Comprehensive Plan
2016-2036

Town of Clayton
Winnebago County, WI

Adopted
August 17, 2016

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Town of Clayton
Comprehensive Plan

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TOWN OF CLAYTON
COMPREHENSIVE PLAN 2016 - 2036

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ADOPTION AND AMENDMENTS

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ORDINANCE NUMBER 2016-005
TOWN OF CLAYTON, WISCONSIN

AN ORDINANCE APPROVING AND ADOPTING THE CY 2015/16 UPDATE TO THE TOWN OF CLAYTON COMPREHENSIVE PLAN

WHEREAS: pursuant to the provisions of Section 66.23(2) and (3) of the Wisconsin Statutes, the Town of Clayton is authorized to prepare and adopt a Comprehensive Plan for the Town's vision of the future growth and development of the community as defined in Section 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes; and

WHEREAS: the Town Board of the Town of Clayton, Wisconsin, has previously adopted written procedures designed to foster public participation in every stage of the preparation of the comprehensive plan as required by Section 66.1001(4)(a) of the Wisconsin Statues; and

WHEREAS: the Town of Clayton, through its Plan Commission and through community participation, with the assistance of Martenson and Eisele, Inc., has prepared, developed and drafted a "Recommended" CY 2015/16 Comprehensive Plan Update for the Town of Clayton; and

WHEREAS: the Town of Clayton Plan Commission has, by majority vote of the entire Plan Commission, as recorded in its official minutes, adopted a Resolution recommending to the Town Board the adoption of the document entitled "Town of Clayton CY 2015/16 Comprehensive Plan Update", a copy of which document is on file in the Office of the Town Clerk, is posted on the Town's web site and has been placed at the Public Library for public inspection, containing all of the elements required under the provisions of Section 66.1001(2) of the Wisconsin Statues; and

WHEREAS: the Town Board has previously held a Public Hearing to solicit further input on the proposed Town of Clayton CY 2015/16 Comprehensive Plan Update as required under the provisions of Section 66.1001(4)(d) of the Wisconsin Statutes;

NOW THEREFORE, that the Town Board of the Town of Clayton, County of Winnebago, State of Wisconsin, does hereby ordain as follows:

SECTION 1: That the "Town of Clayton CY 2015/16 Comprehensive Plan Update" be, and by the same hereby is, authorized, adopted and approved as the Comprehensive Plan of the Town of Clayton, Wisconsin, pursuant to the provisions of Section 66.1001(4)(c) of the Wisconsin Statutes and shall serve as the Comprehensive Plan of the Town of Clayton, Wisconsin, from the effective date of this Ordinance.

SECTION 2: That a true, correct and complete copy of the Comprehensive Plan shall be maintained in the Office of the Town Clerk of the Town of Clayton and shall be available for public inspection during all regular business hours of that Office.

SECTION 3: That the appropriate officers and officials of the Town of Clayton be, and by the same hereby are, authorized to take all such other and further action as they shall deem necessary or appropriate, under and pursuant to the provisions of Section 66.1001 of the Wisconsin Statutes, to implement and carry out the terms and provisions of the Comprehensive Plan for the effective growth and development of the Town of Clayton as envisioned under and pursuant to the Comprehensive Plan.

SECTION 4: That all Ordinances or parts of Ordinances in conflict herewith be, and by the same hereby are, repealed.

SECTION 5: That this Ordinance shall take effect immediately upon the passage and publication of the same as made and provided by law.

Adopted this 17th, day of August, 2016

Vote: Yes: 5 No: 0 Absent: 0

ATTEST:

Russell D. Geise, Chair

Richard Johnston, Town Administrator

TOWN OF CLAYTON PLAN COMMISSION
RESOLUTION #2016-001
A RESOLUTION RECOMMENDING ADOPTION OF THE TOWN OF CLAYTON COMPREHENSIVE PLAN 2016-2036

WHEREAS, the Town of Clayton has deemed it is in its best interest and that of its citizens to develop a Comprehensive Plan that would address the needs of the Town of Clayton, and;

WHEREAS, the Town of Clayton has requested the assistance of Martenson & Eisele, Inc. in the development and finalization of the Comprehensive Plan for the Town of Clayton, and;

WHEREAS, the Comprehensive Plan was developed with input from the Town Board, the Town of Clayton Plan Commission, the Town of Clayton Green Space Committee, interested residents and property owners of the Town of Clayton, and other interested municipalities, organizations, and agencies, and;

WHEREAS, copies of the Comprehensive Plan have been made available to the residents and property owners of the Town of Clayton at the Town Hall and Town web site and;

WHEREAS, the Comprehensive Plan addresses and complies with the nine elements identified in Section 66.1001 of the State of Wisconsin's Comprehensive Planning Legislation, and;

WHEREAS, the Comprehensive Plan identifies where growth should occur, makes recommendations for future development in the Town of Clayton through the use of text, tables, and maps, and includes a mechanism for the review and update on the Plan on a regular basis, and;

NOW, THEREFORE BE IT RESOLVED by the Town of Clayton Plan Commission to recommend to the Town of Clayton Town Board the adoption of the Town of Clayton Comprehensive Plan 2016-2036 by ordinance.

Vote: Yes: 7 No: 0 Absent: 0 Abstain: 0

Passed and adopted this 11 day of May, 2016.

Dick Knapinski, Plan Commission Chair

Attest: _____
Richard Johnston, Town Administrator/Clerk

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Preface

"The best way to predict the future is to create it"

Comprehensive Planning has served the Town of Clayton well throughout the years. But like most developed plans, outside preferences, directives and forces can change through time. No community is immune to changing conditions and the Town of Clayton is no exception. However, how a community responds to the uncertainty of what the future may bring can distinguish itself from other more complacent communities. Community initiatives can have a huge influence on whether a community will ever achieve their desired goals.

Although the Town's last major comprehensive plan update effort was relatively recent (2009), changing factors have been at play since that will impact how the Town of Clayton responds to "these winds of change". Alternatives include options such as just sitting back and simply letting development trends carve and shape the community. Under this option, the town responds with basic services such as roads, refuse collection, maybe some parks and few other amenities and or services.

Another option is for the Town of Clayton to take a more pro-active role in addressing future changing conditions. Create the town's future by initiating the change instead allowing "others" outside of the town to determine it. This is the route Town Leaders have elected to pursue through this comprehensive plan update effort.

In the eyes of Town Leaders, Committee Members and residents alike, The Town of Clayton is special place featuring quality housing, an abundance of natural features, productive agricultural areas, recreational opportunities, good roads and much more. All of these attributes available in close proximity to a thriving Fox Valley region. This comprehensive planning update will build further on these attributes, yet will look at ways to further enhance opportunities. The Town of Clayton elects to predict its future by creating it.

Adapting to and Creating Change

Impacts of the Great Recession

In 2008, the United States slipped into an economic recession that significantly altered the US, state and local economies. Unemployment rates rose. Housing and business development stagnated.

The financial impacts of the recent recession have left scars on the investment community's willingness to pursue larger development projects. Recent housing trend data from the American Planning Association suggest less demand for rural single family type housing in exchange for more concentrated, neighborhood type housing. As generations become less connected to the land, they will seek housing opportunities that will allow them to be in close proximity to services, social activities, schools, employment and other support functions. As the baby boomer generation ages, they will also desire to be closer to essential services and medical facilities. In addition, volatile and usually high gasoline prices appear to be a deterrent to living longer distances from employment. Also, as the duration of employment at one company continues to falls (averaging less than six years in tenure), the ability to move more easily from one housing location to another will become even more attractive, especially for single-family households.

Locally, the Town of Clayton experienced economic slowdown as well. Housing starts dropped significantly. Evidence of a resurgent economy is occurring, however the preference for housing may be transforming due to the needs of different generational demands. For the Town of Clayton to be an attractive location for future housing development, housing opportunities will need to be more diverse and cater to the ability to transition from one buyer to another.

Farmland Preservation

Farming was one of the few industries that survived the recent economic recession without major issues. Farm commodity prices have remained relatively stable, with the exception of the often fluctuating milk. Some farm crops like corn and soybean had strong gains during this period. Cash cropping has returned in force in some areas due to major market processing player investments. Couple this fact with the almost stagnant housing development market, much land has returned to be managed as agriculture. With the increased economic emphasis to buy local and support local, Wisconsin agriculture will likely stay strong for the foreseeable future. Niche markets have emerged from the popular craft beer and wine markets to the demand for increased organics. Competition between different agriculture niches like vegetable and grain crops verses dairy has increased the competition for farmland driving up agricultural land prices for purchase and rent. The gap between land values for development and land values for agriculture has closed substantially in the last five years.

In 2012, Winnebago County Planning Department completed an update to the Winnebago County Farmland Preservation Plan according to the new Chapter 91 of Wisconsin State Statutes. The Town of Clayton was part of that process. The Plan was certified by DATCP for a period of five years (expires 2017). The Town of Clayton contains areas of the Town that are designated as "Tier II" Farmland Preservation Areas and are eligible for farmland preservation tax credits. One goal of the Town is to preserve and protect the prime agricultural land areas in the Town for those who desire to continue farming their land. Therefore, the Town will consider ordinances that protect existing farming operations from incompatible land uses or adjacent land uses that would create a conflict with agricultural uses, such as having lots created in the town via CSM noting a statement that they will not object to farming operations.

Town Zoning Installation

Zoning has long been recognized as a fundamental tool in implementing a comprehensive plan, specifically the intentions of the Future Land Use Plan Map. The Town of Clayton took a significant step toward providing more local control over land use decisions by removing town wide zoning control through Winnebago County. On December 17, 2013, the Town developed and adopted *The Town of Clayton Zoning Code of Ordinances*. This ordinance also received certification through the Department of Agricultural Trade and Consumer Protection (DATCP), to allow farm tax credit opportunities. It should be noted that Winnebago County still maintains zoning control with shoreland areas (300' of a navigable street and 1000' from a lake or impoundment).

Water & Wastewater Utility Feasibility Study

In June 2015, the Town of Clayton commissioned a study by an area engineering firm to assess the feasibility of creating wastewater collection and treatment system as well as a municipal water system. The study was brought on by the potential impact of an adjacent town, The Town of Menasha, incorporation into village status which was approved, April 2016. It is the Town of Clayton's desire to maintain its current borders and provide services to residents of the Town. For the first time in history, the Town of Clayton maybe subject to the potential of losing both developed and vacant land area to annexation.

The study used projected wastewater and water flows for a planning area on the eastern portion of the Town. Using these flows, an evaluation was made to provide information to the Town of Clayton to determine the feasibility of providing wastewater and water utilities within the designated areas of the Town. The Water and Wastewater Utility Feasibility Study is intended to establish a framework for the wastewater collection, wastewater treatment and drinking water systems within established planned growth areas of the Town.

Three wastewater treatment alternatives were evaluated for treating wastewater from the planning. The study determined the most feasible waste water treatment alternative was through the Larsen-Winchester WWTP site with a new wastewater treatment plant designed for the Year 2040. The study concluded the construction of a municipal water system would be contingent upon Public Service Commission approval. The most feasible water supply alternative appears to be through the City of Neenah Water Utility. The water distribution system should be provided for the year 2040 in the same locations as the sanitary sewer system for cost effective reasons.

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 '96 rust bucket before booking the cruise through the Greek Isles.

Planning is knowing the big picture for your future, so you don't make rash decisions when a new idea comes along. Planning is already knowing you want to be a husband and father when your 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 and wide-ranging. 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 update is not the end of a process but the beginning of a new one. It is the starting point for implementation, a guide for change. It cannot be viewed strictly as "law," but, rather, as a reference for decision-making. The plan is a tool, not just a product.

Comprehensive Planning Legislation

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). 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 beginning to experience increased 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.

On the other hand, many town residents and land owners feel the town's agricultural legacy, primarily its resources, are important features of the town as well and deserve equal attention in the effort to manage growth and change. To address this component of land use planning, the comprehensive plan update effort has including criteria in establishing areas of "Working Lands" and "Greenspace". The plan will establish policies for which these areas will be part of the community fabric.

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 Village of Fox Crossing and the Town of 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 on its eastern side. With this development has come population growth. At the time of the 2010 U.S. Census, Clayton had a population of 3,951. Its population had increased by 1,687 since 1990, a 74.5% increase. However, since 2010, the WDOA estimates the Town of Clayton population at 4,016. This is a mere 1.6% increase since 2010 and an obviously outcome of the recession.

USH 10, STH 76 and CTH "II" are Clayton's major transportation links to the Fox Cities and the Oshkosh Urbanized Area. However, the town transportation system has experienced some significant improvements with more on the horizon. The opening of USH 10 in 2003 to four lane status now gives the town direct access to Interstates 39 (Stevens Point-West) to STH 441 and Interstate 41 (Green Bay, Fond du Lac, Milwaukee-North and South). The latter connection to benefit from the construction of a new interchange designed to create a more direct linkage to the Interstate 41. The linkages are expected to create more development interest in the town.

Revised Comprehensive Plan

This Plan is based on, and is an update of, the Town of Clayton's 2009 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

Although sustainability may be touted as a new planning concept, it is deeply rooted in plain common sense that has been around for centuries. Many grandparents preached phrases like “Don’t waste your food”, “Use what you take” “Share with others” and “Leave the campground better than you found it”. Generations who were U.S. immigrants or children of immigrants, remember the sacrifices well especially during the time of the Great Depression. Resources were scarce, costly and valued. With that respect, they were used wisely. Today, waste and over indulgence seem to be common place and virtually accepted in society. Sustainability, as a concept, is not new (maybe except for the fancy name), but how it could be successfully embraced and implemented in today’s culture, is. The implementation of sustainable concepts will require adjustment to behavior patterns and social priorities.

Planning for Sustainability in the Town of Clayton

The concept of sustainability is a common goal for many communities across the globe, but the specific actions to achieving sustainability is not a one-size-fits-all solution. It can’t be because all

areas are different in terms of their resource value and the opportunities they present. The objectives of sustainability may be the same but how to support those objectives will vary substantially among small towns, large cities, rural and suburban environments. For example, a county or region may identify the development of supporting and enhancing local foods systems as a sustainable goal. This could be achieved by the protection of farmland. However, in a more suburban or urban community with no farmland to protect, this goal could be accomplished by the creation of farmers' markets, urban gardens or agriculture specialty shops.

The initial step in the sustainability planning process is the assessment of area resources. In the Town of Clayton, this is undoubtedly its agricultural land, forested areas and connecting greenspace. The concept of sustainability will lie within how well the town moves to utilize these resources economically yet protects the environment for future generations.

The "Working Lands" component within this plan update outlines the town's most important natural resources yet does so by creating opportunities for farmers to make an economic living, hence, sustaining the farming culture. This plan also makes clear the responsibility by agricultural producers to use best management practices in preserving these resources for today, tomorrow and beyond.

The magnitude of this planning effort cannot be ignored. In numerical terms, a total of 7,489 acres have been designated as Working Land areas, accounting for just over 32% of the town's area.

It must be noted that in the context of sustainability, all areas possess some level of responsibility to the greater good. The Town of Clayton, for example, will export most of its agricultural product produced from its Working Lands preservation efforts. Those exports will provide the economic influx from which the activity will be able to "sustain". Simply put, the world's growing populations, especially those in urban environments, will need the Town of Claytons of the world to produce the needed food and nutrition that will be required to "sustain" the population. However, this so called obligation will need to be tempered with the responsibility of protecting area groundwater, surface water air quality with development trends.

Does this approach support the concept of sustainability? Yes, it certainly does. But truly, it sounds more like just good old common sense. Thanks, Grandpa. Yes, we will leave the Town of Clayton better than we found it.

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.

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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. However, this update effort takes more initiative to attain the vision. Hence the motto: "The best way to predict Clayton's future is to create it".

Land Use
Clayton will encourage future residential, commercial and industrial 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 town will use its working lands initiative to protect its agricultural resources and legacy. 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. Agriculture will be given every opportunity to sustain in areas not within targeted growth areas. 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. The Town assumes responsibility for zoning controls assuring fair reviews, due process and proper interpretation of the codes.

Agricultural, Natural, and Cultural Resources
Farming in the Town of Clayton will be a combination of large and small farms operated based on economic performance, responsible stewardship, local and national need. Farmers supply food locally and use wastes to generate energy. The Town will use its working lands initiative to protect its agricultural resources and legacy.

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 public sewer and water. 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 public 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. The incorporation of mixed use and planned unit developments will cater to the changing preferences of upcoming generations which are attracted to urban, walkable communities that provide employment opportunities.

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; the acknowledgement that agriculture plays an economic and sustainable role 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 so the role of land use planning becomes even more important.
2. Agricultural ownership patterns that manage large blocks of working farmland are a key ingredient in the preservation of the town's agriculture future.
3. The Town of Clayton has numerous wetlands, including the large Rat River Marsh. These wetlands play a crucial role in ecological balance and flood control, so their preservation in the midst of development is vital.
4. 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.
5. Groundwater levels in the Fox Cities area are declining because the demand for water by residents and businesses is exceeding the supply.
6. There are many nonmetallic mineral deposits in the Town of Clayton, primarily sand, gravel, and crushed stone.

Residential

1. The Town of Clayton is expected to grow to 5,200 people by 2030. Household projections call for the addition of 511 households by 2030. If future residential lots average 0.75 acres in size, 367 acres will be converted for residential use. If the future lot size averages 1.25 acres, 611 acres will be converted, and if the average lot size is 2.0 acres, 978 acres will be converted.
2. In 2010, 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. However, this percentage did drop 3.5% since 2000, indicating a shift in travel preference. Millennials will likely prefer closer proximity to jobs in the future.
3. The number of single-family homes in the Town of Clayton increased by 375 units (37.5%) from 2000 to 2010. The proportion of single-family units increased to over 91 percent of all housing.
4. 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

See "Development and Redevelopment Opportunities" Section.

Goals and Objectives

Please see the Goals and Objectives as listed in the Agricultural, Natural and Cultural Resources, Transportation, Housing, Utilities & Community Facilities and Economic Development Elements of Part 1 of the Comprehensive Plan. These goals and objective statements comprise the direction for land use.

Development and Redevelopment Opportunities

Agricultural

- Accommodate new forms of agriculture such as organic farms and farms that provide fresh produce to local stores, restaurants, and individuals.
- Utilize the comprehensive plans Working Lands Initiative as a means to preserve large blocks of working farmland in the Town.

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 future land use designation and be located in one of the following zoning districts:
      - A-1 Agribusiness (Conditional Use)
      - A-2 General Agriculture
      - R-1 Rural Residential
      - R-3 Two-Family Residential

  - **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.
    - While this type of residential development can be found scattered throughout the east half of the town, the highest concentration of this type can be found in Sections 2, 3, 10, 22, 23, 25, 26, 27, 35, and 36.
    - This type of subdivision is likely to be located adjacent to existing unsewered subdivisions.
    - The development of this type of subdivision will require a Residential – Single and duplex land use category on the Future Land Use Plan and one of the following zoning districts:
      - R-2 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. In October, 2015, the Town of Clayton Sanitary District was amended to incorporate the recommendation of a Water & Wastewater Utility Feasibility Study completed in June, 2015. Sections included in the district in full or in part include 11,12,13,14 and 24.
  - The development of this type of subdivision will require a Residential – Single and duplex land use category on the Future Land Use Plan and one of the following districts:
    - R-2 Suburban Residential
    - R-3 Two-Family Residential
    - R-4 Multiple-Family Residential
    - R-8 Manufactured Housing Community

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. This area would likely serve as the Town's Commercial "Downtown" District. More detailed planning will be required to guide district appearance.
  - STH 76/CTH JJ/Breezewood Lane – The development of this area should accommodate the expansion needs of companies currently located in this area or the development of neighborhood type of commercial development. New business opportunities may also be accommodated.
  - 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.
- If a proposal for a business development requires a rezoning to a business, industrial or manufacturing zoning district, it will be reviewed by the Town of Clayton for the purpose of making a recommendation as to the zoning district that would be applicable and the appropriateness of the property for that zoning district. The Town shall use the Future Land Use Plan Map as the review criteria to respond to any business or industrial rezoning requests. Future rezones must be supported by the Future Land Use Plan Map.

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 Future Land Use Plan Map shows areas identified as "Planned Unit Developments" (PUD's). These are the future locations mixed use developments are planned to occur. However, the town also understands that mixed use developments are becoming more popular especially as an attraction to younger generations. Creating opportunities through the PUD identified areas will address this growing need.

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. Significant adjustment occurred to the Future Land Use Plan Map as part of this comprehensive plan update effort. There was general consensus by planning staff, the Town Planning Commission and the public that more detailed Future Land Use Map categories would better represent the future land use desires of the town. Maps 1 and 1A show the Future Land Use for the Town of Clayton as part of this planning update effort. Factors such as future public sewer and water service, the airport zoning overlay and compatibility with current development were all presented and discussed. The result produced a revised Future Land Use Plan that includes far more detail relative to the types and location of business and industrial uses in the eastern third of the town. Much of the area included in the Clayton Sanitary District #1. To address the density restrictions of the Winnebago County Airport Overlay, a Planned Unit Development (PUD) category was developed which will allow greater flexibility in addressing density and use requirements. The PUD designation could also allow scattered residential within the PUD identified areas further increasing development concept flexibility. Due to adjustments made to the Future Land Use Map, zoning district adjustments will be needed to implement the future land use types.
  - 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:
  - Future public water and sewer will be provided for properties with the Clayton Sanitary District #1.
    - The Town of Clayton has studied options for providing public water and sewer to the eastern third of the Town. The recommendations have been utilized in the adjustments made to the Future Land Use Plan Map.
  - While projections for residential and business growth were made based on population projections and the ratio of residents per acre of business land, the amount of acreage for these two major land use categories shown on the Future Land Use Map 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. It also takes into consideration that the development of a public water and sewer system will be very attractive to future development in this area, especially along the STH 76 corridor, which will stimulate a faster pace of 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 public water and sewer service, 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

- Map 1B, Existing Land Use, 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. In addition, Map 14, Town of Clayton Elevation Map, has been created to depict how the contour of the town relates to existing and future land uses.
- 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 or light industrial on the Future Land Use Plan.
- 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. This is based on the fact that four lane highway corridors adjacent urban centers often see demands of commercial type uses. 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 Map 1B Existing Land Use.
- State law also provides for an extraterritorial zoning ordinance in the extraterritorial area of an adjacent city and/or village. At this time, 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.

The Town of Clayton took a significant step toward providing more local control over land use decisions by removing town wide zoning control through Winnebago County. On December 17, 2013, the Town developed and adopted *The Town of Clayton Zoning Code of Ordinances*. This ordinance also received certification through the Department of Agricultural Trade and Consumer Protection (DATCP), to allow farm tax credit opportunities. It should be noted that Winnebago County still maintains zoning control with shoreland areas (300' of a navigable street and 1000' from a lake or impoundment).

- 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 the Town to amend the zoning ordinance so it is consistent with the comprehensive plan. The Town's expectation is that the amendment would be approved.
  - A proposal for development or an application for a permit that is inconsistent with both the comprehensive plan and the zoning ordinance should initially be rejected. The Town, however, does have the ability to amend the comprehensive plan and the zoning ordinance so that the proposal is consistent with both.
  - After Town action, all plan amendments and rezones must be submitted to Winnebago County for approval.

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Insert Map 1 Future Land Use Plan

Back of Map 1

Insert Map 1A Future Land Use Plan Detail View

Back of Map 1A

Insert Map 1B Existing Land Use Map 2010

Back of Map 1B

Issues and Opportunities

Major Findings and Recommendations

Population

1. At the time of the 2010 U.S. Census, Clayton had a population of 3,951. Its population had increased by 1687 since 1990, a 74.5% increase. However, since 2010, the WDOA estimates the Town of Clayton population at 4,016. This is a mere 1.6% increase since 2010 and an obvious outcome of the recession. Except for the Town of Greenville in Outagamie County, Clayton's population exceeded 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 to occur to the year 2040. However the rate of increase maybe less than previously projected due to the impacts of the recession and because of a shift in housing preference back to urban centers. Without a fully developed infrastructure system in place, some housing market opportunities will be lost to other communities providing these services. 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. In 2010, the median age increased again to 43.1. This trend is evident throughout Wisconsin and the United States, due to the aging of the "Baby Boomers" and a drop in birth rates due to the recession. 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.
3. The preferences of the Millennial generation entering the housing market will have a huge impact on how future housing will look in the town. Expect an increase in the demand for apartment type housing and more affordable single family housing opportunities.

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 in 2010 was 2.75 people staying relatively stable from the 2000 figure of 2.78 people, a drop of twelve percent since 1980, but virtually the same as 1990 an 2000.
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. However, it is expected a far greater percentage of those units will be multi-family units but only when public sewer and water are installed.

Employment

1. Employed residents of Clayton are likely to hold jobs in occupations with higher-than-average wages.
2. 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.

Income

1. Median household income in 2010 in the Town of Clayton was approximately 61,955, down from $62,500 in 2000. In comparison, Winnebago County showed a 15 percent increase and the state a 16 percent increase from 2000 to 2010.

2. The Town of Clayton has a greater percentage of households earning over $75,000 per year than both Winnebago County and the State of Wisconsin, resulting in a greater median household income.

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. However, the level of education seems to have plateaued. The high school graduation rate in the town dropped slightly from 91% in 2000 to 88.2% percent in 2010. A slight decrease also occurred for those with four years or more of college going from 21% in 2000 to 20.2% in 2010.

Agricultural, Natural, and Cultural Resources

Major Findings and Recommendations

Agriculture

1. Agriculture has declined as both a land use in Clayton, and as a profession for its residents. However, agriculture lands still occupy by far the largest part of Clayton.
2. The importance and acceptance of Agriculture as a land use type has grown nationally over the past decade due to such public interest as “grow and buy local’, “know your farmer, know your food” and the increase popularity of farmer markets in urban areas.
3. The preservation of large tracts of farmland is an important state priority as demonstrated by the revamped state farmland preservation program called the “Working Lands Initiative”. Under the Working Lands program, planning for agriculture is as important as planning for other land use types.
4. 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. The challenge will be directing development to areas where public infrastructure systems investment is occurring reducing the impacts of farmland fragmentation in more rural areas of the town.

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 north-south 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. Development has generally followed the topography of the town especially areas of higher elevation. The Elevation Map (Map 14) demonstrates this well.

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. Due to their ecological importance, many of these areas have been purchased by the WDNR with more purchases likely. There are many other wetlands throughout the town.
3. Wetlands can also act as a greenspace buffer between other land use types. They are also key recreational areas for hunting, bird watching and other interests.

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. A stable, potable water source for the town will be required to attract denser, urban type developments in the future.
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. Farmers claiming tax credits through the farmland preservation program must follow Nutrient Management Plans designed to reduce water quality impacts.

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.
3. The Town of Clayton allows "exceptions" for certain non-metallic mining. The exceptions are tied to parcel size and on-site accessory 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.
3. All future development in Winnebago County must not increase on-site runoff. Thus, stormwater management facilities such as detention ponds should be expected as part of future residential, commercial and industrial developments.

Goals and Objectives

Agricultural, Natural and Cultural Resources

Goal #1

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

Objectives

1. Utilize the Working Lands component of the Future Land Use Plan to manage future development inquiries.
2. Working Lands as identified in the Town of Clayton Future Land Use Plan shall be recommended for inclusion into the 2017 update of the Winnebago County Farmland Preservation Plan.
3. Wherever possible, maintain the agricultural zoned lands.
4. Discourage subdivision development in the predominantly rural areas of Clayton shown as agricultural on the Future Land Use Plan. Subdivision type development should be directed to areas identified as such on the Future Land Use Plan where future infrastructure is planned.
5. Preserve Clayton's agricultural heritage as key attraction to the town.
6. A Comprehensive Plan amendment should be required for either removing or adding lands to the Working Lands designation.

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.
6. Utilize the “Conservation & Greenspace” overlay on the Future Land Use Plan to protect key environmental features.
7. A Comprehensive Plan amendment should be required for either removing or adding lands to the Conservation & Greenspace designation.

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.
2. Consider utilizing historic structures, unique architecture and cultural features as opportunities to create area attractions and economic benefits.

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 three minor arterials, **STH 76, CTH "JJ" and CTH ""BB"**.

Major Collectors

1. Collectors connect local roads with principal and minor arterials. Major collectors in Clayton are; **CTH "T"** between CTH "II" and the town's southern boundary;; and **CTH "M"** in the extreme northwest corner of the town, and **CTH "II"** between Clayton Ave. and the town's extreme west boundary.

Minor Collectors

1. Minor collectors provide intra-area travel and mobility within a localized area but with more emphasis on land access. A minor collector may be sub-ended but not isolated from the rest of the system. The only Minor collector in Clayton is Fairview Road from Clayton Avenue going west to CTH "M" on the extreme west boundary.

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. In the future, 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, 13 and 14 as shown on the Future Land Use Plan. 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 Village of Fox Crossing.
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. Request the State of Wisconsin to construct a diamond interchange at Hickory Road and USH 10.
3. Fairview Road needs to be upgraded between STH 76 to Oakwood Avenue.
4. Widen the Larsen Road right-of-way to eighty feet from the east town line to CTH “T”.
5. Follow the improvements as recommended by the Five Year Capital Reconstruction Plan and update annually.

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. Factors such as 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. In the Town of Clayton, the proportion of single-family units to all housing types is over 91 percent. In comparison, the percentage of single-family homes to all dwelling units is 70 percent and in Winnebago County and the State of Wisconsin respectively.

Housing Age

1. Over 47% of the town's housing stock is 20 years or younger in age. Most of which was constructed just prior to the recession period. This surpasses Winnebago County (32.9%) and the State of Wisconsin (33.2%).

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%. By 2010, only 4.8% of the homes were valued less than $100,000. This is because of the appreciation in home values, but even more because the value of virtually every new home built in the 1990s and 2000's 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 most new residential development. Although the percentage of traditional large lot single family development will decrease. The decrease is anticipated because of a baby boomer generation moving into retirement age looking to downsize and a millennial generation looking for more affordable housing options.
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.
3. Recent trend information indicates that new housing buyers will be attracted to neighborhood type developments located to adjacent services, convenient transportation, entertainment facilities and other amenities. The town needs to plan accordingly.

Goals and Objectives

Goal #1
Maintain the rural character of Clayton, in areas designated as Agriculture on the Future Land Use Plan.

Objectives

1. Future residential development should provide a variety of housing types and densities to meet the demand of future markets. Most future residential development should be supported by necessary infrastructure.
2. 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. Multi-family housing should be directed to planned locations with appropriate zoning.
5. Incorporate residential development into Planned Units Developments when compatible.
6. Preserve and enhance existing greenways and open spaces, and add new ones wherever possible in accordance with the greenspace designation on the Future Land Use Plan and the *Town of Clayton Parks and Open Space Plan.*
7. Locate future housing adjacent services and amenities home buyers will find attractive.

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. The boundaries of Clayton Sanitary District No. 1 were amended in 2015 to adjusted to forecasted growth patterns and engineering analysis.
2. The Town of Clayton originally began work on a Sanitary Sewer Master Plan in 2008. However, in June 2015, the Town of Clayton commissioned a more detailed study to assess the feasibility of creating wastewater collection and treatment system as well as a municipal water system. The study used projected wastewater and water flows for a planning area on the eastern portion of the Town. Using these flows, an evaluation was made to provide information to the Town of Clayton to determine the feasibility of providing wastewater and water utilities within the designated areas of the Town. The Water and Wastewater Utility Feasibility Study is intended to establish a framework for the wastewater collection, wastewater treatment and drinking water systems within established planned growth areas of the Town.
   Three wastewater treatment alternatives were evaluated for treating wastewater from the planning. The study determined the most feasible waste water treatment alternative was through the Larsen-Winchester WWTP site with a new wastewater treatment plant designed for the Year 2040. The study concluded the construction of a municipal water system would be contingent upon Public Service Commission approval. The most feasible water supply alternative appears to be through the City of Neenah Water Utility. The water distribution system should be provided for the year 2040 in the same locations as the sanitary sewer system for cost effective reasons.

Water Supply

1. There are currently 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. However, the future source of potable water maybe different than groundwater. The source likely determined from the options available through local utilities.
3. The Town of Clayton began work on a Water Distribution System Master Plan in 2008. However, the 2015 Water and Wastewater Utility Feasibility Study provided a broad framework for a water distribution system to serve the Town of Clayton. The plan determined what areas can be served, projected water demands, and provided recommendations and costs 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 6). 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. A neighborhood park is proposed to be developed in the southeast corner of the town. The land is already owned by the town but has not been developed with any recreational facilities.
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. Utilize specialized studies to determine cost feasibility of future infrastructure systems.

Objective

1. Implement the recommendations of the 2015 Water and Wastewater Utility Feasibility Study to provide 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.
3. Pursue financing strategies such as TIF, low interest loans, etc. to implement eligible public facility projects.

Goal #2

Add and maintain parks and open space to keep pace with residential development and population growth. Connect parks to trail systems whenever possible.

Objectives

1. Maintain a current Park and Open Space Plan. Update every five years to maintain eligibility for WDNR Stewardship funding.
2. Work with the Greenspace Committee on the implementation of the Park and Open Space Plan.
3. Utilize WDNR Stewardship grant funding and other financial programs to implement park improvements.

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. Population growth and good roads will draw retail and office business to serve the Clayton area. However, so will necessary infrastructure like public water and sewer. Future investments will be required to attract quality commercial development.
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 & STH 76 and along the 76 corridor south will be the primary area of business development in the Town of Clayton.
4. A secondary area will be the STH 76 corridor south with special focus on the intersection with CTH II.
5. A third area will be the STH 76 and Breezewood Lane.
6. Accommodate "agricultural related business" in the agriculturally zoned areas of the town. Recognize the location of these types of land uses maybe better suited to agricultural areas than standard commercial zones.
7. A long-term commercial area should be considered 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 land uses at the STH 76/CTH II interchange that provide both regional and local services. Promote the location as the town's commercial center.

Goal #3
Work with business owners and property owners in maintaining Larsen as a historic rural village.

Goal #4
Utilize the Planned Unit Development overlays found on the Future Land Use Plan to accommodate future development within the Winnebago County Airport Overlay Zoning District.

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" concept plans for the STH 76/CTH II area and the Larsen area to guide investment by existing and future property and business owners.
3. Develop a STH 76 Business Corridor Master Plan that will address aesthetic considerations such as lighting, signage, design standards, etc. Also, the study should address traffic calming and access controls.
4. Future industrial development should be directed primarily east of STH 76 from Fairview Road south past CTH II.
5. Be open to unique opportunities and standards to promote the rural village of Larsen as a destination.

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 Volunteer Fire Department has mutual aid agreements with the Towns of Neenah, Dale and Winchester, and the Village of Fox Crossing and automatic aid agreements with the Towns of Greenville and Vinland. The Fire Department also assists the Town of Greenville with firefighting at the Outagamie County Regional Airport.

Winnebago County

1. Principal areas of cooperation include planning (land use and farmland preservation), shoreland zoning, 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 Clayton #1 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 future sanitary sewer and water facilities.
3. Meet with the City of Neenah and other adjacent communities to discuss and official map future new streets and street extensions that will accommodate development in Clayton.

Incorporation

1. Currently, 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. This is why the town needs to develop required infrastructure and services to maintain its land base.
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. However, the Town of Menasha has filed for incorporation, which was approved April 2016, opening the door for more potential annexations.
3. The Town should consider the pros and cons of incorporation as a strategy to maintain the cur-

rent 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. Implement the recommendations of the 2015 Water and Wastewater Utility Feasibility Study and implement other 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.
3. Maintain communication and partnerships with Winnebago County on programs, administration, planning and other services.

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

Zoning has long been recognized as a fundamental tool in implementing a comprehensive plan, specifically the intentions of the Future Land Use Plan. The Town of Clayton took a significant step toward providing more local control over land use decisions by removing town wide zoning control through Winnebago County. On December 17, 2013, the Town developed and adopted *The Town*

of Clayton Zoning Code of Ordinances. This ordinance also received certification through the Department of Agricultural Trade and Consumer Protection (DATCP), to allow farm tax credit opportunities. It should be noted that Winnebago County still maintains zoning control with shoreland areas (300' of a navigable street and 1000' from a lake or impoundment).

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

Ordinance Recommendations

The Town of Clayton Planning Commission should lead a comprehensive review of all ordinances and move to codify into a full municipal code.

Measurement of Comprehensive Plan Effectiveness

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. The Town will update the comprehensive plan no more often than every five years, but not more than ten.

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 Village of Fox Crossing and Town of Neenah to the east; the Town of Vinland to the south; and the Town of Winchester to the west. The Appleton MSA includes Outagamie and Calumet counties. While the Oshkosh-Neenah MSA includes Winnebago County. The two MSA's together are the Appleton-Oshkosh-Neenah Combined Statistical Area (CSA). The 2010 population for the Appleton-Oshkosh-Neenah CSA was 392,660 compared to 358,365 in 2000, an increase of over 9.6 percent. The CSA population was 313,121 in 1990, an increase of over 25.4 percent over the 20 year period.

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. Other factors include transportation improvements, the increase in the retail, commercial and industrial operations, and steadily increasing residential growth throughout the Fox Cities has maintained the town's trend toward suburbanization.

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

However, future development may take on a different appearance than the large lot, estate type development of the past several decades. The following section will discuss those emerging trends.

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

Forecasted Trends that may Impact Development Patterns

The financial impacts of the recent recession have left scars on the investment community's willingness to pursue larger development projects. Recent housing trend data from the American Planning Association suggest less demand for rural single family type housing in exchange for more concentrated, neighborhood type housing. As generations become less connected to the land, they will seek housing opportunities that will allow them to be in close proximity to services, social activities, schools, employment and other support functions. As the baby boomer generation ages, they will also desire to be closer to essential services and medical facilities. In addition, vehicle ownership cost appear to be a deterrent to living longer distances from employment. Also, as the duration of employment at one company continues to falls (averaging less than six years in tenure), the ability to move more easily from one housing location to another will become even more attractive, especially for single-family households.

Even though active farming operations continue to exist, the town has experienced some urbanization due to the decline in family owned farms and increased interest in rural subdivisions. While that trend was expected to continue, the recession of 2008 changed that. In fact, recent research and trends seem to indicate less ambition for future home buyers to travel longer distances between home and work opportunities. National data obtained through the Federal Highway Administration (FHWA) indicates a growing number of youth are less interested in obtaining a driver's license. In 2011, the percentage of 16-to-24 year olds with driver's licenses dipped to another new low. Just over two-thirds of young Americans (67 percent) were licensed to drive in 2011, based on the latest data from the Federal Highway Administration (FHWA) and population estimates from the Census Bureau, that's the lowest percentage since 1963.

There has been lots of speculation about why fewer young people are getting driver's licenses (and why even those who do have them seem to be driving less). Is it the economy which has been particularly brutal for young people lately? Is it the cost of vehicle ownership? Is it because young people are too busy cuddling with their iPhones and iPads to get behind the wheel? The bottom line is the "Millennial" generations are not that into cars as past generations. The transportation behaviors of the Millennials are doubly important because there are so many of them. The youth driving decline now is remarkable since there are now more teenagers and young adults in America than there have been in years. Since 1992, America has gained more than 7.3 million 16-to-24 year olds — an increase of 22 percent — but has added only 1.2 million 16-to-24 year old *drivers*.

Another trend that may impact housing development within rural towns is the impact of the "Baby Boomer" generation (those people born between 1946 and 1964), on the future housing market. In the coming years, baby boomers will be moving on and will likely want to sell their homes to move closer to services and medical arrangements. Like any seller, they will be hoping there are people behind them to buy their homes. If there are 1.5 to 2 million homes coming on the market every year at the end of this decade from senior households selling off, who will be behind them to buy? The answer is likely not enough buyers for the amount of homes on the market.

According to data from the American Housing Survey, from 1989 and 2009, 80 percent of new homes built in that era were detached single-family homes. A third of them were larger than 2,500 square feet. Forty (40) percent were built on lots of half an acre to 10 acres in size. This source predicts that 74 percent of new housing demand will come from the people who bought these traditional homes, now empty-nesters, wanting to downsize.

A vast majority of today's households with children will still want traditional sized houses. However, it is projected that about a quarter of the buyers will want something else, like condos, rental units

and urban townhouses. Historically, that demand was very low, near zero percent in some regions. This is a small share but still a huge shift within the housing market. This trend may lead to why many baby boomers may not find buyers for their homes at the prices they wish to receive.

Both the youth travel and housing market trends cited above work together. To get to most of the homes that will hit the market, motorized travel will be required. Add to this the fact that a portion of the upcoming home buyers will still want to build new. However, this percentage will likely decrease as well. Why? The cost to build versus buying an existing house in an already flooded home market will likely make building a new home a lesser value. Also, agricultural land prices are at an all-time high and few professionals project this trend to change as populations in developing countries grow increasing the demand for food. This means the cost to develop subdivisions within rural areas will be even more costly, especially in areas of active farming where the demand for farm land is high.

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

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. From 1990 to 2000 the Town returned to the thirty percent plus growth rate that continued through 2010. The Town's growth has slowed from 2010 until 2014. Only the Town of Greenville has grown at a more rapid rate than Clayton since 1970. Greenville has also experienced a slower growth rate from 2010 to 2014. 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	Wisconsin
1970	1,771	2,675	8,682	2,942	1,472	1,209	129,946	4,417,821
1980	2,353	3,310	12,307	2,864	1,632	1,261	131,772	4,705,642
1990	2,264	3,806	13,975	2,691	1,688	1,433	140,320	4,891,769
2000	2,974	6,844	15,858	2,657	1,849	1,676	156,763	5,363,701
2010	3,951	10,309	18,498	3,237	1,765	1,763	166,994	5,686,986
2014 est.	4,016	10,857	18,624	3,435	1,750	1,777	168,216	5,732,981
% Change								
1970 to 1980	32.9%	23.7%	41.8%	-2.7%	10.9%	4.3%	1.4%	6.5%
1980 to 1990	-3.8%	15.0%	13.6%	-6.0%	3.4%	13.6%	6.5%	4.0%
1990 to 2000	31.4%	79.8%	13.5%	-1.3%	9.5%	17.0%	11.7%	9.6%
2000 to 2010	32.9%	50.6%	16.6%	21.8%	-4.5%	5.2%	6.5%	6.0%
2000 to 2014 est	1.6%	5.3%	0.7%	6.1%	-0.8%	0.8%	0.7%	0.8%

Source: U.S. Census, 1950-2010 and Wisconsin Department of Administration, 2014

Table 2 illustrates the annual growth in town population from 2000 to 2014. The town's population grew by almost 33% from 2000 to 2010, with an annual average growth rate of 2.2 percent. These rates are about three times those of Winnebago County.

Table 2
Annual Population Change

	Town of Clayton		Winnebago County	
Year	**Number**	**% Change**	**Number**	**% Change**
2000	2,974	---	156,763	---
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%
2009	3,605	0.7%	165,864	0.3%
2010	3,951	9.6%	166,994	1.0%
2011	3,964	0.3%	167,245	0.2%
2012	3,974	0.3%	167,702	0.3%
2013	3,996	0.6%	167,862	0.1%
2014	4,016	0.5%	168,216	0.2%
% Change, 2000-2010		32.9%		6.5%
% Change, 2010-2014		1.6%		0.7%
Average Annual Change		***2.2%***		***0.5%***

Source: Wisconsin Department of Administration

Population Projections

The Town of Clayton can expect population to experience a steady increase in population through 2030, and a slightly slower growth rate from 2030 to 2040 (Table 3). Between 2010 and 2040, Clayton's population is expected to increase by nearly 40 percent. It is predicted that the Town of Clayton and the Town of Neenah will experience very similar growth rates until 2040. Of the towns surrounding Clayton, only Greenville will grow at rate faster than Clayton, with the remaining towns are projected to grow at much slower rates.

Table 3
Population Projections

	T. Clayton		T. Greenville		T. Menasha		T. Neenah	
Year	No.	% Change	No.	% Change	No.	% Change	No.	% Change
2010	3,951	n.a.	10,309	n.a.	18,498	n.a.	3,237	n.a.
2015	4,140	4.8%	11,170	8.4%	18,950	2.4%	3,495	8.0%
2020	4,510	8.9%	12,450	11.5%	20,070	5.9%	3,810	9.0%
2025	4,855	7.6%	13,650	9.6%	21,080	5.0%	4,110	7.9%
2030	5,200	7.1%	14,800	8.4%	22,020	4.5%	4,400	7.1%
2035	5,470	5.2%	15,710	6.1%	22,680	3.0%	4,635	5.3%
2040	5,685	3.9%	16,390	4.3%	23,140	2.0%	4,820	4.0%
	T. Vinland		T. Winchester		Winnebago County		State of Wisconsin	
Year	No.	% Change	No.	% Change	No.	% Change	No.	% Change
2010	1,765	n.a.	1,763	n.a.	166,994	n.a.	5,686,986	n.a.
2015	1,740	-1.4%	1,795	1.8%	169,925	1.8%	5,783,015	1.7%
2020	1,755	0.9%	1,870	4.2%	177,050	4.2%	6,005,080	3.8%
2025	1,755	0.0%	1,940	3.7%	183,230	3.5%	6,203,850	3.3%
2030	1,750	-0.3%	2,000	3.1%	188,680	3.0%	6,375,910	2.8%
2035	1,720	-1.7%	2,030	1.5%	191,710	1.6%	6,476,270	1.6%
2040	1,680	-2.3%	2,050	1.0%	193,130	0.7%	6,491,635	0.2%

Sources: 2010 - US Census Bureau
2015 to 2040 - Wisconsin Department of Administration Population Estimates

Median Age

The median age of Town of Clayton residents reveals significant aging of the population in the last ten years. Table 4 shows the median age rose almost six years, from 38.7 to 43.1, between 2000 and 2010.

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 – 2000 and 2010

	T. Clayton				Winnebago County				State of Wisconsin			
	2000		2010		2000		2010		2000		2010	
Age	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
0 - 4	206	6.9%	209	5.3%	9,364	5.8%	9,866	5.9%	342,340	6.4%	358,443	6.3%
5 - 9	232	7.8%	279	7.1%	10,395	6.4%	9,944	6.0%	379,484	7.1%	368,617	6.5%
10 - 14	232	7.8%	344	8.7%	11,001	6.8%	9,972	6.0%	403,074	7.5%	375,927	6.6%
15 - 19	218	7.3%	282	7.1%	12,194	7.5%	12,033	7.2%	407,195	7.6%	399,209	7.0%
20 - 24	92	3.1%	138	3.5%	18,882	11.6%	14,187	8.5%	357,292	6.7%	386,552	6.8%
25 - 29	75	2.5%	111	2.8%	10,344	6.4%	11,511	6.9%	333,913	6.2%	372,347	6.5%
30 - 34	185	6.2%	159	4.0%	11,115	6.8%	10,409	6.2%	372,255	6.9%	349,347	6.1%
35 - 39	328	11.0%	242	6.1%	13,173	8.1%	10,147	6.1%	435,255	8.1%	345,328	6.1%
40 - 44	334	11.2%	377	9.5%	12,963	8.0%	11,282	6.8%	440,267	8.2%	380,338	6.7%
45 -49	244	8.2%	459	11.6%	11,409	7.0%	12,996	7.8%	397,693	7.4%	437,627	7.7%
50 - 54	221	7.4%	413	10.5%	9,423	5.8%	12,564	7.5%	334,613	6.2%	436,126	7.7%
55 - 59	175	5.9%	287	7.3%	7,060	4.3%	11,041	6.6%	252,742	4.7%	385,986	6.8%
60 - 64	130	4.4%	220	5.6%	5,777	3.5%	8,706	5.2%	204,999	3.8%	313,825	5.5%
65 - 69	115	3.9%	160	4.0%	5,061	3.1%	6,247	3.7%	182,119	3.4%	227,029	4.0%
70 - 74	81	2.7%	117	3.0%	4,801	2.9%	4,912	2.9%	173,188	3.2%	173,467	3.1%
75 - 79	45	1.5%	69	1.7%	3,945	2.4%	4,089	2.4%	146,675	2.7%	141,252	2.5%
80 - 84	37	1.2%	47	1.2%	3,052	1.9%	3,487	2.1%	104,946	2.0%	117,061	2.1%
> 85 years old	24	0.8%	38	1.0%	2,804	1.7%	3,601	2.2%	95,625	1.8%	118,505	2.1%
Total Population	2,974		3,951		162,763		166,994		5,363,675		5,686,986	
Median Age	38.7		43.1		35.4		37.9		36.0		38.5	

Source: U.S. Census 2000 and 2010

Population Race and Ethnicity

Table 5 illustrates that the Town of Clayton continues to be a community comprised almost exclusively of white people. However, the level of racial diversity has increased since 2000. Expect the percentage of ethnic diversity to expand in coming decades.

Table 5
Population by Race and Ethnicity – 2000 and 2010

	T. Clayton		Winnebago County		State of Wisconsin	
	2000	2010	2000	2010	2000	2010
White	2,912	3,864	148,795	154,445	4,769,857	4,902,067
African American	5	9	1,756	2,975	304,460	359,148
American Indian/Alaskan Native	9	9	726	1,036	47,228	54,526
Asian or Pacific Islander	21	35	2,924	3,880	88,763	131,061
Hispanic or Latino	20	38	3,065	5,784	192,291	336,056
Other Race	10	5	1,121	2,188	84,842	135,867
Two or More Races	17	29	1,441	2,470	66,895	104,317
Total Persons	2,974	3,951	156,763	166,994	5,362,045	5,686,986

Source: U.S. Census 2000 and 2010

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 2010 was 2.75 people, a drop of thirteen percent since 1980. The persons per household continue to decline, but at a slightly slower rate. This trend is also being experienced in Winnebago County and the State of Wisconsin. Suburban communities tend to see higher PPH figures than cities and villages as they are often inhabited by growing families.

Table 6
Persons Per Household

	T. Clayton		Winnebago County		State of Wisconsin	
Year	No.	Persons per HH	No.	Persons per HH	No.	Persons per HH
1970	493	3.58	38,249	3.22	1,328,804	3.22
1980	742	3.17	46,885	2.71	1,654,777	2.77
1990	809	2.80	53,216	2.52	1,822,118	2.61
2000	1,071	2.78	61,157	2.43	2,084,544	2.50
2010	1,438	2.75	67,875	2.34	2,279,768	2.43

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 – 2000 and 2010

	T. Clayton				Winnebago County				State of Wisconsin			
	2000		2010		2000		2010		2000		2010	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
1	135	12.6	219	15.2	16,850	27.6	20,276	29.9	557,875	26.8	642,507	28.2
2	448	41.8	573	39.8	21,803	35.7	24,657	36.3	721,452	34.6	817,250	35.8
3	171	16.0	224	15.6	9,325	15.2	9,968	14.7	320,561	15.4	339,536	14.9
4	194	18.1	269	18.7	8,356	13.7	8,197	12.1	290,716	13.9	284,532	12.5
5	95	8.9	104	7.2	3,331	5.4	3,178	4.7	127,921	6.1	124,387	5.5
6 Plus	28	2.6	49	3.4	1,492	2.4	1,599	2.4	66,019	3.2	71,556	3.1
Total	1,071		1,438		61,157		67,875		2,084,544		2,279,768	

Source: U.S. Census 2000, 2010

There are 1,438 households in Clayton in 2010, an increase of 34% from the 1,071 households in 2000 (See Table 8). Clayton followed the national trend of fewer family households and more nonfamily households. However, Clayton did not follow the trend of decreasing married households and increasing female-headed households. Married households increased slightly as a percentage of all family households from 91.0 percent to 91.2 percent. Female-headed households decreased from 5.9 percent to 5.2 percent. There was an increase in the percentage of people living alone, which contributed to the increase in nonfamily households and decrease in percentage of family households.

Table 8
Household Type – 2000 and 2010

	T. Clayton				Winnebago County				State of Wisconsin			
	2000		2010		2000		2010		2000		2010	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Total Family	882	82.4	1159	80.6	39,547	64.7	41,523	61.2	1,386,815	66.5	1,468,917	64.4
Married	803	91.0	1057	91.2	32,422	82.0	32,465	78.2	1,108,597	79.9	1,131,344	77.0
Female Headed	52	5.9	60	5.2	5,068	12.8	6,144	14.8	200,300	14.4	233,948	15.9
Total Nonfamily	189	17.6	279	19.4	21,610	35.3	26,352	38.8	697,729	33.5	810,851	35.6
Living Alone	135	71.4	219	78.5	16,850	78.0	20,276	76.9	557,875	80.0	642,507	79.2
Age 65+	137	72.5	81	29.0	12,659	58.6	7,011	26.6	448,491	64.3	232,251	28.6
Total Households	1,071		1,438		61,157		67,875		2,084,544		2,279,768	

Source: US Census 2000, 2010

A key factor in planning for the future growth of a community is household projections. The projections are an important part of determining the amount of land needed for future residential development. Table 9 shows while the number of households is projected to increase to accommodate the projected increase in population, the number of persons per household is expected to decrease. What this means is that more single, two-family, or multi-family housing units will be needed to accommodate the projected growth in population than if the number of persons per household would stay the same or increase over the same period of time.

The projections show a steady increase in the Town of Clayton ranging from 7.8 to 9.7 percent increase of households in each of the 5-year increments from 2015 to 2030. From 2030 to 2040 the increase in projected households follows the same trend as the projected population. There will continue to be an increase but at a slower rate of approximately 5 to 5.5 percent. The projections over a thirty-year period would average about 24 new households per year. This significantly higher than the Five Year Rolling Average as shown on Table 36 meaning a rebound of housing activity will be needed for the Town to hit the projected number of households. In addition, it would been even more difficult to meet projections without some percentage of multi-family units being part of the town's housing mix.

Table 9
Household Projections

	T. Clayton		T. Greenville		T. Menasha		T. Neenah	
	No. of HH	Persons per HH	No. of HH	Persons per HH	No. of HH	Persons per HH	No. of HH	Persons per HH
2010	1,438	2.75	3,631	2.83	7,948	2.31	1,228	2.63
2015	1,521	2.72	4,033	2.76	8,220	2.29	1,338	2.61
2020	1,668	2.70	4,568	2.71	8,764	2.27	1,469	2.59
2025	1,808	2.69	5,072	2.68	9,268	2.25	1,595	2.57
2030	1,949	2.67	5,571	2.64	9,746	2.24	1,719	2.55
2035	2,048	2.65	5,992	2.61	10,121	2.22	1,826	2.53
2040	2,161	2.63	6,328	2.58	10,381	2.21	1,910	2.52

	T. Vinland		T. Winchester		Winnebago County	
	No. of HH	Persons per HH	No. of HH	Persons per HH	No. of HH	Persons per HH
2010	721	2.45	692	2.55	67,875	2.34
2015	717	2.43	711	2.52	69,784	2.32
2020	728	2.41	746	2.51	73,211	2.30
2025	733	2.39	779	2.49	76,221	2.29
2030	736	2.38	809	2.47	78,920	2.28
2035	730	2.36	828	2.45	80,713	2.26
2040	717	2.34	840	2.44	81,611	2.25

Sources: 2010 - US Census Bureau
2015 to 2040 - Wisconsin Department of Administration Housing Estimates

Employment Characteristics

Employment by Industry

Table 10 identifies the industries in which employed residents of Winnebago County and Wisconsin worked in 2000 and 2010. The jurisdiction in which these employees worked was not necessarily the same as their place of residence.

In Winnebago County, the industries that lost the most employees from 2000 to 2010 were "construction" and "manufacturing" at around 20 percent. Of these two industries, "construction" has recovered from 2010 to 2013 by 19 percent. The decrease in the construction industry between 2000 and 2010 likely came from the recession in 2008 that nearly brought all new home building to a halt. Seeing an increase in this industry indicates the recovery in the economy that the area is currently undergoing. Professional and business services within the county continues to be a strong industry within Winnebago County.

In comparison to the State of Wisconsin, the "construction" and "manufacturing" industries experienced even a greater decrease from 2000 to 2010 compared to the County. Both industries are slowly recovering, but the construction industry in the State has not made the same bounce back as within the County. Within the State "natural resources and mining" has made the greatest growth from 2000 to 2013 in comparison to the other industries.

Table 10
Employment by Industry – 2000, 2010, & 2014

	2000	% of Total	2010	% of Total	2014	% of Total	% Change 2000-2010	% Change 2010-2014
Winnebago County								
Natural Resources, and Mining	188	0.21	368	0.42	387	0.43	95.74	5.16
Construction	4,263	4.72	3,395	3.83	4,305	4.80	-20.36	26.8
Manufacturing	30,692	34.00	24,214	27.34	22,179	24.74	-21.11	-8.40
Trade, Transportation, Utilities	14,897	16.50	13,912	15.71	15,119	16.87	-6.61	8.68
Information	1,336	1.48	1,524	1.72	1,613	1.80	14.07	5.84
Financial Activities	2,955	3.27	3,488	3.94	3,924	4.38	18.04	12.50
Professional & Business Services	7,326	8.12	9,825	11.09	11,112	12.40	34.11	13.10
Education & Health Services	15,465	17.13	17,845	20.15	17,114	19.09	15.39	-4.10
Leisure & Hospitality	6,472	7.17	6,610	7.46	6,997	7.81	2.13	5.85
Other Services	3,302	3.66	3,683	4.16	3,264	3.64	11.54	-11.38
Government	3,375	3.74	3,688	4.16	3,621	4.04	9.27	-1.82
Unclassified	0	0.00	5	0.01	0	0.00		
Total All Industries	90,271		88,557		89,635			
State of Wisconsin								
Natural Resources, and Mining	19,326	0.71	24,450	0.93	28,712	1.04	26.51	17.43
Construction	127,846	4.67	96,649	3.67	104,685	3.80	-24.40	8.31
Manufacturing	594,389	21.71	429,454	16.33	460,794	16.72	-27.75	7.30
Trade, Transportation, Utilities	570,186	20.83	517,412	19.67	532,908	19.33	-9.26	2.99
Information	55,196	2.02	48,229	1.83	49,538	1.80	-12.62	2.71
Financial Activities	146,844	5.36	151,290	5.75	145,876	5.29	3.03	-3.58
Professional & Business Services	247,504	9.04	271,014	10.30	306,292	11.11	9.50	13.02
Education & Health Services	502,749	18.37	595,546	22.64	612,051	22.21	18.46	2.77
Leisure & Hospitality	246,327	9.00	261,057	9.93	271,629	9.86	5.98	4.05
Other Services	81,794	2.99	86,359	3.28	83,850	3.04	5.58	-2.91
Government	144,024	5.26	142,534	5.42	138,739	5.03	-1.03	-2.66
Unclassified	1,197	0.04	6,250	0.24	21,115	0.77		
Total All Industries	2,737,382		2,630,244		2,756,189			

Source: WI Dept. of Workforce Development; Table 202, Annual 2000, 2010, 2014.

Occupation of Employed Persons

Table 11 shows the occupations of employed persons who lived in the Town of Clayton, Winnebago County, and Wisconsin in 2000 and 2010. The location of the employees' work was not necessarily in the same jurisdiction as their residence.

Because the categories are different in 2000 and 2010, it is impossible to make direct comparisons, but a couple of changes in Clayton are apparent: the decline in natural resources, construction, and maintenance 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 11
Employment by Occupation – 2000 and 2010

	T. of Clayton		Winnebago County		State of Wisconsin	
	No.	% of Total	No.	% of Total	No.	% of Total
2000						
Management, professional, and related	506	29.8%	24,286	29.4%	857,205	31.3%
Service	172	10.1%	12,064	14.6%	383,619	14.0%
Sales and office	437	25.7%	21,170	25.6%	690,360	25.2%
Farming, fishing, and forestry	28	1.6%	357	0.4%	25,725	0.9%
Construction, extraction, and maintenance	182	10.7%	6,251	7.6%	237,086	8.7%
Production, transportation, and material moving	374	22.0%	18,538	22.4%	540,930	19.8%
2010						
Management, professional, and related	717	35.9%	25,052	29.5%	954,012	33.3%
Service	260	13.0%	15,546	18.3%	470,931	16.4%
Sales and office	533	26.7%	21,468	25.3%	696,058	24.3%
Natural resources, construction, and maintenance	182	9.1%	6,321	7.4%	258,193	9.0%
Production, transportation, and material moving	305	15.3%	16,494	19.4%	488,426	17.0%

Source: U.S. Census, 2000 and 2010

Travel Time to Work

Table 12 shows the amount of time it takes for persons to get to their workplace in Clayton, Winnebago County, and Wisconsin. As can be expected given the town's rural setting, a lower percentage of employees drive short distances 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. However, Clayton experienced a 7% increase in the number of people who are now working at home. Thirty minutes appears to be a significant threshold as a distance traveled for work with only 10% of the town workforce willing to travel over that time commitment.

Table 12
Travel Time to Place of Employment – 2000 and 2010

	T. Clayton				Winnebago County				State of Wisconsin			
	2000		2010		2000		2010		2000		2010	
Minutes	**No.**	**%**	**No.**	**%**	**No.**	**%**	**No.**	**%**	**No.**	**%**	**No.**	**%**
< 5	48	3.0	32	1.8	3,794	4.8	3,757	4.7	135,194	5.2	131,823	4.9
5 to 9	113	7.	217	12.4	13,921	17.6	12,882	16.1	398,697	15.4	380,813	14.1
10 to 14	414	26.0	468	26.8	18,696	23.7	18,491	23.1	476,569	18.4	470,516	17.4
15 to 19	397	24.9	336	19.2	16,287	20.6	15,221	19.0	440,637	17.0	447,345	16.5
20 to 29	453	28.4	520	29.8	14,957	18.9	16,994	21.2	531,628	20.6	574,572	21.2
30 to 39	91	5.7	61	3.5	6,280	7.9	7,859	9.8	307,835	11.9	357,288	13.2
40 to 59	52	3.3	112	6.4	2,535	3.2	2,860	3.6	181,568	7.0	218,641	8.1
60 or more	25	1.6	1	0.1	2,550	3.2	2,058	2.6	113,181	4.4	123,775	4.6
Worked at home:	84	5.0	220	12.6	2,089	2.6	2,490	3.1	105,395	4.1	112,714	4.2
Total:	1,677		1,967		81,109		82,612		2,690,704		2,817,487	
Did not work at home:	1,593	95.0	1,747	88.8	79,020	97.4	80,122	97.0	2,585,309	96.1	2,704,773	96.0

Source: U.S. Census, 2000 and 2010

Employment Wages

The average weekly wages for residents of Winnebago County and Wisconsin in 2000, 2010, and 2013 are shown in Table 13. The highest wages in 2013 in the County were in "Manufacturing," "Professional and Business Services;" and "Information." The highest wages for the State were "Financial Activities", "Information", and "Construction". The greatest growth from 2010 to 2013 in the County occurred within the "Financial Activities" industry followed by the "Construction" industry. The State's greatest increase in wages from 2010 to 2013 occurred in the "Information" industry and the "Financial Activities" Industry.

Table 13
Average Weekly Wage by Industry – 2000 and 2010

	2000	2010	2013	% Change 2000-2010	% Change 2010-2013
Winnebago County					
Natural Resources and Mining	$466	$595	$650	27.68%	9.24%
Construction	$729	$957	$1,068	31.28%	11.60%
Manufacturing	$743	$1,084	$1,180	45.90%	8.86%
Trade, Transportation, Utilities	$525	$612	$625	16.57%	2.12%
Information	$705	$1,012	$1,082	43.55%	6.92%
Financial Activities	$727	$853	$982	17.33%	15.12%
Professional and Business Services	$616	$1,138	$1,250	84.74%	9.84%
Education and Health Services	$606	$769	$802	26.90%	4.29%
Leisure and Hospitality	$214	$221	$237	3.27%	7.24%
Other Services	$356	$368	$373	3.37%	1.36%
Government	$607	$749	$815	23.39%	8.81%
Unclassified	$682	$531	$0		

Wisconsin					
Natural Resources and Mining	$371	$589	$655	58.76%	11.21%
Construction	$775	$945	$1,027	21.94%	8.68%
Manufacturing	$855	$965	$1,021	12.87%	5.80%
Trade, Transportation, Utilities	$482	$656	$703	36.10%	7.16%
Information	$735	$995	$1,122	35.37%	12.76%
Financial Activities	$555	$1,026	$1,149	84.86%	11.99%
Professional and Business Services	$700	$895	$975	27.86%	8.94%
Education and Health Services	$628	$817	$855	30.10%	4.65%
Leisure and Hospitality	$179	$281	$299	56.98%	6.41%
Other Services	$279	$436	$474	56.27%	8.72%
Government	$602	$801	$834	33.06%	4.12%
Unclassified	$0	$901	$735		

Source: Department of Workforce Development

Employment Status

Winnebago County has historically had a greater proportion of its population employed, and a lower unemployment rate, than the State of Wisconsin. As Table 14 indicates, in 2000, the unemployment rate (the percent of employable persons currently unemployed) was 2.5% for Winnebago County and 3.5% for the State. Unemployment in Winnebago County and Wisconsin grew substantially by 2010 with the onset of the recession by the mid-2000s. From 2010 to 2014, the County unemployment rate as decreased by 1.0% and the State has decreased by 1.9%. The trend in the area is showing a growing economy which is bringing unemployment rates back down.

Throughout the United States, the number of women in the work force has increased significantly since 1990, primarily in step with the increase in service occupations (See Table 15). 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 14
Employment Status – 2000, 2010, 2014

	2000	2010	2014	% Change 2000 to 2010	% Change 2000 to 2014
Winnebago County					
Labor Force	96,034	90,131	91,977	-6.1%	-2.0%
Employed	93,604	84,386	87,097	-9.8%	3.2%
Unemployed	2,430	5,659	4,880	132.9%	-13.8%
Unemployment Rate	2.5%	6.3%	5.3%		
State of Wisconsin					
Labor Force	2,934,931	3,100,008	3,093,918	5.6%	-0.2%
Employed	2,831,162	2,867,620	2,923,533	1.3%	1.9%
Unemployed	103,769	227,546	170,385	119.3%	-25.1%
Unemployment Rate	3.5%	7.4%	5.5%		

Source: Department of Workforce Development

Table 15
Employment Status by Gender

Year	Employment	T. Clayton		Winn. Co.		Wisconsin	
		Male	Female	Male	Female	Male	Female
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
	% of Total Labor Force	*56.4%*	*41.2%*	*51.6%*	*44.1%*	*50.9%*	*43.9%*
	Total Unemployed	*20*	*11*	*1,770*	*1,380*	*74,702*	*56,097*
	% of Labor Force by Gender	*2.7%*	*2.0%*	*4.5%*	*4.1%*	*5.5%*	*4.8%*
	Total % of Labor Force	*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 in Labor Force	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
	% of Total Labor Force	*52.3%*	*45.8%*	*50.5%*	*45.9%*	*49.8%*	*45.5%*
	Total Unemployed	*25*	*8*	*1,764*	*1,390*	*77,360*	*56,951*
	% of Labor Force by Gender	*2.7%*	*1.0%*	*3.9%*	*3.4%*	*5.1%*	*4.2%*
	Total % of Labor Force	*1.9%*		*3.7%*		*4.7%*	
	Total Not Employed	198	316	16,060	21,872	521,740	763,186
	% of Pop. Not in Labor Force	17.5%	28.3%	26.3%	34.9%	25.7%	35.9%
	% of Population Not in Labor Force	22.9%		30.7%		30.9%	
2010	Total Civilian Population	3,179		133,195		4,458,387	
	Civilian Population	1,586	1,593	66,782	66,413	2,193,376	2,265,011
	Total Civilian Labor Force	1,159	932	46,369	43,900	1,603,824	1,470,086
	Employed	1,089	908	43,414	41,467	1,483,931	1,385,379
	% of Total Labor Force	*55.4%*	*44.6%*	*51.4%*	*48.6%*	*52.2%*	*47.8%*
	Total Unemployed	*72*	*33*	*2,995*	*2,455*	*115,654*	*87,120*
	% of Labor Force by Gender	*5.8%*	*2.9%*	*5.7%*	*5.0%*	*6.8%*	*5.2%*
	Total % of Labor Force	*4.5%*		*6.0%*		*6.7%*	
	Total Not in Labor Force	427	661	20,298	22,509	585,786	794,136
	% of Pop. Not in Labor Force	13.4%	20.8%	15.2%	16.9%	13.1%	17.8%
	% of Population Not in Labor Force	34.2%		32.1%		31.0%	

Source: U.S. Census, 1990, 2000, and 2010

Income Characteristics

Household Income

The Town of Clayton has a greater percentage of households earning over $75,000 per year than both Winnebago County and the State of Wisconsin, resulting in a greater median household income as seen in Table 16.

Table 16
Household Income – 2000 and 2010

	T. Clayton				Winnebago County				State of Wisconsin			
	2000		2010		2000		2010		2000		2010	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
< $10,000	15	1.4	0	0.0	3,380	5.5	3,766	5.6	148,964	6.9	141,844	6.2
$10,000 - $14,999	27	2.5	57	3.8	3,228	5.3	3,333	5.0	121,366	5.6	122,357	5.4
$15,000 - $24,999	104	9.7	164	11.0	8,122	13.3	8,027	12.0	341,433	15.8	257,842	11.3
$25,000 - $34,999	68	6.3	59	4.0	8,598	14.1	8,202	12.3	276,033	12.8	254,549	11.2
$35,000 - $49,999	167	15.6	229	15.4	11,297	18.5	10,478	15.7	377,749	17.5	344,427	15.1
$50,000 - $74,999	329	30.7	391	26.2	14,988	24.5	14,550	21.8	474,299	21.9	468,038	20.5
$75,000 - $99,999	186	17.4	209	14.0	6,679	10.9	8,478	12.7	226,374	10.5	306,075	13.4
$100,000 - $149,999	140	13.1	188	12.6	3,265	5.3	6,776	10.1	133,719	6.2	260,792	11.4
$150,000 or more	36	3.4	193	13.0	1,623	2.7	3,155	4.7	62,903	2.9	126,583	5.5

Source: U.S. Census

"Median household income" is defined as half the households having an income above that level and half below. Median household income in 2010 in the Town of Clayton was approximately 20 percent higher than in Winnebago County and the State of Wisconsin (Table 17). The Town of Clayton experienced a very slight decrease from 2000 to 2010 in median household income, in comparison to a 15 percent increase in the County and 16 percent increase in the state. However the Town did have nearly a 14 percent increase in the median family income from 2000 to 2010.

Table 17
Median Household and Family Income – 2000 and 2010

	T. Clayton		Winnebago County		State of Wisconsin	
	2000	2010	2000	2010	2000	2010
Median Household Income	$62,551	$61,955	$44,445	$50,974	$43,791	$50,814
% Change		-1.0%		14.7%		16.0%
Median Family Income	$64,525	$73,355	$53,932	$65,646	$52,911	$63,858
% Change		13.7%		21.7%		20.7%

Compared to seven towns surrounding it, in 2010, Clayton slipped from its high rank in 2000 for median household income, (Table 18). However, all the surrounding towns have median in-comes higher than Winnebago County and the State of Wisconsin.

Table 18
Household Income of Clayton and Surrounding Towns – 2000 and 2010

		Household Income in thousands of dollars									
Town		**< 10**	**10-15**	**15-25**	**25-35**	**35-50**	**50-75**	**75-100**	**100-150**	**> 150**	**MDN HHD INCM* ($)**
Clayton	**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	
	2010	0	57	164	59	229	391	209	188	193	61,955
	%	0.0	3.8	11.0	4.0	15.4	26.2	14.0	12.6	13.0	
Dale	**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	
	2010	10	14	39	74	141	214	190	154	93	70,398
	%	1.1	1.5	4.2	8.0	15.2	23.0	20.5	16.6	10.0	
Greenville	**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	
	2010	44	63	35	229	341	718	759	864	292	81,405
	%	1.3	1.9	1.0	6.8	10.2	21.5	22.7	25.8	8.7	
Menasha	**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	
	2010	410	307	831	877	989	1,871	1,273	787	515	56,006
	%	5.2	3.9	10.6	11.2	12.6	23.8	16.2	10.0	6.6	
Neenah	**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	
	2010	27	31	30	109	93	226	238	269	168	85,865
	%	2.2	2.6	2.5	9.0	7.7	18.8	19.8	22.3	13.9	
Vinland	**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	
	2010	24	6	28	60	58	188	178	169	73	76,750
	%	3.1	0.8	3.6	7.7	7.4	24.0	22.7	21.6	9.3	
Winchester	**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	
	2010	16	6	42	38	90	173	141	131	40	70,966
	%	2.4	0.9	6.3	0.4	13.5	25.9	21.1	19.6	6.0	

Source: U.S. Census 2000, 2010
* "Mdn Hhd Incm" = Median Household Income

Poverty Status

The percentage of **persons** below the poverty level in the Town of Clayton is significantly less than Winnebago County and the State of Wisconsin (see Table 19). In all cases, the poverty rate was higher in 2010 than it was in 2000. This is likely a result of the recession. The poverty rate for families is lower than for individuals in both years in all three locations.

Table 19
Persons and Families Below Poverty Level - 2000 and 2010

	T. Clayton		Winnebago County		State of Wisconsin	
	2000	2010	2000	2010	2000	2010
Total Persons	2,964	3,951	148,696	166,994	5,211,603	5,686,986
Total Persons Below Poverty	57	130	9,940	18,536	451,538	688,125
% Below Poverty	1.9%	3.3%	6.7%	11.1%	8.7%	12.1%
Total Families	889	1,168	39,788	40,596	1,395,037	1,479,768
Total Families Below Poverty	9	34	1,517	2,761	78,188	119,861
% Below Poverty	1.0%	2.9%	3.8%	6.8%	5.6%	8.1%

Source: U.S. Census

Education Characteristics

In 2000, 90.6% of the Town of Clayton's population age 25 and over had at least a high school education, compared to 86.3% and 85.1% for Winnebago County and the State of Wisconsin, respectively (see Table 20). By 2010, Clayton had decreased by 2.4 percent to 88.2%. Both Winnebago County and the State of Wisconsin increased in their graduation rate by roughly 3 percent. Clayton also saw a decrease in both the number of people with 1-3 years of college and those with 4 or more years of college. Winnebago County and the State of Wisconsin did not.

Table 20
Educational Attainment – 2000 and 2010

	T. Clayton				Winnebago County				State of Wisconsin			
	2000		2010		2000		2010		2000		2010	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
< 9th Grade	69	3.5	86	3.2	4,129	4.1	3,512	3.2	186,125	5.4	134,580	3.9
9th - 12th Grade	118	5.9	235	8.6	9,738	9.6	8,340	7.6	332,292	9.6	251,056	7.3
High School Graduate	847	42.6	1,166	42.8	37,849	37.4	39,256	35.6	1,201,813	34.6	1,270,023	36.9
1 - 3 Years of College	536	27.0	687	25.2	26,351	26.1	33,240	30.1	976,375	28.1	1,141,344	33.1
4 Years or More College	417	21.0	552	20.2	23,028	22.8	26,034	23.6	779,273	22.4	649,278	18.8
Total Age 25 or Older	1,987		2,726		101,095		110,382		3,475,878		3,446,281	
High School Graduation Rate	1,800	90.6	2,405	88.2	87,228	86.3	98,530	89.3	2,957,461	85.1	3,060,645	88.8

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 Village of Fox Crossing east of Clayton. The pressure of urban development will be increasingly felt in the Town of Clayton for the next several decades, especially when the town establishes public water and sewer service. Some farmers have even discovered that their land is a better source of income as developable land than as farmland.

However, the importance and acceptance of agriculture as a land use type has grown locally and nationally over the past decade due to such public interest as grow and buy local, know your farmer, know your food and the increase popularity of farmer markets in urban areas.

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

This market adjustment closed the disparity in land prices between the value of land for development verses land for agriculture. During this period of agricultural resurgence, agricultural infrastructure investment was made in crop systems, equipment and storage. A dependable land base was needed even more to support this investment. In some areas, competition for prime agricultural land was intense. Agricultural land prices exceeding $10,000 an acre are not uncommon in the Fox Valley area.

Due to the growing importance of agriculture within the local and regional economy, it is necessary to encourage farmland preservation, protect natural resources, and minimize conflicts between farm and nonfarm land uses. Agricultural related business and infrastructure that support agriculture should be encouraged in order to maintain a strong agricultural component of the area's economy.

To address the importance of Clayton's agricultural base and heritage, this plan update includes a "Working Lands" component within the agriculture future land use category

Acres in Agriculture

While agriculture lands still occupy by far the largest part of Clayton, they have declined dramatically since 2010 (Table 21). However, since 2010, the rate of farmland lost has slowed due to reduced housing demands.

Table 21 Acres in Agriculture – 1999, 2004 and 2010

Year	Acres	% of Town
1999	18,237	78.4%
2004	16,446	70.7%
2010	13,284*	57.0%

* Number maybe lower due to conversion of land use inventory system
Source: Town of Clayton and Martenson & Eisele, Inc.

Soils Suitable for Agriculture

Map 2 displays the suitability of soils for agricultural use in the Town of Clayton. Farmland soils are divided into the following classifications.

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

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

Natural Resources

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

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

Topography

Topography in the town is nearly level to gently sloping. Land elevations in the Town of Clayton range from about 910 feet above sea level along parts of a ridgeline that generally lies just west of STH 76, to about 760 feet near the western boundary of the town in the vicinities of the Rat and Arrowhead Rivers. Map 14, Elevation Change, portrays the topography of the town well. The map makes it easy to see the location of the ridgeline and how subdivision development followed higher elevations.

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

Map 3 identifies those waterways within the town that are navigable. (A stream is generally considered navigable if it appears on a U.S.G.S. quadrangle map.) For applicability of projects within the shoreland district, the Town should consult the Town's Zoning Map.

Floodplains

Land areas in the Town of Clayton that are susceptible to flooding are considered unsuitable for development due to the potential risks to lives and property. Two areas have been identified within the town that are subject to flooding (see Map 3). 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. Paradigms

Although Map 3 does not show it, the Flood Insurance Rate Maps for the unincorporated portions of Winnebago County (map revised July 23, 1982) shows that there are floodplain areas along the Rat River and Arrowhead River that are designated as Zone A, "Areas of 100-year flood; base flood elevations and flood hazard factors not determined."

The Winnebago County Board has adopted a Floodplain Zoning Code, Chapter 26, requiring certain land use controls in designated flood hazard areas. This ordinance establishes five separate flood-

plain districts on the official floodplain zoning maps of Winnebago County and subsequent revisions. Land areas that are classified in the floodway and floodfringe districts have considerable restrictions placed on them for development.

Wetlands

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

The Town of Clayton has numerous wetlands, as mapped by the WDNR on its Wisconsin Wetland Inventory Maps (Map 3). 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. Chapter 27 of the Winnebago County Zoning Code describes permitted uses of wetlands provided there is no filling, flooding, tiling, draining, ditching, dredging, or excavating, some of which include development of silviculture, hiking, fishing, trapping, harvesting of wild crops, and the cultivation of agricultural crops. The Wisconsin Department of Natural Resources regulates the placement of structures and other alterations below the ordinary high water mark of navigable streams, lakes, and wetlands. The Corps of Engineers has authority over the placement of fill materials in virtually all wetlands associated with waters of the United States. The U.S. Department of Agriculture incorporates wetland preservation criteria into its crop price support program. Prior to placing fill or altering wetland resources, the appropriate agencies should be contacted to receive authorization.

Soils and Geology

Soils provide the physical base for agriculture and development within the town. Knowledge of the limitations and potentials of the soil types is important in evaluating crop production capabilities or when considering the construction of buildings, the installation of utilities, or other uses of the land. Some soils exhibit characteristics such as slumping, compaction, erosion, and/or high water tables that place limits on development. Severe soil limitations do not necessarily indicate areas that cannot be developed, but 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. Map 7 shows limitations for homes with basements. Please be advised that this is a generalized soils map and are not a substitute for soil borings.

Septic Field Soil Suitability

The major soil types within the three soil associations are also designated as having severe limitations for septic tank absorption fields. A “severe” limitation indicates that soil properties or site features are so unfavorable or difficult to overcome that major soil reclamation, special design, or intensive maintenance is required. According to Winnebago County Sanitary Code Enforcement, about 90% 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.

Drainage Class Rating

Drainage class ratings in Clayton is illustrated on Map 8. The legend breaks down the drainage ratings into five classes ranging from well drained to very poorly drained. The drainage class refers to the frequency and duration of wet periods under conditions similar to those under which the soil is formed.

The major wetland areas in the northwest area of the town are characterized by very poorly drained soils along with major sections within the southwest part of the town. The Drainage Class Rating Map is closely associated with Map 14, Elevation Change.

Bedrock

As shown on Map 9, 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.

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 6). 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.

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**

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. A majority of these identified environmentally sensitive areas have been included in the town's "Conservation & Greenspace" overlay on the Future Land Use Plan map.

Storm Water, Erosion and Nonpoint Source Pollution

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

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

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

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

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

Wisconsin Department of Natural Resource's Chapter NR 216, Storm Water Discharge Permits, aids in the minimization of the discharge of pollutants carried by storm water by industrial properties, construction site, commercial sites, and others. Storm water and erosion control plans are required during construction if the site is required by law to meet the WPEDS requirements.

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 Wisconsin Historical Society is the clearinghouse for information relating to the state's cultural resources: its historic buildings and archaeological sites. The Division of Historic Preservation-Public History helps people preserve places of enduring value and presents a fresh perspective on history through publications, programs and services. The National Register is the official list of historic properties in the United States that are worthy of preservation. The U.S. National Park Service maintains the program. The State Register is Wisconsin's official listing of state properties determined to

be significant to Wisconsin's heritage, and is maintained by the Division of Historic Preservation – Public History. Both listings include sites, buildings, structures, objects and districts that are significant in national, state or local history, architecture, archaeology, engineering and culture. (For ease of discussion, "National Register" is used generally to refer to both programs. In Wisconsin, if a property is listed on one, then it is typically listed on the other.)

The 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

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 72 properties in the Town of Clayton that are included in AHI (Table 22).

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

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

www.wisconsinhistory.org/ahi/

Table 22
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
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 December1, 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 10). **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 three minor arterials:

- **STH 76,** which runs north/south through the eastern part of the town.
- **CTH "JJ"**, east of STH 76, runs east/west along the town's southern boundary.
- **CTH "BB"**, east of STH 76, running east/west along the town's northern boundary

Major Collectors

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

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

Minor Collectors

The Town of Clayton has the following minor collectors:

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

Local Roads

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

Traffic Volumes

Table 23 identifies average daily traffic volumes on the major roads of the Town of Clayton for the years, 2000, 2007, 2010 and 2015. For locations for which there is data, the amount of traffic has decreased. 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 except for STH 76.

Table 23
Annual Average Daily Traffic Volumes -, 2000, 2007, 2010 and 2015

Road	Location	2000	2007	2010	2015
USH 10	West of STH 76	n/a	13,200	n/a	n/a
USH 10	East of STH 76	2,800	15,400	16,500	15,900
USH 10	West Town Boundary Line			14,200	
STH 76	North of USH 10	10,500	8,700	8,300	9,900
STH 76	South of USH 10	n/a	8,900	7,200	9,500
STH 76	North of CTH "II"	10,600	8,900		
STH 76	South of CTH "II"	8,700	6,400		
STH 76	North of Breezewood	8,700			5,400
CTH "II"	East of STH 76	5,700	4,300	4,400	4,400
CTH "II"	West of STH 76	4,300	n/a	n/a	n/a
CTH “II”	East of CTH “T”	4,300		2,000	2,000
CTH “II”	West of CTH “T”			2,000	2,000
CTH "T"	South of Larsen Road	1,000	n/a	n/a	1,200
CTH "T"	North of Grandview (Larsen)	1,100	n/a	820	820
Larsen Road	East of STH 76	n/a	2,300		2,300
Larsen Road	West of STH 76	n/a	1,700		1,800
Breezewood La.	East of STH 76	5,000	5,300	6,100	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. PASER reports for a Town can change based on yearly town improvements, annual weather extremes and changes in road travel patterns. Reports can be obtained through the WISLR web site through a password protected program. The town should use to the PASER System Reports to assist in the development of the Five Year Capital Reconstruction Plan.

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 three trucking companies located in the Town of Clayton – Johnson Trucking and Harry H. Long Moving and USF Holland Inc.

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.

It is anticipated that passenger rail service will be provided between Green Bay and Chicago in the future but gasoline prices could have a major bearing on the timing. Service to the Fox Cities would likely include stops in Appleton and Neenah. Future passenger service could provide Clayton residents with alternative transportation choices to travel greater distances in the Midwest. An option younger generations, like millennials, may find appealing.

Transit

There is currently no local bus service provided to the Town of Clayton. However, Valley Transit provides scheduled bus service to the Village of Fox Crossing with stops along Cold Spring Road. Presently, this bus service is located about two miles east of the Clayton town boundary. However, with the level multifamily apartment type housing occurring just east of Clayton Avenue in the Village of Fox Crossing, transit service may expand in the very near future. 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 Appleton Airport International (AWT), formerly 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. 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.

Recent expansion of the southwest/northeast runway at the airport impacted the Town of Clayton significantly. An Airport Overlay Zoning District has been developed by Outagamie County and applies within the Town of Clayton controlling such factors as development type, densities, building heights and more.

The AWT will continue to implement facility improvements following the recommendations of a Long Range Development Plan.

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). 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. Specifically, a new trail is planned along Clayton Avenue from Larsen Road north to an existing trail on CTH II.

For more detailed information on trail planning, please reference Part 3 of this plan titled "Park and Open Space Plan 2016-2020.

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 15.

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. Winnebago County is in the process of developing a New Bicycle and Pedestrian Plan.

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. Consultation with the WDOT and the Winnebago

County Highway Department occurred as part of this plan update. No State projects are planned within the Town of Clayton over the next five years. The only County improvement project discussed within the Town of Clayton includes extending CTH T north along Pioneer Road to CTH II instead of its current route through Larsen.

It is also recommended the Town of Clayton engage a Corridor Study for the section of STH 76 from the Shady Lane to West Larsen Road. The study should investigate options for lighting, access, traffic calming and other aesthetic and functional benefits. This section of highway will likely take on the form of the "Town's Main Street" as development progresses.

Housing

Housing Characteristics

Age of Housing Stock

Table 24 illustrates the age of housing units in the Town of Clayton. The Town of Clayton has a larger percentage of homes less than 10 years compared to Winnebago County and the State of Wisconsin. A large percentage of homes were constructed between 11 and 20 years ago. This timeframe correlates with the housing boom of the late 1990's to early 2000s.

Table 24
Dwelling Units by Age – 2010

	T. Clayton		Winnebago County		State of Wisconsin	
	No.	%	No.	%	No.	%
< 5 years	89	5.9%	2,214	4.0%	101,887	5.0%
6 to 10 years	207	13.8%	6,042	10.8%	211,611	10.3%
11 to 20 years	346	23.0%	10,153	18.1%	365,804	17.9%
21 to 30 years	71	4.7%	7,995	14.3%	254,625	12.5%
31 to 40 years	268	17.8%	9,809	17.5%	395,465	19.3%
> 40 years	523	34.8%	19,812	35.4%	715,556	35.0%
Total Occupied	1,504		56,025		2,044,948	

Source: U.S. Census

Housing Structures

Table 25 shows the number of single-family homes in the Town of Clayton increased 375 units from 2000 to 2010. The proportion of single-family units to all units also retained essentially constant at a little over 91 percent. In both Winnebago County and Wisconsin, the percentage of single-family homes to all dwelling units is only 70 percent. The percentage of two-family units increased in the town but decreased slightly in the County and State. Multi-family housing has increased slightly in the County and State. There is no multifamily housing within the Town of Clayton.

Table 25
Housing Units by Structural Type - 2000 and 2010

	T. Clayton				Winnebago County				State of Wisconsin			
	2000		2010		2000		2010		2000		2010	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Single Family	998	91.1	1,373	91.3	45,026	69.6	50,610	69.9	1,609,407	69.3	1,844,430	70.6
2 to 4 Units	39	3.6	87	5.8	8,732	13.5	8,090	11.2	281,936	12.1	283,238	10.8
5 or more Units	0	0.0	0	0.0	9,553	14.8	12,257	16.9	325,633	14.0	384,371	14.7
Mobile Home or Other	59	5.4	44	2.9	1,410	2.2	1,484	2.0	104,168	4.5	100,260	3.8
Total Units	1,096		1,504		64,721		72,441		2,321,144		2,612,299	

Source: U.S. Census, 2000, 2010

Occupancy and Vacancy Status

Occupancy status reflects the utilization of available housing stock. In 2000, 97.7% of the dwelling units in the Town of Clayton were occupied. By 2010, the occupancy rate was 99.1% (Table 26).

Eighty-Nine percent of dwellings units were owner-occupied in 2000, rising to almost 91% in 2010. The Town of Clayton has a significantly higher proportion of owner-occupied units (90.6%) than Winnebago County (63.0%) and Wisconsin (60.6%).

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 standards in 2010, suggesting a relatively tight housing market (Table 26A). In contrast, vacancy rates in Winnebago County and Wisconsin were above the threshold.

Table 26
Occupancy of Housing Units – 2000 and 2010

	T. Clayton				Winnebago County				State of Wisconsin			
	2000		2010		2000		2010		2000		2010	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Owner Occupied	974	88.9	1,362	90.6	41,571	64.2	45,642	63.0	1,426,361	57.9	1,575,586	60.6
Renter Occupied	97	8.9	128	8.5	19,586	30.3	21,052	29.1	658,183	26.7	706,921	27.2
Vacant Units	23	2.1	14	0.9	2,532	3.9	4,424	6.1	236,600	9.6	156,392	6.0
Seasonal Units	2	0.2	0	0.0	1,032	1.6	1,323	1.8	142,313	5.8	162,070	6.2
Total Housing Units	1,096		1,504		64,721		72,441		2,463,457		2,600,969	

Source: U.S. Census, 2000, 2010

Table 26A
Vacancy of Housing Units – 2000 and 2010

	T. Clayton				Winnebago County				State of Wisconsin			
	2000		2010		2000		2010		2000		2010	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
For Sale	9	36.0	0	0.0	527	15.9	1,018	17.7	17,172	7.6	29,000	9.1
For Rent	2	8.0	0	0.0	1,265	38.2	1,874	32.6	38,714	17.1	47,188	14.8
Seasonal Units	2	8.0	0	0.0	1,032	31.2	1,323	23.0	142,213	62.7	162,070	50.9
Other Units	12	48.0	14	100.0	489	14.8	1,532	26.7	28,810	12.7	80,204	25.2
Total Vacant Units	25		14		3,313		5,747		226,909		318,462	
Owner Vacancy Rate	0.9%		0.0%		1.3%		2.7%		1.2%		1.9%	
Renter Vacancy Rate	2.0%		0.0%		6.1%		9.4%		5.9%		6.1%	

Source: U.S. Census, 2000, 2010

Housing Value

In 2000, 21.7% of owner-occupied housing was valued at less than $100,000 (Table 27). By 2010, that percentage had shrunk dramatically to 4.8% because of the appreciation in home values and the fact that new home construction in the early 2000's was almost entirely valued at more than $100,000.

The extreme increases in the number of single-family homes and their value since 2000 is more evidence of the growing residential trend in the Town of Clayton, but also of the type of housing built between 2000 and 2010. 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 primarily in large-lot subdivisions or multi-acre properties. However, due to the impacts of the recession, the trend toward larger lots has decreased. Housing affordability will become an increased factor as baby boomers downsize and millennials enter the housing market.

Table 27
Value of Housing – 2000 and 2010

	T. Clayton				Winnebago County				State of Wisconsin			
	2000		2010		2000		2010		2000		2010	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
< $50,000	53	5.4	51	3.7	2,701	6.5	1,647	3.6	142,047	10.0	80,434	5.1
$50,000 - $99,999	159	16.3	15	1.1	19,433	46.8	8,815	19.3	482,614	33.8	203,464	12.9
$100,000 - $149,999	315	32.3	256	18.8	11,048	26.6	14,948	32.8	410,673	28.8	336,548	21.4
$150,000 - $199,999	236	24.2	190	14.0	4,791	11.5	9,097	19.9	210,917	14.8	341,976	21.7
$200,000 - $299,999	160	16.4	417	30.6	2,389	5.7	6,741	14.8	123,606	8.7	368,821	23.4
$300,000 or More	51	5.2	433	31.8	1,196	2.9	4,394	9.6	56,803	4.0	244,343	15.5
Total Units	974		1,362		41,558		45,642		1,426,660		1,575,586	

Source: U.S. Census, 2000, 2010

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 16% to 30% between 2000 and 2010, a 87.5% 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, from 2000 to 2010 there has been a significant shift in renters maintaining affordable rent. In 2000, nineteen percent of renters were paying more than the affordability threshold, whereas in 2010 there were no renters paying more than the affordability threshold (Table 29). This decrease is more likely due to the higher household income than compared to County and State, because the number of housing structures in the town with two to four dwelling units increased by only forty-eight, and structures with five or more units were still non-existent. The increase in affordability

cannot be attributed to a booming multi-family housing market. This is very unlike the trend for both the County and State in 2010, with approximately 41 percent and 45 percent of renters not having affordable rent, respectively.

Table 28
Housing Affordability for Homeowners – 2000 and 2010

	T. Clayton				Winnebago County			
	2000		2010		2000		2010	
	No.	%	No.	%	No.	%	No.	%
< 20% of Income	406	51.7%	219	27.9%	21,134	58.3%	11,698	37.5%
20% to 24%	128	16.3%	251	31.9%	6,033	16.6%	6,139	19.7%
25% to 29%	128	16.3%	83	10.6%	3,349	9.2%	4,472	14.3%
30% to 34%	62	7.9%	71	9.0%	1,879	5.2%	2,550	8.2%
> 34% of Income	62	7.9%	162	20.6%	3,786	10.4%	6,291	20.2%
Not Computed	0	0.0%	0	0.0%	94	0.3%	50	0.2%
Total Households	786		786		36,275		31,200	
Percent Not Affordable	15.8%		29.6%		15.6%		28.3%	

	State of Wisconsin			
	2000		2010	
	No.	%	No.	%
< 20% of Income	634,277	56.5%	362,634	33.7%
20% to 24%	173,620	15.5%	193,902	18.0%
25% to 29%	109,833	9.8%	147,554	13.7%
30% to 34%	64,892	5.8%	99,739	9.3%
> 34% of Income	135,075	12.0%	269,921	25.1%
Not Computed	4,770	0.4%	2,719	0.3%
Total Households	1,122,467		1,076,469	
Percent Not Affordable	17.8%		34.3%	

Source: U.S. Census, 2000, 2010

Table 29
Housing Affordability for Renters – 2000 and 2010

	T. Clayton				Winnebago County			
	2000		2010		2000		2010	
	No.	%	No.	%	No.	%	No.	%
< 20% of Income	33	39.8%	104	81.3%	8,119	41.8%	6,479	30.8%
20% to 24%	13	15.7%	24	18.8%	2,965	15.3%	2,837	13.5%
25% to 29%	8	9.6%	0	0.0%	2,047	10.5%	2,592	12.3%
30% to 34%	4	4.8%	0	0.0%	1,331	6.9%	1,591	7.6%
> 34% of Income	12	14.5%	0	0.0%	4,153	21.4%	7,025	33.4%
Not Computed	13	15.7%	0	0.0%	810	4.2%	528	2.5%
Total Households	83		128		19,425		21,052	
Percent Not Affordable	19.3%		0.0%		28.2%		40.9%	

	State of Wisconsin			
	2000		2010	
	No.	%	No.	%
< 20% of Income	242,345	37.8%	180,066	25.4%
20% to 24%	90,934	14.2%	89,848	12.7%
25% to 29%	67,926	10.6%	78,643	11.1%
30% to 34%	44,573	6.9%	57,714	8.2%
> 34% of Income	162,669	25.4%	260,612	36.8%
Not Computed	33,225	5.2%	40,849	5.8%
Total Households	641,672		707,732	
Percent Not Affordable	32.3%		45.0%	

Source: U.S. Census 2000, 2010

One result of the recession is that lending institutions are now more restrictive is approving loans guarding against buyers “over extending” to pay their home mortgages. This has also slowed the amount of new housing since the recession. Millennials, still strapped with college debt, will find it more difficult in obtaining loans for housing. Their likely choice more representative of true affordable housing whether it be through purchase or rent.

Utilities and Community Facilities

Utilities

Sanitary Sewers and Wastewater Treatment

Sanitary Districts

There are two sanitary districts associated with the Town of Clayton; The Clayton Sanitary District No. 1, located in the east central part of the town and the Larsen-Winchester Sanitary District located in the west central part of the town, (Map 11). Although the boundaries for the sanitary district were established in the early 1970s, the district never began operating. Recently, Clayton Sanitary District No. 1 boundary has been amended to align with the recommendations of the *Water and Wastewater Utility Feasibility Study* completed in June, 2015.

The Town of Clayton is also part of the Larsen-Winchester Sanitary District that provides sanitary sewer service to the suburban development found in the rural communities of Larsen and Winchester. The Larsen area is the only portion in Clayton served by the sanitary district. The district, 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.

Eventually this system will require an upgrade which may provide opportunities for other areas in the Town. The eastern portion of the Town not excluded.

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 Planning 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 Planning 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.

Sanitary Sewer Master Planning

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

A sanitary sewer system was proposed. The sanitary sewer framework was developed by dividing the Town of Clayton into 12 drainage basins based on topography.

However, in 2015, the Town of Clayton commissioned another study by an area engineering firm to assess the feasibility of creating wastewater collection and treatment system as well as a municipal water system. The study was brought on by the potential impact of an adjacent town, The Town of Menasha, incorporation into village status that was approved in April 2016.

The study used projected wastewater and water flows for a planning area on the eastern portion of the Town. Using these flows, an evaluation was made to provide information to the Town of Clayton to determine the feasibility of providing wastewater and water utilities within the designated areas of the Town. The Water and Wastewater Utility Feasibility Study is intended to establish a framework for the wastewater collection, wastewater treatment and drinking water systems within established planned growth areas of the Town.

Three wastewater treatment alternatives were evaluated for treating wastewater from the planning area. The study determined the most feasible waste water treatment alternative was through the Larsen-Winchester WWTP site with a new wastewater treatment plant designed for the Year 2040. The study also concluded the construction of a municipal water system would be contingent upon Public Service Commission approval. The most feasible water supply alternative appears to be through the City of Neenah Water Utility. The water distribution system should be provided for the year 2040 in the same locations as the sanitary sewer system for cost effective reasons.

Privately Owned Wastewater Treatment Systems (POWTS)

Between 1991 and September of 2015, Winnebago County issued permits for the installation of 860 new Privately Owned Wastewater Treatment Systems (POWTS) in the Town of Clayton (Table 30). The vast majority (67%) was mound systems. Conventional made up 12.8% of the systems. Holding tank systems accounted for approximately 10.5% of the total while at grade was 8.6%. 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 2005 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.

Should the Town develop a public wastewater system as planned, the number of new POWTS systems will likely decrease over time as systems that would have been developed in the Sanitary Dis-

trict will be connected to the new public treatment system. Also, the town should be directing most development towards its newly developed sanitary system.

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

Year	Con-ven-tional	Mound	At-Grade	In-Ground Pressure	Holding Tanks	Experi-mental	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	4	20	3		1		28
2009	3	17			2		22
2010	2	18	2		4		26
2011	3	11			4		18
2012	2	19			3		24
2013	3	15			3		21
2014	2	23			2		27
2015	4	24	1				29
Total	110	579	74	5	90	2	860
% of Total	12.8	67.3	8.6	.6	10.5	0.2	100

Source: Winnebago County Sanitary Permit records

As mentioned earlier under the section on soils, according to the NRCS (Natural Resources Conservation Service), all of the major soil types within the three soil associations located in the Town of Clayton are designated as having severe limitations for septic tank absorption fields. In general, these soils prohibit the use of a conventional septic system. It is important to note, however, that the suitability for a private disposal system and type are site specific. 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. The type of POWTS in the town are mostly mound, conventional and at grade systems. The design, installation, inspection and maintenance of private sewerage systems is regulated by the State of Wisconsin Department of Commerce, Chapter Comm 83, Private Sewage Systems.

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.

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

In order to protect the health, safety and welfare of the public, the Town Board exercised its authority, under Chapters 60 and 66 of the Wisconsin Statutes. In November, 2012, the Town of Clayton adopted the Town of Clayton Storm Water Utility Ordinance establishing a Storm Water Utility. The Storm Water Utility was established under the supervision of the Town Board. Controls of the day-to-day operations of the Storm Water Utility are assigned to the Town Administrator and the Public Works Department.

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

The Town of Clayton has studied the feasibility of a regional retention basin on the west side of the town. No major projects have occurred as a result of this study.

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 development 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 Winneconne. 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 6). Drinking water contaminated with elevated levels of arsenic has been associated with negative health effects, including some cancers. Development in the region has increased the number of wells, and a subsequent drawdown of the aquifer has occurred. This exposes the arsenic to air and infiltrates the groundwater.

According to the U.S. Environmental Protection Agency, drinking water should not have arsenic levels greater than ten parts per billion. In well sampling done between 1980 and 1993, approximately 20% 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. 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 drilling new wells and for dealing with arsenic in drinking water is available at the following link:

http://dnr.wi.gov/topic/Groundwater/arsenic/recommendations.html

Water treatment devices are available commercially for reduction of arsenic from water. The town did provide periodic testing for residents but has since dropped the service due to low demand.

Water Master Plan

The Town of Clayton began work on a Water Distribution System Master Plan in 2008. The purpose of the Plan was to provide a possible broad framework for a water distribution system to serve the Town of Clayton. No development of a water system ever occurred as a result of the study. Howev-

er, in 2015, the Town of Clayton commissioned another study by an area engineering firm to assess the feasibility of creating a municipal water system. The study concluded the construction of a municipal water system was feasible but would be contingent upon Public Service Commission approval. The most feasible water supply alternative appears to be through the City of Neenah Water Utility. The water distribution system should be provided for the year 2040 in the same locations as the sanitary sewer system for cost effective reasons.

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. However, recent legislative changes have occurred which limits the level of control units of government can place mobile and radio broadband services. 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 and Fire Station

The Clayton Town Hall and Fire Station building is located in Larsen at 8348 CTH “T”, in the west central portion of the town.

In 2012, the Town of Clayton decided to remodel its existing town hall and administrative offices and create an addition to their connected fire station. By adding 2,620 sq. ft. of new space, the complex

now contains 5,300 sq. ft. The new space consisted of an additional double-loaded drive through an apparatus bay, fire department showers, generator, toilets, and hose tower. The existing space was a completely remodeled town hall, meeting room, town offices and training room.

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.

With the recent space improvements made to the town hall and a generator in place, the Town of Clayton is working towards establishing the renovated town hall as an emergency shelter facility.

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. The Town maintains a replacement schedule for all town equipment.

Equipment and tools are kept in the Town Garage for general road, park and cemetery maintenance. The 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 Village of Fox Crossing, which has a full time police department.

Fire and Emergency

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

Fire Service

The 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 Volunteer Fire Department has four fire fighting vehicles at the facility. These fire trucks include a pumper with 1,500 GPM capacity, a back-up pumper, a tanker, and equipment van. The Department provides a high volume pump with back up power. An on-site underground storage tank/cistern provides the Fire Department with a readily available supply of water for the fire trucks. The Fire Department has an ISO rating of 6/10.

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. The creation of the Town of Clayton Fire Rescue resulted from the recommendation within this report.

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

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

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

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

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

Parks, Recreation and Open Space

For a complete discussion on the Town of Clayton Parks, Recreation and Open Space System, please refer to Part 3 of the Town of Clayton Comprehensive Plan titled; *Town of Clayton Park and Open Space Plan - 2016 to 2020.*

Schools

Public Schools
There are three school districts that serve Town of Clayton residents, the Neenah Joint School District, Winneconne Community School District and the School District of New London (see Map 13).

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 approximately 280 students.

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

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

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

Libraries

There are no library facilities in the Town of Clayton and none are envisioned in the near future. The Town is, however, a member of the 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 31 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 31
Major Employers in Town of Clayton - 2004

Employer	Type Of Business	Number Of Employees
USF Holland	Trucking Company	98
Leid's Nursery	Landscape - Plants & Contracting	50
Clayton Elementary School	School - Elementary	40
Ridgeway Golf Course	Recreation -Golf Course, Restaurant	40
Outlet Graphics		40
Kimberly Clark	Manufactruer	36
ABT Foundation Repair	Water Damage Restoration Service	30
Warehouse Specialists	Industrial - Warehousing	28
Long Trucking	Trucking Company	26
Kranski And Sons	Industrial - Sprinkler Systems	25
Northeast Asphalt	Construction - Stone And Asphalt	25
Westridge Golf Course	Recreation -Golf Course, Restaurant	20
Willie Beamon's	Tavern And Restaurant	20
Firestopping Specialists	Fire Protection System Supplier	20
Wisconsin Camping	Retail - Recreational Vehicles	19
Shredd It	Shredding Services	19
Winagamie Golf Course	Recreation - Golf Course/Practice Range	18
Headliners Bar	Tavern And Restaurant	18
Motion Products	Automotive - Restoration	15
Larsen Cooperative	Cooperative	10
Blue Line Rentals	Equipment Rental Agency	10
Oinks	Restaurant	10
Woodshed	Tavern And Restaurant	8
John Trucking	Trucking Company	8
Red Bull		8
Treeo's	Landscaper	8
Anderson Sod Farm	Landscape - Sod	7
Matrix Machine	Machine Shop	7
Century Elm Supper Club	Restaurant	6
Earth Scape	Landscaping	6
Rudd Van Lines	Moving Company	6
Ridgeway 66	Automotive	5
Tuttle Lake Woodworking	Cabinet Maker	3
Automotive Specialist	Automotive - Engine Rebuilding	2

Source: Town of Clayton

Labor Force

Table 32 shows the labor force in Winnebago County and Wisconsin in 2000, 2010 and 2013. The impacts of the recession show up clearly in Table 32. Winnebago County should decreases in its employed total from 2000 to 2010 which is validated by an increase in the unemployment rate. Slight improvements began to show up in 2014.

Table 32
Labor Force - 2000, 2010 and 2014

	2000	2010	2014	% Change 2000 to 2010	% Change 2000 to 2014
Winnebago County					
Labor Force	96,034	90,131	91,977	-6.1%	-2.0%
Employed	93,604	84,386	87,097	-9.8%	3.2%
Unemployed	2,430	5,659	4,880	132.9%	-13.8%
Unemployment Rate	2.5%	6.3%	5.3%		
State of Wisconsin					
Labor Force	2,934,931	3,100,008	3,093,918	5.6%	-0.2%
Employed	2,831,162	2,867,620	2,923,533	1.3%	1.9%
Unemployed	103,769	227,546	170,385	119.3%	-25.1%
Unemployment Rate	3.5%	7.4%	5.5%		

Source: Wisconsin Department of Workforce Development

Employment by Industry

Table 10 identifies the industries in which employed residents of Winnebago County and Wisconsin worked in 2000 and 2010. The jurisdiction in which these employees worked was not necessarily the same as their place of residence.

In Winnebago County, the industries that lost the most employees from 2000 to 2010 was “construction” and “manufacturing” at around 20 percent. Of these two industries, “construction” has recovered from 2010 to 2014 by 26.8 percent. The decrease in the construction industry between 2000 and 2010 likely came from the recession in 2008 that nearly brought all new home building to a halt. Seeing an increase in this industry indicates the recovery in the economy that the area is currently undergoing. Professional and business services within the county continues to be a strong industry within Winnebago County.

In comparison to the State of Wisconsin, the “construction” and “manufacturing” industries experienced even a greater decrease from 2000 to 2010 compared to the County. Both industries are slowly recovering, but the construction industry in the State has not made the same bounce back as within the County. Within the State “natural resources and mining” has made the greatest growth from 2000 to 2014 in comparison to the other industries.

Wages

The average weekly wages for residents of Winnebago County and Wisconsin in 2000, 2010 and 2013 are shown on Table 13. The highest wages in 2013 for the County were in professional and business services. The largest increases in wages from 2000 to 2013 were seen in financial activities and construction. Smallest increases in the County were seen in trade, transportation and utilities and other services.

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. With the creation of a public sanitary and water system in the eastern portion of the town, commercial development should be attracted to the area especially adjacent good transportation linkages.

Ability to Retain and Attract Business

Existing Economic Base

Agriculture is still an economic force in Clayton, but its predominance will likely decline, especially, in the eastern half of the town. There are significant concentrations of commercial and industrial areas within the east side of town. After public water and sanitary systems are installed, the amount of industrial and commercial development activity will likely increase in this portion of 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 Appleton Airport International (AWT), 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. As previously stated, the creation of a public sanitary and water system in the eastern portion of the town should attract commercial and industrial development to the area.

Applicable County, Regional, and State Programs

Table 33 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 33
Economic Development Agencies and Programs

Agency	Program
Wisconsin Economic Development Corporation - IN Wisconsin	Funding programs for communities and businesses
Wisconsin Department of Housing and Economic Development Authority WHEDA	Provides affordable housing and business financing products.
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

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

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

Land Use Characteristics

Existing land use characteristics are summarized in Table 34.

Table 34
Existing Land Use in Acres - 2010

Land Use	Acres		Percent of Sub-Total		% Of Total
Urban					
Residential	2,905		48.78%		12.46%
Single- Family (% of Residential)		2869		98.74%	12.31%
Two-Family		24		0.81%	0.10%
Multi-Family		0			
Manufactured Housing		13		0.43%	0.05%
Commercial	140		2.34%		0.60%
Industrial	120		2.00%		0.51%
Non-Metallic Mining	138		2.30%		0.59%
Government, Institutional, Utilities	33		0.55%		0.14%
Recreation	646		10.77%		2.77%
Transportation	1,974		33.14%		8.47%
Sub-Total Urban	**5,956**				**25.55%**
Non Urban					
Agricultural	13,284		76.53%		56.98%
Woodlands And Wetlands	3,908		22.51%		16.76%
Surface Water	166		0.96%		0.71%
Sub-Total Non Urban	**17,358**				**74.45%**
Total Acres in Town	**23,314**				**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 13,284 acres, or fifty seven (57%) percent to the total land area. This decline may have been accelerated by a change in the land use classification system which now designates any residential lot ≤5 acres one land use type. In the past, a portion of the lot could have been classified for agriculture.

The future of agriculture in a town within the next ring of expanding urban development is surely one of change. Growth from the Fox Cities has, or will soon, essentially consume the Village of Fox Crossing east of Clayton. The pressure of urban development will be increasingly felt in the Town of Clayton for the next several decades. The development of a public water and sanitary system will aid in the attraction of the area for residential and commercial use

However, unlike the struggling agricultural economy of the early 2000s, the state of agriculture has improved. Farming was one of the few industries that survived the recent economic recession without major issues. Some farm crops like corn and soybean had strong gains during this period. Cash cropping has returned in force in some areas due to major market processing investments. Couple this fact with the almost stagnant housing development market, much land has returned to be managed as agriculture. With the increased economic emphasis to buy local and support local, Wisconsin agriculture will likely stay strong for the foreseeable future. Niche markets have emerged from the popular craft beer and wine markets to the demand for increased organics. Competition between different agriculture niches like vegetable and grain crops verses dairy has increased the competition for farmland driving up agricultural land prices for purchase and rent. Part of increased demand for agricultural land stems from investment in agricultural infrastructure which needs a land base to generate the agricultural productivity to cash flow the investments. The gap between land values for development and land values for agriculture has closed substantially in the last five years. Based on input from the public informational meetings held as part of this comprehensive plan update effort, there appeared to be a general consensus that the more detailed analysis of the current "Agricultural and Rural Residential" areas into the new "Working Lands" designation provides better focus to preserving the agricultural and open space areas of the Town of Clayton.

Although the designation of including a Working Lands overlay to the Agricultural future land use category has support, it comes with the need for a better understanding of the role or function on how Working Lands will be administered in the Town. To clarify, the following policies are part of the Working Lands designation:

1. Working Lands as identified in the Town of Clayton Comprehensive Plan shall be recommended for inclusion into the 2017 update of the Winnebago County Farmland Preservation Plan. However, since the farmland preservation plan is a county administered process by statute (Wis. Stats Chapter 91), the county will ultimately decide what lands based on criteria, will be submitted to DATCP for certification. Since the Town has established criteria for the identified Working Lands, it is likely these lands would meet DATCP requirements.

2. The Town of Clayton should not initiate "blanket" A-1 zoning for all identified Working Lands on the Future Land Use Plan map. The reason is the County will likely hold a series of public meetings with land owners as part of the farmland preservation planning process which will in turn; show the level of interest in A-1 Zoning. If interest by town farmers has increased for inclusion in A-1 zoning for the purposes of garnering tax credits, this would be the appropriate time for that discussion to occur.

3. A comprehensive plan amendment should be required to develop non-farm related development in areas designated Working Lands. Conversely, land outside of an identified Working Lands area, that would be requested into the Working Lands designation, would require a comprehen-

sive plan amendment as well. An example of this scenario would be a farm expansion where land is purchased by an area farmer for agricultural purposes.

It is envisioned that the inclusion of designating Working Lands as part of the Future Land Use Plan will provide better direction in balancing agricultural activity with the location future residential development. This should improve compatibility between the two uses which in the past has clashed because of a lack of land use planning and proper implementation. The designation of established Working Land areas also drives development into areas which are planned to have a higher level of public infrastructure supporting it such as municipal water and sewer service.

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 1A. Residential subdivisions have extended westerly from the boundary line between the Towns of Neenah and Clayton towards the rural community of Larsen.

Some 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

In 1995 there were approximately 1,380 acres developed for residential use. By 2004, that acreage had increased to 1,783 acres and by 2010, the total increased to 2,905 (Table 34). 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 and by 2010, increased to 12.4% of the land area in Clayton. However, the 2010 acreage total and percentage is inflated due to the land use inventory calculations now including any lot 5 acres or less in size to be classified entirely as residential. The percentage of loss will likely subside during the next inventory.

The truth of the matter is single family residential development has slowed substantially in the Town of Clayton since the recession of 2008. This fact is evidenced by Table 35 & 36 where one can easily see the drop in the numbers of new single family units and subdivision plats created since that time. Although there is evidence to suggest residential development activity is coming back, the type, density and location for housing has changed from the active housing periods of the 1990s and early 2000's.

Recent housing trend data from the American Planning Association suggest less demand for rural single family type housing in exchange for more concentrated, neighborhood type housing. As generations become less connected to the land, they will seek housing opportunities that will allow them to be in close proximity to services, social activities, schools, employment and other support functions. As the baby boomer generation ages, they will also desire to be closer to essential services and medical facilities. In addition, volatile gasoline prices and the high cost of vehicle ownership

appear to be a deterrent to living longer distances from employment. Also, as the duration of employment at one company continues to falls (averaging less than six years in tenure), the ability to move more easily from one housing location to another will become even more attractive.
As previously stated, the Town of Clayton experienced economic slowdown as well. Housing starts dropped significantly. Evidence of a resurgent economy are occurring, however the preference for housing may be transforming due to the needs of different generational demands. For the Town of Clayton to be an attractive location for future housing development, housing opportunities will need to be more diverse and cater to the ability to transition from one buyer to another.
Over the next five years, the Town of Clayton can expect some infill of existing vacant lots in already established subdivisions. The run of rural subdivisions that town experienced in the past will likely not continue in the immediate future. But due to the town's location adjacent the Fox Valley and interest in providing public infrastructure such as municipal water and sewer, opportunity can be created. The Town of Clayton recognizes this opportunity and has already taken measures to pursue it by planning for locations that will be attractive to future home buyers.

Another residential housing trend the Town must be willing to accommodate is the growing interest in multi-family and townhouse type development. Changing demographics and housing priorities of buyers point to this housing preference change. The Town's sanitary districts would be good locations to accommodate this type of housing.

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. By 2010, the total increased to 140 acres, .6 percent of the total.

Like future residential development, the Town will need to be an active player in generating opportunities for future commercial development. Commercial development must be supported by a population base of consumers and laborers.

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 increased to approximately 178 acres, or 0.75% of the town's land area. In 2010, it increased to 258 acres or 1.1% of the town's land area.

Recreation and Open Space

Parks, trails, and other recreational land cover 646 acres, or 2.7 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 3,908 acres, or 16.8 percent. 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 likely decline, the amount of land utilized for recreation and open space areas should not decrease, and may increase slightly. With the urbanization of Clayton, these natural areas will become increasingly important to preserve.

Transportation

The 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 1,974 acres in Clayton, over 8.4 percent of the town.

Future Land Use Plan

The Future Land Use Plan developed through this update process has given Town of Clayton Leaders more detailed direction than the past effort. They have embraced the concept of: "The best way to predict the town's future is by creating it".

Based on the public's reaction to the presented information at the November 11, 2015 meeting there appears to be general consensus that the more detailed Future Land Use Plan categories better represent the future land use desires of the town. Factors such as future public sewer and water service, the airport zoning overlay and compatibility with current development were all presented and discussed.

Demand, Supply, and Cost of Land

Agricultural

The state of agriculture has improved significantly from the last comprehensive plan update. The gap between the value of agricultural land and rural residential land has closed substantially. There are two major reasons for the adjustment: 1.The demand for rural residential housing has slowed significantly since the recession partly due to the economy but also from an adjustment in housing preference. 2. Significant investment has occurred in agriculture infrastructure which requires a land base to support it. This has increased the competition of land between farmers, driving up cost.

The cost of agricultural land has risen significantly. Prices can range from $6000 an acre for more marginal land to over $10,000 per acre for large blocks of prime farmland throughout the Fox Valley.

Residential

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 35). However, from 2007 through 2015, only one new subdivision plat was created offering 11 lots.

Relative to housing units built, a similar cooling off trend is evident. For example, from 1991 through 2007, there were 643 housing units built (Table 36). The average during this period of time was 37.8 units per year. On the other hand, from 2008 to 2015, there were only 127 units constructed, most of which were on lots created prior to 2006 (infill). The average number of units built during this period was 15.9 units.

The Town has experienced a mild resurgence over the past two years (2014 & 2015) with over 20 units built each year, but it's unlikely the number of units will average those of the 90's and early 2000's. An upswing in residential development can be spawned by infrastructure investment, similar to the efforts of the Village of Fox Crossing. In addition, offering more of a housing mix (multi-family, townhouses, etc.) may play more into an evolving housing market demand.

Table 35
Subdivision Plats - 1991 through 2015

			Lots Remaining	
Year	Plat	# of Lots	Number	Percentage
1957	Oakcrest Manors	39	5	13%
1960	Ridgeway Heights	20	0	
1962	Winncrest	79	2	3%
1964	Oak Openings	45	6	13%
1969	Clayton Place	16	1	6%
1969	Ridgeway Heights 1st Add.	16	0	
1972	Wood Life Plat	18	1	6%
1989	East Ridge Place	3	0	
1989	Stoney Ridge Acres	9	5	56%
1989	Windfield Place	40	5	13%
1990	Deer Trail Estates	28	2	7%
1995	Sunburst Estates	38	4	11%
1996	Holiday Hills	7	2	29%
1996	Joseph Peters	17	2	12%
1997	Kiely Way	7		
1998	Moeser Lane	11		
1997	High Point Estates	11	0	
1999	Westridge Estate	17	2	12%
1999	High Point Estates II	23	4	17%
2000	Highland Wood	24	3	13%
2000	Forest Heights	11		
2000	The Ridges	50	3	6%
2001	Wood-View Drive 2nd Add.	7	0	

2001	Hidden Park	25	1	4%
2001	Metzig Hills I	14	3	21%
2001	Metzig Hills II	63	2	3%
2001	Woodview Drive	21	3	14%
2002	Berry Bramble	16	10	63%
2002	Breaker Ridge	54	0	
2003	Hidden Park South	17	0	
2003	Strawberry Fields	35	0	
2004	Emerald Valley II	20	1	5%
2005	Emerald Valley	56	2	4%
2005	Strawberry Estates	41	7	17%
2006	Larsen Heights	26	0	
2015	Whispering Meadows	11	9	82%
TOTAL		**935**	**85**	**9%**

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

Table 36
Housing Units Built - 1991 through September 2015

	Type of Structure				
Year	**Single-Family**	**Two-Family**	**Multi-Family**	**Total Units**	**Five-Year Rolling Average**
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	19	--	--	19	42.6
2009	14	--		14	28.8
2010	16	--		16	22.8
2011	8	--		8	16.4
2012	13	--		13	14.0
2013	15	--		15	13.2
2014	20	--		20	14.4
2015	22	--		22	15.6
TOTAL	**772**	**3**	**--**	**778**	

Source: Town of Clayton
2008 through 2015

Impact of Recent Changes in the Housing Market

While history is a good guide to projecting housing, recent events with respect to the United States economy in general and the housing economy specifically present the Town of Clayton with challenges.

Pre-recession, the housing market operated under the assumption that housing values would 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 downturns in the global economy. Housing values decreased. Foreclosures increased. While the Town of Clayton and the Fox Cites were not as negatively impacted as much as other areas of the country where housing market values had increased dramatically a decline in housing values and an increase in foreclosures did occur in the Town of Clayton.

The outcome was consistent with some experts who predicted an increase in the demand for rental housing as people fleed from unaffordable mortgages. Development patterns changed 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 may also play a role in future housing development patterns. Although gasoline prices plummeted to 10 year lows in early 2016, the cost of vehicle ownership is still high especially to a cash tight millennial generation. 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. An attraction to urban communities by younger generations appears to be more appealing than longer commutes to work. Walkable communities are becoming more attractive.

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 $30,000 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 through 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 be similar to commercial property, selling between $10,000 to $30,000 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. As important as the productive nature of the soil, is the demand for larger blocks of agricultural land. Larger blocks of undeveloped farmland is often more efficient for the use of larger agricultural equipment which in turn can increase profit margins.

Natural Limitations for Building Site Development

Many areas in the town have high groundwater levels, particularly in the northwest and southwest 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. The development of public sanitary and water systems could overcome many of these concerns or limitations.

Environmentally Sensitive Areas

The main environmentally sensitive area in the town is the Rat River and the surrounding marsh in the northwest portion of Clayton. Development around the marsh should be very limited, with very low-density where it is. Stormwater drainage should be actively managed to prevent damage to this wetland complex.

Boundary of Utility Service and Community Facilities

The only portion of the Town of Clayton that resides in an approved sewer service area plan is the Larsen-Winchester Sewer Service Area. The Larsen-Winchester plan was last updated in 2002. The surrounding service areas, 2030 Grand Chute-Menasha West and 2030 Neenah-Menasha Sewer Service Area were last updated in 2006. Aside from an amendment or two these plans have remained relatively intact. Should the Town of Clayton expand public sewer service into the eastern

portions of the Town, a sewer service area amendment would be required to accommodate such service.

Land Use Projections

Residential

Table 37 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 532 more acres may be needed in 2040. If density is comparatively low, as many as 1416 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.

There is certainly an adequate supply of land available for residential development.

Table 37
Residential Land Use Projections, Town of Clayton - 2010 through 2040

Based on East Central Wisconsin RPC Population Projections							
					Additional Acres Required		
Year	Population	% +/-	PpH	Hhd	.75-ac. lot 1.33 Hhd/ac	1.25-ac. lot 0.8 Hhd/ac	2.0-ac. lot 0.5 Hhd/ac
2010	3,951	---	2.75	1,437			
2015	4,140	4.8	2.7	1,533	72	120	192
2020	4,510	8.9	2.7	1,670	103	171	274
2025	4,855	7.6	2.7	1,798	96	160	256
2030	5,200	7.1	2.7	1,926	96	160	256
2035	5,470	5.2	2.65	2,064	104	173	276
2040	5,685	3.9	2.65	2,145	61	101	162
Total Acres Needed by 2040					**532**	**885**	**1,416**

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 provides some direction relative to where both business and industrial uses can co-exist and areas where business solely maybe the more appropriate use due to traffic patterns and access. In addition, the presence of airport zon-

ing restrictions will impact development densities. This is why "planned unit development" concepts have been recommended in areas impacted by airport zoning. The use of planned unit development concepts will allow greater flexibility in meeting airport zoning restrictions. In all cases 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 are combined.

The projection will use a ratio of the Town of Clayton's population to the number of acres currently being used for business purposes. The Town of Clayton had an estimated population of 4,016 in 2014. There were 260 acres of land being used for commercial and industrial purposes. The resulting ratio of 0.0647 acres per person can be used to calculate the amount of commercial and industrial land needed in the future. Based on this ratio and the population projection of 5,685 people in 2040 (Table 3), approximately 107 additional acres of land will be developed for business and industrial purposes by 2040. It should be noted that the ratio used to develop this projection was based on the fact that no public sewer or water service is available to spawn increased commercial and industrial development outside of the Larsen area. The installation of this type public infrastructure system could accelerate the demand for commercial and industrial land especially along the STH 76 corridor.

Recreational Lands

The area of parks, trails, and open space will expand as development occurs. Land for trails and parks is now required in every new subdivision based on the Town of Clayton subdivision ordinance.

Future park acquisitions and development projects must be consistent with the *Town of Clayton Park and Open Space Plan - 2016 to 2020.* For a complete discussion on the Town of Clayton Parks, Recreation and Open Space System, please refer to Part 3 of the Town of Clayton Comprehensive Plan titled; *Town of Clayton Park and Open Space Plan - 2016 to 2020.*

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 are involved. The Town of Clayton continues to develop liaisons with local, regional, state, and federal units of government to assure input from the Town of Clayton and to build cooperation with these governments.

Adjacent Communities

Communities that are adjacent to the Town of Clayton include the towns of Winchester, 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. The Larsen-Winchester Sanitary District was formed to provide sanitary sewer service to residents and businesses in the two communities. Providing sanitary sewers allowed Winchester and Larsen to attract more development to their respective communities and protects local surface and groundwater resources.

Village of Fox Crossing

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 Village of Fox Crossing its share of the Per Capita Funding Program, an annual grant program administered by the Winnebago County Industrial Development Board. The Village of Fox Crossing 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 Village of Fox Crossing 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 three public school districts that serve the community. Map 13 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.

School District of New London

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

Winnebago County

As would be expected, there is a significant amount of interaction between the Town of Clayton and Winnebago County. Planning, zoning and subdivision ordinances, regional storm water management, farmland preservation planning, drainage plans, septic system installations, access control 911 dispatch, emergency management and geographic information systems are the most common areas that require cooperation. Other areas of importance for Winnebago County and Clayton include the upcoming changes in highway jurisdiction, the Wiouwash Recreational Trail and the Winnebago County Drainage District/Larsen Drainage District. The Winnebago County Highway Department serves as the back-up unit for Clayton town roads if the Town Maintenance Department is unable to handle snowplowing and maintenance work due to limitations in equipment and manpower.

Winnebago County works cooperatively in providing other important services to the Town of Clayton residents. The Winnebago County Sheriff's Department is responsible for providing police protection throughout the Town. Part of the Sheriff's Department responsibilities to Clayton also includes vehicle control and traffic safety. Other County services include health, human services, parks and recreation such as the Wiouwash Trail.

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 "II".

In the early 1980s, the Town of Clayton, the Clayton-Winchester Volunteer Fire Department and the Wisconsin Department of Natural Resources entered into a mutual aid agreement for fire service. The intergovernmental/cooperative agreement was necessary to ensure that adequate fire protecttion 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 Village of Fox Crossing. 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.

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 Village of Fox Crossing 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 has decided to provide water and sewer services directly through expanding the sanitary district. The Town will need to reach an agreement with the Village of Fox Crossing, and the City of Neenah or the Larsen-Winchester Sanitary District to provide these services.

The Town of Menasha has petitioned the State of Wisconsin for incorporation as a village. The Town received Village status in April 2016 and became the Village of Fox Crossing. With incorporation will come the threat for annexation into the Town of Clayton. It is the Town of Clayton's desire to maintain its current borders and provide services to residents of the town.

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 most realistic possibility is the Town of Menasha incorporating into the Village of Fox Crossing.

The Town should always monitor the pros and cons of incorporation as a strategy to maintain the current boundaries of the town and to provide urban services, along with the strategies of boundary agreements or cooperative agreements to provide urban services. As previously stated, the Town of Clayton should predict its future by creating it.

Part 3: Park & Open Space Plan 2016-2020

General Information

Park and Open Space Plan as a Component of the Town of Clayton Comprehensive Plan

Traditionally, the Town of Clayton Park and Open Space Plan was completed and updated independently of the Town of Clayton Comprehensive Plan. In an effort to better coordinate the two planning efforts, the Park and Open Space Plan has been included as a separate chapter within the Town of Clayton Comprehensive Plan. It has been the Town's policy to update both plans every five years. The Park and Open Space Plans must be updated every five years to maintain eligibility for WDNR Stewardship Grant funding.

The Benefits of Recreation Facilities

Some of the benefits of recreation and leisure, and the facilities that support them, are obvious. The most notable benefit falls under the umbrella of fitness – playing organized and casual athletics, climbing on play equipment, hiking and jogging, relaxing, and visiting with family and friends. Opportunities for family and social interaction, and the practicing of good social and sportsmanship skills, are often realized in a park setting. In many park areas, the presence of wildlife habitat and the resulting enjoyment of wildlife observation is important to users. And, increasingly so in these times, the ability of parklands to protect natural resources, such as wetlands, waterways, and woods, has become a vital use of parks and open space.

There are, however, subtler benefits to recreation facilities. A variety of good parks and other recreation areas, and plenty of them, are a source of community pride. They attract visitors to the community and potential residents and businesses. Ethnic and social harmony can be improved in recreation activities, and they have been shown to reduce vandalism in the community, promote positive self-images of participants, reduce individuals' feelings of alienation and loneliness, and help build strong families.

Recreation, Park, and Open Space Trends

Parks have traditionally been large tracts of lawn with playgrounds, picnic areas, and ball fields. People went to parks to play sports, swing and slide, and socialize. Recreation activities and the facilities that support them, however, have changed significantly in the last several decades, largely because the form of the communities in which we live, and the residents and families that comprise the communities, have changed.

Some of the past – and future - changes in recreational desires can be attributed to demographics. The Baby Boom population is beginning to reach retirement age, and single-parent, often female-headed, households have become common. Lifestyles have changed, too. Television, computers, and electronic games have led to more children staying inside watching television and playing video games. Concern for children's' safety has also diminished their presence in parks and other outdoor recreation facilities. Security concerns and large residential lots capable of providing open areas and play equipment have further reduced outdoor play.

The recreation needs and desires of community residents have also been changing. Recreationists are now likely to engage in an activity that they can do singly or with one or several friends, as opposed to organized sports. Users became more nature- and fitness-oriented, and generally less sports-oriented. People are biking and walking much more than in the past (they are both among the activities most pursued and desired by community residents). Wildlife watching, especially birding, is also one of the most popular of all leisure activities.

Some sports activities traditionally found in parks, such as tennis and informal games of baseball, are now a much lower percentage of all activities than in the past. Soccer has overtaken baseball and football as the primary youth sport.

The result has been a change in the form and components of parks. Parks can now be linear for trails. They are natural areas, historic sites, or performance facilities. They offer a wider range of facilities, because parks aren't just for kids anymore. Parks and other recreation facilities, then, must be provided, sized, and maintained to accommodate an increase in the type, number and frequency of users.

Recreation Activities and Facilities

Types of Recreation Activities

Recreation activities are divided into two classes – active and passive. Within these overall classes, activities fall within one of four categories: athletic, social, cultural, and natural. Table 38, identifies activity types, then examples of individual activities and their associated facilities within those types. Not all the listed categories, types, activities, and facilities are, or will be, appropriate for the Town of Clayton.

Table 38
Leisure Category, Type, Activities, and Facilities

Category	Type	Sample Activities	Facilities Required
Athletic	Competitive Sports	Leagues for youth baseball, adult softball, soccer, flag football, Swim and track meets	Regulation sports fields, courts, swimming pools, tracks; parking and restrooms
	Sports and Games Instruction	Classes to teach rules and techniques associated with athletic activities, board games, water sports, or fitness	Indoor classrooms, gymnasiums, non-regulation practice fields, swimming pools, restrooms and parking
	Informal Athletics	Pick-up athletic games, such as baseball, basketball, and soccer; tennis; traditional and disc golf	Non-regulation sports fields and courts; traditional golf course, disc golf course, perhaps restrooms and parking
	Motorized Sports	Water skiing, snowmobiling, off-road vehicle riding, racing of various kinds	Lake or river, snowmobile and ATV trails, race tracks, restrooms and parking
	Pet Activities	Dog walking, horseback riding	Trails, parks, dog parks, boarding facilities
Social	Child's Play	Playgrounds	Playground equipment
	Picnics and Parties	Family picnics, reunions, wedding receptions, company picnics	Picnic area, picnic shelter, pavilion, restrooms and parking
	Events/Festivals	Carnivals and craft/art fairs	Festival grounds, large open spaces, restrooms, parking
Cultural	Performances	Concerts and plays	Performance facility, restrooms and parking
	Arts and Crafts	Instructional classes	Classrooms, studios, display space, restrooms, parking
	Historical Interpretation	Attending museums, historical sites, lectures	Museum space, historical sites or recreations, classrooms or lecture halls, restrooms and parking
Natural	Nature and Wildlife Observation	Bird-watching and other wildlife observation, nature walks, photography and other creative arts, education	Natural areas; trails, boardwalks and observation decks; outdoor education centers; limited restrooms and parking
	Nature-based Recreation	Hiking, biking, skiing and sledding, canoeing, boating, camping	Trails for various users, lake or river, ski and sledding hills, campgrounds, limited restrooms and parking
	Relaxation	Nature viewing, reading, writing and visiting in a natural area	Seating areas in natural areas, access trails, limited restrooms and parking
	Wildlife Sports	Hunting and fishing	Wild areas; lake, river, stream; limited restrooms and parking

Types of Recreation Facilities

For many decades public recreation facilities were simply parks. Many of the parks we see today were initially developed in the early twentieth century, so by the time the generations of today became park users these parks were characterized by mature hardwood trees within an expansive area of lawn. The activities and facilities within these traditional parks were equally traditional and limited in scope – sports fields, playgrounds, picnic areas, sometimes large pavilions, and swimming pools with rectangular tanks. The qualities of these parks became the standard upon which the development of new parks was measured.

Traditional parks are classified as either Neighborhood Parks or Community Parks. The difference between them is their size, the activities they support, the volume of people these activities attract, and the impact the park has on the surrounding neighborhoods.

Neighborhood parks are intended to serve the specific neighborhood that surrounds them. A general standard is that the radius of a neighborhood park's service area is one-half mile. Barriers such as rivers and busy roads and highways that are unsafe for children to cross affect this radius. Based on the typical desires of park users, eight to twelve acres is an appropriate size for a neighborhood park

Activities in neighborhood parks should be of limited impact on the residential neighborhood. The parks' primary facilities are a picnic area with perhaps a shelter, a playground, and open areas for informal athletics. With the exception of unlighted courts for tennis, basketball, and sand volleyball, sports fields for competitive sports are inappropriate because the associated noise, traffic, parking, and lighting is obtrusive on surrounding residences.

The very things that are inappropriate in a neighborhood park are what should occur in a community park. Because the activities often attract large numbers of people and their cars, and generate lots of noise, community parks are not typically located within residential neighborhoods, certainly not in recent years.

Typical facilities in community parks are large athletic field complexes with multiple ball diamonds and fields for soccer and football; event grounds for festivals and concerts; large picnic areas and pavilions; and buildings housing gymnasiums and hockey rinks. To accommodate these facilities, community parks are large – twenty-five acres would be the absolute minimum, fifty acres is fairly typical, and beyond that is not uncommon. Many community parks cover more than one hundred acres.

As mentioned in previous sections, however, the desires of recreationists began to change dramatically in the 1980s and 1990s. Consequently, the type of activities and the facilities that accommodate them have changed significantly in the last couple of decades. Recreation areas are also now likely to be or include natural areas. Bicycle and pedestrian trails are the most notable examples of this change in leisure preferences. Trails require long, continuous corridors, unlike rectangular parks.

Trails have become a vital component of public recreation systems. They are used for biking, casual walking, jogging, walking to school, pushing a baby stroller, and bird watching. With an asphalt surface they are perfect for inline skating. They can provide safe connections to major destinations within a community.

Off-road bicycle/pedestrian trails remove trail users from the hazards of sharing the roads with vehicles and encountering them at driveways while traveling along paved paths. Despite common public

perceptions, trails have been overwhelmingly shown to be safe for users and not a security threat to adjacent property owners.

The Americans with Disabilities Act (ADA) requires all facilities to be accessible to physically challenged users. Playgrounds, in particular, were replaced with, and now require, new types of play equipment. Play areas have become single, but large, structures that usually cover more area than did traditional swings sets, slides, climbers, and sandboxes.

Fewer baseball and softball diamonds are needed. Football fields have transformed to soccer areas, but regulation soccer fields are much larger than football fields. Tennis has become less important, so tennis courts are less common.

General Guidelines for the Planning of Recreation Facilities

- Parks should be located in places that are both convenient and safe for their intended primary users.
- Parks should be located and sized to accommodate the intended uses, and produce impacts from traffic, noise, and lighting that are appropriate to surrounding land uses.
- There should be a neighborhood park within one-half mile of all homes in areas with suburban style residential development.
- Neighborhood parks should be eight to twelve acres. Community parks should be a minimum of forty acres.
- To avoid conflicts with neighbors, whose backyards share a boundary with a park, the park should be entirely surrounded by public streets or a natural buffer such as a large wetland, woodland, or river.
- Special attention should be paid to potential park locations where there is a variety of landforms, such as natural areas, water bodies, and open, upland areas. These areas will provide a greater variety of recreation experiences than, say, a park carved out of a farm field. That said, some park uses, such as athletic field complexes, are best developed from large tracts of level open ground.
- Trails should be located to take advantage of natural areas and water bodies.
- Off-road trails should be planned in advance to run through future subdivisions. Making the need for a trail known to developers as part of the approval process for a subdivision ensures that trail segments link one to another. Trails are most effective when there is connectivity that maximizes the distance that can be traveled at one time. Including trail corridors in a residential plat allows potential homebuyers to be aware of the eventual trail and purchase a home based on their preference in relation to the trail.

Town of Clayton Characteristics

Population Characteristics

At the time of the 2010 U.S. Census, Clayton had a population of 3,951. Its population had increased by 1687 since 1990, a 74.5% increase. However, since 2010, the WDOA estimates the Town of Clayton population at 4,053 for 2015 (See Table 39). This is a mere 2.6% increase since 2010 and an obviously outcome of the recession.

Table 39
Population Change - 1970–2015

Year	Town of Clayton Pop.	Town of Clayton Change	Town of Menasha Pop.	Town of Menasha Change	Town of Greenville (Outagamie County) Pop.	Town of Greenville (Outagamie County) Change	Winnebago County Pop.	Winnebago County Change
1970	1,771		8,862		2,675		129,946	
1980	2,353	32.9%	12,307	41.8%	3,310	23.7%	131,772	1.4%
1990	2,264	-3.8%	13,975	13.6%	3,806	15.0%	140,320	6.5%
2000	2,974	31.4%	15,858	13.5%	6,844	79.8%	156,763	11.7%
2010	3,951	27.2%	18,029	15.7%	9,712	41.9%	165,032	5.3%
2015*	4,053*	2.6%	18,665*	3.5%	11,303*	16.4%	168,526*	2.1%
1970-2015 Change		128.9%		110.6%		322.5%		29.7%

Sources: U.S. Census, Wisconsin Department of Administration (WDOA),
*Population estimate by WDOA

Table 40 shows the expectation for continued steady growth in Clayton between now and 2040. The population is expected to increase by almost half in this period.

The Town of Clayton can expect population to experience a steady increase in population through 2030, and a slightly slower growth rate from 2030 to 2040. Between 2010 and 2040, Clayton's population is expected to increase by nearly 44 percent. It is predicted that the Town of Clayton and the Village of Fox Crossing will experience very similar growth rates until 2040. Of the towns surrounding Clayton, only Greenville will grow at rate faster than Clayton, with the remaining of the towns are projected to grow at much slower rates.

Table 40
Projected Population - 2010-2040

Year	Town of Clayton Pop.	Town of Clayton Change	Town of Menasha Pop.	Town of Menasha Change	Town of Greenville (Outagamie County) Pop.	Town of Greenville (Outagamie County) Change	Winnebago County Pop.	Winnebago County Change
2010	3,951		18,498		10,309		166,994	
2015	4,140	4.8%	18,950	2.4%	11,107	7.7%	169,925	1.8%
2020	4,510	8.9%	20,070	5.9%	12,450	12.1%	177,050	4.2%
2025	4,855	7.6%	21,080	5.0%	13,650	9.6%	183,230	3.5%
2030	5,200	7.1%	22,020	4.5%	14,800	8.4%	188,680	3.0%
2035	5,470	5.2%	22,680	3.0%	15,710	6.1%	191,710	1.6%
2040	5,685	3.9%	23,140	2.0%	16,390	4.3%	193,130	0.7%
2010-2040 Change		43.9%		25.1%		59.0%		15.7%

Source: WDOA

Land Use

Existing Land Use

Clayton is a mix of agricultural, commercial, office, residential, recreational, and environmental land uses. As can be expected, the east half of the town – that closest to the Fox Cities – has experienced the most development pressure.

This area includes the State Highway (STH) 76 corridor, which includes the USH 10 interchange and a number of small businesses near the intersection of STH 76 and County Highway (CTH) "II". Almost all the single-family residential development in the town is in its east half. This development is either scattered home sites or large-lot subdivisions. Three eighteen-hole golf courses occupy other major portions of the east half of Clayton.

The west half of the town is almost exclusively agricultural and environmental lands, along with several quarry operations. The 3,100-acre Rat River State Wildlife Area occupies much of the northwest portion of the town. Apart from the hamlet of Larsen, there is little residential land use in west Clayton.

There are two major recreational features in Clayton. Both of these are trails: the Wiouwash State Trail, which runs north and south through the entire town, from Sections 5 to 32; and the Friendship State Trail, which follows USH 10.

A major impact on land use and transportation in Clayton since 2003 is the USH 10 freeway. The freeway provides an easy commute to the Fox Cities, but it bisects the town, separating the northern third from the balance to the south.

Future Land Use

The projected growth in Clayton's population will undoubtedly alter land use in the town. Land for suburban residential development has been, and will continue to be, sought further from the core of the Fox Cities. In Clayton, this will heighten the need for discussion on the future balance between the desire for a rural appearance and lifestyle in the town with the continued development of urban style subdivisions.

More detailed information on future land use for the Town can be found within the Land Use Element of the Comprehensive Plan.

Town of Clayton Recreation Activities and Facilities

Inventory of Existing Recreation Activities and Facilities

Table 41 lists existing recreation facilities in Clayton that are either owned by the Town, other governmental entities, or private businesses (see also Map 15 Park and Open Space Plan).

Table 41
Existing Recreation Facilities Open to the Public in the Town of Clayton

Property Name/Location	Recreation Facility	Size in Acres
Clayton Town Park Larson Rd. east of Center Rd. Owned by Town of Clayton	Picnic area; picnic shelter with restrooms and kitchen, three baseball/softball fields, volleyball net standards, playground, parking lot, and wooded area	26
Southeast Park	Passive Recreation Desired. No current facilities.	12
Trailhead Park Adjacent to Wiouwash Trail in Larsen Owned by Town of Clayton	Recreational trail access, parking lot, horse trailer parking, picnic area, enclosed shelter, playground, and soccer field	7
Friendship Trail 30' corridor, 6.25 miles along USH 10 Owned and operated by Town of Clayton	Recreation trail for bicycling, walking, horseback riding, cross-country skiing, snowmobiling	23
	Total Acreage Owned by Town of Clayton	**68**
Wiouwash Trail 6.2 miles, from north town line to south line, from Section 5 to Section 32 Owned and operated by Winnebago County	Recreation trail for bicycling, walking, horseback	75
Rat River State Wildlife Area Sections 4, 5, 6, 7, 8, and 9 in northwest Clayton Owned by State of Wisconsin Managed by WI Dept. of Natural Resources	Nature observation, canoeing, hunting, trapping	3,100
Clayton Elementary School Fairview Road at STH 76 Owned by Neenah Joint School District	Playground	6
	Total Acreage Owned by Other Government Entities	**3,181**
Winagamie Golf Course Privately owned	27-hole golf course open to public	226
Westridge Golf Course Privately owned	18-hole golf course open to public	139
Ridgeway Country Club Privately owned	18-hole golf course not open to public	117
Mulligan's Fairway Privately owned	Golf practice range open to public	23
	Total acreage owned by private entities	**505**
	Total acreage owned by all government entities	**3,249**
	Total acreage of all recreation facilities	**3,754**
	Percent of all recreation facilities (by area) owned by Town of Clayton	**1.5%**

Source: Martenson & Eisele, Inc.

Table 42 shows the leisure types, activities, and facilities that are either provided or not provided in the Town of Clayton. The latter are the shaded areas.

Table 42
Leisure Activities and Facilities in Clayton

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

Source: Martenson & Eisele, Inc.

Analysis of Recreation Activities and Facilities

Tables 41 and 42 show all the recreation facilities in the Town of Clayton, and the breadth of recreation services that they provide. Several facts stand out in the review of the tables.

Table 41 shows that of the more than 3,700 acres of recreation land, the Town of Clayton accounts for only 1.5% of the total. This is less troubling than it appears, because the vast majority of the land is State wildlife area and two golf courses. Nonetheless, the 68 acres owned and operated by the Town is a very small amount, particularly considering that almost half of the acreage is a trail corridor (the ownership and operation of which may transfer to Winnebago County in the future).

Table 42 shows that three of the four leisure categories, and nine of the fourteen leisure types, are present in Clayton. The Cultural category is the only category where none of the types of activities are provided in the Town of Clayton. Of the nine leisure types, all but "Wildlife Sports" have some activities occurring on a Town of Clayton recreation-oriented property.

The following is an analysis of existing leisure facilities in Clayton:

- Clayton Town Park
  - Located in the south-central portion of the town, Clayton Town Park is the only park within the most developed, so most populated, eastern half of the town.
  - The facilities in Clayton Town Park are more in line with those of a community park, but at 26 acres, the park is small for a community park. On the other hand, it is already next to a residential development, so the high-impact activities of a community park are inappropriate in that location.
  - The wooded area in Clayton Town Park is a unique and valuable feature.
- Southeast Park
  - This park is 12 acres in size and should be developed with recreational facilities to support passive type recreation.
- Trailhead Park
  - In addition to providing access to the Wiouwash Trail, Trailhead Park's picnic, playground, and athletic facilities also serve the surrounding hamlet of Larsen and the balance of the town.
- Friendship Trail and Wiouwash Trail
  - These two trails connect the Town of Clayton to the statewide trail system.
- Rat River State Wildlife Area
  - This area in an important wildlife and wetland community. Its real values – habitat, flood control, stormwater filtration – lies outside its recreation potential.
- Clayton Elementary School
  - The playground provides limited recreational opportunities for Town residents.
- Golf Courses and Practice Range
  - The courses that are open to the public provide golfing opportunities that are not typically found in a town of Clayton's size.

Issues Associated with Recreation Activities and Facilities

Population Growth

- It is projected that the Town of Clayton will experience a steady growth in population between now and 2030. The rate of growth could outpace projections if the Town provides public water and sewer service to the eastern portion of the Town. An increase in the num-

ber of residents will likely alter the overall leisure needs of Clayton residents. More residents will create the demand for more facilities, and in greater diversity than now exists.

Trails

- The Wiouwash and Friendship State Trails serve many users besides town residents. Both trails' importance will increase in the future as the population of the Fox Cities increases, and as planned extensions of the trails are constructed. The presence and intersection of these trails puts Clayton in a unique position, which presents the prospect of the town becoming a hub of regional trail activity. This could create an opportunity for tourism-related businesses serving trail users. The presence of the trails may also be attractive to potential new residents.
- Besides bicyclists and pedestrians, snowmobilers and horse riders are significant users of Clayton's trail system.
- A major issue is the location of future trails that will connect the residential and commercial areas to each other and to the two primary trails – the Wiouwash and Friendship State Trails.
  - One option is to include trails in the design of improvements to Town roads.
  - A second option is to require developers to dedicate areas within a residential or commercial plat that can be used for trails.

Natural Areas

- The Rat River Wildlife Area attracts recreationists of a more passive type; those hunting, fishing, canoeing, and observing wildlife. These users also may support tourist-related business. The Rat River Marsh's greatest values, however - wildlife habitat, flood control, and stormwater filtration - lie beyond its recreation potential.

Staffing and Programming

- The Town of Clayton has staff for park maintenance, but it does not provide recreation services and programs.

Funding

- In advance of the adoption of a Park Impact Fee Ordinance, a Public Facilities Needs Assessment was prepared for the Town in November 2006. This Assessment included three proposed parks to be developed within twenty years of that date – Southeast Park, Town Center Park, and East Central Park. The Town Center Park is no longer being considered.

Goals and Objectives

Goal #1

Maintain and enhance the Town's existing parks.

Objectives

1. Acquire land east of Wiouwash Trail adjacent to Trailhead Park.
2. Monitor the need for new and/or additional playground equipment or facilities like park pavilions and off-street parking.

Goal #2

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

Objectives

1. Develop recreation facilities at Southeast Park that would support a passive use park with a nature preserve area.
2. Develop land for a new community park on the south side of Fairview Road between STH 76 and Oakwood Avenue as part of a planned unit development. The park would potentially offer large athletic field complexes with multiple ball diamonds and fields for soccer and football; event grounds for festivals and concerts; and large picnic areas and pavilions.

Goal #3

Continue the development of a multi-purpose trail network.

Objectives

1. Build on the presence of the Wiouwash and Friendship Trails to create a network of multi-purpose trails that will serve town residents *and* visitors.
2. Accommodate where appropriate, multiple users of the trails including bicyclists, pedestrians and hikers, snowmobilers, and horse riders.
3. Promote the presence of the State trails and the network of town trails.
4. Encourage current and future businesses that provide services to trail users.
5. Promote inter-connected trail looping to increased use of the trail system.
6. Develop an on-road trail along Clayton Avenue from Larsen Road to the CTH II Village of Fox Crossing Trail.

Proposed Recreation Facilities

Proposed Parks

The parks and trails proposed as the result of this Plan are intended to meet the needs of the Town of Clayton as it continues to develop over the upcoming decades. The Plan identifies the need, priority, and general (in most cases) location of future leisure facilities (see Map 15 Park and Open Space Plan).

East Central Park

The proposed east central park would be part of a planned unit development located south of Fairview Avenue between STH 76 and Oakwood Avenue. The proposed park would be a 'sports complex' type park. The long term planned amenities for the park would include baseball diamonds and soccer fields. These facilities would be dependent upon obtaining cooperative agreements between the Town of Clayton and area athletic organizations and other park users. The Town would also consider amenities for older children or teenagers in the future at this site. Development of tennis courts would also be considered in the future.

Proposed Trails

The trails proposed in this Plan are one of two kinds – on-road trails within road rights-of-way or off-road trails. The locations of the proposed trails shown on Map 15 generally represent where the Town would like the trails to be located. The actual location of the trails will be determined during the planning and design phase with the input of the property owners and residents affected by the trail.

On-Road Trails

The Wiouwash Trail currently provides a north-south route in the west half of the town and the Friendship Trail provides an east-west route in the north half of the town. The design of the proposed on-road trails complement the Wiouwash and Friendship trails by providing north-south routes in the east half of the town and an east-west route in the south half of the town.

On-road trails are proposed for four existing roads – Breezewood Lane, Larsen Road, Clayton Avenue, Oakwood Avenue, and CTH II. They are also proposed for five future roads - the extension of American Drive on the north side of USH 10, a road adjacent to the proposed East Central Park, an extension north from CTH II, and a connection from Breezewood Lane north to the Strawberry Estates subdivision.

The proposed on-road trail along Larsen Road provides an east-west route in the south half of the town that runs through the largest concentration of residential development in the town. Long term, the Larsen Road Trail will connect to the CB Trail to the east and to the Wiouwash Trail to the west. The connection to the CB Trail could be through a trail along Clayton Avenue to connect with the existing trail along CTH II in the Village of Fox Crossing or through an extension of the Larsen Road Trail in the Town of Neenah. The connection to the Wiouwash Trail could be an off-road trail extending straight west from where Larsen Road intersects with CTH T or it could continue as an on-road trail along CTH T to the Wiouwash Trail in Larsen. All proposed trails are shown on Map 15.

Trails along the future extension of American Drive and along CTH II add additional east-west routes.

A combination of trails provides a connection from Breezewood Lane on the south to the future extension of American Drive on the north. This combination will connect the largest concentrations of residential development with each other and with other trails that will connect to the Town's existing and proposed parks.

The on-road trail along CTH II will connect the rest of the town with the commercial development located in the area of the intersection of STH 76 and CTH II. An on-road trail should also be developed along Clayton Avenue from Larsen Road north to an existing trail on CTH II in the Village of Fox Crossing.

In this Plan, on-road trails are proposed to be built at the time of construction of new roads or the reconstruction of existing ones. While the trail from Breezewood Lane north to the Strawberry Estates subdivision is shown as on on-road trail, it may be an off-road trail depending on how the land in that area is developed.

Off-Road Trails

Off-road trails are, as the name suggests, not associated with a road. Their primary benefit is a safer environment for bicyclists and pedestrians in comparison to on-road trails. They are most commonly located in within subdivisions or within environmental areas like stream corridors. "Subdivision trails"

are vital components of an urban trail system because they provide neighborhood residents with access to the entire trail system.

Existing off-road trails in the Town of Clayton include the Wiouwash Trail and the Friendship Trail, although the latter is located primarily along the right-of-way for USH 10. Land has been dedicated for off-road trails in the Emerald Valley, Hidden Park, Metzig Hills and Strawberry Estates subdivisions. The only portion of the dedicated land that has been developed is a small segment along the south side of Strawberry Estates.

Connecting the existing areas of residential development will be done primarily with on-road trails discussed above. In general, proposed off-road trail corridors will be incorporated into subdivisions as they are developed. An exception is the connection between the on-road trail along Larsen Road and the Wiouwash Trail.

One reason for connecting the areas of residential development with on-road versus off-road trails is the distance between them. The residential development pattern in the Town of Clayton has not been contiguous, where new subdivisions are built immediately adjacent to the existing subdivisions. The lack of contiguity makes it difficult to plan for the location of off-road trails that would connect the existing subdivisions with new subdivisions.

Trail Design

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

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

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

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

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

Proposed Timelines

Parks

At this time, the timeline to develop the land needed for the two parks proposed in this plan has not been determined. The future rate of development will be a determining factor. The Town Board must be directed by the residents of the Town of Clayton at the Town's Annual Meeting to proceed with the acquisition of land for future parks.

Trail Construction

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

-Road Construction and Reconstruction - When roads shown on Map 15 as the location of an on-road trail are scheduled for construction or reconstruction, the planning and design process should include the construction of the on-road trail.

-Park Construction - When the parks shown on Map 15 are scheduled for construction, the planning and design process should include the construction of on-road and off-road trails to access the park and off-road trails within the park.

-Residential Subdivision Construction - When the construction of a residential subdivision is proposed, the Town will consider the need for on-road and off-road trails to be included in the design.

-Authorization - The Town Board must be directed by the residents of the Town of Clayton at the Town's Annual Meeting to proceed with the acquisition of land, if needed, for the trails.

Trail Planning

Trail planning is conducted by the Town of Clayton Green Space Committee. The Committee should conduct a thorough review of the trail system within town and recommend opportunities for connections that would promote looping of the system to accommodate various distance levels.

Park and Trail Funding Options

There are a number of grants available for the development of parks and trails. In Wisconsin, they are oriented either towards transportation or nature-based recreation. The following text is taken directly, or adapted, from the web sites of the Wisconsin Departments of Transportation (WDOT) and Natural Resources (WDNR).

Stewardship Grants

The WDNR administers the Stewardship Program. The program was created to preserve valuable natural areas and wildlife habitat, protect water quality and fisheries, and expand opportunities for outdoor recreation. In general, eligible projects involve land acquisition, development, and renovation projects for nature-based outdoor recreation activities.

The Stewardship Fund awards grants for eligible projects up to fifty percent of design and construction costs. Briefly, and as they relate to the Town of Clayton, eligible projects include:

Land Purchases

- Eligible land purchases include the following:
  - Purchases needed to preserve scenic or natural areas, including areas of physical or biological importance and wildlife areas. These areas shall be open to the general public for outdoor recreation use to the extent that the natural attributes of the areas will not be seriously impaired or lost.
  - Purchases within urban areas for such uses as open natural space, undeveloped play areas, bicycling trails, walking and horseback riding trails, and day-use picnic areas.
  - Purchases that preserve or restore urban rivers or riverfronts for the purposes of economic revitalization and nature based outdoor recreation activities.

Development and Renovation Projects for Nature-Based Outdoor Recreation

- Eligible projects include trails, picnic areas, and water recreation areas.
- These projects can also include support facilities, such as access roads, parking areas, restroom facilities, utility and sanitation systems, permanent landscaping, park signs, fences and lighting for the protection of park users.

Ineligible Projects

- Projects not eligible for Stewardship Grants include:
  - Land acquired through condemnation by the applicant; development of facilities on lands that were acquired through condemnation by the applicant.
  - Purchasing land for and development of recreation areas that are not related to nature-based outdoor recreation - e.g., sports that require extensively developed open space such as dedicated sports fields, swimming pools, tennis courts, playgrounds, skateboard parks, hockey rinks, indoor horse arenas, golf courses, and motorized recreation.
  - Lands dedicated through a local park land dedication ordinance.
  - Buildings primarily devoted to operation and maintenance.
  - Indoor recreation facilities.
  - Environmental remediation or clean-up of site contamination

The following grants are stewardship grants available from the WDNR. Additional information on these grants can be found at www.wdnr.wi.gov/Aid/Grants.html.

Acquisition & Development of Local Parks (Stewardship)

Eligibility & Purpose: Helps to buy land or easements and develop or renovate local park and recreation area facilities for nature-based outdoor recreation purposes (e.g., trails, fishing access and park support facilities). Applicants compete for funds on a regional basis. This grant program is part of the Knowles-Nelson Stewardship Program.

Friends of State Lands (Stewardship)

Eligibility & Purpose: Grants from this program help improve facilities, build new recreation projects and restore habitat on state properties. This grant program is part of Knowles-Nelson Stewardship Program.

Habitat Area (Stewardship)

Eligibility & Purpose: Protects and restores important wildlife habitat in Wisconsin in order to expand opportunities for wildlife-based recreation such as hunting, trapping, hiking, bird watching, fish-

ing, nature appreciation and wildlife viewing. This grant program is part of the Knowles-Nelson Stewardship Program.

Land & Water Conservation Fund (LWCF) - Nationally Competitive Program

Eligibility & Purpose: A national competitive federal program that will create or reinvigorate parks and other outdoor recreation spaces in areas delineated by the Census Bureau for the 2010 Census as comprising densely settled territory that contains 50,000 or more people. The State of Wisconsin will be able to submit two applications to compete for the available funding.

Available funding: $3 million nationwide. Each state may submit 2 applications for consideration.

Maximum amount per project proposal: $500,000.

Minimum amount per project proposal: $250,000.

Match requirement: 50 percent

Land & Water Conservation Fund (LWCF) - State Program

Eligibility & Purpose: This is a Federal program administered in all states that encourages creation and interpretation of high-quality outdoor recreational opportunities. Funds received by the DNR for this program are split between DNR projects and grants to local governments for outdoor recreation activities. Grants cover 50 percent of eligible project costs.

Maximum grant amount: Varies.

Match requirement: 50 percent

Recreational Trail Aids (RTA)

Eligibility & Purpose: Municipal governments and incorporated organizations are eligible to receive reimbursement for development and maintenance of recreational trails and trail-related facilities for both motorized and non-motorized recreational trail uses. Eligible sponsors may be reimbursed for up to 50 percent of the total project costs. This program may be used in conjunction with the state snowmobile or ATV programs and Stewardship development projects.

Maximum grant amount: $45,000 ($200,000 every third calendar year).

Match requirement: 50 percent

State Trails (Stewardship)

Eligibility & purpose: Applications for grants under this subprogram must be for properties identified as part of the State Trail system. It is possible for sponsors to nominate additional trails for state trail designation. The Streambank Protection Program protects water quality and fish habitat in Wisconsin by establishing buffers along high-priority waterways. This grant program is part of the Knowles-Nelson Stewardship Program.

Urban Green Space (Stewardship)

Eligibility & Purpose: These grants help buy land or easements in urban areas to preserve the scenic and ecological values of natural open spaces for nature-based outdoor recreation, including non-commercial gardening. This grant program is part of the Knowles-Nelson Stewardship Program.

Urban Rivers (Stewardship)

Eligibility & Purpose: These grants helps buy land on rivers flowing through urban or urbanizing areas to preserve or restore the scenic and environmental values of riverways for nature-based outdoor recreation. This grant program is part of the Knowles-Nelson Stewardship Program

Transportation Grants

Transportation Alternatives Program (TAP) – 2016-2020 Program Cycle

The Transportation Alternatives Program (TAP) is a legislative program that was authorized in 2012 by federal transportation legislation, the Moving Ahead for Progress in the 21st Century Act (MAP-21). With certain exceptions, projects that met eligibility criteria for the Safe Routes to School Program, Transportation Enhancements, and/or the Bicycle & Pedestrian Facilities Program are eligible TAP projects. Please review the discussion of ineligible activities in the Federal Highway Administration TAP Guidance to determine if federal eligibility changes pursuant to MAP-21 may impact a proposed TAP project. The department solicits applications every other year, so the next opportunity to submit an application will occur on odd calendar years.

Safe Routes to School

Safe Routes to School (SRTS) programs encourage children ages K-8 to walk and bike to school by creating safer walking and biking routes. The program addresses a long-term trend away from children bicycling and walking to school to being transported by car or bus. The trend has not only been part of the increasing levels of traffic congestion and air pollution, but also linked to child health and obesity problems. SRTS is an effort to reverse these trends by funding bicycle and pedestrian infrastructure, planning and promotional projects.

Projects must be within two miles of a kindergarten to 8th grade school. Unlike most federal programs, SRTS are one-hundred percent federally funded. The East Central Wisconsin Regional Planning Commission provides planning and administrative assistance for this program.