Median HHD Income	\$40,750		\$62,551	+53.5%
Winnebago Co.				
<\$10	6,471	12.1	3,380	5.5
\$10 To \$15	5,012	9.4	3,228	5.3
\$15 To \$25	10,362	19.4	8,122	13.3
\$25 To \$35	10,012	18.7	8,598	14.1
\$35 To \$50	11,190	20.9	11,297	18.5
\$50 To \$75	7,079	13.2	14,988	24.5
\$75 To \$100	2,030	3.8	6,679	10.9
\$100 To \$150	780	1.5	3,265	5.3
>\$150	533	1.0	1,623	2.7
Total HHD	53,469		61,180	+14.4%
Median HHD Income	\$30,007		\$44,445	+48.1%
Wisconsin				
<\$10	255,413	14.0	148,964	6.9
\$10 To \$15	170,828	9.4	121,366	5.6
\$15 To \$25	341,433	18.7	341,433	15.8
\$25 To \$35	317,699	17.4	276,033	12.8
\$35 To \$50	368,148	20.2	377,749	17.5
\$50 To \$75	257,090	14.1	474,299	21.9
\$75 To \$100	65,362	3.6	226,374	10.5
\$100 To \$150	30,544	1.7	133,719	6.2
>\$150	17,735	1.0	62,903	2.9
Total HHD	1,824,252		2,162,840	+18.6%
Median HHD Income	\$29,442		\$43,791	+48.7%

Source: U.S. Census

* HHD = Households

Compared to seven towns surrounding it, Clayton was near the top in 2000 for the number of households, median income, and increase in median income since 1989 (Table 15). All the surrounding towns, however, have median in-comes higher than Winnebago County and the State of Wisconsin.

Table 15
Household Income of Clayton and Surrounding Towns - 1989 and 1999

Town		Household Income in thousands of dollars									MDN HHD INCM* (\$)	% UP
		< 10	10-15	15-25	25-35	35-50	50-75	75-100	100-150	> 150		
Clayton	1989	37	30	121	119	238	168	54	30	6	40,750	53
	%	4.6	3.7	15.1	14.8	29.6	20.9	6.7	3.7	0.7		
	2000	15	27	104	68	167	329	186	140	36	62,551	
	%	1.4	2.5	9.7	6.3	15.6	30.7	17.4	13.1	3.4		
Dale	1989	43	43	83	125	153	118	12	7	4	35,000	72
	%	7.3	7.3	14.1	21.3	26.0	20.1	2.0	1.2	0.7		
	2000	18	30	44	77	123	256	99	85	57	60,152	
	%	2.3	3.8	5.6	9.8	15.6	32.4	12.5	10.8	7.2		
Greenville	1989	47	56	145	246	334	332	75	25	9	40,608	51
	%	3.7	4.4	11.4	19.4	26.3	26.2	5.9	2.0	0.7		
	2000	55	46	111	116	353	874	426	248	65	61,381	
	%	2.4	2.0	4.8	5.1	15.4	38.1	18.6	10.8	2.8		
Menasha	1989	382	386	796	895	1,308	1,096	305	136	68	37,049	37
	%	7.1	7.2	14.8	16.7	24.3	20.4	5.7	2.5	1.3		
	2000	209	240	709	797	1,139	1,705	843	438	252	50,887	
	%	3.3	3.8	11.2	12.6	18.0	26.9	13.3	6.9	4.0		
Neenah	1989	37	53	70	92	262	233	99	49	47	45,650	25
	%	3.9	5.6	7.4	9.8	27.8	24.7	10.5	5.2	5.0		
	2000	12	32	93	97	136	339	113	103	85	57,083	
	%	1.2	3.2	9.2	9.6	13.5	33.6	11.2	10.2	8.4		
Vinland	1989	20	30	86	101	154	144	30	15	15	40,223	60
	%	3.4	5.0	14.5	17.0	25.9	24.2	5.0	2.5	2.5		
	2000	21	20	32	60	91	188	143	74	26	64,338	
	%	3.2	3.1	4.9	9.2	13.9	28.7	21.8	11.3	4.0		
Winchester	1989	42	32	71	101	132	97	19	6	8	36,172	48
	%	8.3	6.3	14.0	19.9	26.0	19.1	3.7	1.2	1.6		
	2000	28	14	59	70	103	181	126	27	10	53,400	
	%	4.5	2.3	9.5	11.3	16.7	29.3	20.4	4.4	1.6		

Source: U.S. Census

* "Mdn Hhd Incm" = Median Household Income

Poverty Status

The percentage of **persons** below the poverty level in the Town of Clayton is less than Winnebago County and the State of Wisconsin (see Table 16). In all cases, the poverty rate was lower in 1999 than it was in 1989. The poverty rate for **families** is lower than for individuals in both years in all three locations.

Table 16
Persons and Families Below Poverty Level - 1989 and 1999

	T. Clayton		Winnebago Co.		Wisconsin	
	1989	1999	1989	1999	1989	1999
Total Persons	2,261	2,964	133,950	148,696	4,754,103	5,211,603
Total Persons Below Poverty	84	57	11,793	9,940	508,545	451,538
% Below Poverty	3.7%	1.9%	8.8%	6.7%	10.7%	8.7%
Total Families	686	889	36,630	39,788	1,284,297	1,395,037
Total Families Below Poverty	0	9	1,959	1,517	97,466	78,188
% Below Poverty	0.0%	1.0%	5.3%	3.8%	7.6%	5.6%

Source: U.S. Census

Table 17
Persons Below Poverty Level by Age - 1989 and 1999

Age	T. Clayton			Winnebago Co.			Wisconsin		
	1989	1999	Change	1989	1999	CHANGE	1989	1999	Change
< than 5	8	8	0	1,294	878	-32%	63,095	43,836	-31%
5	0	0	0	283	130	0	12,356	8,771	0
6 to 11	7	0	-100%	1,160	912	-21%	66,130	52,716	-20%
12 to 17	9	23	+156%	809	658	-19%	47,282	44,843	-5%
18 to 64	41	15	-63%	7,069	6,109	-14%	264,876	252,127	+4%
65 to 74	8	0	-100%	473	451	-5%	23,258	18,832	-19%
> 75	11	11	0	705	802	+14%	31,548	30,413	-4%
TOTAL	84	57	-32%	11,793	9,940	-16%	508,545	451,538	-7%

Source: U.S. Census

Education Characteristics

In 1990, 83.9% of the Town of Clayton's population age 25 and over had at least a high school education, compared to 80.6% and 78.6% for Winnebago County and the State of Wisconsin, respectively (see Table 16 on page 43). By 2000, Clayton and Wisconsin were both 6.5 percentage points higher, while Winnebago County was 5.7 points higher. In Clayton, almost 91 % of the population in 2000 had at least a high school education. In each of the three locations, the increase was due to a significant increase in the number of people with some college experience.

Table 18
Educational Attainment - 1990 and 2000

	1990		2000	
	NO.	%	NO.	%
Town of Clayton				
Total Age 25 or Older	1,514		1,987	
Less than 9th Grade	107	7.1	69	3.5
9th - 12th Grade	136	9.0	118	5.9
High School Graduate	698	46.1	847	42.6
1 - 3 Years of College	320	21.1	536	27.0
4+ Years of College	253	16.7	417	21.0
High School Grad. Rate	1,271	83.9	1,800	90.6
Winnebago Co.				
Total Age 25 or Older	88,960		101,095	
Less than 9th Grade	6,979	7.8	4,129	4.1
9th - 12th Grade	10,262	11.5	9,738	9.6
High School Graduate	35,255	39.6	37,849	37.4
1 - 3 Years of College	20,302	22.8	26,351	26.1
4+ Years of College	16,162	18.2	23,028	22.8
High School Grad. Rate	71,719	80.6	87,228	86.3
Wisconsin				
Total Age 25 or Older	3,094,226		3,475,878	
Less than 9th Grade	294,862	9.5	186,125	5.4
9th - 12th Grade	367,210	11.9	332,292	9.6
High School Graduate	1,147,697	37.1	1,202,813	34.6
1 - 3 Years of College	735,487	23.8	976,375	28.1
4+ Years of College	548,970	17.7	779,273	22.4
High School Grad. Rate	2,432,154	78.6	2,958,461	85.1

Source: U. S. Census

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 Town of Menasha east of Clayton. The pressure of urban development will be increasingly felt in the Town of Clayton for the next several decades. Some farmers have even discovered that their land is a better source of income as developable land than as farmland.

The following tables illustrate the declining importance of agriculture in Clayton.

Acres in Agriculture

While agriculture lands still occupy by far the largest part of Clayton, they are declining dramatically (Table 19).

Table 19
Acres in Agriculture - 1999 and 2004

Year	Acres	% of Town
1995	18,237	78.4%
2004	16,446	70.7%

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

Farm Employment

Declining even faster is the percentage of people working in farming, from 13.3% in 1980 to only 1.6% in 2000 (Table 20).

Table 20
Agriculture, Forestry, Fishing and Mining Employment – 1980, 1990 and 2000

Year	Town Of Clayton		Winnebago County	
	Persons	% of Employed	Persons	% of Employed
1980	149	13.3%	1,659	2.7%
1990	104	8.3%	1,538	2.2%
2000	28	1.6%	357	0.4%

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

Soil Suitability for Agriculture

Map 3 displays the suitability of soils for agricultural use in the Town of Clayton. Farmland soils are divided into the following classifications.

- ❑ **“Class 1”** is the **prime** farmland category. This covers much of the town.
- ❑ **“Class 2”** is prime farmland if properly **drained**. This type is scattered throughout the town and can be found along the edge of wetlands or in lower areas of farm fields.
- ❑ **“Class 3”** is prime farmland if **drained and not flooded**. No areas of this type are shown in the Town of Clayton.
- ❑ **“Not Prime”** soils are primarily in the northwest corner of the town, in the wetlands surrounding the Rat River.

In general, then, the vast majority of soils in the town are well suited for cropland and pastures. They are capable of producing high yields of crops typically grown in the county under a high level of management. A “high level of management” is considered by the Soil Conservation Service to include provision for adequate drainage, appropriate tillage, planting and seeding with high yield varieties, control of weeds, diseases, insects, optimum fertilizer application and timely, efficient harvesting techniques.

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.

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 STH 76, to about 760 feet near the western boundary of the town in the vicinities of the Rat and Arrowhead Rivers.

Water

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 STH 76 is part of the Rat River drainage basin. 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 STH 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 STH 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 Section 17.20: Shoreland District Zoning Ordinance, which regulates shoreland use and development “within 1,000’ of a lake or pond, and 300’ of the ordinary high water mark of navigable rivers or streams, or the “landward side of the floodplain, whichever distance is greater.” The purpose of the ordinance is to help protect scenic beauty and shore cover,

and to prevent erosion, sedimentation and pollution of the county's water resources. The regulations prohibit structures within 75' of the ordinary high water mark. It also regulates roads, excavation, and filling in or near the shoreland district.

Map 4 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.) The map also indicates the protected shoreland areas associated with these navigable rivers or streams. Although a few of the areas are small, every section within the town has some shoreland area.

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 4). 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 4 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 shoreland-floodplain zoning ordinance, Section 17.21, requiring certain land use controls in designated flood hazard areas. This ordinance establishes four separate floodplain districts on the official floodplain zoning maps of Winnebago County and subsequent revisions. Land areas that are classified in the floodplain/floodway zones have considerable restrictions placed on them for development. Within the adopted zone, residents of the town are eligible to participate in the federal Flood Insurance Administration's insurance program.

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 4). 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 two acres or larger throughout the town. There are also wetland areas under two acres in size. These 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. Section 17.22 of the Winnebago County Zoning Ordinance describes permitted uses of wetlands, some of which include development of public and private parks 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 and lakes. The Corps of Engineers has authority over the

placement of fill materials in virtually all wetlands. 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 that 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.

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% 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. (See Private Septic Systems on page 91).

Town of Clayton septic systems must be built on present grade (no fill added). This type of system is sometimes referred to as “demonstration type” sewer systems, and will be typical of the new on-site sewer systems that will be allowed in the Com 83 law changes that were passed several years ago by the Wisconsin State Legislature.

Soil Permeability

Soil permeability in Clayton is illustrated on Map 9. The legend breaks down the soil permeability into six categories, ranging from rapid to very slow. According to the Soil Survey of Winnebago County, permeability refers to the “ability of the soil to transmit water and air.” It is a factor “in the design of soil drainage systems, septic tank absorption fields, and construction where the rate of water movement under saturated conditions affects behavior.”

The major wetland areas in the northwest area of the town are characterized by moderate-rapid permeability, with very slow permeability on their edges. Most of the town contains soils that are moderate-slow permeability. The southwestern corner of the town has a concentration of slow permeable soils. The center of the town contains areas categorized as having moderate permeability.

Bedrock

As shown on Map 10, areas of high bedrock are relatively scarce in the Town of Clayton. The scattered locations that have the most severe conditions are located in the western half of the town.

Map 5 shows the location of the high ground water areas, measuring five feet or less from the ground surface. The locations of the most severe high groundwater areas 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.

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.

Arsenic

The entire Town of Clayton is located in the WDNR Arsenic Advisory Area (See Map 7). 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.

Metallic and Non-Metallic Mineral Resources

Nonmetallic mineral deposits in the Town of Clayton are primarily sand, gravel, and crushed stone. Nonmetallic mining provides many of the most basic construction materials. Because nonmetallic 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 nonmetallic mineral sites be identified and protected for future use.

Stone

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. There are three active quarries in the Town of Clayton.

Sand and Gravel

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 drumlins and kames in till plains of the ground moraine; former beach, sandbar, dune, and delta deposits in the former Glacial Lake Oshkosh; and sand. The USGS quadrangle maps indicate that there are eleven sand and/or gravel pits located in the town. The largest pits are found in Sections 8, 19, and 21.

The discovery and utilization of both stone and sand and gravel deposits is becoming more difficult as the existing deposits close to the major areas of consumption are becoming depleted, and land in which potential reserves are located are being built over, precluding economic extraction. Because nonmetallic 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, demands 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. 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.

Environmentally Sensitive Areas

Environmentally sensitive areas 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.

Further information on wildlife habitat and threatened and endangered species is available from the Department of Natural Resources at the following web site: www.dnr.state.wi.us/org/land/er

The information is available only at the town section level (see Map 11). It is recommended that landowners and developers consult this web site for information on habitat and species that may affect their property.

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 and still-current philosophy of stormwater management is 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 farmland preservation and conservation development, which 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.

Section 17.23, Surface Water Drainageway District, of the Winnebago County Zoning Ordinance, which has been established as an overlay district, has also been adopted to help with stormwater management. The intent of the District is “to preserve and protect surface water drainageways from any encroachment which would effect the hydraulic (water) carrying capacity of surface water drainageways.”

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:

<http://dnr.wi.gov/air/>

Cultural Resources

Historical Resources

State and National Register of Historic Places

The State Historical Society of Wisconsin's Division of Historic Preservation (DHP) is the clearinghouse for information relating to the state's cultural resources: its historic buildings and archaeological sites. A primary responsibility of the DHP is to administer the State and National Register of Historic Places programs. The National Register is the official list of historic properties in the United States that are worthy of preservation. The 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 DHP. 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 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. The Town has placed an historical monument at Medina Junction to commemorate that it was once the settlement of Crete.

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/hp/register/

or by contacting the DHP at (608) 264-6500.

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 & History Inventory (AHI) revealed that there are over seventy properties in the Town of Clayton that are included in AHI (Table 21).

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 by contacting the DHP at (608) 264-6500 or at the following web site:

www.wisconsinhistory.org/ahi/

Table 21
Architecture and History Inventory

No.	Section	Location	Historic Name
1	1	N. Clayton Ave., W. side, .15 mile S. of Winnegamie Dr.	
2		N. Clayton Ave., W. side, .6 mile S. of Winnegamie Dr.	
3	2	N. Oakwood Ave., E. side, .35 mile S. of Winnegamie Dr.	
4		STH 76, W. side, .3 mile N. of West Shady Lane	
5	3	Center Rd., W. side, .7 mile S. of Winnegamie Dr.	
6		Winnegamie Dr., S. side, 1.5 miles W. of STH 76	
7		N. Oakwood Ave., W. side, .7 mile S. of Winnegamie Dr.	
8	4	Center Rd., W. side, .8 mile S. of Winnegamie Dr.	
9	9	E. Fairview Rd., N. side, .2 mile E. of Pioneer Rd.	
10	10	3410 W. Fairview Rd.	
11		N. Oakwood Ave., W. side, 1.3 mile S. of Winnegamie Dr.	
12	11	N. Oakwood Ave., E. side, 1.25 mile S. of Winnegamie Dr.	
13		STH 76, W. side, .4 mile S. of West Shady Lane	
14	12	NE. corner of STH 76 and E. Fairview Rd.	
15	13	2704 CTH "II"	H.A. Babcock Jr. House
16		2716 CTH "II", N. side, .45 mile E. of STH 76	Havilah Babcock House
17		2728 CTH "II"	Havilah Babcock House
18	14	2904 CTH "II"	B. Morey House
19		SW. corner of E. Fairview Rd. and STH 76	
20	15	E. Fairview Rd., S. side, .15 mile W. of Oakwood Ave.	
21		.25 mile N. of CTH "II", 1.7 mile W. of STH 76	
22	16	4072 CTH "II"	K. Johnson House
23		SW. corner of Fairview Rd. and Center Rd.	
24		E. Fairview Rd., S. side, .2 mile W. of Center Rd	
25	17	Hickory Ave, E. side, .3 mile N. of CTH "II"	
26		CTH "II", N. side, .1 mile W. of Pioneer Rd.	
27		SW. corner of W. Fairview Rd. and Pioneer Rd.	
28	18	CTH "II"	Larson Bros. Airport

No.	Section	Location	Historic Name
29		W. Fairview Rd.	Royer Cemetery
30	19	4533 CTH "II"	John A. Kimberly House
31		Grandview Rd., N. side, 3rd building W. of CTH "T"	
32		Grandview Rd., N. side, .15 mile W. of CTH "T"	
33		CTH "T", W. side, .1 mile N. of Grandview Rd.	
34		Grandview Rd., S. side, .05 mile W. of CTH "T"	
35	20	4123 CTH "II"	W. A. Rehfeldt Barn
36		CTH "T", N. side, .15 mile E. of Grandview Rd.	
37		CTH "T", S. side, .2 mile E. of Grandview Rd.	
38	21	8493 Pioneer Rd.	J.K. Neuman House
39		4071 CTH "II"	K. Johnson Barn
40		4071 CTH "II"	Mary Johnson Shed
41		3911 CTH "II"	F. Brehmer House
42		3911 CTH "II"	F. Brehmer Barn
43		Intersection of CTH "T" and Pioneer Rd., E. Side	
44		CTH "II" , S. side, .7 mile E. of Pioneer Rd.	
45	22	W. side of S. Oakwood Ave, .3 mile S. of CTH "II"	
46	24	2843 CTH "II"	R.F. Babcock House
47		2689 CTH "II"	Otto Fuhrman Barn
48		2689 CTH "II"	J. Swabb House
49		8497 Clayton Ave..	Winchester Rd. School
50		2535 CTH "II"	C. Langner House
51		2535 CTH "II"	C. Langner Barn
52		Oakridge Rd., N. side, 1.1 mile W. of STH 76	
53	27	Center Rd., E. side, .7 mile N. of Oakridge Rd.	
54		Center Rd., E. side, .4 mile N. of Oakridge Rd.	
55	28	Oakridge Rd., N. side, .15 mile E. of CTH "T"	
56		CTH "T", E. side, .7 mile N. of Oakridge Rd.	
57	31	Green Meadow Rd., W. side, .6 mile N. of CTH "AG"	
58	32	N. side of Jensen Rd., .4 mile W. of CTH "T"	
59		Breezewood La., N. side, .8 mile E. of CTH "T"	
60	33	CTH "T"	Mikesville School
61		CTH "T", E. side, .45 mile S. of Oakridge Rd.	
62		Oakridge Rd., S. side, 2.05 miles W. of STH 76	
63		CTH "T", E. side, .4 mile S. of Oakridge Rd.	
64		Breezewood La., N. side, .8 mile E. of CTH "T"	
65	34	Center Rd., E. Side	
66		Breezewood La., N. side, 1.5 mile E. of CTH "T"	
67		Oakridge Rd., S. side, 1.2 mile W. of STH 76	
68		Breezewood La., N. side, 1.2 mile W. of STH 76	
69	35	STH 76 , W. side, .3 mile S. of Oakridge Rd.	
70		Breezewood La., N. side, .65 mile W. of STH 76	
71		NW. corner of intersection of STH 76 and Breezewood La.	
72	36	STH 76 , E. side, .3 mile S. of Oakridge Rd.	

Source: Wisconsin Historical Society

Transportation

Transportation Characteristics

Streets and Highways

The opening of the USH 10 extension and the relocation of USH 45 between Oshkosh and New London produced a change in highway designations as of December 1, 2003. Among other re-designations in surrounding towns, USH 45 in the Town of Clayton became STH 76, and STH 150 became an extension of CTH "II".

Classifications

Highways and streets are classified according to their primary function, either to move vehicles or to serve adjacent land (see Map 12). **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, the 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.

Minor Arterials

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

- ❑ **STH 76**, which runs north/south through the eastern part of the town.
- ❑ **CTH "II"**, which runs east/west through the center of the town.

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 "BB"**, east of STH 76, running east/west along the town's northern boundary.
- ❑ **CTH "T"**, which generally runs north/south, between CTH "II" and the town's southern boundary.
- ❑ **CTH "JJ"**, east of STH 76, runs east/west along the town's southern boundary.
- ❑ **CTH "M"**, running north and south, crosses through the extreme northwest corner of the town.

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 Volumes

Table 22 identifies average daily traffic volumes on the major roads of the Town of Clayton for the years 1994, 2000, and 2007. For locations for which there is data for all three years, the amount of traffic has decreased with the exception of Breezewood Lane east of STH 76. While it had been anticipated that the opening of the new Highway 10 would increase traffic on existing roads, that does not appear to be the case.

Table 22
Annual Average Daily Traffic Volumes - 1994, 2000 and 2007

Road	Location	1994	2000	2007
USH 10	West of STH 76	n/a	n/a	13,200
USH 10	East of STH 76	n/a	n/a	15,400
USH 10	Westbound, East of STH 76	n/a	3,300	n/a
USH 10	Eastbound, East of STH 76	n/a	2,800	n/a
STH 76	North of USH 10	n/a	n/a	8,700
STH 76	South of USH 10	n/a	n/a	8,900
STH 76	North of CTH "II"	7,600	10,600	8,900
STH 76	South of CTH "II"	4,700	8,700	6,400
CTH "II"	East of STH 76	4,700	5,700	4,300
CTH "II"	West of STH 76	3,900	4,300	n/a
CTH "T"	South of Larsen Road	1,900	1,000	n/a
CTH "T"	North of Grandview (Larsen)	1,500	1,100	n/a
Larsen Road	East of STH 76	n/a	n/a	2,300
Larsen Road	West of STH 76	n/a	n/a	1,700
Breezewood La.	East of STH 76	4,200	5,000	5,300

Source: Wisconsin Department of Transportation

WISLR and PASER Programs

A tool the Town of Clayton can use to determine budget priorities for street 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 (Table 23).

Access to inventory information also aids with other tasks, such as compliance with Governmental Accounting Standards Board Statement 34 (GASB 34). This statement mandates reporting the value of local roads as infrastructure assets.

Trucks

There are four trucking companies located in the Town of Clayton – Johnson Trucking, Harry H. Long Moving, Storage and Express, Inc, Winnebago Trucking, and Holland Trucking.

Table 23
Pavement Surface Evaluation and Rating (PASER) - 2003

Road	From	To	Rating	Length
Hillcrest Drive	Hillcrest Lane	End	1	3,115
Coon Road	CTH "M"	Coon Road	2	423
Medina Junction Rd.	North Loop Rd.	North Loop Rd.	2	3,960
Pioneer Road	CTH "II"	Anderson Lane	2	17,266
Short Road	Green Meadow Rd.	End	2	2,006
Clayton Ave.	Clayton Ave.	CTH "II"	3	2,640
Fairview Road	STH 76	Clayton Ave.	3	5,280
Grandview Rd.	Grandview Rd.	CTH "T"	3	2,218
Hickory Avenue	CTH "T"	Fairview Road	3	3,432
Hillcrest Drive	Oakridge Road	End	3	2,112
Oakwood Ave.	CTH "II"	Fairview Road	3	5,333
Shady Lane	Pioneer Road	Center Road	3	7,392
Anderson Lane	Pioneer Road	Pioneer Road	4	950
Breezewood Lane	CTH "JJ"	Rhyner Road	4	7,920
Breezewood Lane	CTH "T"	Breezewood La.	4	5,226
Center Road	CTH "II"	Fairview Road	4	4,699
Fairview Road	Oakwood Ave.	STH 76	4	5,438
Golf Course Dr.	Larsen Road	End	4	2,112
Golf Wood Dr.	Oakwood Ave.	End	4	2,693
Hickory Avenue	Umland Road	Fairview Road	4	1,848
Jensen Road	Breezewood Lane	CTH "T"	4	4,752
Medina Junction Rd.	North Loop Rd.	North Loop Rd.	4	1,162
North Loop Rd.	CTH "M"	Medina Jct. Road	4	3,854
Oakwood Ave.	Larsen Road	CTH "II"	4	5,333
Woodland Drive	Center Road	End	4	1,056
Apollo Court	Voyager Drive	End	5	370
Balfour Street	Murray Road	End	5	686
Basil Court	Saffron Lane	End	5	317
Breezewood Lane	Wooden Shoe Rd.	Breezewood Lane	5	1,056
Buttercup Lane	STH 76	End	5	3,537
Center Road	Breezewood Lane	Oakridge Road	5	5,280
Center Road	Oakridge Road	Larsen Road	5	5,333
Challenger Dr.	Larsen Road	Voyager Drive	5	845
Clayton Ave.	Fairview Road	Shady Lane	5	5,334
Grandview Rd.	Grandview Rd.	Moeser Road	5	3,009
Murray Road	Darrow Road	End	5	1,584
Oakridge Road	STH 76	Harvard Drive	5	6,336
Oakwood Ave.	Oakridge Road	Larsen Road	5	5,333
Shady Lane	Shady Lane	Clayton Avenue	5	5,280
Voyager Drive	Challenger Dr.	Galaxy Drive	5	1,847

Source: Town of Clayton PASER Report, 2003. Sorted by rating from poorest. Table only shows roads rated 1-5.

Train

The Canadian National Railroad operates a main trunk rail line between Neenah and Stevens Point, Wisconsin. This main line handles approximately thirty freight trains on a daily basis moving freight between the Chicago/Milwaukee Metro Areas, the Fox Cities Metro Area, the Minneapolis/St. Paul Metro Area, and the Duluth, Minnesota/Superior, Wisconsin Urban Areas. Secondary rail service is provided by the Canadian National Railroad to the warehousing complexes (mostly paper products) that border the Towns of Clayton and Menasha along County Trunk "II" and Clayton Avenue. Planning has also begun for constructing a second main line from Neenah to Stevens Point through the Town of Clayton. Canadian National has not established a definite timeline for the second main trunk line that will be located along the existing rail line.

Within the next ten years, it is anticipated that passenger rail service will be provided between Green Bay and Chicago. Service to the Fox Cities would include stops in Appleton and Neenah. This passenger service would provide Clayton residents with alternative transportation choices to travel greater distances in the Midwest.

Transit

There is currently no local bus service provided to the Town of Clayton. However, Valley Transit provides scheduled bus service to the Town of Menasha with stops along Cold Spring Road. Presently, this bus service is located about two miles east of the Clayton town boundary. The potential to provide transit service to the urbanized area of Clayton in the next twenty-year planning period is a distinct possibility.

Air Service

The Outagamie County Regional Airport is located in the Town of Greenville, approximately one mile northeast of the Town of Clayton. Encompassing nearly 1,500 acres of land at the intersections of STH 76, STH 96 and CTH "CB", the regional airport serves the Fox Cities Metro Area and the surrounding counties with commercial airline service. The airport is currently served by five commercial airlines, and provides 66 flights (arrivals & departures) daily. 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.

The airport completed a multi-million dollar terminal building expansion project in 2002. Further expansion plans are anticipated in the future. The plans for expansion may have some impact on the Town of Clayton. In particular, if the southwest/northeast runway is lengthened, there will be a direct impact on Clayton.

An Airport Overlay Zoning District has been developed by Winnebago County but it has not been adopted by the Town of Clayton.

Water

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. These shipping facilities are located along the Fox River near its confluence with the Bay of Green Bay. The Port of Green Bay is located approximately 45 miles northeast of the Town of Clayton.

Handicapped Accessibility

Transportation services for the elderly and handicapped are provided on a limited basis through the Winnebago County Social Services Department. Several local companies in the Fox Cities provide transportation for the elderly and handicapped at the consumer's expense. This service is anticipated to continue into the future.

Multi-Purpose Recreational Trails

Trails are, and will increasingly be, a significant feature of the Town of Clayton. Already there is a segment of the Wiouwash Trail. The Wiouwash is owned and operated by Winnebago County, and runs from the City of Oshkosh on the southern end to the Village of Hortonville (Outagamie County) on the north end. The Wiouwash runs north/south in the western portion of Clayton for approximately 6.4 miles (see Map 15 on page 103). 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.

The segment of the Friendship Trail in the Town of Clayton – a State trail that runs from Manitowoc to Stevens Point – was completed in 2007. An inter-town trail system is planned as residential land develops.

Walking

The Wiouwash Trail is a multi-purpose recreational trail and is not used solely for recreational walking purposes. The Friendship Trail is also available for walking purposes. Future trails in the town that will serve residential neighborhoods and subdivisions will provide other walking opportunities. These trails have been identified on Map 2.

Bicycles

In addition to the Wiouwash Trail and the Friendship Trail, there are many quiet roads and streets that accommodate bicycle traffic in the town.

Comparison with Local Transportation Plans

The State and local plans that may involve the Town of Clayton have been coordinated with appropriate officials over the last number of years. The Transportation Plan Element of the Winnebago County Comprehensive Plan was completed in January 2002. Clayton Officials provided input into the transportation needs for the Town, County and State regarding future highway plans for Clayton and the surrounding area. In 2001, the State Department of Transportation provided grant funding for a Highway 10 Land Use Corridor Study in the Towns of Clayton and Winchester. This study was prepared by the East Central Wisconsin Regional Plan Commission and private consultants to study and coordinate future highway and land use needs along the new U. S. Highway 10.

Housing

Housing Characteristics

Age of Housing Stock

Table 24 illustrates the residential growth that has been occurring in the Town of Clayton in recent years (see also Table 37 on page 87). In 1990, about 14% of all dwelling units were less than ten years old. In 2000, that number was 31.5 percent. In comparison, the percentage of dwelling units less than 10 years old in 2000 in Winnebago County was 17.4%, and 16.8% in Wisconsin.

Table 24
Dwelling Units by Age - 1990 and 2000

Age	Town of Clayton			
	1990		2000	
	No.	%	No.	%
< 6	65	7.8	183	16.7
6 - 10	53	6.4	162	14.8
11 - 20	253	30.4	116	10.6
21 - 30	213	25.6	237	21.6
31 - 40	26	3.1	161	14.7
> 40	222	26.7	237	21.6
Total Occupied	832		1,096	
Age	Winnebago County			
< 6	4,962	8.8	5,897	9.1
6 - 10	4,258	7.6	5,384	8.3
11 - 20	10,652	19.0	7,267	11.2
21 - 30	15,560	27.7	10,207	15.8
31 - 40	4,478	8.0	8,188	12.7
> 40	16,217	28.9	27,778	42.9
Total Occupied	56,127		64,721	
Age	State of Wisconsin			
< 6	198,198	12.0	220,954	9.5
6 - 10	177,085	10.7	168,838	7.3
11 - 20	263,431	15.9	249,789	10.8
21 - 30	243,835	14.8	391,349	16.9
31 - 40	166,000	10.0	276,188	11.9
> 40	603,712	36.5	1,014,026	43.7
Total Occupied	1,652,261		2,321,144	

Source: U.S. Census

Housing Structures

Table 25 shows the number of single-family homes in the Town of Clayton increased 37% from 1990 to 2000. The proportion of single-family units to all units also increased, to over 91 percent. In both Winnebago County and Wisconsin, the percentage of single-family homes to all dwelling units is only 69 percent. The percentage of two-family units remained about the same, while multi-family housing has disappeared, and manufactured housing units have decreased by 21 percent.

Table 25
Housing Units by Structural Type - 1990 and 2000

Type Of Unit	1990		Town of Clayton 2000		% CHNG 1990-2000
	No.	%	No.	%	
Single-Family	725	87.1	998	91.1	37.7
Two To Four Units	30	3.6	39	3.6	30.0
Five Or More Units	2	0.2	0	0.0	-100.0
Manuf. Housing Or Other	75	9.0	59	5.4	-21.3
Total Units	832		1,096		31.7
Type Of Unit	Winnebago County				
Single-Family	38,920	69.3	45,026	69.6	15.7
Two To Four Units	8,848	15.8	8,732	13.5	-1.3
Five Or More Units	6,593	11.7	9,553	14.8	44.9
Manuf. Housing Or Other	1,762	3.1	1,410	2.2	-20.0
Total Units	56,123		64,721		15.3
Type Of Unit	State of Wisconsin				
Single-Family	1,392,610	67.7	1,609,407	69.3	15.6
Two To Four Units	277,221	13.5	281,936	12.1	1.7
Five Or More Units	256,616	12.5	325,633	14.0	26.9
Manuf. Housing Or Other	129,327	6.3	104,168	4.5	-19.5
Total Units	2,055,774		2,321,144		12.9

Source: U.S. Census

Occupancy and Vacancy Status

Occupancy status reflects the utilization of available housing stock. In 1990, 94.2% of the dwelling units in the Town of Clayton were occupied. By 2000, the occupancy rate was 97.7% (Table 26). Eighty-nine percent of dwellings units were owner-occupied in 1990, rising to almost 91% in 2000, and the number of owner-occupied residences increased by 35 percent. The Town of Clayton has a significantly higher proportion of owner-occupied units (90.8%) than Winnebago County (66.8%) and Wisconsin (64.1).

Vacancy status is an indicator of the availability of housing. Generally, vacancy rates lower than 1.5% for owner-occupied dwellings and 5% for renter-occupied indicate that housing is in short supply. In the Town of Clayton, vacancy rates for both owner- and renter-occupied housing were below these standard in 2000, suggesting a relatively tight housing market (Table 26). In contrast, vacancy rates in Winnebago County and Wisconsin were near or above the threshold. Once again, the data suggest a growing residential market in the Town of Clayton.

Table 26
Occupancy/Vacancy of Housing Units - 1990 and 2000

Town of Clayton							
Housing Type	1990			2000			Chng '90-'00
	Number	%	Number	%	Number	%	
Owner Occupied	723	89.4	974	90.8		35%	
Renter Occupied	84	10.4	97	9.0		15%	
Seasonal Units	2	0.2	2	0.2		0%	
Total Occupied Units	809	100	1,073	100		33%	
Vacant Units	23		25				
For Sale Only		5			9		
For Rent		1			2		
Rented/Sold, Not Occupied		4			4		
For Seasonal Use		2			2		
For Migratory Workers		0			0		
Other Vacant		11			8		
Total Housing Units	832		1,098				
Owner Occupied Vacancy	0.70%		0.90%			29%	
Renter Occupied Vacancy	1.20%		2.10%			75%	
Winnebago County							
Owner Occupied	35,423	65.2	41,571	66.8		17%	
Renter Occupied	17,793	32.7	19,586	31.5		10%	
Seasonal Units	1,145	2.1	1,032	1.7		-10%	
Total Occupied Units	54,361	100	62,189	100		14%	
Vacant Units	2,907		3,564				
For Sale Only		430			527		
For Rent		641			1,265		
Rented/Sold, Not Occupied		214			249		
For Seasonal Use		1,145			1,032		
For Migratory Workers		0			2		
Other Vacant		477			489		
Total Housing Units	57,268		65,753				
Owner Occupied Vacancy	1.20%		1.30%			8%	
Renter Occupied Vacancy	3.50%		6.50%			86%	
Wisconsin							
Owner Occupied	1,215,350	61.6	1,426,361	64.1		17%	
Renter Occupied	606,768	30.8	658,183	29.6		8%	
Seasonal Units	150,601	7.6	142,313	6.4		-6%	
Total Occupied Units	1,972,719	100	2,226,857	100		13%	
Vacant Units	233,656		236,600				
For Sale Only		14,692			17,172		
For Rent		29,795			38,714		
Rented/Sold, Not Occupied		10,543			9,386		
For Seasonal Use		150,601			142,313		
For Migratory Workers		160			205		
Other Vacant		27,865			28,810		
Total Housing Units	2,206,375		2,463,457				
Owner Occupied Vacancy	1.20%		1.20%			0%	
Renter Occupied Vacancy	4.70%		5.90%			26%	

Source: U.S. Census, 1990, 2000

Housing Value

In 1990, almost 78% of owner-occupied housing was valued at less than \$100,000 (Table 27). By 2000, that percentage had shrunk dramatically to less than 21.7% because of the appreciation in home values and the fact that new home construction in the 1990's was almost entirely valued at more than \$100,000.

The extreme increases in the number of single-family homes and their value since 1990 is more evidence of the growing residential trend in the Town of Clayton, but also of the type of housing being built. These numbers clearly 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. These homes are likely in large-lot subdivisions or multi-acre properties, perhaps "hobby farms." This will be a major issue as Clayton develops.

Table 27
Value of Housing - 1990 and 2000

Value In Dollars	Town of Clayton				% CHNG 1990-2000
	1990		2000		
	Number	%	Number	%	
Less Than 50,000	49	10.3	53	5.4	8%
50,000 - 99,999	322	67.6	159	16.3	-51%
100,000 - 149,999	68	14.3	315	32.3	363%
150,000 - 199,999	24	5.0	236	24.2	883%
200,000 - 299,999	5	1.1	160	16.4	3,100%
300,000 Or More	8	1.7	51	5.2	538%
Total Units	476		974		
Winnebago County					
Less Than 50,000	9,474	31.5	2,701	6.5	-71%
50,000 - 99,999	16,916	56.2	19,433	46.8	15%
100,000 - 149,999	2,468	8.2	11,048	26.6	348%
150,000 - 199,999	713	2.4	4,791	11.5	572%
200,000 - 299,999	396	1.3	2,389	5.7	503%
300,000 Or More	124	0.4	1,196	2.9	865%
Total Units	30,091		41,558		
State of Wisconsin					
Less than 50,000	294,441	31.7	142,047	10.0	-52%
50,000 - 99,999	496,895	53.5	482,614	33.8	-3%
100,000 - 149,999	95,891	10.3	410,673	28.8	328%
150,000 - 199,999	24,030	2.6	210,917	14.8	778%
200,000 - 299,999	12,310	1.3	123,606	8.7	904%
300,000 or more	4,927	0.5	56,803	4.0	1,053%
Total Units	928,494		1,426,660		

Source: U.S. Census, 1990 & 2000

Housing Affordability

Housing is considered “affordable” if less than 30% of a household’s income is needed for housing costs. Tables 28 shows that in the Town of Clayton, the percentage of homeowners that spent more than 30% of their income on housing rose from 12% to 16% between 1990 and 2000, a 33% increase. 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 increase in housing values in the town (Table 27) and the increase in household income (Table 14).

Meanwhile, an even greater percentage of renters (19%) are paying more than the affordability threshold, and this is an increase of almost 400% from 1990 (Table 29). As opposed to homeowner affordability, this rise is more likely due to the decline in household income, because the number of housing structures in the town with two to four dwelling units increased by only nine, and structures with five or more units disappeared entirely. The decrease in affordability cannot be attributed to a booming multi-family housing market.

Table 28
Housing Affordability for Homeowners - 1990 and 2000

% of Income	T. of Clayton				Winnebago County				Wisconsin			
	1990		2000		1990		2000		1990		2000	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
< 20% of Income	291	61	406	52	18,341	61	21,134	58	547,349	59	634,277	57
20% to 24%	82	17	128	16	4,755	16	11,457	32	147,944	16	173,620	15
25% to 29%	40	8	128	16	3,033	10	3,349	9	89,914	10	109,833	10
30% to 34%	20	4	62	8	1,381	5	1,879	5	48,581	5	64,892	6
> 34% of Income	37	8	62	8	2,472	8	3,786	10	91,445	10	135,075	12
Not Computed	4	1	0	0	109	0	94	0	3,261	0	4,770	0
Total Households	474		786		30,091		36,275		928,494		1,122,467	
% Not Affordable	12		16		13		16		15		18	

Source: U.S. Census, 1990 & 2000

Table 29
Housing Affordability for Renters - 1990 and 2000

% of Income	T. of Clayton				Winnebago County				Wisconsin			
	1990		2000		1990		2000		1990		2000	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
< 20% of Income	36	59	33	40	6,369	36	8,119	42	195,669	34	242,345	38
20% to 24%	5	8	13	16	2,684	15	2,965	15	84,800	15	90,934	14
25% to 29%	9	15	8	10	2,311	13	2,047	11	68,905	12	67,926	11
30% to 34%	3	5	4	5	1,140	7	1,331	7	43,812	8	44,573	7
> 34% of Income	0	0	12	14	4,478	26	4,153	21	165,626	28	162,669	25
Not Computed	8	13	13	16	486	3	810	4	23,559	4	33,225	5
Total Households	61		83		17,468		19,425		582,371		641,672	
% Not Affordable	5		19		32		28		36		32	

Source: U.S. Census, 1990 & 2000

Utilities and Community Facilities

Utilities

Sanitary Sewers

Sanitary Districts

There are two sanitary districts associated with the Town of Clayton. Clayton Sanitary District No. 1, located in the east central part of the town (Map 13), is within the 2050 Planning Area Boundary for the Grand Chute-Menasha West treatment plant. Although the boundaries for the sanitary district were established in the early 1970s, the district never began operating and is not dormant. The purpose for establishing the district was to provide sewer to the Clayton School vicinity, but the decision was made to not service the area.

The Town of Clayton is 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, which was formed in the 1970s, built a treatment plant in 1978 southeast of Winchester. The district 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.

Several years ago the District began to fall out of compliance due to the capacity of the plant being exceeded. The District began to plan for an expansion of its facilities. During the planning process, it became clear that the District's projections for growth were significantly less than the projections made by the Town of Clayton and the Town of Winchester. Facility planning was put on hold until the District and the Towns could come to an agreement on the population projections.

Sewer Service Areas

The East Central Wisconsin Regional Plan Commission (ECWRPC) determines sewer Service Areas for the Town of Clayton.

All of Sections 1, 12, 13, and 24 and part of Sections 2, 11, 14 and 23 lie within the Grand Chute–Menasha West Sewer Service Area. Although this area of the town is within the planning area boundary, it is outside the sewer service area boundary. As mentioned earlier, Clayton Sanitary District No. 1, which is located in this part of the town, does not provide sewer service to anyone at this time.

All of Sections 25 and 26 and the south half of Section 35 lie with the Neenah–Menasha Sewer Service Area. With the exception of a small area along CTH JJ, this area is located within the planning area boundary but not within the sewer service area boundary. 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 has 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.

The west central part of the town is located within the Larsen–Winchester Sewer Service Area. The plan for this sewer service area was done by ECWRPC in 1985 and was updated in 2001 and 2002 by the staff of East Central Planning. The Larsen-Winchester Sewer Service Area Plan was officially approved and certified by the Wisconsin Department of Natural Resources on July 23, 2003.

An approved comprehensive plan with follow-through on its implementation has recently become a requirement for consideration for future expanded growth allocations for the Sewer Service Area and approval for any amendment requests. Requirements have been outlined by ECWRPC that will affect the Town's sewer service area through the 2005 Sewer Service Area update.

Sanitary Sewer Master Plan

The Town of Clayton began work on a Sanitary Sewer Master Plan in 2008. The Plan will allow the Town of Clayton to make informed decisions on how to best serve existing and proposed developments with possible sanitary sewer facilities.

The proposed sanitary sewer system shown in the Sanitary Sewer Master Plan provides the Town of Clayton with information on how various areas within the Town are best provided with sanitary sewer service. This sanitary sewer framework has been developed by dividing the Town of Clayton into 12 drainage basins based on topography.

Approximately 44 miles of trunk and interceptor sanitary sewers are proposed ranging from 10 inch to 24 inch in size. These sewers are sized by estimating maximum daily flows based on the Future Land Use Plan for the Town of Clayton.

The area that is generally east of Hwy 76, encompassing approximately 18% of the entire Town, could be served by discharging wastewater to existing sanitary sewer systems in the Town of Menasha and the City of Neenah. Approximately 7000 acres on the west side, including 30% of the entire Town, is considered not practical to serve with sanitary sewer. The remaining drainage basins in the center of the Town of Clayton, in which trunk and interceptor sanitary sewers and six lift stations are possible, account for approximately 52% of the entire Town of Clayton.

Wastewater Treatment

Private Septic Systems

Between 1991 and September of 2008, Winnebago County issued permits for the installation of 689 new private disposal systems in the Town of Clayton (Table 30). The vast majority (65%) was mound systems. Conventional made up 13% of the systems while at-grade and holding tank systems each accounted for approximately ten percent of the total. The number of in-ground pressure and experimental systems was negligible.

Table 30 demonstrates the dramatic increase in the number of systems installed between 2000 and 2004 and an equally as dramatic decrease since 2004 to pre-2000 levels.

The State of Wisconsin regulates *on-site wastewater treatment* systems with permits issued through the Winnebago County Planning and Zoning office.

Table 30
Installation of New Private Disposal Systems in the Town of Clayton

Year	Conventional	Mound	At-Grade	In-Ground Pressure	Holding Tanks	Experimental	Total
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 (thru Sep)	4	16	3		1		24
Total	91	448	71	5	72	2	689
% of Total	13.2	65.0	10.3	0.7	10.4	0.3	100

Source: Winnebago County Sanitary Permit records

As mentioned earlier under the section on soils, according to the Soil 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. According to Winnebago County, approximately 90% 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. Approximately 50% of the private waste disposal systems being built in the County are holding tanks. It is likely that the percentage is somewhat lower in the Town of Clayton, probably closer to 40-45%. The balance of private septic systems in the town are mostly mound 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.

Storm Sewers and 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.

The Town of Clayton has studied the feasibility of a regional retention basin on the west side of the town. An overall study of the town with respect to regional retention basis has not been completed.

Winnebago County has adopted Stormwater Management and Erosion Control Standards, Section 115 of the County Subdivision Ordinance. The intent of the standards is to protect property and structures from damage caused by increased rate of surface water runoff resulting from land devel-

opment activities in the unincorporated areas of Winnebago County. The standards apply to all major subdivisions and only those minor subdivisions where it is determined by Planning Department personnel that the proposed development will have a significant impact on the environment. The standard requires that post development peak flow rates must not be any greater than the pre-development peak flow during a 24 hour, 2-year and 100-year storm event.

One of the measures taken by Winnebago County concerning stormwater management is the adoption of Section 17.02 (6), Surface Water Drainage Ordinance. The ordinance applies to all unincorporated lands within the County. The intent of the ordinance is to protect property and structures from damage caused by increased surface water runoff due to commercial, industrial and residential development. The standard requires that surface water runoff after development must not exceed the peak rate/volume of flow at predevelopment conditions based on the 25-year frequency storm.

Winnebago County Drainage District - Larsen Watershed District

Part of the Town of Clayton lies within the Larsen Watershed District. The Larsen Watershed 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 "II", flowing south into Larsen and eventually discharging into Lake Winnebago. Landowners within the district are assessed on an as-needed basis by the district to help pay for the maintenance of the river channel. The last assessment took place in 1963 to help pay for channel cleaning. The district has been sited as being one of the most outstanding in the state. The district made the most recent 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.

Priority Watershed Project

With the exception of the eastern edge, the entire Town of Clayton lies within the boundaries of the Arrowhead River, Rat River and Daggets Creek 1991 Priority Watershed Project. The purpose of the watershed project is to improve water quality by addressing non-point sources of pollution.

In 1988, the Winnebago County Land and Water Conservation Department developed a soil erosion control plan, identifying the Arrowhead River and Daggets Creek as major contributors to the silt and pollution (phosphorus) problems in the Lake Poygan, Lake Butte des Morts system. As a result of the plan, the area was targeted as a high priority area and received state funding. Although the Rat River area was not as high a priority, the WDNR wanted it included in the project. In order to accomplish a reduction in soil erosion the main focus of the project has been on making changes in tillage practices.

Water Supply

There are no areas in Clayton where a public water supply is provided for domestic use.

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.

Arsenic Contamination

The entire Town of Clayton is located in the WDNR Arsenic Advisory Area (See Map 7). Drinking water contaminated with elevated levels of arsenic has been associated with negative health ef-

fects, 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% of the wells in Clayton had arsenic levels greater than this level. Testing done from 2000 to 2003 indicates approximately 27% of wells now have arsenic levels greater than 10 parts per billion.

As of October 2004, DNR has established a mandatory well casing depth for all new wells, as shown on Map #18. 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 dealing with arsenic in drinking water is available at the following link:
<http://dnr.wi.gov/org/water/dwg/arsenic/recommend.htm>

Water treatment devices are available commercially for reduction of arsenic from water. Every two years the Town sponsors voluntary arsenic testing by property owners.

Water Master Plan

The Town of Clayton began work on a Water Distribution System Master Plan in 2008. The purpose of the Plan is to provide a possible broad framework for a water distribution system to serve the Town of Clayton. The plan will determine what areas can be served, project water demands, create a model of the system, and provide suggestions for water distribution system improvements to serve the study area.

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.

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.

Telecommunication 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. Winnebago County regulates telecommunication facilities.

The Town of Clayton concurs with the Winnebago County Telecommunications Facilities Requirements that all towers provide access for more than one server, and that each tower be totally occupied with potential antennas before another tower can be built. While Clayton acknowledges the need for communication towers, it also recognizes the importance of protecting the aesthetic value of the town.

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% of the residential areas.

Community Facilities

Governmental Administration and Operations

Town Hall

The Clayton Town Hall is located in Larsen at 8348 CTH "T", in the west central portion of the town. Built in 1964, the building provides approximately 2,200 square feet of space for community and civic functions. Facilities include a large meeting room, a kitchen, storage space, and restrooms. Improvements to the building in 1997 and 1998 included the installation of carpeting in the meeting room, the installation of a new boiler/heating unit, a two-stall fire department bay, and the construction of a new roof for the entire building.

Town Offices

The Clayton Town Offices are located in Larsen at 8358 County Road "T". The building was purchased in October 1980 from the Larsen Telephone Company. Containing approximately 2,000 square feet of floor space, the Town Offices have several administrative offices, a meeting room with capacity for approximately 75 persons, storage space and restrooms. Remodeled in 1996 and 1997, the Town Offices provide adequate space for governmental functions for the immediate future.

The Town Board resolved parking deficiencies at the building site when development took place at the adjoining Trailhead Park. The existing parking lot serving the Town Offices and Town Hall was improved and expanded into the area designated for the development of Trailhead Park. The larger parking lot now serves the Town Offices, the Town Hall and Fire Department, and persons utilizing the facilities at the park.

Town Garage

The 4,590 square foot Town Garage was constructed in 1989. The building contains an office and four heated bays to house the major road equipment, including:

- ❑ 2004 International dump truck with snow plow, scraper, snow wing, and salter
- ❑ 2000 GMC 1-ton 4WD regular cab chassis
- ❑ 2000 John Deere 4200 tractor 4WD with attachments
- ❑ 1998 International dump truck (tandem-axle) with mounted front snowplow and wing plow units, and a salter
- ❑ 1990 Ford dump truck (single- axle) with snowplow and salter
- ❑ 1987 Dodge 1-ton dump truck
- ❑ Ford tractor with front-end loader and back hoe
- ❑ Ford tractor with front-end loader
- ❑ John Deere riding lawn mower.
- ❑ Wood chipper

Other equipment and tools are kept in the Town Garage for general road, park and cemetery maintenance. The Town Garage is located directly behind (just east of) the Town Hall and Fire Department Building. The Clayton-Winchester Lions Club built a shed on the east side of the Town property that 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 Town of Menasha, which has a full time police department.

Fire and Emergency

Fire Service

The Fire 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-Winchester Volunteer Fire Department has four fire fighting vehicles at the facility. These fire trucks include a pumper with 1,250 GPM capacity, a back-up pumper, a tanker, and equipment van. An on-site underground storage tank/cistern provides the Fire Department with a readily available supply of water for the fire trucks. Another four fire-fighting units are at the Winchester Station. In 2003, the Fire Department achieved an ISO rating of 6/10.

In 2006 the Town of Clayton contracted with Foth & Van Dyke and Associates, Inc. for a Public Facilities Needs Assessment as the first step in adopting an impact fee ordinance to generate funds for a new fire station. The needs assessment included an analysis of growth projections (population, commercial, and industrial), an inventory of existing and future fire department facilities, and the determination of the impact fee. A copy of the needs assessment may be obtained at the Town offices or on the Town's web site.

In 2008 the Town of Clayton contracted with RW Management Group, Inc. for a study to determine how fire response times could be improved in the town. The study looked at the operations of the Clayton-Winchester Fire Department, the need for a new fire station, and the location for the new fire station. Numerous recommendations were made on improving the operations of the Fire Department. . A copy of the study may be obtained at the Town offices or on the Town's web site.

Ambulance Service and First Responders

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.

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

There are a variety of park and recreational facilities in the Town of Clayton, as shown on Map 15 and Table 31. Some of these facilities are available for town residents to use, while other facilities are privately operated and available for member use and guests only. The inventory and description of these facilities that follows are based on site visits and personal interviews with Town officials.

Clayton Town Park

The Clayton Town Park is a 26-acre community park located on Larsen Road in Section 27. The Town purchased twenty acres of parkland in 1980, and two town residents each donated another three acres. A trail will be built on part of the donated land. Nearly seven acres of the park site is wooded and is maintained as a natural area for nature study and passive recreational enjoyment. Facilities include a 24' x 32' park shelter with kitchen and restroom facilities that were constructed in 1980 and 1981. Picnic areas, playground equipment and a volleyball court are provided at the site. In addition, there are three softball diamonds in the park that are used by the Suburban Athletic Association for league games during the summer months. The Suburban Athletic Association also maintains the ball diamonds through a cooperative agreement with the Town.

Trailhead Park

The most recently developed park in Clayton is Trailhead Park in Larsen. This seven-acre park is adjacent to the Town Hall and the Winnebago County Wiouwash Recreation Trail. Improved facilities include playground apparatus, landscaping, heated restrooms for park and trail users, a parking area for horse trailers, vehicle parking shared with the adjoining Town facilities, and night/security lighting. Access to the Wiouwash Trail for bicyclists, pedestrians, cross-country skiers, snowmobilers and equestrian users is provided at Trailhead Park.

School Recreational Facilities

Clayton Elementary School has about three acres of land available for outdoor recreation. Facilities include a variety of playground equipment, a hard-surface play area with basketball goals, an open play area, and a backstop and field for softball.

Future Park and Recreation Improvements

Public Facilities Needs Assessment

In 2006 the Town of Clayton contracted with Foth & Van Dyke and Associates, Inc. for a Public Facilities Needs Assessment as the first step in adopting an impact fee ordinance to generate funds for park and recreation improvements. The needs assessment included an analysis of growth projections (population, commercial, and industrial), an inventory of existing park and recreation facilities, a description of new park and recreation improvements, and the determination of the impact fee.

The new park and recreation improvements on which the needs assessment was based include two neighborhood parks and one community park. The first neighborhood park is proposed to be located in the southeast corner of the town. The park would be about ten acres and would be a passive use park with a nature preserve area. The second neighborhood park is proposed to be lo-

cated in the area that had been proposed for a “Town Center”. This is the same area where the new fire station is proposed to be located. The community park is proposed to be located on Fairview Road across from the Clayton Elementary School.

Town of Clayton Park and Open Space Plan

The Town of Clayton has updated its Park and Open Space Plan for the 2010-2014 time period. The plan includes a discussion of the need for recreation activities and facilities; an analysis of the Town’s population characteristics and land use; and a discussion of existing and planned recreation activities and facilities, including goals and objectives. The adoption of the updated plan, which eliminated the neighborhood park that was proposed to be located in the “Town Center”, will require the public facilities needs assessment (see above) to be updated along with the ordinance.

Recreation Trails

The Town of Clayton requires land developers to include a system of on and off-road recreational trails. The purpose of these trails would be to connect residential neighborhoods with each other and with commercial and employment centers.

Wiouwash Trail

The Wiouwash Recreational Trail is located in the western portion of the Town, and utilizes the abandoned right-of-way of the Canadian Pacific Railroad. The trail extends from the City of Oshkosh in a northwesterly direction to the Village of Hortonville, in Outagamie County. In the future, the trail will be extended and linked to similar trails within Waupaca and Shawano Counties. The present trail is multi-purpose and provides year round recreational opportunities, including walking, biking, hiking, jogging, cross-country skiing, snowmobiling, and horseback riding. There is approximately 6.2 miles of the trail system found within the town boundaries. Trail users often park their vehicles at the Town Offices and Trailhead Park parking lot and use this location in Larsen as a starting and completion point on the trail system. In 2001, Winnebago County and the Town of Clayton coordinated the construction of heated restroom facilities located adjacent to the Town Garage in Larsen.

Friendship Trail

The Friendship Trail is located along the USH 10 corridor in the Town of Clayton. It trail begins in Manitowoc in eastern Wisconsin and extends all the way west to Stevens Point in central Wisconsin. The trail is multi-purpose (walking, biking, jogging, cross-country skiing, and horseback riding). The Friendship Trail intersects with the Wiouwash Trail.

Snowmobile Trail System

Segments of the State Snowmobile Trail System run through the Town of Clayton.

Rat River Wildlife Management Area

The Rat River Wildlife Management Area is the largest recreational land area within the Town of Clayton. These public lands and recreational area are owned by the State of Wisconsin, and managed by the Department of Natural Resources. The wildlife area encompasses 3,100 acres in the northwest portion of the town. It provides excellent opportunities for hunting and wildlife observation as small game mammals, whitetail deer, upland game birds, ducks and assorted species of waterfowl frequent the habitats of the Rat River area.

Although seasonal hunting is the dominant recreational activity associated with the Rat River Wildlife Area, there are other significant activities that take place. Among the popular activities are bird watching, nature outings and observation, hiking, and informal picnicking around the fringe of the wildlife area. Designated parking areas and parking lots provide users with access points to enter and enjoy the various outdoor amenities that the Rat River Wildlife Area has to offer.

Table 31
Town of Clayton Park and Recreation Facilities

Location	Facility	Condition
Clayton Town Park Larsen Road east of Center Road Owned and operated by Town of Clayton 26 acres	Picnic tables	Good
	Grills	Good
	Pavilion (rentable)	Good
	Restrooms	Good
	Kitchen	Good
	Drinking Water	Good
	Parking Lots – 2	Good
	Softball Diamonds – 3	Good
	Foot Trails in Wooded Areas	Good
	Sledding Hill	Good
	Horseshoe Pit	Good
	Volleyball Net Standards	Good
	Play Equipment – Merry-Go-Round, Swings (Atom Splitter, Infant, and Ac- cessible), Teeter-Totter, Monster Slide, Spring Riders, and Short Slide	Good. <i>Equipment is not handicapped accessible per Federal ADA re- quirements.</i>
	Trailhead Park Owned and operated by Town of Clayton 7 acres	Play Equipment
Recreational Trail Access		Good
Parking, incl. horse trailers		Good
Picnic area		Good
Rentable Concession Stand		Good
Heated Bathroom		Good
Year-round Community Center Good		
WIOUWASH Trail Runs north/south through western Clayton 6.2 miles long - 100' wide right-of-way Owned and operated by Winnebago County - 75 acres		
Friendship Trail Runs east/west through the town along USH 10 Approximately 6 miles long – 100' right-of-way Owned and operated by the Town of Clayton		
Rat River Marsh Wildlife Area Northwest area of town Owned by State of Wisconsin, managed by WDNR – 3,100 acres		
Clayton Elementary School - Ball fields Northwest of intersection of Highway 76 and Fairview Road Owned and operated by Neenah Joint School District - 6 acres		
Winagamie Golf Course - 27-hole privately owned public course Winnegamie Road west of Oakwood Road - 226 acres		
Westridge Golf Course - 18-hole privately owned public course Northeast of intersection of Highway 76 and Larsen Road - 139 acres		
Ridgeway Country Club - 18-hole private course Southeast of intersection of STH 76 and CTH "II" - 117 acres		
Mulligan's Fairway - Privately owned golf practice range STH 76 north of CTH "II" - 23 acres		
TOTAL ACRES - 3,742		

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

Private Recreation Facilities

Winagamie Golf Course

This golf course is located at 3501 Winagamie Drive in the north central portion of the town, and is readily accessible to the residents of the Fox Cities and surrounding areas. The 18-hole course occupies 226 acres, and is open for public play. Other amenities at the course include a pro shop, bar and restaurant, an outdoor pavilion for cookouts, a driving range and practice greens. Golf lessons for individuals and groups are also available through the owner and club pro.

In 2001, Winagamie opened a junior course for golfers and completed renovations to the existing course to improve the enjoyment and playing of golf.

Westridge Golf Club

The Westridge Golf Club is located at 8130 Golf Course Drive in the east central portion of the Town. Situated in Section 24, the 18-hole course is located at the corner of U. S. Highway 76 and Larsen Road. The 139-acre course was developed and opened for public play in the fall of 2000. In addition to the golf course, there is a driving range, practice greens, a bar and restaurant, and a pro shop. There are also golf lessons available for individuals and groups.

In addition to the golf course, the Westridge Golf Club provided land to allow for the development of an upscale residential subdivision in the midst of the golf course. The single-family homes are sited adjacent to several holes on the front and back nines of the golf course. A few residential lots remain available for development. Golf Course Drive, a new town road, provides access to the new homes and lots.

Ridgeway Country Club

This private 18-hole golf course and country club is located at 2913 CTH "II" in the east central portion of Clayton. The course is situated on 117 acres of land, and is used by club members and their guests. The facility also includes a driving range and a recently remodeled and expanded clubhouse with dining facilities, administrative offices and a pro shop.

Mulligan's Fairway

This privately owned golf driving range located at 8549 Highway 76 is open to the public. The facility features a lighted driving range, target greens and putting greens. The owners of the 23-acre site also offer custom golf club fitting and repairs.

Schools

Public Schools

There are two school districts that serve Town of Clayton residents, the Neenah Joint School District and the Winneconne School District.

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 STH 76. Constructed in 1957, the building contains 36,150 square feet and is situated on 6 acres of land. The Clayton Elementary School accommodates grades kindergarten through fifth, and had an enrollment of 285 students in March of 2004.

Winneconne Community Schools

The Winneconne School District serves the western one-third of the town. Almost all district stu-

dents attend the elementary, middle school, or high school located in the Village of Winneconne. The exception is that approximately eighty first- through fourth-graders attend the district's other elementary school in the community of Winchester. A new high school facility was opened in Winneconne in the fall of 1998, serving students in grades nine through twelve. The new 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.

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. The Town is, however, a member of the Winne-Fond County Library System. This multi-county system allows Clayton residents to use the library facilities in Neenah, Menasha, Oshkosh and Winneconne. The Winnebago County Bookmobile also makes scheduled stops in the rural community of Larsen and the Clayton Elementary School at the intersection of STH 76 and West Fairview Drive. 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 was recently expanded and now 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.

Economic Development

Analysis of Labor Force and Economic Base

Employment

Table 32 shows major employers located in the Town of Clayton. There is no dominant industry or business that stands out among employers in the Town of Clayton.

Table 32
Major Employers in Town of Clayton - 2004

Employer	Type Of Business	Number Of Employees
Larsen Cooperative	Cooperative	55
Leid's Nursery	Landscape - Plants & Contracting	50
Clayton Elementary School	School - Elementary	40
Ridgeway Golf Course	Recreation -Golf Course, Restaurant	40
Kranski And Sons	Industrial - Sprinkler Systems	25
Warehouse Specialists	Industrial - Warehousing	20
Winagamie Golf Course	Recreation - Golf Course/Practice Range	12
Motion Products	Automotive - Restoration	10
Northeast Asphalt	Construction - Stone And Asphalt	10
Ridgeway One Stop/ Fairview Auto	Automotive	10
Westridge Golf Course	Recreation -Golf Course, Restaurant	10
Willie Beamon's	Tavern And Restaurant	10
Anderson Sod Farm	Landscape - Sod	7
Wisconsin Camping	Retail - Recreational Vehicles	7
Century Elm Supper Club	Restaurant	6
Automotive Specialist	Automotive - Engine Rebuilding	5
Woodshed	Tavern And Restaurant	5

Source: Town of Clayton

Labor Force

Table 33 shows the labor force in Winnebago County and Wisconsin in 1990, 2000, and September of 2002. 1990 to 2000 was a time of growth, with increased jobs and decreased unemployment. While the number of jobs continued to increase from 2000 to September 2002, the number of unemployed increased dramatically.

Employment by Industry

Table 8 shows in which industry sector residents of the Town of Clayton were employed in 1990 and 2000. From 1990 to 2000, there were significant **declines** in the proportion of employment in the sectors related to:

- Agriculture, Forestry, Fishing/Hunting, and Mining
- Manufacturing
- Wholesale Trade

Large **increases** in percentages occurred in:

- Arts, Entertainment, Recreation, Accommodations, and Food Services
- Construction
- Education/Health/Social Services
- Information

These trends were also generally true in Winnebago County and Wisconsin (and the U.S.A.), particularly the reversal of the primary industry from manufacturing to service (38.9% manufacturing and 30.0% service in 1990, to 32.5% and 36.6% respectively in 2000).

Several factors concerning comparisons between Clayton, Winnebago County, and Wisconsin in 2000 are worth noting. The still-rural character of the Town of Clayton is demonstrated by the towns relatively higher percentage of employees involved in the agriculture and natural resource industry, and by the much lower percentages involved in arts and leisure services and public administration. The increase in the percentage of employees involved in construction, however, illustrates the transition occurring from agriculture to development.

Table 33
Labor Force - 1990, 2000 and 2002

	1990	2000	Sept. 2002	% Change 1990 - 2000	% Change 2000 - Sep 2002
Winnebago County					
Labor Force	83,286	96,034	99,889	15.3%	4.0%
Employed	80,384	93,604	95,809	16.4%	2.4%
Unemployed	2,902	2,430	4,080	-16.3%	67.9%
Unemployment Rate	3.5%	2.5%	4.1%		
State of Wisconsin					
Labor Force	2,581,079	2,934,931	3,050,161	13.7%	3.9%
Employed	2,446,597	2,831,162	2,919,602	15.7%	3.1%
Unemployed	114,483	103,769	130,559	-9.4%	25.8%
Unemployment Rate	4.4%	3.5%	4.3%		

Source: East Central Wisconsin Regional Planning Commission

Wages

The average weekly wages for residents of Winnebago County and Wisconsin in 1990, and 2000 are shown on Table 12. The highest wages in 2000 were in manufacturing, particularly in the apparel and paper industries. The largest increases in wages from 1990 to 2000 were seen in apparel; wholesale trade; and the financial, insurance, and real estate industry. Smallest increases were seen in lumber and wood products; fabricated metal; measuring and controlling instruments; and chemical products.

On average, Winnebago County residents saw their income rise about five percent annually. Residents throughout Wisconsin also averaged about a five percent wage increase through the 1990s.

Other differences between the county and the state include eight and nine percent gains in Winnebago County wages from 2000 to 2001 in manufacturing and furniture, while wages throughout the state declined; and many differences in which industries had declining wages from 2000 to 2001.

Types of New Businesses Desired

In the future, officials of the Town of Clayton would like to see significant commercial and industrial development adjacent to the major highways within the town.

Ability to Retain and Attract Business

Existing Economic Base

Agriculture is still an economic force in Clayton, but its predominance will continue to decline. There are currently no significant concentrations of commercial or industrial areas within the town.

Location

The Town of Clayton has a very favorable location relative to the Fox Cities Metro Area and major transportation routes. Highway 10 is a direct link over the Roland Kampo/STH 441 Bridge to Menasha and Appleton. Neenah is just south on Highway 41, and beyond that is Oshkosh, Milwaukee, and Chicago. Clayton is close to the Outagamie County Regional Airport, and has a main railroad line going through the town.

Sites for New or Expanded Businesses

Vacant land in the area of U.S. Highway 10 and its interchange with STH 76 will greatly enhance business opportunities (commercial and industrial) in the Town of Clayton. Business development will also be promoted and encouraged on the north side of CTH "II", between STH "76" and Oakwood Avenue. Rail spur is also a plus in this area of the Town.

Applicable County, Regional, and State Programs

Table 34 shows 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 34
Economic Development Agencies and Programs

Agency	Program
Wisconsin Department of Commerce	Funding programs for communities and businesses
Wisconsin Department of Housing and Economic Development Agency	Funding programs for communities and businesses
Forward Wisconsin	Promotes and markets the state for business expansions and relocations
New North	Promotes and markets eighteen counties in northeastern Wisconsin for business expansions and relocations
Fox Cities Economic Development Partnership	Promotes and markets the Fox Cities for business expansions and relocations
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: Martenson & Eisele, Inc.

Land Use

Land Use Characteristics

Table 35
Existing Land Use in Acres - 2004

Land Use	Acres		Percent of Sub-Total		% Of Total
Urban					
Residential	1,783		47.36%		7.66%
<i>Single-Family (% of Residential)</i>		1,776		99.61%	7.63%
<i>Two-Family</i>		7		0.39%	0.03%
<i>Multi-Family</i>		0		0.00%	0.00%
Commercial	125		3.32%		0.54%
Industrial	48		1.27%		0.21%
Non-Metallic Mining	130		3.45%		0.56%
Government, Institutional, Utilities	36		0.96%		0.15%
Recreation	571		15.17%		2.45%
Transportation	1,072		28.47%		4.61%
Sub-Total Urban	3,765				16.18%
Non Urban					
Agricultural	16,295		83.55%		70.03%
Woodlands And Wetlands	3,100		15.89%		13.32%
Surface Water	108		0.55%		0.46%
Sub-Total Non Urban	19,503				83.82%
Total Acres in Town	23,268				100.0%

Source: Town of Clayton, Martenson & Eisele, Inc.

Agricultural

Agricultural land use continues to decline in the Town of Clayton. In 1995, over 18,000 acres, or approximately 78 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 16,500 acres, or just over seventy percent to the total land area.

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 Town of Menasha east of Clayton. The pressure of urban development will be increasingly felt in the Town of Clayton for the next several decades. Now, with the economic downturn of agriculture in recent years, some of the pressure is coming from farmers themselves. Many farmers have found that their land is a better source of income as developable land than as farmland.

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-third of the Town. However, a significant amount of the new residential development is occurring along the West Larsen Road Corridor, as shown on Map 17. Residential subdivisions have extended westerly from the boundary line between the Towns of Neenah and Clayton towards the rural community of Larsen.

Some of the new residential growth can also be found along Oakwood Avenue. Most of this development extends from West Larsen Road to the north town limits at Winnegamie Drive. Along this four mile stretch of roadway is a mixture of rural residential subdivisions and new single-family homes on scattered sites along the town road. It should be noted that virtually all of the new residential development and home sites are served by private wells and septic systems.

The exception to this trend is the new residential development occurring in the rural community of Larsen where residential lots are served with sanitary sewer through the Larsen-Winchester Sanitary District. However, the home sites must still rely on private wells for their water supply. A new residential subdivision located just north of Grandview Road has been totally developed in the past several years.

In 1995 there were approximately 1,380 acres developed for residential use. By 2004, that acreage had increased to 1,783 acres (Table 35), an increase of almost thirty percent. As in 1995, most of the residential acreage is utilized for single-family home sites. In 1995, residential development represented approximately six percent of the town's land area. By 2004, that acreage had increased to 7.6 percent of the land area in Clayton. The trend for residential land use in the Town of Clayton for the immediate future is the development of more subdivisions to accommodate additional single-family homes in the town. With the recent development of such subdivisions as Breaker Ridge, The Ridge, Strawberry Fields, Berry Bramble, Metzgi Hills, and Hidden Park, it is anticipated that single-family lots and home sites will dominate residential land use and acreage.

Commercial

Commercial uses are primarily along the STH 76 corridor. The main areas are at the STH 76 and CTH "II" intersection; the STH 76, CTH "JJ" and Breezewood Lane intersection; and the STH 76 and USH 10 interchange. 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 STH 76. Most of these businesses are service oriented. Other commercial uses include the Larsen 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 the bank, taverns and restaurants.

In 1995, commercial land uses accounted for only 55 acres of development, or approximately 0.2 percent of the land area in Clayton. In 2004, commercial land use had risen to 125 acres, or 0.54 percent of the town.

Industrial

Existing industrial development in Clayton is mostly located along CTH "II" east of STH 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. These include Northeast Asphalt with 40 acres; Murphy Materials, 30 acres; and the Grunski operation covering 60 acres. There are also several abandoned landfill sites and inactive quarries.

In 1995, there were approximately 108 acres of land utilized for industrial and quarry purposes in the town. This acreage represented about 0.5 percent of the land area in Clayton. In 2004, that acreage has increased to approximately 178 acres, or 0.75% of the town's land area.

Recreation and Open Space

Parks, trails, and other recreational land cover 571 acres, or 2.5 percent of the town. Very little of this is parkland owned by the Town of Clayton. The vast majority is in three golf courses, only two of which are open to the public.

Woodlands, wetlands, and other open space account for another 3,100 acres, or 13.3 percent. This is not a large change from 1995. The large majority of these lands are associated with the Rat River and Marsh, and most of those lands are 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 undoubtedly decline and primarily become residential uses, 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 construction of the new U. S. Highway 10 has redirected nearly 185 acres of land into transportation uses. The Clayton Town Road System has also been expanded with the development of new subdivisions. Transportation uses account for nearly 1,100 acres in Clayton, almost five percent of the town. The 1995 land use inventory identified 730 acres for transportation uses. This was about three percent of the town land area.

Demand, Supply, and Cost of Land

Agricultural

The demand or market for agricultural land in the Town of Clayton is quite limited given the state of the farm economy. There is a greater demand to sell existing agricultural land for residential and other forms of urban land development. If farmland is sold for agricultural purposes in Clayton, the selling price is normally in the range of \$1,500 to \$3,000 per acre.

Residential

Developers have been very active in meeting the strong demand for single-family residential lots and subdivisions in the Town of Clayton. This demand is reflected in the fact that the price of residential land has been increasing at a rate much higher than inflation. The cost of a one- to two-acre lot for a single-family home currently ranges from \$35,000 to over \$70,000, depending on location. Residential lots in the rural community of Larsen that are served by sanitary sewer range in price from \$20,000 to over \$25,000, depending on location and amenities. Most of these lots are usually between 12,500 to 25,000 square feet in size.

The Town of Clayton approved sixteen subdivision plats from 1995 through 2006, creating 539 lots (Table 36). From 1991 through September 2008, there were 584 housing units built (Table 37).

Table 36
Subdivision Plats - 1991 through 2006

Year	Plat	# of Lots Built	Lots Remaining	
			Number	Percentage
1995	Sunburst	38	3	8%
1996	Joseph Peters	17	2	12%
1997	Kiely Way	7		
1998	Moeser Lane	11		
1999	High Point	23	8	35%
1999	Westridge	17	1	6%
2000	Forest Heights	11		
2000	Ridges	50		
2001	Hidden Park I	25	4	16%
2001	Metzig Hills I	14	3	21%
2001	Metzig Hills II	63	6	10%
2001	Woodview	21		
2002	Berry Bramble	16	11	69%
2002	Breaker Ridge	54	24	44%
2003	Hidden Park II	14	See Hidden Park I	
2003	Strawberry Fields	35	24	69%
2005	Emerald Valley	56	34	61%
2005	Strawberry Estates	41	24	59%
2006	Larsen Heights	26		
TOTAL		539	144	27%

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

Table 37
Housing Units Built - 1991 through September 2008

Year	Type of Structure			Total Units	Five-Year Rolling Average
	Single-Family	Two-Family	Multi-Family		
1991	25	--	--	25	
1992	27	--	--	27	
1993	36	--	--	36	
1994	26	--	--	26	
1995	23	1	--	25	28
1996	29	--	--	29	29
1997	36	--	--	36	30
1998	33	--	--	33	30
1999	30	2	--	34	31
2000	35	--	--	35	33
2001	44	--	--	44	36
2002	60	--	--	60	41
2003	53	--	--	53	45
2004	75	--	--	75	53
2005	46	--	--	46	56
2006	40	--	--	40	55
2007	25	--	--	25	48
2008*	17	--	--	17	41
TOTAL	578	3	--	584	

Source: Town of Clayton

*2008 through September 30

Impact of Recent Changes in the Housing Market

While recent history is a good guide to housing in the future when economic conditions remain the same or change in a gradual manner, recent events with respect to the United States economy in general and the housing economy specifically present the Town of Clayton with challenges.

The housing market in the past several decades has operated under the assumption that housing values will continue to rise. This resulted in housing lenders, with the support of the federal government, making loans with little or no down payment, loans that were interest only, or loans with adjustable rates that assumed the borrower's income would continue to increase. The availability of a secondary market for residential mortgages resulted in little to no risk being assumed by the originator of a mortgage, as the mortgage was not kept by the originator for servicing or collection. As a result, loans were made that were good if the economy continued to grow but would become problematic if the economy declined, which it has.

The loans made through the sub-prime residential mortgage market were the first to be affected by the recent downturn in the global economy. Housing values have decreased. Foreclosures have increased. While the Town of Clayton and the Fox Cities have not been negatively impacted as much as other areas of the country where housing market values had increased dramatically over the past ten to twenty years, it is starting to see the impact of a decline in housing values and an increase in foreclosures.

It is difficult at this time to accurately predict what may happen to the housing market in the Fox Cities as a result of the solutions being proposed and implemented by the federal government and financial institutions. Some experts are predicting an increase in the demand for rental housing as people flee from unaffordable mortgages. Others are predicting a change in the development pattern where new housing is more likely to be smaller and located in undeveloped areas within an urban area in contrast to the "McMansions" in rural subdivisions development pattern.

The impact of fuel prices will also play a role in future housing development patterns. It does not appear, however, that it will have as significant an impact in the Fox Cities where commuting times are significantly lower than in other, larger urban areas.

Commercial

There is a good supply of commercial land available for development along the USH 10 and STH 76 Corridors. Property along USH 10 for commercial development generally sells in the range of \$10,000 to \$20,000 an acre. Commercial property near STH 76 and CTH "II" is generally selling for \$15,000 to \$25,000 an acre.

In the southern part of the town, at the intersection of STH 76, CTH "II" and Breezewood Lane, property for commercial development has sold for \$10,000 to \$20,000 an acre. Commercial property in the rural community of Larsen will generally sell for \$5,000 to \$7,500 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

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 the CTH "II" corridor and the vacant land near the main line tracks of the Canadian National Railroad. Generally, vacant land in these two areas will sell for approximately \$10,000 to \$20,000 per acre.

Conflicts Between Land Uses

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 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 but not exceptional.

Natural Limitations for Building Site Development

Many areas in the town have high groundwater levels, particularly in the northwest and southwest portions. Arsenic can also be a concern.

The main soils in Clayton have the potential to present severe limitations to some types of on-site septic systems, though 90% of these soils are suitable for an alternate system such as mound or at-grade.

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 where it is. Stormwater drainage should be actively managed to prevent damage to this wetland.

Boundary of Utility Service and Community Facilities

The Grand Chute-Menasha West Sewer Service Area currently extends into the extreme eastern portion of Clayton. A small area in, and west of, the rural community of Larsen is part of the Larsen-Winchester Sewer Service Area. The most recent update of the Sewer Service Area was completed by the East Central Wisconsin Plan Commission in 2006.

Land Use Projections

Residential

Table 38 shows the amount of residential acreage that may be needed in upcoming years, depending on the method of calculation and the density of households. If density is relatively high, at 1.33 households per acre, as few as 558 more acres may be needed in 2030. If density is comparatively low, as many as 1485 acres might be needed.

The vast majority of these acres will be for single-family homes, though the percentage of single-family to all housing will likely decrease from its current 99.6% as the town urbanizes and a greater diversity of residents creates a demand for more two-family and multi-family housing.

With all the agricultural land in the town and the depressed farm economy, there is certainly an adequate supply of land available for residential development. Most of the land supply at the present time is available along the West Larsen Road corridor or the Highway 76 corridor.

Table 38
Residential Land Use Projections, Town of Clayton - 2010 through 2030

<i>Based on East Central Wisconsin RPC Population Projections</i>							
Year	Population	% +/-	PpH	Hhd	Additional Acres Required		
					.75-ac. lot 1.33 Hhd/ac	1.25-ac. lot 0.8 Hhd/ac	2.0-ac. lot 0.5 Hhd/ac
2000	2,974	---	2.8	1,071			
2010	3,643	22.5	2.7	1,349	209	348	557
2015	3,922	7.7	2.7	1,453	78	129	207
2020	4,224	7.7	2.7	1,564	84	140	224
2025	4,559	7.9	2.7	1,689	93	155	248
2030	4,895	7.4	2.7	1,813	94	156	249
Total Acres Needed by 2030					558	928	1,485

Source: U.S. Census, East Central WI Regional Planning Comm., and Martenson & Eisele, Inc.

PpH = Persons per Household

Hhd = Households

Business

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 Plan contains a single category of "Business" to provide the development of commercial and industrial uses in the future. Zoning will be used to provide for any separation of uses needed for the protection of adjacent non-business land uses.

The projections for commercial and industrial land uses reflect this change, too. Instead of projecting commercial and industrial land use separately, they will be 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 3,301 in 2004. There were 173 acres of land being used for commercial and industrial purposes. The resulting ratio of 0.0524 acres per person can be used to calculate the amount of commercial land needed in the future. Based on this ratio and the population projection of 4,895 people in 2030 (Table 3), approximately 84 acres of land will be developed for business purposes by 2030.

Recreational Lands

The area of parks, trails, and open space will expand as development occurs. Based on an amendment to the Subdivision Ordinance, land for trails and parks is now required in every new subdivision.

Intergovernmental Cooperation

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 is 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, Menasha, Neenah and Vinland in Winnebago County. In Outagamie County, the Towns of Dale and 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. Back in 1939, the towns formed the Clayton-Winchester Volunteer Fire Department to provide better fire protection and service between the adjoining towns. Actual merger of the two town fire departments occurred in 1945. In 1981, 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.

Town of Menasha

Discussions are currently taking place on the extension of sanitary sewer and water from the Town of Menasha Utility District to the Town of Clayton. The two towns also cooperate on economic development efforts. The Town of Clayton passes along to the Town of Menasha its share of the Per Capita Funding Program, an annual grant program administered by the Winnebago County Industrial Development Board. The Town of Menasha provides snowplowing services along East Shady Lane, Clayton Avenue and East Fairview Road between Highway 76 and Clayton Avenue. The Towns cooperated on submitting a grant application for the Friendship Trail, a multi-purpose recreational trail that parallels USH 10. Additional cooperation is ongoing with the official mapping and extension of West American Drive in the vicinity of Clayton Avenue. Menasha and Clayton also have a mutual aid agreement for fire service, but not for police or EMS.

The Towns of Menasha and Clayton have also worked cooperatively to ensure that the Comprehensive Plans for each community are consistent, yet compatible. Periodic meetings and discussions between the towns and planning consultants have taken place to make sure that existing and future land uses along Clayton Avenue (common boundary line) are compatible.

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 STH 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 for 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.

Town of Greenville

The Town of Clayton has an automatic aid agreement with the Town of Greenville 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 STH 76, County Road "BB" and Winnagamie Drive.

School Districts

The Town of Clayton continues to communicate with the two public school districts that serve the community. Map 16 identifies the jurisdictional boundaries of each school district within the town boundaries of Clayton.

Neenah Joint School District

The Neenah Joint School District and the Town of Clayton worked cooperatively in establishing a safer street system where the intersection of West Fairview Road intersects with STH 76. This street intersection is situated in close proximity to the new USH 10 and STH 76 interchange. Improvements included travel lanes, turn lanes, signage and street lighting to enhance safety for motorists and pedestrians that would be crossing Highway 76 to reach the Clayton Elementary School which is located on the northwest corner of the intersection. To insure the safety of school children, the Town and School District also encouraged and paid for a tunnel beneath STH 76 for the Friendship Trail.

The Town of Clayton and the Neenah Joint School District have also collaborated on 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.

The Neenah Joint School District has also worked closely with the Town of Clayton in providing the Clayton Elementary School for large public meeting groups that cannot be accommodated at the Town meeting facilities.

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.

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, 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.

There is less interaction with Outagamie County, most of which deals with CTH "BB", or Prospect Avenue, and the airport overlay zones. The installation of traffic signals at STH 76 and CTH "BB" in 1998 – 1999 necessitated cooperation between the counties of Outagamie and Winnebago, and the Town of Clayton.

Regional

The Town of Clayton is actively involved with the East Central Wisconsin Regional Planning Commission and with the Winnebago County Towns Association. Clayton has worked closely with East Central to update the Larsen-Winchester Sewer Service Area Study. Additional discussion has taken place with East Central regarding the East Side Sanitary District and the feasibility of future sanitary sewer and water service.

State and Federal

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 U. S. Highway 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 STH 76, and STH 150 was reclassified as CTH "I".

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 protect-

tion 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.

Other major efforts included the coordination by WisDOT and Clayton for the placement of a tunnel beneath STH 76 on the south side of USH 10. The tunnel accommodates the Friendship Multi-Purpose Recreational Trail that extends westward through Clayton from the Town of Menasha. Intergovernmental cooperation also occurred with the USH 10 project at North Center Road where WisDOT, the State Railroad Commissioner's Office, the Canadian National Railroad and the Town of Clayton coordinated the planning for the Highway 10 overpass and the Friendship Trail crossing of the railroad tracks.

Shared Public Facilities and Services

The Town of Clayton 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. The Clayton-Winchester Volunteer Fire Department houses fire-fighting equipment at the Town Hall/Fire Station in Larsen, and at the fire station in the community of Winchester.

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 that 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 WDOT as part of mitigation for the Wiouwash Trail.

Conflicts

A potential conflict between the Town of Clayton and the Town of Menasha and the City of Neenah is water and sewer service to the developing areas in the eastern portion of the town. The Town of Clayton will need to decide on whether to provide water and sewer services directly through an expanded sanitary or utility district or reach an agreement with the Town of Menasha and the City of Neenah to provide these services.

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 Town 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 City of Neenah is the only incorporated municipality in close proximity to which a landowner in the Town of Clayton may request annexation. It is possible that in the future, one or more of the towns that currently

share a common boundary with the Town of Clayton may incorporate, providing landowners would additional options for annexation. The Town should consider 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.

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Maps

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