

2018 Addendum to Comprehensive Plan

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Town of Kaukauna - Outagamie County, WI

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ACKNOWLEDGEMENTS WILL BE INSERTED HERE

TABLE OF CONTENTS WILL BE INSERTED HERE

ADOPTION ORDINANCE WILL BE INSERTED HERE

PUBLIC PARTICIPATION PLAN WILL BE INSERTED HERE

Introduction

The Town of Kaukauna is located in the southeast Outagamie County. Adjoining municipalities include the City of Kaukauna, Village of Wrightstown, and Towns of Buchanan, Freedom, Lawrence, Oneida, Vandenbroek, and Wrightstown. The township lies approximately five miles northeast of the City of Appleton and 12 miles southwest of Green Bay. The Fox River provides the community's southeast boundary.

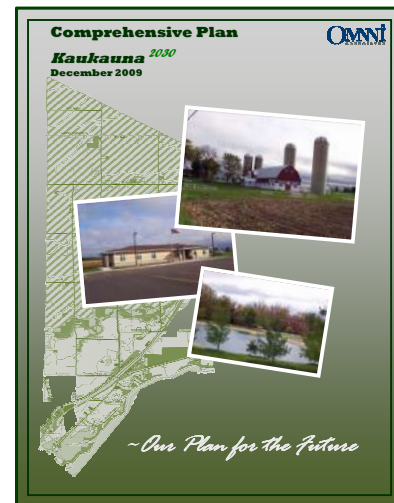


Courtesy Town of Kaukauna

2009 Comprehensive Plan

The Town of Kaukauna Comprehensive Plan was adopted in December 2009. Wisconsin's Comprehensive Planning Law [Chapter 66.1001(2)(i), Wis. Stats.] requires plans to be updated at least once every ten years. The 2018 Addendum to the Comprehensive Plan represents the official update of the current plan. It includes additions and revisions to each of the following plan elements specified in the planning law:

- Issues & Opportunities
- Housing
- Transportation
- Utilities & Community Facilities
- Agricultural, Natural, and Cultural Resources
- Economic Development
- Land Use
- Intergovernmental Cooperation
- Land Use
- Implementation



Why an Addendum to the Comprehensive Plan?

An addendum is an addition to an existing document intended to supplement the original text. The Town of Kaukauna chose to add to, not revise, the current plan since much of the information contained within it remains relevant today. The Addendum includes updated demographic data, a reexamination of each plan element contained in the original document, and a completely revised Implementation section. Community Planning & Consulting LLC, the Town's planning consultant, assisted with the process of developing the 2018 Addendum.

Intergovernmental Announcements

On January 24, 2018, letters were mailed to Kaukauna's municipal neighbors as required under Chapter 66.1001(2)(g), Wis. Stats. The purpose of the notice was to inform local governments and other parties of interest of the comp plan update process and provide information regarding how to review and provide comment on the draft document. Recipients included:

- Outagamie and Brown Counties
- The City of Kaukauna
- The Village of Wrightstown
- The Towns of Buchanan, Freedom, Lawrence, Oneida, Vandenbroek, and Wrightstown
- Freedom, Kaukauna, and Wrightstown School Districts

- East Central Wisconsin Regional Planning Commission
- Wisconsin Departments of Administration, Natural Resources, and Transportation

Community Engagement Session

The formal process of updating the plan began with a Community Engagement session held on February 22, 2018 at the Town Hall. The purpose of the session was to inform the public of the planning process, present updated demographic data to the community, and engage in a visioning exercise. The information presented and generated during the engagement session informed the planning process and served as a foundation for the 2018 Addendum.

Visioning Exercise

During the engagement session, participants completed an exercise intended to visualize Kaukauna's ideal future. The assignment asked those in attendance to imagine it is the year 2040 and indicate, through a series of directed questions, what the Town looks like with regards to key land use elements. The visioning exercise focused on five general land use categories: housing, transportation, economic development, parks and recreation, and preservation. The results are presented below and on the following pages. The numbers in parentheses indicate multiple responses.

By 2040, housing in the Town of Kaukauna includes...

- Single-family, 1,200 sq. ft. or larger (27)
 - On large lots (5)
- Duplexes (14)
 - Owner occupying one unit
- Condos (5)
- No mobile homes, trailer homes (5)
- Quadplexes (5)
 - Owner occupying one unit
- Senior housing (5)
 - Senior care facility, assisted living, group home (5)
- Limited multi-family (4)
- No large apartment complexes (4)
- No quadplexes (4)
- Single-family, smaller than 1,200 sq. ft. (4)
 - For young families
- Secondary suites (3)
- Alternative energy (2)
 - Solar (2)
 - Self-sufficient housing
 - Self-sufficient housing
 - Wind
- Country living
- Farm houses
- Housing diversity
- More freedom on location of homes
- No duplexes
- No large, high-rise housing
- No multi-family
- No subdivisions
- No tiny houses
- Retirement facility
- Pre-fabricated housing

By 2040, the transportation system in the Town of Kaukauna includes...

- Systems for Seniors (11)
 - Shuttle service, busing (2)
 - Local, to stores
 - Uber
- Trails (9)
 - Bicycle route through Town (5)
 - Linked with other communities
 - Nature trails
 - Ski path
- Electric vehicles/infrastructure (7)
- Autonomous vehicles (6)
- Agricultural (5)
 - Larger farm machinery (2)
- Transport equipment, commodities (2)
- CAFOs responsible for road repair
- Better roads (5)
 - Better foundation
 - Different surfacing on small access roads
 - Repair
 - Smoother surfaces
 - Updated to handle more types of traffic
- Access on roads for nontraditional vehicles (4)
 - ATVs and UTVs (4)

- Golf carts (2)
- Public transportation (4)
 - Local bus stop (3)
 - Highway Metro line
- As it is (3)
 - Paved roads
 - Cars and trucks
- Drones (3)
 - For deliveries
- Railroad (3)
 - Passenger, light rail (2)

- Updated railroad
- Maintain current system (2)
- Transportation to larger communities (2)
 - To Appleton (2)
 - To Green Bay
- Ban drones
- Flying cars
- I-41 six lanes
- No airports

By 2040, the Town of Kaukauna's economy includes...

- Agriculture/Farming (18)
 - Organic (5)
 - Conventional, primary (2)
 - Green space for agriculture (2)
 - Large farms (2)
 - Diversity
 - Family farms
 - Goat farms vs. cow farms
 - Limit farm size
 - Mix of small and large
- Broadband internet (13)
 - Cable access
- Small businesses (10)
 - Small business zoning
 - Incentives
- Industry (8)
 - Along I-41 corridor (4)
 - Light industrial (4)
 - Limited area
 - Scattered
 - Trucking
 - Warehousing
- Home-based (7)

- High tech, communications (4)
- Commercial (3)
 - Along I-41 corridor (2)
- Hospitality, lodging (2)
- Housing (2)
 - Subdivisions
- Infrastructure (2)
 - Gas, utilities
- No large farms, CAFOs (2)
- Throughout Town (2)
 - Any kind
- Cell reception
- Continued growth
- Development in southern part of Town
- Development without annexation
- Entrepreneur opportunities
- Job growth
- Not much change
- Walmart
- Water park

By 2040, parks and recreational opportunities in the Town of Kaukauna include...

- Trails (9)
 - Walking, biking (5)
 - Hiking
 - In green space
 - On roads
- Indoor facility (5)
 - Workout center (2)
 - For youth
 - Water park (3)
 - Senior center
 - YMCA
 - Trampoline park
- Available in other communities (4)
- More things at Town Hall site (3)
 - Splash pad (2)
 - Disk golf

- Pavilion
- Rental
- Volleyball court
- Park (3)
 - With pavilion for gatherings (2)
- Play yards on individual properties
- Small parks (2)
 - With playgrounds
- Outside recreation center (2)
 - Baseball
 - Soccer
- Community gathering places (2)
- None (2)
- Six Flags America
- Wellness centers

By 2040, the Town of Kaukauna has successfully preserved...

- Agriculture, farmland (15)
 - Open fields (3)
 - Family farms
 - Green fields and crop land
 - Small farmers
- Our lifestyle (13)
 - Rural, country life (5)
 - Heritage, culture (4)
 - Quiet (4)
 - Small town, not congested (4)
 - Friendly, welcoming (3)
 - Safe
 - Slow traffic
- Water quality (7)
 - Groundwater (2)
- Old town hall (4)
- Nature, green space, clean environment (4)
- Small business (4)
 - Family business
 - Locally owned
- Single-family homes (3)
- Wildlife (3)
- Wooded areas (3)
 - Trees along Apple Creek
- Creek and streams (2)
 - Apple Creek
- Green space (2)
- No apartments (2)
 - Keeping young people here
 - No large industry
- Town boundaries (2)
- Affordable housing
- Affordable tax base
- Change is good
- Controlled growth
- Coyotes and wolves in backyard
- Fox River Locks
- Good jobs
- Good roads
- Historical background
- Home ownership
- Hunting lands
- Market for manure
- Natural lay of the land
- On large lots
- Reduced runoff from agricultural fields
- Rustic Roads
- Status quo

Presentation of First Draft

Community Planning & Consulting presented the first draft of the 2018 Addendum to the general public on April 26, 2018. The draft document was also posted to the Town of Kaukauna website for review. Following the presentation, revisions were made at the request of the Plan Commission and the document was prepared for the Public Hearing.

Public Hearing & Adoption

A Public Hearing on the 2018 Addendum was held on **MONTH DAY**, 2018 at the Town Hall. Following the hearing and final revisions to the document, the Plan Commission recommended adoption by the Town of Kaukauna Boards of Supervisors. The 2018 Addendum to Comprehensive Plan was adopted on **MONTH DAY**, 2018.

Intergovernmental Distribution

The 2018 Addendum to Comprehensive Plan was distributed to intergovernmental partners as required under the planning law. Copies of the document will be maintained for public viewing at the Town Office and Kaukauna Public Library.

Chapter 1: Issues & Opportunities

Chapter 1 provides a demographic profile of the Town of Kaukauna. The bulk of the data presented in the tables that follow is drawn from the US Census Bureau. It provides important information in forecasting future community needs. Additional information was sourced from Wisconsin's Department of Administration (WDOA) and Department of Workforce Development, among others. The 2000 Census was the last to utilize the long survey format. Beginning in 2010, the Bureau distributed an abbreviated survey instrument that collected a more limited amount of data. Due to these limitations, the Census is now supplemented with additional data gathered through the annual American Community Survey (ACS). Also conducted by the Bureau, the ACS is an expanded statistical survey sent to approximately 250,000 addresses monthly. It gathers information previously contained in the decennial census. Data culled from the 2015 ACS will be cited accordingly.

Table 1: Past & Projected Population: Town of Kaukauna

Year	Pop.	Change (number)	Change (percent)
1980	1,056	--	--
1990	939	-117	-11.1%
2000	1,116	177	18.9%
2010	1,233	117	10.5%
2015	1,271	38	3.1%
2020	1,360	89	7.0%
2025	1,430	70	5.2%
2030	1,500	70	5.0%
2035	1,545	45	3.0%
2040	1,570	25	1.6%

Source: WDOA-Demographic Services Center, 2018

Population Profile

Table 1 presents the population of the Town of Kaukauna dating from the 1980 US Census projected through the year 2040. The estimated 2015 population for the Town of Kaukauna was 1,270 persons, representing a 35.3% increase since 1990. During the past quarter century the Town has experienced an average annual growth rate of 1.4%. The rate for Outagamie County and the State of Wisconsin during the same period was 1.2 % and 0.7%, respectively.

Table 2: Comparison of Past & Current Population: Town of Kaukauna, Select Municipalities, and Outagamie County

Municipality	Year				Change		Annual Average
	1990	2000	2010	2015	Number	Percent	
T. Black Creek	1,169	1,268	1,259	1,252	83	7.1%	0.3%
T. Bovina	957	1,130	1,145	1,158	201	21.0%	0.8%
T. Buchanan	2,484	5,827	6,755	6,935	4,451	179.2%	7.2%
T. Center	2,716	3,163	3,402	3,463	747	27.5%	1.1%
T. Freedom	4,114	5,241	5,842	5,991	877	21.3%	0.8%
T. Greenville	3,806	6,844	10,309	11,303	7,497	197.0%	8.0%
T. Kaukauna	939	1,116	1,238	1,271	332	35.4%	1.4%
T. Lawrence*	1,328	1,548	4,284	4,709	3,381	255.6%	10.2%
T. Oneida	3,858	4,147	4,678	4,711	583	22.1%	0.9%
T. Osborn	784	1,029	1,170	1,196	412	52.6%	2.1%
T. Vandenbroek	1,291	1,351	1,474	1,531	240	18.6%	0.7%
T. Wrightstown*	1,750	2,013	2,221	2,254	504	28.9%	1.2%
V. Wrightstown*	1,262	1,934	2,676	2,689	1,427	113.1%	4.5%
C. Kaukauna	11,982	12,983	15,462	15,848	3,866	32.3%	1.3%
Outagamie Co.	140,510	161,091	176,695	181,310	40,800	29.0%	1.2%

* Located entirely or predominantly within Brown County.

Source: WDOA-Demographic Services Center, 2018

Kaukauna’s annual growth rate since 1990 exceeds that of the State of Wisconsin and Outagamie County, and all but three of the select municipalities (see Table 2 on previous page). Growth at this pace is very manageable, allowing for a reasonable pace for community planning, particularly in comparison to the Towns of Buchanan, Greenville and Lawrence.

Table 3 compares current and projected population for the same municipalities in five-year increments through the year 2040. WDOA anticipated population increase of 298 persons for the Town of Kaukauna reflects a slight decline in the annual growth rate during the next 25 years (from 1.4% to 0.9%).

Table 3: Comparison of Current & Projected Population: Town of Kaukauna, Select Townships, and Outagamie County

Municipality	2015	2020	2025	2030	2035	2040	Number	Percent	Annual Average
T. Black Creek	1,252	1,280	1,300	1,310	1,300	1,275	23	1.8%	0.1%
T. Bovina	1,158	1,195	1,235	1,265	1,270	1,265	107	9.2%	0.4%
T. Buchanan	6,935	7,900	8,605	9,280	9,795	10,180	3,245	46.8%	1.9%
T. Center	3,463	3,625	3,765	3,900	3,960	3,975	512	14.8%	0.6%
T. Freedom	5,991	6,485	6,870	7,225	7,460	7,600	1,609	26.9%	1.1%
T. Greenville	11,303	12,450	13,650	14,800	15,710	16,390	5,087	45.0%	1.8%
T. Kaukauna	1,271	1,360	1,430	1,500	1,545	1,570	299	23.5%	0.9%
T. Lawrence*	4,709	5,480	6,195	6,900	7,505	7,965	3,256	69.1%	2.8%
T. Oneida	4,711	4,965	5,165	5,345	5,435	5,455	744	15.8%	0.6%
T. Osborn	1,196	1,295	1,370	1,445	1,495	1,520	324	27.1%	1.1%
T. Vandebroek	1,531	1,640	1,740	1,835	1,900	1,935	404	26.4%	1.1%
T. Wrightstown*	2,254	2,400	2,535	2,655	2,725	2,755	501	22.2%	0.9%
V. Wrightstown*	2,689	3,065	3,350	3,625	3,840	3,985	1,296	48.0%	1.9%
C. Kaukauna	15,848	17,120	18,120	19,050	19,680	20,020	4,172	26.3%	1.1%
Outagamie Co.	181,310	191,635	200,630	208,730	213,500	215,290	33,980	18.7%	0.8%

Source: WDOA-Demographic Services Center, 2018

General Population Characteristics

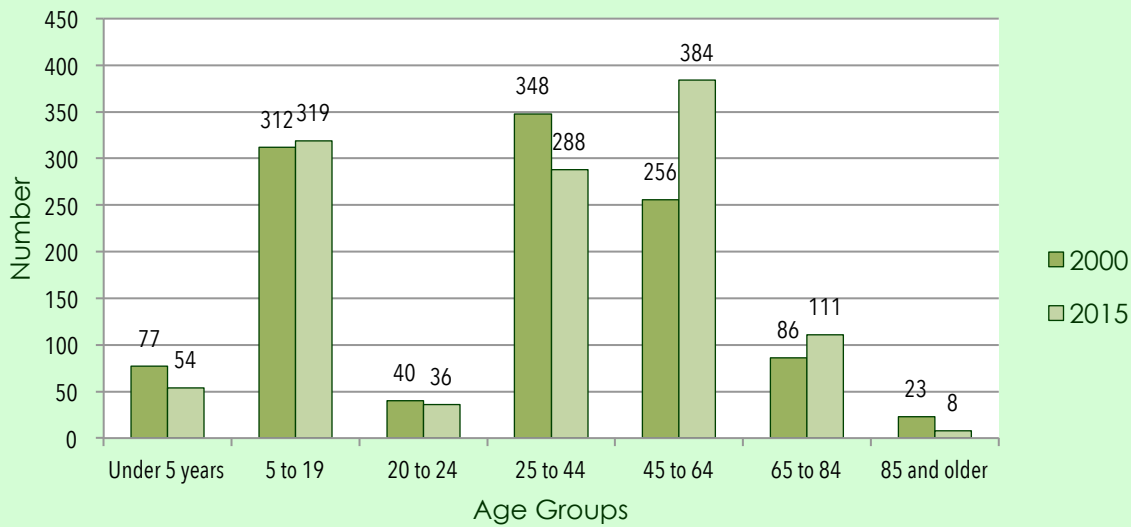
These Town of Kaukauna population characteristics were collected during 2015 ACS.

- Of 1,271 residents, 643 were female (50.6%) versus 628 male (49.4%).
- The median age was 39.8 years (37.8 for Outagamie County, 39.0 for Wisconsin).
- 95.0% of respondents identified race as ‘White’, followed by ‘Some Other Race’ (3.1%), ‘Black or African American’ (1%), and ‘Asian’ (0.9%).
- 2.3% identified as Hispanic or Latino (under U.S. Census Bureau policy, the terms ‘Hispanic’ and ‘Latino’ are considered an ethnic or cultural identifier, not a race).

Population by Age Group

Figure 1 compares the population of select age groups as a percentage of the total population for the years 2000 and 2015. The number of people younger than age 44 declined by 11.5% (777 to 697), while those 45 years and older rose from 365 to 503, an increase of 37.8%. Rural communities are aging faster than urbanized areas. Towns like Kaukauna are increasingly being forced to shift resources to address the needs of a growing population of seniors.

Figure 1: Population by Select Age Group: Town of Kaukauna



Source: US Census Bureau, 2018

Table 4: Characteristics and Needs of Select Age Groups

Age	Description	Characteristics	Community Needs
Under 5	Infants, toddlers, and pre-school / kindergarten	Entirely dependent upon others	Healthcare, daycare, schools
5 to 19	School aged children and young adults	Dependent upon others for lodging, food, education, and most other needs	Schools, parks, sports fields, safe pedestrian and bicycle facilities, part-time employment
20 to 24	Post high school young adults	Somewhat dependent upon others for certain needs; job and career training (college, trades, military, etc.)	Affordable rental housing, part- and full-time employment opportunities, multi-modal transportation systems, entertainment, coffee shops, high-speed/broadband internet access
24 to 44	Established adults	Increasing earning and spending potential; traditional child-raising years	Community needs include diversity in housing choices, public safety, healthcare, dining alternatives, family-friendly entertainment options, diverse retail, childcare services, career opportunities, banking and insurance, high-speed/broadband internet access
45 to 64	Mature adults	Prime earning years, often 'empty nesters'	Similar to previous group with less emphasis on programs, facilities, and services for youth, high-speed/broadband internet access
65 to 84	Retirement-age	Decreased earning from employment, sustained activity level, increasing healthcare costs	Community needs include healthcare, multi-modal transportation alternatives, recreation opportunities, diverse housing options, high-speed/broadband internet access
85 and older	Post retirement	Decreased earning, spending, and activity level	Similar to previous group with greater emphasis on around the clock care

Changes within the population of defined age groups play an important role in community planning (see Table 4). Knowing how these demographic groups will increase or decrease over time

provides local government with opportunities to target limited capital resources to areas of greatest need (i.e., housing, parks & recreation, transportation systems, etc.). Each group has a particular set of characteristics and needs that must be addressed.

Metropolitan Statistical Area

The United States Office of Management and Budget (OMB) delineates Metropolitan Statistical Areas (MSA) according to published standards applied to Census Bureau data. The general concept of a MSA is that of a core area containing a substantial population nucleus, together with adjacent communities having a high degree of economic and social integration with that core.¹ MSAs provide a more meaningful measure of population and economic dynamics than what can be achieved by focusing upon individual municipalities.

Kaukauna is located within the Appleton-Oshkosh-Neenah MSA. At a 2010 population of 392,660, it is the third largest in the state...and second fastest growing (after the Madison-Baraboo MSA). Population and economic growth in the Fox Cities, particularly the City of Appleton, will continue to spillover into adjoining suburban and exurban communities including the Town of Kaukauna.

Household Profile

The size of households in the US has been declining for more than fifty years. In Kaukauna, the average household size fell from 3.38 persons in 1990 to 2.76 in 2010. The figures were 2.73 to 2.42 and 2.61 to 2.17, respectively, for Outagamie County and the State of Wisconsin. The main reasons for the decline, in Kaukauna and elsewhere, include people waiting longer to get married, fewer women choosing to have children, those that do choosing to have fewer children and waiting until later in life to have them, and increases in average life span (resulting in more seniors living alone). The trend is significant since a decrease in household size means that additional housing units may be necessary even if the overall population remains the same.

General Household Data (as of 2015 ACS)

- Total housing units: 461
- Occupied housing units: 452
- Size: 71 one-person households; 170 two-person households; 73 three-person households; 138 four or more person households
- Family households: 360 (319 married; 29 male householder, no spouse; 12 female householder, no spouse)
- Nonfamily Households: 92 (71 living alone, 19 not living alone)

For additional information related to housing in the Town of Kaukauna please see Chapter 2: Housing, beginning on **page XX**.

Education Profile

The level of educational attainment for residents serves as a good indicator of quality of life. Generally, a high level of educational attainment reflects a skilled population with higher earnings potential. The benefits of higher education extend beyond the individual to society as a whole.

For individuals:

- There is a correlation between higher levels of education and higher earnings for all racial/ethnic groups and for both men and women.
- The income gap between high school graduates and college graduates has increased significantly over time.
- The earnings benefit to the average college graduate is high enough for graduates to recoup both the cost of full tuition and fees and earnings forgone during the college years in a relatively short period of time.

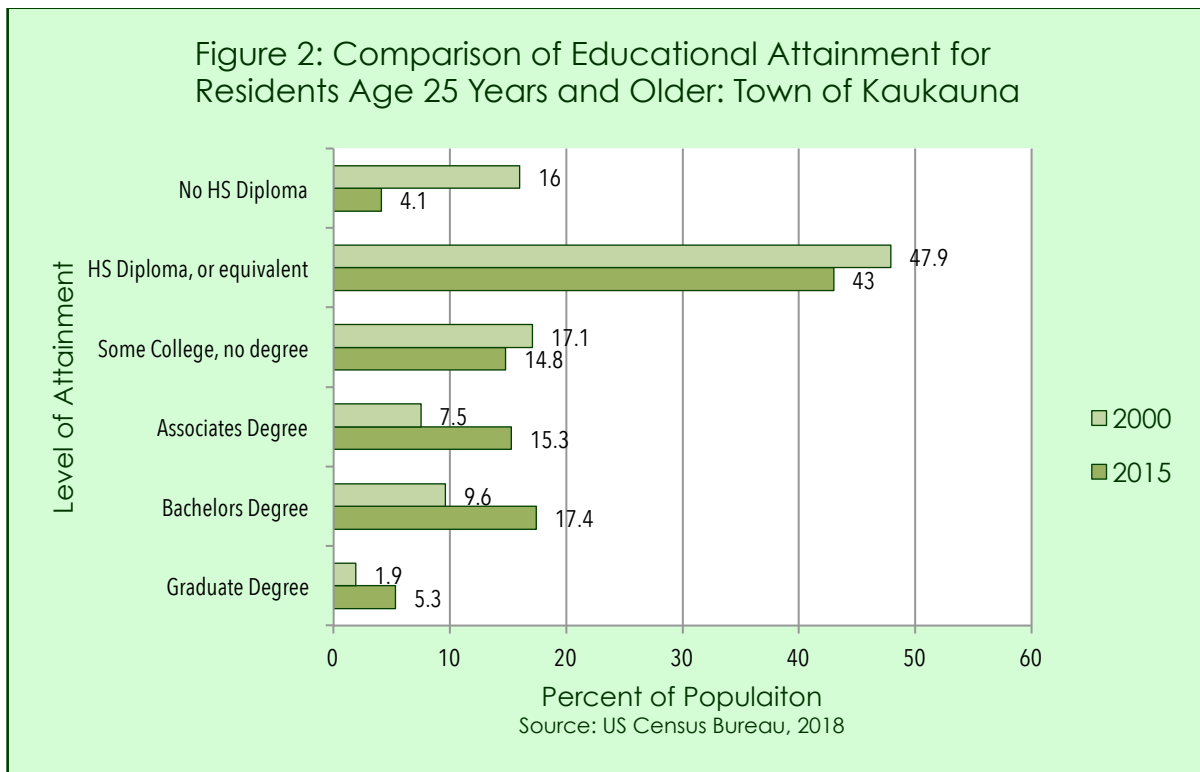
¹ Source: United States Census Bureau, 2018.

- Any college experience produces a measurable benefit when compared with no post secondary education, but the benefits of completing a bachelor’s degree or higher are significantly greater.

For society:

- Higher levels of education correspond to lower levels of unemployment and poverty, so in addition to contributing more to tax revenues than others do, adults with higher levels of education are less likely to depend on social safety-net programs, generating decreased demand on public budgets.
- College graduates have lower smoking rates, more positive perceptions of personal health, and lower incarceration rates than individuals who have not graduated from college.
- Higher levels of education are correlated with higher levels of civic participation, including volunteer work, voting, and blood donation.

As Figure 2 shows, Kaukauna is becoming a more highly educated community. The percentage of residents 25 years of age and older that have earned a college degree doubled during the last fifteen years, from 19% in 2000 to 38% in 2015; while those without a high school diploma fell from 16% to 4.1%



Economic Profile

The economic profile provides a general description of Kaukauna’s economy utilizing income and employment indicators. Additional information related to the economy is presented in the Economic Development section beginning on **page XX**.

Median Household Income

The US Census Bureau collects income and tabulates income in three ways: per capita, median household, and median family income.

- Per Capita Income. The total income of the community divided by the number of residents, including children and other groups of individuals who do not actually earn income.

- Median Household Income. The middle point of household incomes reported in a community (households include families, married couple households, and individual households).
- Median Family Income. The middle income reported by families in the 2000 U.S. Census.

Median household income is the most common income category used for planning purposes. The median figure represents the middle point (as opposed to an average) of household income. The reason for avoiding mean (or average) income data as a general measure of the local economy is that a small number of households (or families) with very low or high incomes can paint a distorted picture of income in the community.

The 2015 median household income in the Town of Kaukauna was \$78,750, an increase of 27.6% from 2000. This compares very favorably with Outagamie County (\$58,765) and the State of Wisconsin (\$53,357).

General Income Data, 2015

- Per Capita Income: \$33,167 (\$20,881 in 2000)
- Median Household Income: \$78,750 (\$61,696)
- Median Family Income: \$88,958 (\$63,625)
- Poverty: all people (4.8%), all families (3.1%), under age of 18 (0%), 65 years and older (11.8%)
- Health Insurance Coverage: 98.3%

Employment

As of 2015 the Town of Kaukauna had a labor force of 728 persons, 683 of which were employed. The majority of residents find employment in nearby communities including Green bay and the Fox Cities. The unemployment rate was 6.2%, well above that of the County as a whole (3.9%), but inline the state average of 6.3%. The top ten industry sectors for employment of residents were:

- Manufacturing: 150 residents, 22.0% of total
- Educational, healthcare, and social services: 88, 12.9%
- Retail trade: 74, 10.8%
- Transportation and warehousing and utilities: 71, 10.4%
- Construction: 70, 10.2%
- Professional, scientific, management; and administration and waste mgmt.: 63, 9.2%
- Arts, entertainment, recreation, and accommodation: 43, 6.3%
- Finance and insurance, and real estate and rental and leasing: 37, 5.4%
- Agriculture, forestry, fishing and hunting, and mining: 30, 4.4%
- Other services, except public administration: 28, 4.1%

Chapter 2: Housing

Introduction

Housing is a basic human necessity providing shelter from the elements, but it is so much more than that. It is a prominent feature of the built environment, a driver of transportation patterns, a consumptive good, and an investment for building financial security. It can be an indicator of social interaction and achievement and a symbol of familial connections and personal history. It often expresses the values of its occupants.



Single-family home in Town of Kaukauna, courtesy Realtor.com

The type of housing most desired by residents may vary depending on age, income, marital and family status, and geographic location, among other factors. A supply of high quality, well-designed housing is vital to a healthy and prosperous community. The styles, sizes, and types of available housing options create community character and establish a connection between residents and their neighborhoods. The Town of Kaukauna, like most rural communities, possesses a high percentage of single-family homes, with limited alternatives. This imbalance will grow in relevance as the population ages and diversifies, since seniors, young families, and singles will require or prefer alternatives to large, single-family homes.

Housing Vision

Through policies, programs, and residential development procedures created in consultation with residents, landowners, developers, and other stakeholders, the Town of Kaukauna will ensure a diverse and well-maintained housing stock and provide a growing array of residential living options to meet the needs of current and future generations.

Current Supply

The housing options currently available in the community may not fit everyone's needs. For reasons of affordability, mobility, and lifestyle, some may prefer alternatives to owner-occupied homes. The Town of Kaukauna had 461 total housing units as of the 2015 ACS. Of those, 453 were single-family structures. The remainder included five duplexes and three mobile homes. During the next two decades senior housing, secondary suites, high-quality rental units, and condominiums will become increasingly desirable housing options in the community.

Age

Less than a third of Kaukauna's housing units were built before 1970 and the advent of modern building codes. Of those, 47 (or 10.2% of total units) were constructed prior to World War II. Age alone is not indicative of condition, however, it is assumed that older structures will require more frequent and costly maintenance.

Cost

In 1990, the median value of an owner-occupied home in the Town of Kaukauna was \$69,900. By the 2000 US Census, the figure had increased to \$139,800. In 2006-07 the housing market in the US began to decline. The financial crisis that followed created the biggest disruption to the

housing market since the Great Depression. According to Zillow², American homeowners lost a cumulative \$3.3 trillion in home equity during 2008. Although the residential market in NE Wisconsin fared better than much of the country it undoubtedly was affected by the crash. Still, by 2015, the median home value of an owner-occupied unit in the Town was \$258,500, an increase of 85% from 2000. As Table 5 shows, the Town of Kaukauna possessed the highest median value for owner-occupied structures of the municipalities presented in this study...surpassing the Town of Center by \$22,000 and the County average by more than \$100,000.

Affordability

Income is the primary factor, not price and availability, that determines housing affordability. Understanding housing affordability requires answering the question, "Does the cost of housing in the Town of Kaukauna match the ability of residents to pay for it?" The most commonly used affordability calculator was developed by the US Department of

Table 6: Percentage of Monthly Income Allocated to Housing: Town of Kaukauna, 2015

Owner-Occupied Households, with Mortgage

Percent of Income	Number	Percent
Less than 20%	82	34.0%
20% to 24.9%	44	18.3%
25% to 29.9%	37	15.4%
30% to 34.9%	18	7.5%
35% or more	60	24.9%
Total (w/mortgage)	241	100%

Renter-occupied Households

Percent of Income	Number	Percent
Less than 15%	14	20.3%
15% to 19.9%	22	31.9%
20% to 24.9%	8	11.6%
25% to 29.9%	--	--
30% to 34.9%	4	5.8%
35% or more	21	30.4%
Total	69	100%

Source: US Census Bureau, 2018

Table 5: Comparison of Median Value of Owner-Occupied Units: Town of Kaukauna, Select Townships, and Outagamie County, 2015

Municipality	Median Value
T. Black Creek	\$185,800
T. Bovina	\$183,700
T. Buchanan	\$190,700
T. Center	\$236,500
T. Freedom	\$181,000
T. Greenville	\$214,800
T. Kaukauna	\$258,500
T. Lawrence*	\$204,500
T. Oneida	\$148,200
T. Osborn	\$226,200
T. Vandebroek	\$235,200
T. Wrightstown*	\$197,500
V. Wrightstown*	\$166,200
C. Kaukauna	\$138,100
Outagamie Co.	\$155,900

Source: US Census Bureau, 2018

current income to existing housing costs. Under HUD guidelines, **housing is considered affordable when it costs no more than 30% of total monthly household income.** Residents should be able to live in safe and decent housing for less than one-third of their household income. Families who pay more than thirty percent are considered cost burdened and may have difficulty affording necessities such as food, clothing, transportation and medical care.

As of 2015, nearly a third of all owner-occupied and 36% thirty of renter-occupied households spent thirty-percent or more of monthly income on housing (see Table 5). For the County as a whole, the figures were 24.1% and 39.2%, respectively.

Housing Starts

As with much of the state, the demand for residential development in the Town dropped during the 'Great Recession'; however, the numbers are beginning to rebound. During the past ten years the Town of Kaukauna has averaged ?? new home starts per year, with a high of ?? in ???? (pre-recession) and a low of ? in ?????. Building permits issued for new home construction by year in Kaukauna include:

² Zillow is an online real estate database company that was founded in 2006

- 2008 -
- 2009 -
- 2010 -
- 2011 -
- 2012 -

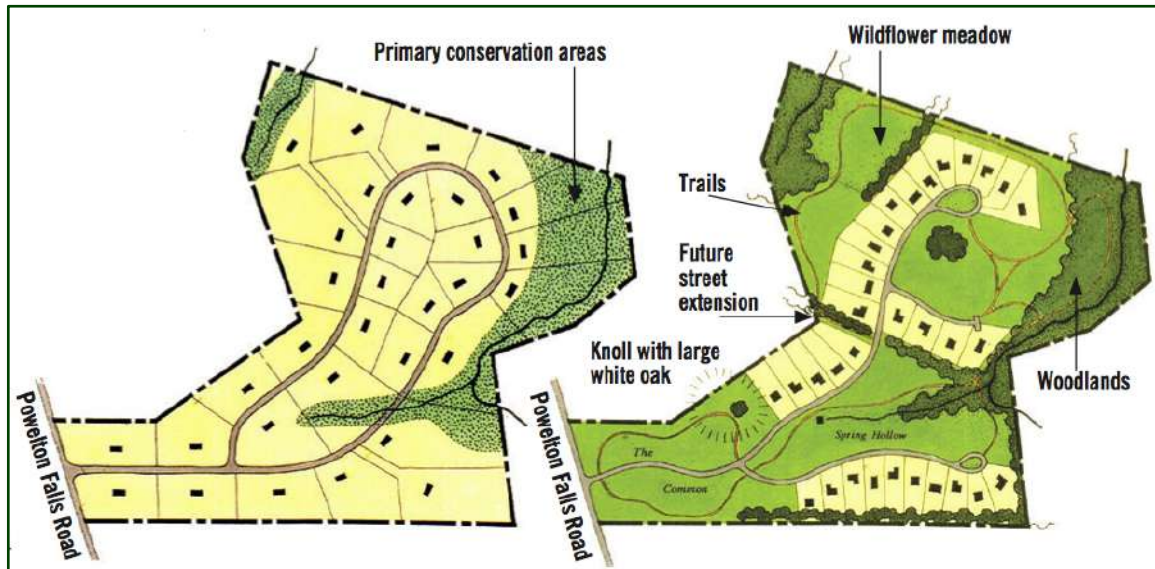
- 2013 -
- 2014 -
- 2015 -
- 2016 -
- 2017 -

Housing Plan

The number, style, and location of future housing units will be driven by: an evolving population base, changing residential marketplace, and the Future Land Use map. The demand for alternative housing during the next two decades will increase along with the number of residents aged 65 years and older. The conventional 2,000+ square foot house that has dominated the market since the 1990s will likely give way to smaller single-family homes, secondary suites, townhouses, and well-designed rental units. Although conventional owner-occupied units will continue to dominate the housing stock, the Town may also see an increase in the condominium ownership model for single- and multi-family units alike. Groups targeted for expanded housing choice include seniors, singles, and young families.

Flexibility in Land Use Regulations

While local ordinances (zoning, subdivision, site plan, etc.) can achieve important development and planning goals, they may also inhibit the private sector from creating affordable housing alternatives for singles, young families, and seniors. The removal of certain regulatory barriers may eliminate the need for developers to procure variances and waivers in order to create housing alternatives. Such barriers may include larger than necessary minimum lot sizes, stringent setbacks, single-family minimum square footage requirements, and prohibitions on accessory dwelling units, among others.³



Courtesy, Growing Greener

Conservation Subdivisions

Residents of the Town of Kaukauna value its agricultural and natural landscape and do not want to see it lost or degraded to make way for residential development. However, additional housing units may be necessary to meet future demand. One method that provides the means to protect the natural environment while accommodating additional residential development is conservation design for subdivisions. Conservation subdivisions provide developers with a marketable alternative

³ Excerpted from Affordable Housing and Smart Growth: Making the Connection, Smart Growth Network and National Neighborhood Coalition, 2009.

to conventional subdivision design. They allow for desirable development while simultaneously preserving important natural and cultural features (woodland, farmland, historic structures, etc.).

In a conservation subdivision, homes are clustered together on smaller lots so that the remainder of the parcel may be permanently preserved as open space or agricultural land. Trails, community gardens, and other amenities are often included in the design of conservation subdivisions. The image on the previous page compares a conventional subdivision (left) with a conservation subdivision (right). Both include 32 residential lots. While the conventional subdivision adheres to a 2-acre minimum lot size, the conservation development has a minimum lot size of one acre. By reducing the size of the lots, the developers were able to provide the same number of parcels while permanently preserving (through a conservation easement) important natural and cultural resources. The open space system in the conservation subdivision is accessible to everyone who lives in the development. Within the conventional development, the entirety of the area is parceled off with just eight lots having direct access to the woods.

Accessory Dwelling Units



Examples of backyard accessory dwelling units, courtesy (from left): California Department of Housing & Urban Development, University of North Carolina - Chapel Hill, and Country Living

Accessory dwelling units, also known as secondary suites, are a second dwelling unit located on a parcel that would typically accommodate only one. Considered an accessory to the primary residence, it can be self-contained or attached to the principal structure with its own entrance, kitchen, bathroom, and living area. Secondary suites may come in a variety of forms, including:

- A suite above a detached garage.
- A suite above the main floor of a single-family dwelling.
- A basement suite.
- A suite attached to a single-family dwelling at grade.
- A suite detached from the principal dwelling (a garden suite or guesthouse).

Generally, secondary suites are permitted (or allowed as a conditional use) in order to foster affordable housing or aid families with elderly parents who are unable to live completely alone. They

offer a viable, affordable option for providing senior and high-quality rental housing in urban and rural communities alike.



NextGen multigenerational home, courtesy Lennar

Multigenerational Housing⁴

Living in a household with multiple generations is becoming increasingly common. Reasons include cost savings, children over the age of 18 moving back home, and the health and caretaking needs of aging parents. In Wisconsin, households with three or more generations increased nearly one-third between 2000 and 2010, from 40,000 to 50,000 statewide. A nationwide report by the Pew Research Center suggests that as much as

⁴ Excerpted from Wisconsin Land Use Megatrends: Housing, UW-Stevens Point Center for Land Use Education, Summer 2015.

18 percent of the population lives in a home with two or more adult generations. This is double the number from 1980. In terms of design, this means that many people are building or renovating homes to include a second master bedroom or living quarters. Examples of how multiple generations may be accommodated within attached accessory suites are presented in the image above.

Duplexes / Quadplexes

Small rental units, such as duplexes and quadplexes, offer affordable housing options for rural communities that do not have the population densities necessary to support traditional multi-family housing. Available at market prices, they offer housing alternatives desirable to singles, young families, and seniors. Zoning and subdivision ordinances can ensure that the structures are aesthetically suitable in a rural environment.



Courtesy Glenora Homes

Live/Work Units

A live/work unit is a structure (e.g., studio, loft, or one bedroom) consisting of both a commercial/office and a residential component, each occupied by the same resident. By combining living quarters with workspace, they reduce fuel consumption and air pollution related to commuting, provide an affordable housing option for small business owners and startups, and supporting mixed-use and infill development.



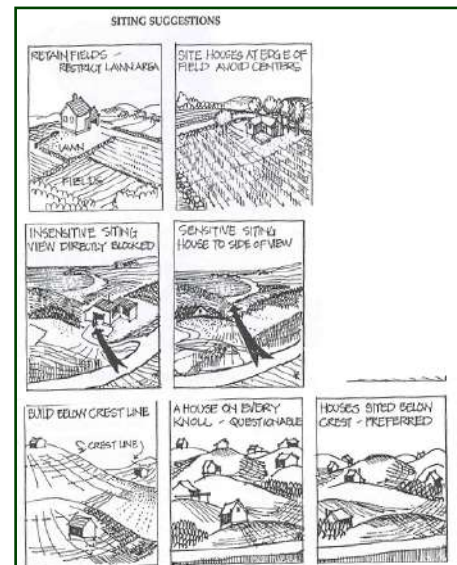
Courtesy Quadrangle Architecture

Live/work units are distinguished from home occupations in residential zoning districts in that they are primarily permitted in commercial and industrial districts and are not subject to significant restrictions on hours of operation, types of commercial activities, and number of employees, as is usually the case for home occupations. By outward appearance, such structures can be indistinguishable from adjoining buildings. Live/work units offer opportunities to expand housing choice and encourage business start-ups.

Placement of Structures on Rural Parcels

Where a residence and its accessory structures are placed on a rural lot can have a significant impact on the character of the surrounding area. Properly locating homes on parcels can minimize the impact of new development on the natural environment and its rural setting. The best management practices listed below may provide opportunities to reduce the visual impact of development and maintain a rural, undeveloped character for the Town.

- When constructing homes in agricultural areas, residences should be located adjacent to tree lines and wooded field edges, if available. If not, homes should be located on the edge of the parcel, not in its center.
- Development on hilltops should be discouraged or prohibited.
- Construction should not occur within woodlands and wildlife habitat or adjacent to wetlands and riparian corridors.



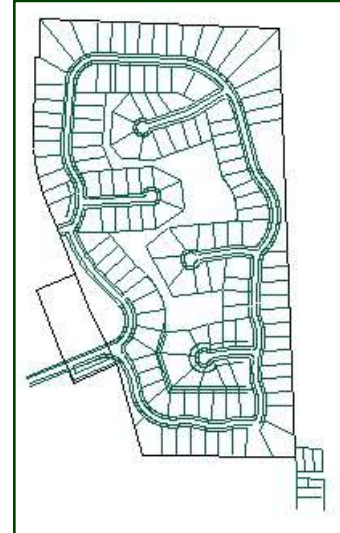
Courtesy American Planning Association

- Existing farm roads should be incorporated into the parcel and fencerows and tree lines should be preserved.
- Driveways should be as short as possible and follow contours and the lay of the land.
- Large, structurally sound trees should be left in tact (roads should be outside of the drip line).
- Onsite drainage patterns should remain intact.

Single-Access Subdivisions

As the name implies, a single-access subdivision is a residential development designed with just one road providing ingress and egress for the project. For small subdivisions located in areas unlikely to see additional future development, single-access systems do not raise significant concerns (see image at left). However, when applied to larger residential projects, particularly those adjoining areas to be further developed, this type of access limits connectivity and raises potential safety concerns along the entrance road.

Large, limited-access subdivisions essentially become islands isolated from the surrounding community. Residents are forced to navigate through the development to the lone exit, even when their destination may be a residence in an adjoining subdivision. Although this may be a minor nuisance to some, it raises concerns (and costs) related to police and fire protection, garbage collection, snow plowing, and the provisions of park space, among others.



Courtesy American Planning Association

Land Division / Subdivision Ordinance

The process of subdividing land in Wisconsin is governed under Chapter 236.45, Wis. Stats. The Town of Kaukauna does not currently administer and enforce its own subdivision ordinance and is reliant on Chapter 52: Subdivision and Platting of Outagamie County Code of Ordinances. Assuming the responsibility of administering subdivision regulations would allow the Town to tailor the land division review and approval process to meet it's specific needs

Housing Programs

U.S. Department of Housing and Urban Development

The U.S. Department of Housing and Urban Development (HUD) is the federal agency primarily responsible for housing programs and community development. Though many of its programs are directed to larger cities and urban areas, the Town would qualify for some available funds. HUD provides money to non-entitlement communities (i.e., communities with populations fewer than 50,000) through grants. In the state of Wisconsin, the Department of Administration Division of Housing and Intergovernmental Relations (DHIR) is the agency responsible for the administration of this program. DHIR awards funds through a competitive proposal process.

U.S. Department of Agriculture-Rural Development

The U. S. Department of Agriculture-Rural Development provides a variety of housing and community development programs for rural areas. Support is generally available to communities with populations of 10,000 or fewer. USDA-RD provides support for rental housing development, direct and guaranteed mortgage loans for homebuyers, and support for self-help and cooperative housing development.

U.S. Department of Agriculture-Farm Labor Housing Direct Loans & Grants

The Farm Labor Housing Direct Loans & Grants program provides affordable financing to develop housing for year-round and migrant or seasonal domestic farm laborers. It assists qualified applicants that cannot obtain commercial credit on terms that will allow them to charge rents that

are affordable to low-income tenants. Borrowers must have sufficient qualifications and experience to develop and operate the project. Qualified applicants include:

- Farmers, associations of farmers and family farm corporations
- Associations of farmworkers and nonprofit organizations
- Most State and local governmental entities
- Federally-recognized Tribes

HOME Investment Partnerships Program

The HOME Investment Partnerships Program (HOME) provides formula grants to states and localities that are often used in partnership with local nonprofit groups to fund a wide range of activities that builds, buys and/or rehabilitates affordable housing for rent or homeownership or provides direct rental assistance to low-income people.

Participating jurisdictions may choose among a broad range of eligible activities, such as: providing home purchase or rehabilitation financing assistance to eligible homeowners and new home buyers; building or rehabilitating housing for rent or ownership; or for "other reasonable and necessary expenses related to the development of non-luxury housing, including site acquisition or improvement, demolition of dilapidated housing to make way for HOME-assisted development, and payment of relocation expenses." The program's flexibility allows states and local governments to use HOME funds for grants, direct loans, loan guarantees or other forms of credit enhancement, or rental assistance.

Wisconsin Department of Administration – Division of Housing and Intergovernmental Relations

Beyond the funds distributed through HUD, DHIR administers several state-funded programs that can potentially be used to finance housing improvements. Money available through the DHIR, because it is funded by general-purpose revenue, cannot be used to invest directly in housing development. However, funds can achieve the desired result by helping organizations develop the capacity to construct houses or by providing various types of financial assistance to homebuyers or renters through grants to local governments or nonprofit agencies.

Wisconsin Housing and Economic Development Authority

The Wisconsin Housing and Economic Development Authority (WHEDA) is a quasi-governmental agency that finances housing development through the sale of bonds. Unlike the DHIR, it receives no direct state-tax support. As such, WHEDA can provide mortgage financing for first-time homebuyers and financing for multifamily housing as well. Specific programs evolve and change with the needs of the housing market.

For additional information related to housing, please refer to the 2009 Town of Kaukauna Comprehensive Plan.

Chapter 3: Transportation

Introduction

The transportation system is intended to support the varied needs of residents, farmers, local businesses, visitors, and through-traffic. It provides the means by which people and materials flow to and through the community. Multi-modal systems complement the existing road network and provide increased mobility for seniors, people with disabilities, children, and bicyclists, among others. Finding solutions to current challenges, and planning to avoid future ones, is a primary goal of the Transportation element.



Courtesy Outagamie County

Transportation Vision

The Town of Kaukauna will develop and maintain a diversifying multi-modal transportation network balancing a residential system that supports neighborhoods, roads that effectively serve the agricultural community, and collectors providing efficient access for commerce and industry with expanded facilities for bicyclists, pedestrians, and other alternative transportation modes.

Transportation Plan

The primary focus of the transportation element is to increase the availability of multi-modal transportation options. Although it is understood that personal vehicles will, more likely than not, remain the dominant means of transportation during the next twenty years, the current demand for pedestrian and bicycle systems (along with various public transportation alternatives) will continue to grow.

Transportation for Seniors

Like most of the country Wisconsin is facing an “age wave.” The number of adults over the age of 65 is expected to nearly double by 2040. In contrast, the number of children and working age adults is expected to remain relatively constant. By 2040, nearly one in four Wisconsin residents will be over the age of 65. Growth in the elderly population is concentrated in northern Wisconsin and parts of central Wisconsin. Most older adults express a strong desire to “age in place,” meaning they want to continue living in their own homes and communities. This will present a range of transportation, housing and human service challenges for local governments. If seniors do not have safe, convenient and affordable travel options, they may face isolation, reduced quality of life, economic hardship, and difficulty accessing services.

For most seniors, the use of a personal vehicle is the single most important factor in maintaining an independent way of life. Personal vehicles account for more than 80% of trips made by older adults. Seniors who no longer drive report making 15% fewer trips to the doctor, 59% fewer trips to shop or eat out, and 65% fewer trips to visit family and friends. Long before older adults stop driving, they often begin to “self-regulate,” which means they change where, when and how frequently they drive. They also stop walking, avoid taking public transportation, and rely increasingly on family and friends to get around. Because safety and disability concerns increase with age, the demand for accessible transportation is expected to grow.

Pedestrian and Bicycle Facilities

Like most rural communities, the Town of Kaukauna does not possess an interconnected street network bounded by a system of sidewalks. Many of the activities that would normally occur on sidewalks or pathways, such as walking and bicycling, take place in driving areas or on narrow road shoulders. This poses risks for children, the elderly, and people with disabilities. To create a pedestrian and bicycle system that complements the existing road network, the Town may:



CE Trail, courtesy Outagamie County

- Seek funding to add wider, paved shoulder to town roads.
- Encourage residential developers to incorporate trails systems in proposed subdivisions.
- Work with Outagamie County, Fox Cities Greenways, and other organizations to incorporate pedestrian and bicycle facilities along town roads and county highways when they are repaired or reconstructed.

The primary mechanism for creating a pedestrian and bicycle system is a Bicycle & Pedestrian Master Plan. Such a plan identifies existing and potential bicycle routes and pedestrian improvements within the Town. It would also identify and prioritize pedestrian/bicycle facility needs and provide references for best practices in planning, designing, implementing, and maintaining those facilities. A Bicycle & Pedestrian Master Plan would serve as a blueprint for continuous improvement of pedestrian and bicycling conditions throughout the township.

Implements of Husbandry

Act 377, Wisconsin's Implements of Husbandry law, made changes in the way agricultural vehicles and equipment operate on state, county, and local roads. Act 377 established more flexible limitations for weight limits imposed on farm machinery forged a compromise between the agricultural community and local officials. The legislation was intended to balance the need for farm equipment to operate legally and safely on roads with the need to protect local infrastructure. As of April 2014, an implement of husbandry (IOH) is defined as:



Courtesy Agriview

- A self-propelled or towed vehicle manufactured, designed, or reconstructed to be used and that is used exclusively in the conduct of Agriculture.
- A combination of vehicles in which each vehicle in the combination is an IOH.
- A combination of vehicles in which an IOH farm wagon, farm trailer, or manure trailer is towed by a farm truck, farm truck tractor, or motor truck.

Effective November 1, 2015, a slow-moving vehicle (SMV) emblem is a required marking on any type of IOH, including animal drawn, that usually travels at speeds less than 25 mph. It is to be displayed at all times on the most visible rear area of the vehicle or combination of vehicles. If a SMV emblem on a power unit is visible from rear and in compliance, then the towed units are not required to have an SMV emblem. It is allowable for two or three vehicle combinations to have more than one SMV emblem. These emblems should be mounted pointing upward perpendicular to route of travel, with the lower edge 2 to 6 feet off the ground, and either centered or as near to the left of center of the equipment as practical. SMV emblems must be bright and clean, and should be replaced if faded.

Capital Improvements Plan

A Capital Improvements Plan (CIP) provides the means of planning for major project costs by creating a multiyear schedule for physical public improvements. The schedule is based on the projection of fiscal resources and prioritization of improvements five to six years into the future. Capital improvements include new or expanded physical facilities that are relatively large in size, expensive, and permanent. A transportation-oriented CIP outlines a community's capital item needs and purchase plans, including:

- Street improvements (e.g. widening, crosswalks, signalization, corridor studies, etc.)
- Park acquisition and improvements
- Pedestrian & bicycle facilities
- Emergency and road maintenance vehicle purchase and replacement

Capital items are generally defined as those that are expensive (cost \$5,000 or more) and will last at least 3-5 years. The CIP also includes improvement projects required for the community's future and the appropriate timeline and funding to be followed to implement the improvements. The CIP process helps to ensure that improvements are made in a logical order and do not surprise local officials or taxpayers. It allows the community to focus on needs and goals and establish rational priorities.

Transportation Programs

Local Roads Improvement Program

The Local Roads Improvement Program (LRIP) assists local governments in improving seriously deteriorating county highways, town roads, and city and village streets. The competitive reimbursement program pays up to 50% of total eligible costs with local governments providing the balance. The program has three basic components: County Highway Improvement (CHIP); Town Road Improvement (TRIP); and Municipal Street Improvement (MSIP).

Knowles-Nelson Stewardship Program

The Knowles-Nelson Stewardship Program is administered by WDNR to preserve natural areas and wildlife habitat, protect water quality and expand outdoor recreation. Funds from the program can be used for the construction of off-street trail system systems.

Highway Safety Improvement Program

The Highway Safety Improvement Program (HSIP) is administered by WisDOT. Funds are used for highway safety projects at locations that have a high crash history. The objective of the HSIP is to develop and implement stand-alone safety projects that will reduce the number and severity of crashes. The funding ratio for this program is 90% federal and 10% local match.

Transportation Alternative Program

The Transportation Alternatives Program (TAP) provides funding for projects that include on-road and off-road facilities for pedestrians and bicyclists, conversion of railroad corridors to trails for pedestrians, bicyclists and other non-motorized users, environmental mitigation, Safe Routes to School and community improvement activities.

Bicycle and Pedestrian Facilities Program

The Bicycle and Pedestrian Facilities Program is a grant program under TAP that provides funding to construct or plan for bicycle or bicycle-pedestrian facility projects. State statutory language specifically excludes pedestrian-only facilities such as sidewalks and streetscape projects. Construction projects costing \$200,000 or more are eligible for funding, as are planning projects costing \$50,000 or more. Additionally, completed projects must be usable and not staged so that additional money is needed to create a useful project. Project sponsors must pay for a project and then seek reimbursement from WisDOT. Federal funds will provide up to 80% of project costs

while the sponsor must provide at least the other 20%.

For additional information related to transportation, please refer to the 2009 Town of Kaukauna Comprehensive Plan.

Chapter 4: Utilities & Community Facilities

Introduction

Community wellbeing is contingent upon the adequacy of public utilities, community facilities, and municipal services available to its residents, landowners, and business owners. Anticipating and preparing for the future utility and facility needs of the Town of Kaukauna is essential to ensuring a sustainable future.



Courtesy Town of Kaukauna

Utilities & Community Facilities Vision

The Town of Kaukauna will provide well-planned, cost-effective infrastructure and municipal services, in harmony with its rural character and natural environment, to provide for the current and future needs of its residents, landowners, and businesses.

Utilities & Community Facilities Plan

The factors associated with the provision of municipal utilities are affected by: the timing, location, and construction of new infrastructure; the need for increasing levels of services as the community grows and ages; greater economic competition within the region; and fiscal constraints, among others. Opportunities include a steadily growing local population, access to transportation, and proximity to Green Bay and the Fox Cities. Properly designed public utility systems will provide maximum protection of community health while guiding growth and ensuring the fair and equitable distribution of benefits and costs.

Maintaining Reasonable Tax Levels

Given limited finances, coupled with long-term uncertainties surrounding Wisconsin's shared revenue program and state-imposed levy limits, the Town of Kaukauna must carefully consider all future capital expenditures. To ensure the supply of efficient, cost-effective services, and to reduce the tax burden on landowners, the Town will continue to pursue shared service opportunities with neighboring communities.

Capital Improvements Plan

As mentioned in the Transportation section, a Capital Improvements Plan (CIP) is a budgeting tool used to plan for major capital expenditures. Expenditures appropriate under a CIP for utilities and community facilities include sewer & water systems, water systems, stormwater management systems, parks & recreation, and community facilities (Town Hall, Town Garage, etc.), among others.

Broadband Access⁵

A community that lacks adequate high-speed internet access will find itself at a disadvantage in the 21st century economy. Because of relatively low population density, topographical barriers, and greater geographical distances, broadband service may be more difficult to obtain in some rural areas. In attempting to address these challenges, some rural communities have found it helpful to develop a strategic plan for broadband deployment that includes creating a comprehensive

⁵ Excerpted from Broadband.gov, 2018.

business proposal to broadband providers. Such a plan would demonstrate to broadband providers that deployment is a sound business decision that would benefit both the providers and the community. This strategic planning process may include, but is not limited to, the following elements and strategies:

- Educating the community about the potential benefits of broadband service.
- Creating partnerships among community organizations and institutions that might benefit from broadband deployment.
- Systematic assessment and prioritization of the community's needs for broadband service.
- Consolidating demand within the community to make service profitable for broadband providers. Participants may include, but are not limited to, individual consumers, businesses, educational institutions, health care facilities, and government agencies.
- Identifying an anchor tenant with adequate demand to spur infrastructure investment in broadband.

Personal Energy Systems

With rising energy prices and a greater awareness of the environmental impacts of conventional power plants, more Americans are utilizing personal energy systems to reduce costs associated with electricity, heating, and cooling. In addition, state and federal tax incentives have reduced the total costs of these systems making them available to a greater percentage of users. Personal energy systems include photovoltaic solar, solar thermal, small wind, geothermal, and wood-fired boilers, among others.

The Wisconsin Solar and Wind Access Law (66.0401, State Stats.), defines how local governments are permitted to regulate solar and wind energy systems. It covers zoning restrictions by local governments, private land use restrictions, and system owner rights to unobstructed access to resources. Under the law, local government may not place any restriction on the installation or use of solar or wind energy systems unless the restriction:

- Serves to preserve or protect public health or safety.
- Does not significantly increase the cost of the system or decrease its efficiency.
- Allows for an alternative system of comparable cost and efficiency.

The law effectively prohibits unreasonable public land use controls covering solar and wind energy systems by defining a fairly narrow set of reasonable conditions. The law subsequently allows for a local permitting procedure for guaranteeing unobstructed access to wind or solar resources. A permit will not be granted if obstruction already exists or if the construction of such an obstruction is already well into the planning stages.

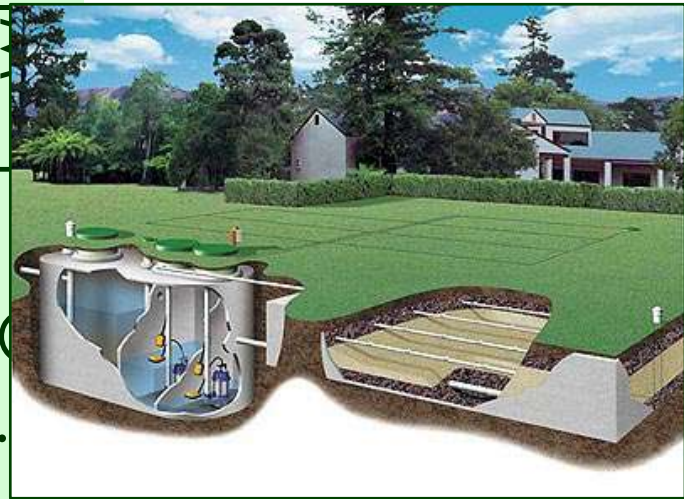
Alternative Onsite Wastewater Treatment Systems

Wastewater treatment for homes and businesses in the Town is primarily served via onsite septic and mound systems. These systems must comply with Wisconsin Statute SPS 383 to ensure that they are designed and function properly so as to protect human health and groundwater resources. However, studies have indicated that even properly-designed and maintained conventional septic and mound systems pose a threat to ground water, particularly in soils with high transivity.



Courtesy (from top) Solar Nation Wisconsin and Green Building Advisor

Alternative sanitary facilities can provide wastewater treatment at a cost competitive with conventional onsite systems, particularly when they are clustered to accommodate multiple homes or businesses. Options for clustered sanitary systems permissible in the state of Wisconsin include recirculating sand filters and constructed wetlands, among others.



Courtesy Reflection Wastewater Systems

A recirculating sand filter (RSF) offers an economically viable, environmentally benign alternative to conventional drain field-based treatment systems. The basic components of a RSF system include a septic tank, recirculation tank, and sand or gravel filter. Water discharged from the system far exceeds the quality of a conventional system at a fraction of the price.

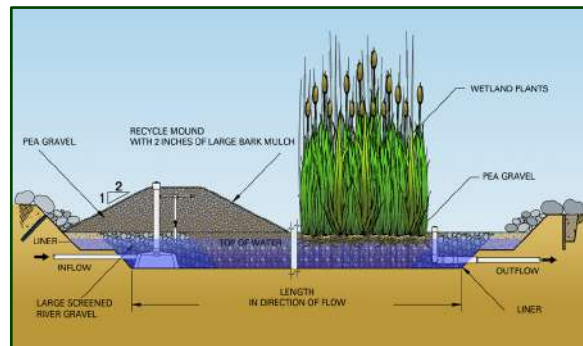
RSFs are a viable alternative to conventional methods when soil conditions are not conducive to the proper treatment and disposal of wastewater through percolation beds. Sand filters may be used on sites that have shallow soil cover, inadequate permeability, high groundwater, and limited land area. RSF systems commonly serve subdivisions, mobile home parks, rural schools, small municipalities, and other generators of small wastewater

flows.⁶

Constructed wetlands have been used as effective wastewater treatment systems for more than forty years. They have become the dominant treatment system for communities in the Minneapolis metropolitan region not served by municipal wastewater treatment. Although a variety of wetland-based systems are used to treat effluent, the most common is a subsurface flow wetland. Subsurface flow wetlands utilize an anaerobic reactor (septic tank) for pretreatment followed by a forced-bed aeration system and wetland treatment cells. Constructed wetlands are designed to achieve tertiary treatment at a fraction of the cost of a municipal system. They become cost effective against conventional onsite systems when treating effluent from eight or more homes.

Low Impact Development

Stormwater management is required to mitigate the effects of urbanization on the hydrologic cycle including increased runoff, and decreased infiltration, of rain and snowmelt. Without proper stormwater management, reduced base flow, degradation of water quality, and increased flooding and erosion can lead to reduced diversity of aquatic life, fewer opportunities for human uses of water resources, and loss of property and human life. A preferred stormwater management system will be selected based on its cost, as well



Courtesy (from top) Science for Environmental Policy and San Francisco Chronicle

⁶ Source: Environmental Technology Institute: Recirculating Sand Filters, 1998.

as other factors such as technical feasibility, effectiveness, and social acceptability. The overall cost must include capital, operating, and maintenance costs.⁷

The term *low impact development* (LID) refers to systems and practices that use or mimic natural processes that result in the infiltration, evapotranspiration, or use of stormwater in order to protect water quality and associated aquatic habitat. LID is an approach to land development (or re-development) that works with nature to manage stormwater as close to its source as possible. LID employs principles such as preserving and recreating natural landscape features and minimizing effective imperviousness to create functional and appealing site drainage that treat stormwater as a resource rather than a waste product.

Some of the techniques that adhere to these principles include bio-retention facilities, rain gardens, vegetated rooftops, rain barrels, and permeable (or pervious) pavements. By implementing LID principles and practices, water can be managed in a way that reduces the impact of built areas and promotes the natural movement of water within an ecosystem or watershed. Applied on a broad scale, LID can maintain or restore a watershed's hydrologic and ecological functions.⁸



Courtesy City of Kirkland,

Parks and Recreation Planning

The most effective tool for parks and recreation planning in Wisconsin is the Comprehensive Outdoor Recreation plan, or CORP. A CORP is a document that describes current parks, recreation, and open space assets and presents a strategy for meeting future needs. The purpose of the plan is to guide land acquisition, development, and maintenance activities by identifying the general location, character, and extent of existing and desired parks, playgrounds, and special recreation areas. By statute, a CORP must be updated every five years.

The funding of local parkland acquisition and development has become more difficult with legislation limiting local government's ability to establish and enforce impact fees upon new residential development projects. As a result, more Wisconsin communities are seeking grant funding to offset the cost of park and recreation development. Wisconsin statutes prohibit local government from applying for state and federal parks and recreation funding without an adopted CORP.

Utilities & Community Facilities Programs

Rural Economic Development Loan and Grant Program

The Rural Economic Development Loan (REDL) and Grant (REDG) programs provide funding to rural projects through local utility organizations. Under the REDL program, USDA provides zero interest loans to local utilities that are then passed through to local businesses for projects that will create and retain employment in rural areas. The ultimate recipients repay the lending utility directly. The utility is responsible for repayment to USDA. Under the RED program, USDA provides grant funds to local utility organizations to establish revolving loan funds. Loans are made from the revolving loan funds to projects that will create or retain rural jobs. When the revolving loan fund is terminated, the grant is repaid to the Agency.

Rural Utilities Program

A number of programs are available through the Rural Utilities Program as part of the Water and Environmental Programs (WEP). WEP provides loans, grants, and loan guarantees for drinking water, sanitary sewer, solid waste, and storm drainage facilities in rural areas, cities, and towns of 10,000 or less. Public bodies, non-profit organizations, and recognized Indian Tribes may qualify for assistance. WEP also makes grants to nonprofit organizations to provide technical assistance and

⁷ Excerpted from Stormwater Management Planning and Design Manual. Ontario Ministry of the Environment, March 2003.

⁸ Source: Urban Runoff: Low Impact Development, US Environmental Protection Agency, 2016.

training to assist rural communities with their water, wastewater, and solid waste programs. Available programs include:

- Water and Waste Disposal Direct and Guaranteed Loans
- Water and Waste Disposal Grants
- Technical Assistance and Training Grants
- Solid Waste Management Grants
- Rural Water Circuit Ride Technical Assistance

Telecommunications Program

The Telecommunications Program improves the quality of life in rural America by providing capital for the deployment of rural telecommunications infrastructure. Funding is available under various grant and loan programs.

Community Development Block Grant – Public Funds

The Community Development Block Grant (CDBG) for Public Funds supports infrastructure and facility projects for communities. Eligible projects include improvements, repairs, or expansions of streets, drainage systems, water and sewer systems, sidewalks, and community centers. Grants are limited to projects that, if implemented, would meet a CDBG National Objective.

Community Development Block Grant – Public Facilities Economic Development

Grant funds under the CDBG for Public facilities Economic Development are awarded to local governments for public infrastructure projects that support business expansion or retention. Examples of eligible applications include: new or improved water & sewer service and streets that result in business expansion and job opportunities for low- and moderate-income individuals.

Public Service Commission of Wisconsin – Broadband Expansion Grant Program

The Broadband Expansion Grant program provides reimbursement for equipment and construction expenses incurred to extend or improve broadband telecommunications service in underserved areas of the state. In Fiscal Year 2018 the Commission may award one or more grants that, in aggregate, do not exceed \$1,500,000 to public and private entities that meet the eligibility requirements.

- An application for a grant may be submitted by any of the following entities:
- An organization operated for profit or not for profit, including a cooperative.
- A telecommunications utility.
- A city, village, town, or county that has established a legal partnership or joint venture arrangement with an otherwise qualified organization or telecommunications utility.

Clean Water Fund Program

The Clean Water Fund Program (CWFP) provides subsidized interest rate loans to municipalities seeking to fund wastewater and stormwater infrastructure projects. The CWFP also includes pilot projects to fund adaptive management and other non-traditional projects to comply with a municipality's permit limit. Applications for funding are accepted year round as long as funding is available.

Safe Drinking Water Loan Program

The Safe Drinking Water Loan Program provides subsidized interest rate loans to municipalities seeking to fund drinking water infrastructure projects. Applications are accepted year round when funding is available.

Land and Water Conservation Fund

The Land and Water Conservation Fund is a Federal program administered in all states that encourage creation and interpretation of high-quality, outdoor recreational opportunities. Funds received under this program are split between WDNR projects and grants to local governments for outdoor recreation activities. Grants cover fifty percent of eligible project costs.

Urban Nonpoint Source & Stormwater Management Grants

This program provides competitive grants to local governments to reimburse costs of planning or construction projects controlling urban nonpoint source and stormwater runoff pollution.

Acquisition and Development of Local Parks Program

The Acquisition and Development of Local Parks Program provides assistance to local government to buy land or easements and develop or renovate local parks 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.

Recreational Trail Aids

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 fifty percent of the total project costs. This program may be used in conjunction with the state snowmobile or ATV programs and Stewardship development projects.

For additional information related to utilities and community facilities, please refer to the 2009 Town of Kaukauna Comprehensive Plan.

Chapter 5: Agricultural, Natural, & Cultural Resources

Introduction

The Town of Kaukauna retains a strong and economically viable agricultural sector. However, land use in the community has been shifting away from farming towards residential and limited commercial development for the better part of the past two decades. Its landscape is increasingly dominated by residential development, with agricultural land, woodlands, streams, and the Fox River the most notable open space features. As development continues the Town must consider how best to preserve its most valued resources while accommodating the growth necessary to meet future economic, housing, and transportation needs.



Courtesy Town of Kaukauna

Agricultural, Natural, & Cultural Resources Vision

The Town of Kaukauna will adopt policies and programs to preserve its prime agricultural lands, unique natural environment, and cultural and historic resources to ensure that these assets remain available for the benefit and enjoyment of future generations.

Agricultural, Natural, & Cultural Resources Plan

Farmland Preservation Program

The Wisconsin Farmland Preservation Program (Chapter 91, Wis. Stats.) is designed to help local governments and landowners preserve agricultural land, minimize conflicting land uses, and promote soil and water conservation. Under the program, local governments may adopt and have certified a Farmland Preservation zoning ordinance that enables eligible landowners to claim farmland preservation tax credits. The credits are applied against tax liability on an annual basis. Tax credit amounts are as follows:

- \$5.00 per eligible acre for farmers with a farmland preservation agreement signed after July 1, 2009 and located in an agricultural enterprise area.
- \$7.50 per eligible acre for farmers in an area zoned for farmland preservation.
- \$10.00 per eligible acre for farmers in an area zoned and certified for farmland preservation and in an agricultural enterprise area, with a farmland preservation agreement signed after July 1, 2009.

Certification of a zoning ordinance must be obtained through application to the Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP). Landowners must be residents of Wisconsin and their agricultural operations must meet the following criteria:

- Acres claimed must be located in a farmland preservation area identified in a certified county farmland preservation plan. Eligible land includes agricultural land or permanent undeveloped natural resource areas or open space land that is in an area certified for farmland preservation zoning, and/or is located in a designated agricultural enterprise area and under a farmland preservation agreement.

- Claimants must have \$6,000 in gross farm revenue in the past year or \$18,000 in the past three years. Income from rental receipts of farm acres does not count toward gross farm revenue. However, gross farm revenue produced by the renter on the landowner's farmland can be used to meet this eligibility requirement.
- Claimants must be able to certify that all property taxes owed from the previous year have been paid.
- Farmers claiming farmland preservation tax credits must certify on their tax form that they comply with state soil and water conservation standards. New claimants must also submit a certification of compliance with soil and water conservation standards that has been issued by the county land conservation committee.

The Town of Kaukauna zoning ordinance was certified by DATCP as compliant with Chapter 91, Wis. Stats., in October 2013.

Specialty Farming



Courtesy Washington Island Ostrich Farm

On average, nearly 3,000 acres of productive farmland are lost to development in the U.S. each day. Adapting to survive, many farmers have embraced a new paradigm that focuses on agricultural models custom-fit to changing markets and filling local niche markets with specialty produce and value-added products. Specialty (or niche) farming provides an alternative to conventional agricultural practices, particularly for smaller farmers attempting to compete with larger operations. According to Agricultural Census data nearly 300,000 new farms have begun operations since 2005. Compared with all farms nationwide, these new arrivals tend to have more diversified production, fewer acres, lower total-dollar sales, and

operators who also work off-farm. Interestingly, many of these operations are located in decidedly urban and suburban areas. The township's proximity to the City of Outagamie provides opportunities for direct marketing of specialty agricultural products to local consumers.

Examples of specialty agricultural products include:

- Agroforestry
- Aquaculture products
- Alternative grains and field crops
- Industrial, energy, and non-food crops
- Native plants and ecofriendly landscaping
- Organic milk and cheese
- Organic produce
- Ornamental and nursery crops
- Post-harvest handling and processing
- Medicinal and culinary herbs
- Raising of non-traditional farm animals (llama, ostrich, bison, etc.)
- Seeds and plant breeding
- Specialty, Heirloom and Ethnic Fruits and Vegetables

Organic Agriculture

Organic farming is a particularly attractive specialty farm option given that organic food is the fastest growing segment of the agricultural industry. Products that once occupied a boutique marketplace niche are becoming mainstream as consumers seek healthier alternatives to conventional farm produce. Organic and specialty farming counter the notion that farms must become very big or be lost to development. They provide a profitable choice for small, family

farmers.

As of 2013, Wisconsin was second in the nation in the number of organic agriculture operations and fourth in total acres devoted to organic food.

Community Supported Agriculture⁹

Community Supported Agriculture (CSA) is a system in which a farm operation is supported by shareholders who share both the benefits and risks of food production. CSAs consist of a community of individuals who pledge support to a farm operation so that the farmland becomes the 'community's farm', with the growers and consumers providing mutual support and sharing the risks and benefits of food production. Typically, members pledge in advance to cover the anticipated costs of the farm operation and farmer's salary. In return, they receive shares in the farm's bounty throughout the growing season, as well as satisfaction gained from reconnecting to the land and participating directly in food production. Members also share in the risks of farming, including poor harvests due to unfavorable weather or pests. By direct sales to community members, who have provided the farmer with working capital in advance, growers receive better prices for their crops, gain some financial security, and are relieved of much of the burden of marketing.



Courtesy Kuene Organic Meats



Courtesy Triple B Produce

Conservation Easements

A conservation easement is a voluntary but binding legal agreement between a landowner and a land trust or government agency that limits present and future development of a parcel. Under a conservation easement, the landowner retains ownership of the land (within the terms of the easement, i.e. only for farmland or natural space, not for development) and a land trust or similar organization assumes the responsibility for protecting the land's conservation values.

Donated conservation easements that meet federal requirements can provide significant tax advantages to landowners since their land will be assessed as undevelopable land, which has a much lower tax value than developable land. Qualified easements may also generate charitable contribution deductions for income and transfer tax purposes. All land is "taxed" at the same rate, though value determinations are variable.

Conservation-based Development

Conservation-based development is a tool that is intended to minimize the amount of disturbance to the natural landscape by preserving onsite resources identified during the planning stages of development. Resources commonly targeted for preservation include wetlands, streams and ponds, riparian corridors, natural or sensitive habitat areas, steep slopes, view sheds, and agricultural lands.

The goal is to successfully integrate a development with its environment and unique natural surroundings, rather than having the environment functioning apart from the development altogether. Such an approach minimizes the site disturbance footprint by confining development to within existing open spaces and taking advantage of site topography by constructing roads on

⁹ Excerpted from United States Department of Agriculture, Alternative Farming Systems Information Center, 2015.

natural ridgelines. A conservation-based development typically involves a developer and his/her team of surveyors, engineers, and landscape architects conducting site assessments to identify features of interest to preserve from which a design layout is generated.

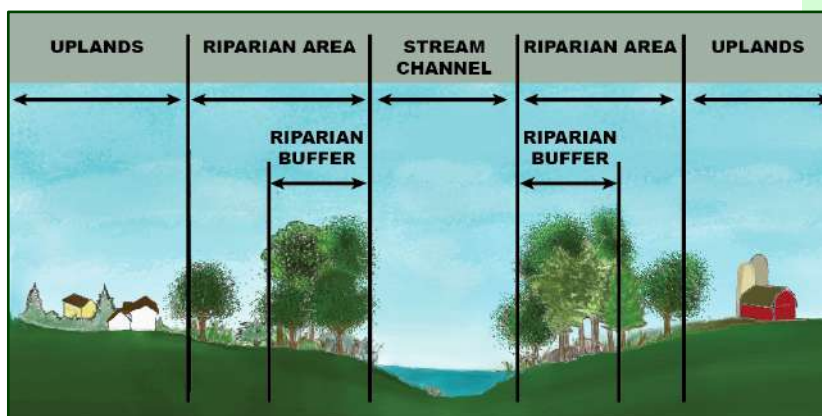
The following principles are integral to an effective conservation-based development design:

- Preservation and protection of natural drainage patterns
- Protection of sensitive natural resources
- Maintenance of existing topography
- Clearing and grading as little as possible
- Minimize the amount of impervious cover
- Maintaining a community-determined ratio of preserved open space to developed area

Local governments may implement conservation-based concepts for residential development within the zoning and subdivision ordinances, and for commercial and industrial development through the zoning ordinance and site plan review process.

Riparian Buffers¹⁰

Additional strains are placed on aquatic systems with each new home, business, or road constructed in a community. Development in a watershed has direct and predictable effects on streams and wetlands. The implementation of best management practices can protect water quality during construction, road building, and farming. Historically, water quality was degraded by point sources, or direct discharges to lakes and rivers from industry, municipal sewerage districts and the like. Since the passage of the Federal Water Pollution Control Act of 1972 (the Clean Water Act), the United States had taken dramatic steps to improve the quality of water resources. No longer are industries allowed to discharge untreated waste directly to surface waters.



Courtesy USEPA

Today, the greatest threat from a cumulative standpoint to streams and lakes comes through nonpoint-source water pollution. Nonpoint-source water pollution, or runoff, cannot easily be traced to a single point of origin. It occurs when rainwater or snowmelt flows across the land and picks up soil particles, organic wastes, fertilizers, and other contaminants that become pollution when carried to surface and/or groundwater. Nonpoint pollution, in the form of nitrogen, phosphorus and total suspended solids (soil particles), contaminates streams and lakes, increases the growth of algae and harmful aquatic weeds, covers spawning beds and feeding areas, and turns streams into conveyances of stormwater. The main sources of nonpoint pollution include impervious surfaces, agricultural fields, and residential lawns.

Riparian buffers are zones adjacent to water bodies such as lakes, rivers, and wetlands that protect water quality and wildlife, including both aquatic and terrestrial habitat. These zones minimize the impacts of human activities on the landscape and contribute to recreation, aesthetics, and quality of life.

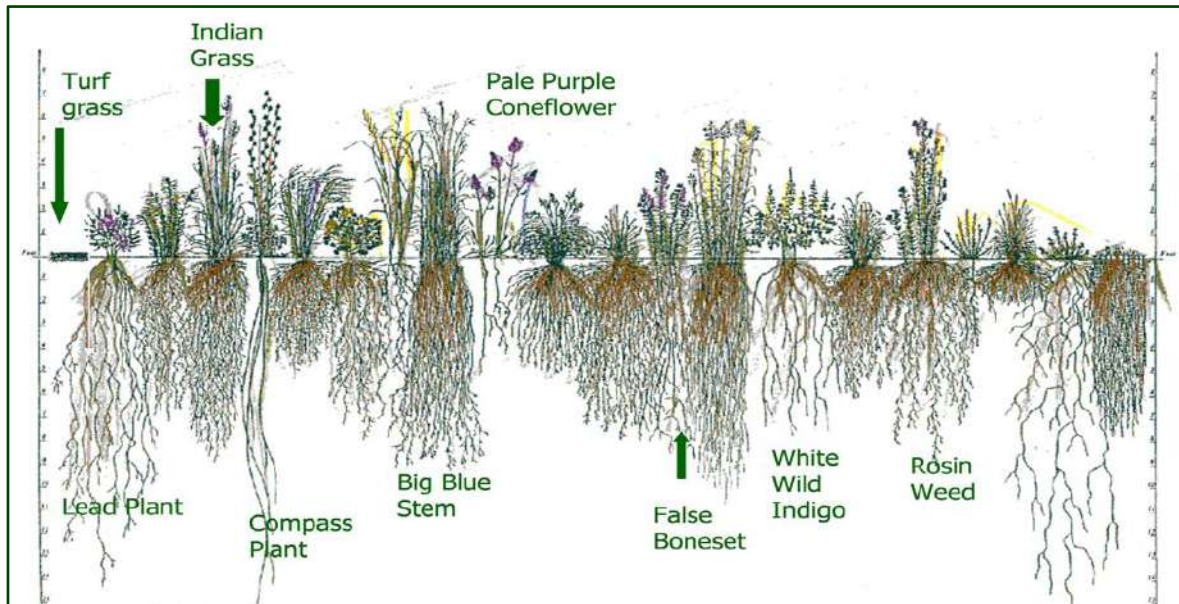
Buffers can include a range of complex vegetation structure, soils, food sources, cover, and water features that offer a variety of habitats contributing to diversity and abundance of wildlife such as mammals, frogs, amphibians, insects, and birds. Buffers can consist of a variety of canopy layers and cover types including: ephemeral (temporary-wet for only part of year) wetlands, ponds, and spring pools; shallow and deep marshes; wetland meadows; wetland mixed forests; grasslands;

Additional strains are placed on aquatic systems with each new home, business, or road constructed in a community. Development in a watershed has direct and predictable effects on streams and wetlands. The implementation of best management practices can protect water quality during construction, road building, and farming. Historically, water quality was degraded by point sources, or direct discharges to lakes and rivers from industry, municipal sewerage districts and the like. Since the passage of the Federal Water Pollution Control Act of 1972 (the Clean Water Act), the United States had taken dramatic steps to improve the quality of water resources. No longer are industries allowed to discharge untreated waste directly to surface waters.

¹⁰ Excerpted from *Managing the Water's Edge: Making Natural Connections*, USEPA.

forests; and prairies. Riparian zones are areas of transition between aquatic and terrestrial ecosystems that provide numerous benefits to wildlife and people including pollution reduction and recreation. Riparian buffers are widely considered to be the single most effective protection for water resources.

Native Landscapes



Comparing the root system of typical turf grass (far left) with those of grass and flower species native to Wisconsin. Deeper root systems provide greater opportunities for infiltration of precipitation and snow melt thereby reducing the incidents of flood events. Courtesy Conservation Research Institute

A native landscape is generally defined as one comprised of species that occur naturally in a particular region, ecosystem, or habitat, and that were present prior to European settlement. Landscaping with native wildflowers, grasses, shrubs, and trees improves the environment. Natural landscaping brings a taste of wilderness to urban, suburban, and corporate settings by attracting a variety of birds, butterflies, and other animals. Once established, native plants do not need fertilizers, herbicides, pesticides, or watering, thus benefiting the environment and reducing maintenance costs.¹¹

The benefits of native landscapes include:

- Environmental. Once native plants are returned to the land, many species of birds, mammals, reptiles and beneficial insects return as well, restoring a vital part of the web of life. Landscaping with natives enriches the soil, decreases water run-off, and filters the pollution caused by nonpoint source pollution from commercial sites, subdivisions, parks, and farms.
- Economic. Over the long term, native landscaping is more cost-effective than traditional landscaping and requires no fertilizers, pesticides, or irrigation. Natives also increase infiltration reducing the need for expensive stormwater management infrastructure (see image above).
- Aesthetic. While traditional landscapes use one or two species of grass, native landscape designs can include dozens of species of trees, shrubs, grasses, and wildflowers. Each is unique and constantly evolving, and thrives in wet, dry, sunny, and shaded locations.
- Educational. Native landscapes provide hands-on opportunities for people of all ages to learn about habitats and ecosystems.

Secondary Conservation Areas

¹¹ Excerpted from Landscaping with Native Plants in the Great Lakes Region, USEPA, 2018.

As discussed in the housing section conservation subdivisions provide a means by which local government, landowners, and developers may preserve important natural and cultural features present on a given piece of property. They do so by identifying *secondary conservation areas* (SCA) to be preserved during the residential development process. Unlike primary conservation areas (wetlands, flood plains, steep slopes, etc.), SCAs are cultural, natural, and agricultural resources that hold particular value within a given community. Examples of cultural SCAs may include architecturally significant homes, structurally sound barns, fencerows, and windmills, among others. Most importantly, SCAs are determined at the local level based upon local values.

Agricultural, Natural, and Cultural Resource Programs

FSA – Conservation Reserve Program

The Conservation Reserve Program (CRP) is a land conservation program administered by the Farm Service Agency. In exchange for a yearly rental payment, farmers enrolled in the program agree to remove environmentally sensitive land from agricultural production and plant species that will improve environmental health and quality. Contracts for land enrolled in CRP are 10-15 years in length. The long-term goal of the program is to re-establish valuable land cover to help improve water quality, prevent soil erosion, and reduce loss of wildlife habitat.

FSA - Conservation Reserve Enhancement Program

The Conservation Reserve Enhancement Program (CREP) is an offshoot of the Conservation Reserve Program, the country's largest private-land conservation program. Administered by the Farm Service Agency, CREP targets high-priority conservation issues identified by local, state, or tribal governments, or non-governmental organizations. In exchange for removing environmentally sensitive land from production and introducing conservation practices, farmers, ranchers, and agricultural landowners are paid an annual rental rate. Participation is voluntary, and the contract period is typically 10–15 years, along with other federal and state incentives as applicable per each CREP agreement.

NRCS – Environmental Quality Incentives Program

The Environmental Quality Incentives Program (EQIP) is a voluntary program that provides financial and technical assistance to agricultural producers through contracts up to a maximum term of ten years in length. These contracts provide financial assistance to help plan and implement conservation practices that address natural resource concerns, and for opportunities to improve soil, water, plant, animal, air, and related resources on agricultural land and non-industrial private forestland. In addition, a purpose of EQIP is to help producers meet federal, state, tribal, and local environmental regulations. Owners of land in agricultural, or forest production or persons who are engaged in livestock, agricultural or forest production on eligible land and that have a natural resource concern on the land may participate in EQIP.

NRCS - Farm and Ranch Lands Protection Program

The Farm and Ranch Lands Protection Program (FRPP) provides matching funds to help purchase development rights to keep productive farm and rangeland in agricultural uses. Working through existing programs, USDA partners with state, tribal, or local governments and non-governmental organizations to acquire conservation easements or other interests in land from landowners. USDA provides up to 50% of the fair market easement value of the conservation easement.

NRCS – Financial Assistance Program

NRCS offers voluntary programs to eligible landowners and agricultural producers to provide financial and technical assistance to help manage natural resources in a sustainable manner. Through these programs the agency approves contracts to provide financial assistance to help plan and implement conservation practices that address natural resource concerns or opportunities to help save energy, improve soil, water, plant, air, animal, and related resources on agricultural lands and non-industrial private forest land.

NRCS – Landscapes Initiatives Program

The NRCS Landscape Initiatives Program (LIP) is intended to accelerate the results that can be achieved through voluntary conservation programs. All NRCS programs are designed to support farmers, ranchers, and foresters in improving the environment while maintaining or improving a vibrant agricultural sector. Most program delivery is driven primarily by grassroots input and local needs. Landscape conservation initiatives enhance the locally driven process to better address nationally and regionally important conservation goals that transcend localities. Improving water quality in the eight state Great Lakes region is a priority of the LIP.

WDNR Knowles-Nelson Stewardship Program – Acquisition of Development Rights Program

The purpose of the Acquisition of Development Rights Program is to protect natural, agricultural, or forestlands that enhance and/or provide nature-based outdoor recreation. Development rights are the rights of a landowner to develop their property to the greatest extent allowed under state and local laws.

WDNR Managed Forest Law

The intent of the Managed Forest Law is to promote forest management practices through property tax incentives. Property must be a minimum of ten contiguous acres of which eighty percent must be capable of producing merchantable timber.

WDNR Land and Water Conservation Fund Program

The Land and Water Conservation Fund is a federal program administered in all states that encourages creation and interpretation of high-quality outdoor recreation 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 fifty percent of eligible project costs.

Eligible projects include:

- Land acquisition or development projects that will provide opportunities for public outdoor recreation.
- Property with frontage on rivers, streams, lakes, estuaries, and reservoirs that will provide water-based outdoor recreation.
- Property that provides special recreation opportunities, such as floodplains, wetlands, and areas adjacent to scenic highways.
- Natural areas and outstanding scenic areas, where the objective is to preserve the scenic or natural values, including wildlife areas and areas of physical or biological importance. 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.
- Land or development within urban areas for day use picnic areas.
- Land or development of nature-based outdoor recreation trails.
- Development of basic outdoor recreation facilities.
- Renovation of existing outdoor recreation facilities which are in danger of being lost for public use.

Wisconsin Forest Landowners Grant Program

The Wisconsin Forest Landowners Grant Program (WFLGP) program assists private landowners in protecting and enhancing their forested lands, prairies, and waters. The program allows qualified landowners to be reimbursed up to fifty percent of the eligible cost of eligible practices. Private landowners are eligible for WFLGP funding if they own at least ten contiguous acres of non-industrial private forest, but not more than five hundred acres within Wisconsin.

Wisconsin Coastal Management Program

Funding is available through the Wisconsin Coastal Management Program (WCMP) to enhance and restore coastal resources within the state's coastal zone—all counties adjacent to Lakes Superior and Michigan. Projects eligible for WCMP funding include:

- Coastal Wetland Protection and Habitat Restoration
- Nonpoint Source Pollution Control
- Coastal Resource and Community Planning
- Great Lakes Education
- Public Access
- Community Planning

UW-Extension Wisconsin Barn Preservation Program¹²

Despite the rich stock of historic barns in the Wisconsin landscape, we see fewer attempts to save them. The threats to these buildings are many, including urban growth and its associated roadway expansion, improper maintenance and upkeep, and new construction techniques, materials, and design. The University of Wisconsin-Extension and Wisconsin Historical Society, are spearheading a multifaceted approach aimed at saving many of Wisconsin's historic agricultural buildings. The Wisconsin Barn Preservation Program is aimed at both addressing public concerns and drawing attention to the importance of preserving the elements of Wisconsin's rural countryside, those elements that make it a unique part of America.

Some of the strategies being pursued by this group include the coordination of regional educational workshops, the production of technical resource materials and the support of non-profit organizations that can help orchestrate efforts to establish grants and other kinds of technical assistance programs aimed at helping barn owners interested in preservation.

Outagamie County Land Conservation Department

County Land and Water Conservation Departments were created to provide local leadership in carrying out programs that conserve Wisconsin's land and water resources. Working closely with the Land and Water Conservation Committees they are the primary local delivery system of natural resource programs. Their connection to county government gives them an understanding of local land and water resource problems and solutions serving as a reliable source for conservation assistance and planning. They provide educational, technical and conservation planning assistance to help communities control soil erosion; protect lakes, streams and groundwater; and manage woodlots, forests and wildlife.¹³

The Outagamie County Land Conservation Department works to promote sustainable land use management for long-term conservation of land, water, and other natural resources of Outagamie County. These resources support our county's agricultural, industrial, and recreational needs. The department carries out the majority of the county's conservation programs and policies, and provides educational, technical, and conservation planning assistance to help landowners, land users, and communities.¹⁴

For additional information related to agricultural, natural, and cultural resources, please refer to the Town of Kaukauna 2009 Year Comprehensive Plan.

¹² Excerpted from Wisconsin Barn Preservation Program website, 2016.

¹³ Excerpted from Wisconsin Land and Water website, 2016.

¹⁴ Excerpted from Outagamie County Land Conservation Department website, 2018.

Chapter 6: Economic Development

Introduction

The term economic development refers to the concerted actions of communities and policymakers, sustained over time, that improve the standard of living and economic health of a specific locality. This is typically accomplished via efforts that seek to improve the economic wellbeing and quality of life for a community by creating and/or retaining jobs and supporting or growing incomes and the tax base. Economic development involves developing human capital, increasing the literacy ratio, improving infrastructure, and increasing the general welfare of the citizens.



Courtesy Out-O-Town Supper Club

Economic Development Vision

The Town of Kaukauna will engage in a proactive approach to economic development by strongly supporting existing local businesses while actively engaging new start-ups. Our goal is to encourage economic diversity through quality agricultural, commercial, light manufacturing, high-tech, and home-based industries that are consistent with the character of our township, respectful of our natural environment, and capable of providing living wages for the residents of our community.

Current Economy

The Town of Kaukauna is a steadily growing community transitioning from an agricultural land base to one comprised of a wider array of land uses. Its economic base, historically founded on farming, has diversified to include manufacturing, service and repair, and highway commercial, landscaping, among others. Although certain categories of commercial development like big box retail, groceries, basic goods and services, and the like will tend to locate in nearby incorporated communities (see Reilly's Law below), opportunities for niche retail, valued-added manufacturing, organic agriculture, and home-based business may find fertile ground in the township.

Reilly's Law of Retail Gravitation¹⁵

Close proximity to a larger municipality equates to greater competition for the day-to-day goods and services desired by residents. Developed by William J. Reilly in 1931, 'Reilly's Law of Retail Gravitation' states that larger communities will have spheres of influence much broader than smaller ones, meaning that consumers will travel farther to reach a larger city. Two communities of equal size tend to have a trade area boundary midway between the two. When communities are of unequal size, the boundary lies closer to the smaller city, giving the larger one a more expansive trade area. For a small community on the periphery of a metropolitan region, an economic development strategy aimed at providing basic goods and services through conventional retail operations will find it difficult to overcome Reilly's Law.

Economic Development Plan

Growing from Within

Local ownership of businesses tends to maintain economic diversity because it builds on the loyalty shared between customers, owners, and their community. Local businesses offer connections to place through everyday transactions. They keep money circulating in the community, thereby

¹⁵ Excerpted from Reilly's Law of Retail Gravitation, Matt Rosenberg, 2009.

stimulating the economy and creating new economic niches. Businesses that begin in a community tend to stay in that community. The most effective way to ensure a healthy local economy over time is to offer assistance for those interested in starting their own business and provide the means to relocate within the community when growth merits such a move.

Economic Gardening

Economic gardening is an entrepreneurial approach to economic development that seeks to grow the local economy from within. Its premise is that local entrepreneurs create the companies that bring new wealth and economic growth to a community in the form of jobs, tax revenues, per capita income, and a vibrant local business sector. Economic gardening seeks to focus on growing and nurturing local businesses rather than focusing on business relocation as a development strategy.

The focus of economic gardening is on providing accurate, timely, and relevant information to local entrepreneurs regarding key areas such as competition, customer base, and industry trends, among others. Armed with this information, a small business owner is better able to make strategic decisions, avoid costly mistakes, and successfully grow his or her enterprise. Economic gardening strategies help local small businesses discover how to reach markets outside the region. In turn, these exporting growth-oriented companies can spur the formation of local business suppliers and service firms to support them. More and better-paid workers also increase the demand for local goods and services, recirculating wealth throughout the local and regional economy.¹⁶

The basic elements of economic gardening include:¹⁷

- Providing critical information needed by businesses to survive and thrive.
- Developing and cultivating 'community infrastructure' that prioritizes a high quality of life, a culture that embraces growth and change, and access to intellectual resources, including qualified and talented employees.
- Developing connections between businesses and the people and organizations that can help take them to the next level, including business associations, universities, roundtable groups, service providers and more.

Business Retention

The key to a successful business retention strategy is building trust between business owners and local officials. Communities must identify the specific gaps and niches their economies can fill, and promote a diversified range of specialized industry clusters drawing on local advantages to serve local, regional, and international markets. Local government, business groups, educators, and the public must work together to create a vibrant local economy, through a long-term investment strategy that:¹⁸

- Encourages local enterprise.
- Serves the needs of residents, workers, and businesses.
- Promotes stable employment and revenues by building on local competitive advantages.
- Protects the natural environment.
- Increases social equity.
- Is capable of succeeding in the local, regional, and global marketplace.

Local businesses provide employment for a wide array of supporting services. They hire architects, designers, cabinet shops, sign makers, and contractors for construction. Opportunities grow for local accountants, insurance brokers, computer consultants, advertising agencies, etc. Local retailers and distributors are more likely to carry locally made goods, thereby creating additional

¹⁶ Excerpted from "Economic Gardening," Growing Local Economies, 2011.

¹⁷ Excerpted from "Second Stage Entrepreneurs: Economic Gardening," PEERspectives, 2011.

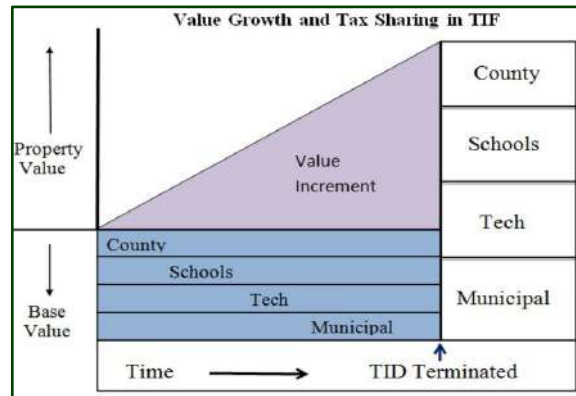
¹⁸ Excerpted from Ahwahnee Principles for Economic Development, Economic Development for the 21st Century.

jobs for local producers. Some of the ways in which the Town of Kaukauna may increase rates of business retention include:

- Assist businesses that have outgrown current facilities or sites with identifying new locations within the community.
- Supporting local business associations.
- Providing clearly understandable processes for construction and economic development within local ordinances.

Tax Increment Financing¹⁹

Tax Increment Financing is an economic development tool that allows municipalities to invest in infrastructure and other improvements intended to facilitate private development. When a Tax Increment District (TID) is created, it establishes the current (or base) value of the taxable property within its boundaries. The base value represents pre-TID tax rates and is reflected by the blue rows in the chart on the following page. Once the TID is underway, taxes collected from the base value are allocated to the local government, county, schools, and technical colleges (taxing jurisdictions) as they were prior to the TID's creation.



Courtesy Wisconsin Department of Revenue

Over the life of the TID, the taxing jurisdictions collect taxes from the property in the TID base. Meanwhile, new construction and investment increases the value of the property within the TID. All of the taxes collected on the growth in value of the property (the value increment in purple on the chart) are turned over to the municipality as tax increment revenue. The municipality then uses this additional revenue stream to pay off bonds used to develop the infrastructure and improvements made to the property as part of the approved project plan.

At the end of the maximum life period, or as soon as tax increments are collected in excess of total approved project costs, the TID must be terminated. The entire value of the property is returned to the tax rolls of the overlying taxing jurisdictions (the column at right in the chart). This represents the additional property value subject to taxes. While the TID exists, the tax collections for each overlying jurisdiction are limited to the base value of the TID parcels. After termination, the overlying taxing jurisdictions share in a much larger tax base. Partnering to facilitate development spreads the risk of development and increases the tax base for each of the jurisdictions.

Since 2004, Towns in Wisconsin have been able to utilize tax increment financing for a specific set of agricultural, forest, manufacturing, and tourism activities. These include:

- Agricultural projects. Crop production, animal production, support activities for agriculture and forestry, support activities for animal production, and refrigerated farm product warehousing and storage.
- Manufacturing projects. Animal slaughtering and processing, wood product manufacturing, paper manufacturing, and ethyl alcohol manufacturing.
- Forestry projects. Forestry and logging, and support activities for forestry.
- Tourism projects. Recreational and vacation camps (except campgrounds), RV parks and campgrounds, racetracks, dairy product stores, public golf courses.

¹⁹ Excerpted from Tax Increment Financing Manual, Wisconsin Department of Revenue, July 2014.

Business Association

Business associations bring together business owners and provide its members with opportunities to network and share information and resources. While some members of an association may be competitors, they still share certain needs and preferences. Association members can help one another directly with referrals for services such as accounting, building maintenance, recruiting staff and marketing.

Marketing and Place Branding

- **Marketing.** To attract business, industry, new residents, or visitors, a community must market itself beyond its geographic boundaries. A municipal marketing plan is a comprehensive blueprint that outlines the community's overall marketing efforts. It may include advertising in printed publications, the use of conventional and social media, public relations, promotions etc. Elements commonly addressed within a marketing plan include: business attraction, revitalization, streetscaping, pedestrian and bicycle facilities, tax/utility rates, available land and infrastructure, tax incentives, and branding initiatives, among others.
- **Place Branding.** In the world of consumer goods, a brand is the sum of all experiences related to a given product or service. Brand perceptions are shaped by opinions related to quality, reliability, etc., as well as emotional experiences associated with the product. Place Branding is no different. Every resident has a perception of his/her community. Through actions and beliefs about their community they express that brand; one created over time and through experience.

Building Resilience

Resilience is a measure of the capacity of a community to utilize available resources to respond to, withstand, and recover from adverse situations. It is the ability to anticipate risk, limit impact, and bounce back rapidly through survival, adaptability, evolution, and growth in the face of dramatic changes to economic conditions.²⁰

Resilient communities are able to minimize the effects of financial crises, natural disasters, and other major disruptors of economic growth when they have the ability to quickly return citizens to work, reopen businesses, and restore other essential services needed for a full and timely economic recovery. They can do so by actively influencing and preparing for economic, social and environmental change. When times are bad they can call upon the resources that make them a healthy community. A high level of social capital means that they have access to good information and communication networks in times of difficulty, and can call upon a wide range of resources.²¹

The factors most important in building resilience into the local economy include:²²

- **People.** Elected and appointed officials must be representative of an engaged public, be visionary, be willing to share power, and be capable of working towards solutions through consensus.
- **Organizations.** Resilient communities possess a variety of economic development organizations. These organizations serve the needs of the community through working partnerships that lead to ongoing collaborative efforts to sustain the local economy.
- **Resources.** Access to resources plays an enormous role in community resilience. Employment is the most prominent of all resources in this regard. It is essential that employment is diversified beyond a single large employer and that as many major employers as possible be locally owned. Diversity is key to weathering shifts in the larger environment.

²⁰ Excerpted from Community Resilience, Rand Corporation, March 2012.

²¹ Excerpted from Healthy and Resilient Communities: Living the Future Now, January 2014.

²² Excerpted from What is Community Resilience, Canadian Center for Community Renewal, 2013.

- **Community Process.** Requires the creation of a local economic development plan that serves as a guide for current and future endeavors. Citizens and organizations must be involved in the creation and implementation of the plan, including a vision for the community, and the goals and procedures necessary to realize that vision.

Social Media

Americans of all ages and backgrounds are increasing their use of social media tools as a way to connect to each other and the issues they care about. Local governments are also increasing their use of these tools to reach residents. Although there is clear benefit to be gained by using social media to augment traditional communication methods, its use presents opportunity and risk to municipal government. Prior to implementing a social media strategy it is important to develop an agreed-upon policy for its use.

Some of the ways in which local governments utilize social media include:²³

- **Activities and Registration.** Parks and recreation departments use social media to remind the community of upcoming activities and provide a means of registering for local events.
- **Community-Building.** Local governments work better when they have buy-in from the community. One way to improve the relationship between municipality and citizens is to build a sense of community pride by recognizing local business, sharing photos and stories about the community, and marketing local events.
- **Crime Prevention and Police Assistance.** Police departments are posting crime prevention tips, time-sensitive information such as Amber alerts, and using social media channels to seek information on wanted criminals.
- **Economic Development.** Many companies use social media to scope out communities as they look to build or relocate their business. Economic developers use social media to attract those businesses to the area and build relationships with current ones. This is arguably the most important reason for local government to maintain an active social media presence.
- **Emergency Alerts and Severe Weather Updates.** Social media channels provide the fastest means by which municipalities can communicate important safety information to affected areas.
- **Governmental Meetings.** Posting schedules, agendas, and minutes for public review.
- **Increase Traffic on Municipal Website.** Social media posts help direct residents and business owners to important information posted on local governmental websites.
- **Job Applications.** With many municipal websites offering online job application, one or two posts on social media can increase the number of applications submitted.
- **Public Service Announcements.** Examples of public service announcements on social media include general health and safety tips, road construction schedules, and other important local information.

Market Trade Analysis

A Market Trade Analysis (MTA) is a comprehensive study undertaken to better understand the local economy and to identify the ways in which it can more effectively compete in the regional marketplace. It is intended to provide a framework for long-term economic sustainability. The MTA provides elected officials, current and future business owners, and residents with a fundamental description of the industry sectors that are prospering, struggling, or lacking within a community. Once completed, it serves as a roadmap for targeting market-based opportunities for development.

The local marketplace is divided into the elements of supply and demand. Opportunities for business creation or expansion arise when there is a mismatch between the products and services consumers are demanding and those that suppliers are providing. The MTA provides a tool to evaluate existing industry sectors and identify surplus and supply gaps.

²³ Excerpted from 10 Ways Local Government Can Use Social Media, 2015.

The regional market provides competition for goods and services beyond municipal boundaries. When a product or service is unavailable locally, or at a lower cost or higher quality in a nearby community, consumers will travel outside the local market to transact business. In order to effectively evaluate the economic environment of a community, and identify opportunities for future economic development, the MTA incorporates a number of *cohort communities* into the analysis. Cohorts are communities of similar size, demographic composition, economic diversity, and/or geographic location that serve as bases of comparison for the community at the center of the MTA.

Economic Development Programs

US Department of Agriculture – Rural Development Grant

The United States Department of Agriculture’s Rural Development Grant (RDG) provides loans, grants and loan guarantees to support essential services such as housing, economic development, health care, first responder services and equipment, and water, electric and communications infrastructure. The RDG promotes economic development by supporting loans to businesses through banks, credit unions and community-managed lending pools.

US Environmental Protection Agency – Revolving Loan Fund

The Revolving Loan Fund provides funding for grant recipients to carry out cleanup activities at brownfield sites. Through these grants, the Environmental Protection Agency seeks to strengthen the marketplace and encourage stakeholders to leverage the resources needed to clean up and redevelop brownfields. When loans are repaid, the loan amount is returned into the fund and re-lent to other borrowers, providing an ongoing source of capital within a community.

Wisconsin Economic Development Corporation

The Wisconsin Economic Development Corporation’s (WEDC’s) Community Development Investment Grant (CDIG) program helps transform communities by supporting local development unique to Wisconsin’s communities in Wisconsin. The CDIG supports urban, small city and rural community redevelopment efforts by providing financial incentives for shovel-ready projects with emphasis on, but not limited to, downtown community-driven efforts. Grants up to \$50,000 are available for planning efforts, and grants up to \$500,000 are available for implementation projects. The program operates through a competitive process that occurs two to three times per fiscal year. Grant recipients must demonstrate significant, measurable benefits in job opportunities, property values and/or leveraged investment by local and private partners.

UW-Extension Center for Community & Economic Development

The UW-Extension Center for Community and Economic Development offers a number of programs intended to assist local governments with economic development activities. They include:

- Community Preparedness and Resiliency
- Downtown Revitalization
- Food Systems Initiative
- Tourism Development
- First Impressions Program

For additional information on these programs, please visit the UW-Ext website.

NEW North²⁴

New North, Inc. is a 501(c)3 nonprofit, regional marketing and economic development organization fostering collaboration among private and public sector leaders throughout the 18 counties of Northeast Wisconsin, known as the New North region. New North is a regional partner

²⁴ Excerpted from NEW North website, 2018.

to the Wisconsin Economic Development Corporation (WEDC) and the State of Wisconsin, as well as local economic development partners, and represents more than 100 private investors.

The New North brand unites the region both internally and externally around talent development, brand promotion and business development, signifying the collective economic power behind our 18 counties. The counties include Brown, Calumet, Door, Florence, Fond du Lac, Green Lake, Kewaunee, Manitowoc, Marinette, Marquette, Menominee, Oconto, Outagamie, Shawano, Outagamie, Waupaca, Waushara, and Winnebago. Key initiatives of NEW North include:

- Attract, develop and retain diverse talent.
- Foster targeted industry clusters and new markets.
- Support an entrepreneurial climate and small business.
- Encourage educational attainment.
- Elevate sustainability as an economic driver.
- Promote the regional brand.

East Central Wisconsin Regional Planning Association²⁵

The East Central Wisconsin Regional Planning Commission (ECWRPC) was designated as an Economic Development District (EDD) in 1984 by the U.S. Department of Commerce, Economic Development Administration (EDA). The EDA provides financial assistance to designated districts, in part, for the purpose of developing a Comprehensive Economic Development Strategy (CEDS), the Region's economic roadmap to diversify and strengthen the regional economy.

The CEDS document analyzes the East Central WI Region's current economic conditions and serves as a guide for establishing regional goals and objectives, developing and implementing a region plan of action, and identifying community and economic development projects throughout the region that meet EDA investment priorities and pertain to various funding sources. It is a working document used by both the public and private sectors to provide leadership with a current picture of the economic state of the region.

The Commission unanimously adopted the 2017 Comprehensive Economic Development Strategy (CEDS) Annual Performance Report on October 27, 2017. Annual CEDS performance reports are required for interim years between the 5-year CEDS updates.

Outagamie County Economic Development²⁶

The Department of Development and Land Services has the responsibility of coordinating the economic development activities for Outagamie County. The County participates with several organizations to promote the economic opportunities in this area, including:

- Fox Cities Regional Partnership (FCRP). The mission of FCRP is to enhance the local economy, expand economic opportunity and improve the quality of life for local residents by supporting the expansion of the local primary job base.
- Greater Outagamie County Economic Development Corporation (GOCEDC). GOCEDC was formed in 1997 to enhance economic development in the rural portions of the County. It is a collaborative effort aimed at retaining and expanding business opportunities.
- Fox Cities Convention & Visitors Bureau (FCCVB). FCCVB is an economic development organization that strengthens the Fox Cities by attracting visitors in the convention, sports and leisure markets through sales, marketing and destination development.

For additional information related to economic development, please refer to the Town of Kaukauna 2009 Comprehensive Plan.

²⁵ Excerpted from East Central Wisconsin Regional Planning Commission website, 2018.

²⁶ Excerpted from Outagamie County Economic Development Corporation website, 2018.

Chapter 7: Land Use

Introduction

Land Use is the central element of a comprehensive plan. Its main purpose is to provide a framework for decision makers to guide growth and development. Wisconsin's Comprehensive Planning Law requires that land use decisions reached via a zoning ordinance, subdivision ordinance, or official map be consistent with the comprehensive plan (Chapter 66.1001(3), Wis. Stats.). This chapter will guide the Town Board, Plan Commission, property owners, and developers in decisions regarding the type, location, and density of future development.



Courtesy Outagamie County

Implementation of the comprehensive plan will result from the incremental decisions made by elected and appointed officials during the review and approval of zoning changes, certified survey maps, subdivision plats, site plans, and the like. Through these decisions, the Town will realize its goals and aspirations as they relate to the physical growth and development of the community. Successful implementation will require a sustained effort by the public and private sectors to utilize this chapter, and the Future Land Use map contained within it, as the essential decision-making guide for land use in the Town of Kaukauna.

Current Land Use

Land Use Inventory

The inventory of current land uses in the Town of Kaukauna is based upon the Current Land Use map appearing on the following page. The map was developed by BAW Cartography utilizing data provided by Outagamie County, ECWRPC, and WisDOT. The purpose of the map is to provide a reasonably accurate 'snap shot' of the community as it exists today.

Table 7 presents current land uses in Kaukauna.

Table 7: Current Land Uses, 2018
Table will be populated upon Plan Commission approval of Current Land Use map.

Land Use	Total Acreage	Percent of Total
Single Family Residential		%
Farmsteads		%
Multi-Family		%
Mobile Home Parks		%
Commercial		%
Industrial		%
Quarries		%
Institutional Facilities		%
Transportation		%
Utilities/Communications		%
Non-irrigated Cropland		%
Irrigated Cropland		%
Open Other Land		%
Recreational Facilities		%
Planted Woodlands		%
General Woodlands		%
Water		%
Total		%

Source: Town of Kaukauna Current Land Use map, 2016.

Town of Kaukauna - Outagamie County, WI

PLAN COMMISSION-APPROVED CURRENT LAND USE MAP WILL BE INSERTED HERE

Land Use Equalized Value²⁷

Equalized Value is an estimate of the market value of all residential, commercial, manufacturing, productive forest, other (farm sites and farm buildings), and personal property in a municipality as of January 1. The data is certified by the Wisconsin Department of Revenue (WDOR) on August 15 of each year. Equalized Value also estimates the use-value of agricultural land; 50% of the market value of undeveloped land; and 50% of the market value of agricultural forestland. It is computed independently from the estimate of the local assessor. While both the local assessor and WDOR make estimates, the local assessor estimates the value of each parcel; WDOR estimates the value of the entire town, village, or city.

The annual Equalized Value of each municipality represents DOR's estimate of the total value of all taxable property. Changes in the Equalized Value from year to year are caused by many things; increases or decreases in market prices, annexation gains or losses, new construction, demolition of buildings, relocation of businesses, taxable status of property, and statutory changes in the basis for valuation in various classes of property. Table 8 compares the equalized value in the Town of Kaukauna for the years 2016 and 2017.

Category	2016	2017	Change - Number	Change - Percent
Residential	\$99,550,800	\$103,906,300	\$4,355,500	4.4%
Commercial	\$7,131,800	\$7,370,600	\$238,800	3.4%
Manufacturing	\$1,959,000	\$1,959,000	\$0.00	--
Agricultural and Forest	\$2,220,800	\$2,223,000	\$2,200	0.9%
Other	\$14,730,800	\$15,015,500	\$284,700	1.9%
Total	\$125,593,200	\$130,474,400	\$4,881,200	3.9%

Source: Statement of Changes in Equalized Values by Class and Item, Wisconsin Department of Revenue, 2014.

Community Design Tools

After the comprehensive plan, the three most important tools available to towns to shape land use at the local level are the Zoning Ordinance, Land Division / Subdivision Ordinance, and Official Map. Extraterritorial Zoning and Extraterritorial Plat Review are tools available to incorporated municipalities that have the potential to significantly affect land use within adjoining towns. See Chapter 8: Intergovernmental Cooperation, for information related to extraterritorial jurisdiction.

Zoning Ordinance

The purpose of a zoning ordinance is to identify the permitted and conditional uses allowed on parcel of land within designated zoning districts. Zoning ordinances may also regulate lot size, road frontage, density, and the location, height, and size of structures, among others. The Town of Kaukauna administers and enforces zoning regulations within the community.

What's the Difference between a Zoning Ordinance and a Comprehensive Plan?

Zoning is a regulatory tool established to designate uses allowed on a given parcel within a specific zoning district. Comprehensive plans are vision-based guidance documents developed with high levels of public participation. The Future Land Use map presented in this chapter provides a vision for future development. It will serve as a guide for reviewing and approving rezoning and other land use proposals.

Wisconsin's Comprehensive Planning law requires land use decisions to be consistent with the adopted comprehensive plan.

²⁷ Excerpted from 'Wisconsin's Equalized Values', Wisconsin Department of Revenue, 2008.

Land Division / Subdivision Ordinance

Unlike zoning, which regulates the use of land, subdivision regulations govern the manner in which land transitions from one use to another (typically from agricultural or open space to residential). A subdivision ordinance provides the procedures and standards for dividing a large parcel into smaller parcels for sale or development. Subdivision regulations require that developers meet certain conditions in order to record a certified survey map or plat. They provide an effective tool through which local government can implement a comprehensive plan. Subdivision regulations in the Town of Kaukauna are currently administered and enforced by Outagamie County.

Official Map

An official map shows the locations of planned future public lands and facilities such as streets, trails, parks, and open space. It represents and expresses a municipality's interest in acquiring lands for public purposes at some point in the future. Adopted by ordinance or resolution, the official map may show existing and planned streets, railroad rights of way, parks, and utilities, among others. The benefits provided by an official map include:

- Helping to focus limited financial resources on projects that meet and advance community goals.
- Connecting and improving the local street network, protecting important natural areas, and providing more green space, recreation facilities, trails, and sidewalks.
- Saving time and money by informing property owners and developers of municipal goals and intentions in advance of proposed development.
- Serving as an effective negotiation tool, helping to ensure that development is compatible with and supportive of public goals.
- Addressing public land and easement acquisition needs that generally cannot be dealt with solely through zoning and subdivision regulations.
- Providing municipalities with a competitive advantage in securing state and federal grant funding.

Community Design Considerations

Community design is an important component of planning and plays a significant role in determining quality of life in a community. Elements of community design may include the culture and history of a community along with architectural standards, open space and natural resource protection, transportation and access, and recreation, among others. Ordinances provide the primary means by which local governments implement community design requirements.

Property Rights

The issue of private property rights versus community need underlies every comprehensive planning effort. Property rights are ingrained in American jurisprudence. Those rights have been respected, to the greatest extent feasible, throughout the planning effort. This chapter describes and illustrates proposed development patterns for the Town of Kaukauna. It will be used by local officials, landowners, developers, and others to make informed land use and development decisions. Should a landowner disagree with the Future Land Use map, or any other aspect of this plan, he/she has the right to petition the Town Board for an amendment to the document. All amendments will occur through a public process, defined by state law, and will include a public hearing. The process of amending the comprehensive plan is described in the Implementation chapter beginning on **page XX**.

Community Character

Character is defined differently for each community but includes a blend of natural, built, visual, and cultural characteristics. It represents the sum of the attributes and assets that make a community unique, and that establish a sense of place for its residents. In the Town of Kaukauna, community character means:

- A rural lifestyle, exemplified by neighborliness, shared history, and peace & quiet,
- An agriculture-based economy.
- Quality housing.
- Abundant open space.

Community Design Approaches

Traditional Neighborhood Development

Wisconsin's Comprehensive Planning Law defines traditional neighborhood development (TND) as compact, mixed-use neighborhoods where residential, commercial and civic buildings are in close proximity to one another. TND is based on the principles of new urbanism and promotes a development scheme similar to traditional small towns. It includes:



Neighborhood incorporating TND principles, courtesy Patrick Square

- **Compact Development.** TND areas have a higher density than traditional single-family subdivisions, allowing for greater amounts of preserved open space. Compact development is oriented around people, not automobiles.
- **Mixed Uses.** TND includes a mixture of land uses. Nonresidential development is interspersed with residential land uses. Mixed-use development promotes walking and bicycling since many desired destinations are in close proximity to housing. Mixing land uses is also an effective strategy for broadening the tax base in communities that do not desire significant commercial development.
- **Housing Choice.** TND promotes varied housing types to accommodate households of all ages, incomes and sizes. This translates into varying lot sizes and varying housing types which may include single-family residences, townhomes, duplexes, housing for seniors or a combination thereof.
- **Multimodal transportation.** TND provides for access through an interconnected network of streets, paths and trails to accommodate multiple forms of transportation including walking, bicycling and driving.
- **Cultural and Environmental Sensitivity and Design.** TND can foster a sense of community identity. Under TND, the design of buildings and their placement receives special attention. The provision of adequate open spaces, well-planned design guidelines, the use of indigenous vegetation, and the incorporation of environmentally responsive wastewater treatment and stormwater management systems allow for land uses conducive with the landscape.

Conservation Design

The landscape of the Town offers an array of natural features that provide character. Preserving rural character is a primary goal of the comprehensive plan. To accommodate future growth while maintaining the integrity of the natural environment, the Town will encourage *conservation design* principles to proposed developments where land development characteristics warrant them. Conservation design will allow Linn to:



Courtesy PMA Landscape Architects, Inc

- Protect rural character by maintaining (and restoring) natural areas, woodlands, scenic views, open undeveloped areas and farm fields, while addressing desired residential and commercial development needs.

- Lower the cost of development by reducing the amount of impervious surface, minimizing stormwater management expenditures, shortening permit review times, and addressing the desire for community parks and open space.
- Create natural corridors of green space between developments that can be utilized by wildlife and have the potential to be used as trail or walkway areas to improve connections between development nodes.
- Preserve agricultural lands to ensure that they remain an economically viable component of the landscape.
- The principles of conservation design can be applied to rural and urbanized environments and may be incorporated into residential, commercial, and industrial, development as well as parks and municipal properties.

Gateway Features

Gateway features provide a visual sense of place and are often reflective of a community's natural resources, architecture, or history. They identify entry points and, when used in conjunction with a wayfinding system, allow residents and visitors to easily navigate to key destinations.

Thematic landscaping, or landscaping utilizing a consistent design and species mix, when located entry points and along major transportation routes, provides an effective means of enhancing local identity. This may be particularly important at periphery of the township where an identifiable landscape feature would aid in informing residents visitors that they are entering the Town of Kaukauna. A unifying landscape theme, based upon regionally native plant species, may provide one component of an identifiable and inexpensive gateway system for the Town.



Gateway feature design created for the Town of Three Lakes in Oneida County

at
the
and

Future Land Use Map

The future land use map is the visual representation of the visions, goals, objectives, and policies presented in the comprehensive plan. It is the principal tool used by the Town to guide development. As per Wisconsin's Comprehensive Planning Law, decisions related to development and governed by the zoning and subdivision ordinances must be made in a manner "consistent" with the map.

The future land use map will guide the Town Board and Plan Commission when making decisions regarding land use. Landowners and developers will consult the plan when making development decisions, and should be confident that an application for development that is consistent with the comprehensive plan will be approved. However, the comprehensive plan is not a static document. It must evolve to reflect current conditions. If not regularly reviewed and amended, it will become less effective over time. Applications for rezoning and development that are inconsistent with the plan must be given due consideration, not rejected out of hand. In some situations, it may be desirable to amend the plan (and maps) to accommodate a compatible, but previously unplanned use.

Changes to the plan (including plan maps) must be considered in the context of all nine required plan elements, and reflect the visions, goals, objectives, and policies expressed within the document. If an amendment is to be approved, the process must include a formal public hearing and distribution per the requirements of the Wisconsin Comprehensive Planning Law. Please see Chapter 9: Implementation on **page XX** for additional information regarding amending the plan.

Relationship to Zoning Map & Official Map

The future land use map is not a zoning map or official map. It is a compilation of the elements comprising the earlier chapters of the comprehensive plan including agricultural and natural resources, economic development, housing, and transportation. It reflects the desired 20-year future for the Town. Table 9 presents information differentiating the future land use, official, and zoning maps.

Table 9: Comparison of Future Land Use Zoning, and Official Maps			
	Future Land Use Map	Zoning Map	Zoning Map
Comp Plan Requirement	Yes	No	No
Wisconsin Statutes	66.1001(2)(h)	59.69(5); 60.61(4); 62.23(7)	59.69(5); 60.61(4); 62.23(7)
Local Government Adopts	By ordinance as part of comprehensive plan	By ordinance as part of zoning ordinance	By ordinance as part of zoning ordinance
Parcel-based	No	Yes	No
Displays	General land use categories	Zoning districts	Zoning districts
Use	Visual guide for the community	Designate height, bulk, and use of land	Designate height, bulk, and use of land

Source: University of Wisconsin – Stevens Point Center for Land Use Education, 2004.

Description of Proposed Land Uses

This section provides a brief description of each of the proposed land use categories presented on the Future Land Use map (see page 8-20). The total acres associated with each category of use are presented in Table 10.

Conservation Residential

The purpose of the Conservation Residential (CR) category is to create a transitional buffer between the more densely developed communities to the east and southeast and the generally agricultural-oriented interior of the township. The CR allows for market-based residential development consistent with the goal of preserving rural character, agricultural land, and functional open space. All minor land divisions (through certified survey map) and subdivision plats within the CR shall adhere to the principals of conservation design.

Interstate Business

The purpose of the Interstate Business category is to provide options for mixed commercial and industrial uses on adjoining parcels through the use of an overlay zone. Specific standards of development shall apply to such uses located within 1,200 feet of the I-41 corridor.

Pedestrian & Bicycle Facilities

The proposed pedestrian and bicycle system appearing on the Future Land Use map will link neighborhoods to parks and other key destination nodes and provide increased access for bicyclists, pedestrians, and other non-motorized transportation modes.

Potential Parks

These are locations potentially suitable to parks and recreation facilities. Generally, such parks shall fall into two categories: *community parks* and *neighborhood parks*.

Community parks are generally five or more acres in size and are intended to serve the recreational needs of the greater community. They may be active, passive, or a combination thereof. Amenities within an active park may include athletic fields, play equipment, tennis courts, basketball courts, band shells, pavilions, restrooms, and the like. Passive parks provide opportunities for rest and reflection and interaction with nature. They may include nature trails,

hiking and skiing trails, and picnic areas, and tend to include restorative and educational elements such as prairie restoration and reforestation.

Neighborhood parks are the basic unit of the park system and the recreational and social focus of the neighborhood. Users generally access them on foot or by bicycle and will come from a 1/4 to 1/2 mile radius around the park (approximately a 5 to 10 minute walk). They tend to be 5 acres in size or smaller.

Riparian Corridor

The boundaries of the proposed riparian parkways would extend 100' from the high-water mark on each side of the selected stream segments (encompassing County shoreland setbacks). The purposes of the corridors will be to improve water quality, preserve wildlife habitat, and mitigate flooding. Riparian corridors would not be imposed upon existing land uses, but implemented upon review of applications for rezones and land divisions.

Rural Character

Area within which rural uses shall be preserved for as long as is practicable. Rural uses include, but are not necessarily limited to: agriculture; open space; scattered, single lot residential development; parks; and, local facilities and services.

Table 10: Land Use Projections, 2020-2035
Table will be populated upon Plan Commission approval of Future Land Use map.

Category	Current	2020	Acreage			
			2025	2030	2035	2040
Agricultural						
Commercial						
Industrial						
Interstate Business						
Residential						

Source: Town of Kaukauna Future Land Use map, 2018

PLAN COMMISSION-APPROVED FUTURE LAND USE MAP WILL BE INSERTED HERE

Chapter 8: Intergovernmental Cooperation

Introduction

Intergovernmental cooperation may be defined as any arrangement through which two or more municipalities communicate visions and coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can include the sharing of information, facilities, and equipment or involve entering into formal intergovernmental agreements.²⁸ The purpose of the intergovernmental cooperation chapter is to describe current intergovernmental agreements, explore opportunities for future collaboration, and identify potential areas of conflict between the Town and its governmental neighbors.



Courtesy Corbin Design

Intergovernmental Cooperation Vision

The Town of Kaukauna will continue to pursue opportunities for cooperation and collaboration with its neighbors when such actions provide a means by which the Town may improve services and reduce costs for its residents and businesses. Likewise, the township remains steadfast in its opposition to the annexation of its land base by adjoining municipalities.

Intergovernmental Cooperation - General

Benefits

Intergovernmental cooperation between and among cities, villages, towns, and counties often produces less expensive and more efficient governmental services. Mergers of similar services can provide substantial cost savings when administrative and equipment duplication is reduced. Significant savings may be realized when local governments combine purchasing, planning, and contracted service delivery processes.

Cooperation during comprehensive planning efforts may be the most effective way to collaborate with neighboring communities. It provides opportunities to collectively identify issues, brainstorm ideas, and reach consensus. It also offers an occasion to address critical issues before decisions have been made and before development activities occur that may limit future solutions.

Cooperating with planning provides opportunities for jurisdictions to be proactive rather than reactive. Opportunities for collaboration in planning and the sharing of facilities and services between municipal governments include, among others:

- Water and wastewater treatment facilities
- Public safety, including police, fire, and rescue
- Joint economic development efforts
- Libraries and parks & recreation
- Solid Waste & Recycling
- Group purchasing (health insurance, retirements, investments, etc.)
- Partnerships in pursuit of state and federal funding
- Sharing of municipal vehicles and equipment (snow plows, mowers, dump trucks, etc.)
- Sharing of staff

²⁸ Excerpted from Guide to Preparing the Intergovernmental Element of a Comprehensive Plan, WDOA, 2002.

Challenges

There are often strong desires on the part of elected officials and residents to maintain the independence of existing jurisdictions. Efforts to increase cooperation and collaboration must deal with existing organizational missions and structures that support the independence of each community. The issues to be addressed when entering into multi-jurisdictional partnerships include:

- Desire for community autonomy
- Questions regarding the allocation of costs
- Fear of loss of service quality
- Creating trust and an effective implementation mechanism

Intergovernmental Cooperation – Town of Kaukauna

Extraterritorial Zoning

Wisconsin's extraterritorial zoning statutes, Chapter 62.23(7a), Wis. Stats., allows a first, second or third class city to adopt zoning in town territory, three miles beyond a city's corporate limits. A fourth class city or village may adopt zoning one and one-half miles beyond its corporate limits. Under extraterritorial zoning authority, a city or village may enact an interim zoning ordinance that freezes existing zoning, or if there is no zoning, existing uses while a plan and regulations are developed. The statute provides that the interim zoning ordinance may be for two years. A joint extraterritorial zoning committee must be established consisting of three city or village plan commission members and three town members. The city or village plan commission works with the joint committee in preparing the plan and regulations. The joint committee must approve the plan and regulations by majority vote before they take effect.

With a 2015 population of 15,848, the City of Kaukauna is classified as a Third Class city with an extraterritorial area extending three miles beyond its corporate boundary. At 2,689 people, the Village of Wrightstown is designated a Class Four city. It's extraterritorial area extends one and one-half miles beyond it border.

Extraterritorial Plat Review²⁹

The geographical area in which a city or village can exercise its extraterritorial powers is the same as the extraterritorial zoning jurisdiction. However, the process for exercising extraterritorial plat review is very different from the process for exercising extraterritorial zoning. Extraterritorial zoning requires town approval of the zoning ordinance. It is not widely used in the state. Extraterritorial plat review applies automatically if the city or village adopts a subdivision ordinance or an official map. The town does not approve the subdivision ordinance for the city or village. The city or village may waive its extraterritorial plat approval jurisdiction if it does not want to exercise it.

The purpose of extraterritorial plat approval jurisdiction is to help cities and villages influence the development pattern of areas outside the city/village boundaries that will probably be annexed to the city or village. In addition, it helps cities and villages protect land use near its boundaries from conflicting uses outside the city/village limits. However, since a town and/or the county may also have a subdivision ordinance that applies in the extraterritorial area, if there is a conflict in the requirements of the various ordinances, the proposed subdivision must comply with the most restrictive requirements.

The scope of the extraterritorial plat approval jurisdiction has been the subject of several recent court decisions that limit the extraterritorial authority. The Wisconsin Supreme Court has held that a city or village does not have the authority to impose its own requirements and specifications for public improvements (streets and stormwater facilities) as a condition of extraterritorial plat approval jurisdiction. A city or village also cannot condition approval of a plat in the extraterritorial area on annexation of the proposed subdivision to the city or village. The Wisconsin Court of

²⁹ Excerpted from 'Guide to Community Planning in Wisconsin', Brian Ohm, UW Madison, 1996.

Appeals has held that a municipality cannot use its extraterritorial plat approval jurisdiction to control the use of property. The court of appeals found this to be a zoning function that can be exercised only through an extraterritorial zoning ordinance.

Boundary Agreements³⁰

Boundary agreements are a valuable tool available to local communities to avoid potentially lengthy and costly litigation conflicts over annexation, incorporation, consolidation, land use, revenue, services, environmental resources and issues, new development, and other intergovernmental issues. Instead of dueling against one another in an adversarial and usually reactive manner, boundary agreements enable communities to proactively develop solutions to benefit the area as a whole and move both communities toward their desired future vision and goals. Three types of boundary agreements are allowed under Wisconsin law:

- Cooperative Boundary Plans (Chapter 66.0307, Wis. Stats.). Long-term or permanent agreements between two or more communities. Requires review and approval by the Department of Administration.
- General Agreements (Chapter 66.0301, Wis. Stats.). Short-term agreements no longer than 10 years between two or more communities. In addition to resolving boundary issues, communities also frequently use General Agreements to share municipal equipment, buildings, staff, vehicles, and other service-related items.
- Stipulations & Orders (Chapter 66.0225, Wis. Stats.). Agreements that are used to settle annexation disputes being litigated in court between two communities.

WDOA maintains a list of trained and experienced mediators to assist communities in developing boundary agreements,

Intergovernmental Programs

The following pages describe some of programs and organizations available to aid the Village in implementing its intergovernmental plan.

Wisconsin Department of Administration³¹

The Wisconsin Department of Administration Division of Intergovernmental Relations (DIR) provides a broad array of services to the public and state, local and tribal governments. It supports counties, municipalities, citizens, and businesses by providing support services in land use planning, land information and records modernization, municipal boundary review, plat review, demography, and coastal management programs.

League of Wisconsin Municipalities³²

The League of Wisconsin Municipalities (LWM) is comprised of 190 cities and 397 villages. LWM provides technical and legal assistance to member governments. It also acts as a representative of the state's incorporated communities before the governor and state legislature.

Wisconsin Towns Association³³

The Wisconsin Towns Association (WTA) is a statewide, voluntary, non-profit and non-partisan association of member town and village governments in the State of Wisconsin controlled by its Board of Directors. WTA's twin purposes are to support local control of government and to protect the interest of towns. In furtherance of those goals WTA provides three types of services for its members: legislative lobbying efforts, educational programs, and legal information. As of 2015, WTA's membership consists of 1,257 towns and 20 villages. Its services are made available to every elected or appointed officer of such member governments.

³⁰ Excerpted from 'Boundary Agreements', Wisconsin Department of Administration website, 2018.

³¹ Excerpted from Wisconsin Department of Administration website, 2018.

³² Excerpted from League of Wisconsin Municipalities website, 2018.

³³ Excerpted from Wisconsin Towns Association website, 2018.

East Central Wisconsin Regional Planning Commission³⁴

Each fall, ECWRPC seeks Technical Assistance project requests from member units of government (counties, towns, villages, and cities). Larger projects (more than \$5,000) are typically dealt with through a contractual arrangement with the community for projects such as zoning ordinance re-writes, comprehensive plan updates, or other more intense planning projects. Small-scale planning and GIS mapping projects are solicited and pre-selected during the prior year under the following program areas:

- General Planning (comprehensive planning, plan implementation, etc.)
- Economic Development (grant assistance, funding identification, industrial park planning/conceptual layouts)
- Transportation (local road and street issues, traffic forecasts/analyses, PASER inventories, sign inventories, safe routes to school, bicycle and pedestrian planning, etc.)
- Community Facilities / Infrastructure (sewer, water, stormwater, utilities, etc.)
- Park, Open Space & Recreation (recreation plan, trail plan, park site planning, etc.)
- Environmental Management (wetland, floodplain, farmland, conservation, etc.)
- Demographic Services (census data, trend analysis/interpretation, housing studies/assessments)
- Geographic Information Systems (data development, custom mapping, map updates, tourism/marketing materials)

³⁴ Excerpted from ECWRPC website, 2018.

Chapter 9: Implementation

Introduction

The implementation chapter is the “how to” portion of the plan. It describes the actions necessary to realize the visions presented in this document through the goals, objectives, and policies associated with each chapter. The information included herein represents the commitments the Town of Kaukauna has made to achieve its desired future.

Responsible Parties

The responsibility for implementing this plan will primarily lay with the Plan Commission, with the Town Board retaining the authority to approve recommended implementation actions. All Town Board and Plan Commission decisions pertaining to land use and development will be made in accordance with this document. The individuals and groups responsible for each action item are listed within the tables that follow.

Review and Update Process

The comprehensive plan may be revised at any time. However, state statutes require that a comprehensive plan be updated no less than once every ten years. The Town of Kaukauna will adhere to the following comprehensive plan review timeline:

- Five-year Review – Within five years of plan adoption, the Plan Commission will undertake a review of the document to determine whether revisions are warranted. Any changes to the document trigger the same public participation requirements as adoption of the initial plan including, but not limited to: intergovernmental announcements, public participation plan, and a Class 1 public hearing. The Town Board shall approve the amended plan.
- Ten-year Update – Within ten years of plan adoption, the Planning & Zoning Commission will update the plan as required under Chapter 66.1001(2)(i), Wis. Stats., and consistent with all other requirements of Wisconsin’s Comprehensive Planning Law.

Petitions for Plan Revision

Any interested party may petition the Plan Commission for a revision to the comprehensive plan. The process for revising the plan would entail:

- Submittal of a request to have a petition for revision placed on the agenda of the next regularly scheduled meeting of the Plan Commission.
- Plan Commission review of request and recommendation to the Town Board.
- Town Board approval of opening the comprehensive plan to potential revision.

Once the Town Board approves opening the plan for potential revision, the process must adhere to all plan development and adoption requirements as per Chapter 66.1001, Wis. Stats.

Table 11: Implementation Plan		
Related Chapters	Objective	Responsible Party
2018		
Implementation	Ensure that the comprehensive plan is incorporated into all development review and decision processes. Provide copy of plan to each member of the Town Board and Plan Commission.	Town Clerk
Housing; Agricultural, Natural, and Cultural Resources; Economic Development; Land Use.	Update the zoning ordinance to meet the consistency requirement of Wisconsin's Comprehensive Planning Law.	Town Board, Plan Commission, Consultant
Housing; Utilities and Community Facilities; Economic Development.	Develop a presence on social media.	Town Clerk, Town Board, Consultant
2019		
Housing; Transportation; Agricultural, Natural, and Cultural Resources.	Adopt land division and subdivision regulations to guide desired residential development.	Town Board, Plan Commission, Consultant
Utilities and Community Facilities; Economic Development.	Pursue opportunities to expand access to high-speed, broadband internet throughout the Town.	Town Board, Consultant
Transportation; Agricultural, Natural, and Cultural Resources	Adopt an Implements of Husbandry Ordinance, consistent with Wisconsin Act 377.	Town Board, Plan Commission, Consultant.
2020		
Housing; Utilities and Community Facilities; Agricultural, Natural, and Cultural Resources.	Adopt a personal energy systems ordinance to guide the location, installation, and operation of photovoltaic solar, personal wind, geothermal, manure digesters, and other small energy systems.	Town Board, Plan Commission, Consultant
Transportation; Utilities & Community Facilities	Develop a Capital Improvements Plan to budget for future capital expenditures.	Town Board, Consultant
2021		
Utilities and Community Facilities; Agricultural, Natural, and Cultural Resources.	Adopt a comprehensive outdoor recreation plan to provide eligibility for state and federal grants.	Town Board, Plan Commission, Consultant
2022		
Transportation; Utilities and Community Facilities.	Adopt a pedestrian & bicycle plan to provide eligibility for state and federal grants.	Town Board, Plan Commission, Consultant