

Comprehensive Plan

Town of Oneida December 2009



~ Our Plan for the Future **2030**

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Introduction

The purpose of *Chapter 1: Issues & Opportunities* is to provide readers with a description of the Oneida community and explain the process which resulted in the development of the Town of Oneida Comprehensive Plan. Subsequent chapters delve deeper into historic and current conditions in the Town and provide a mechanism for achieving a community-supported vision for the future.

Where is the Town of Oneida?

The Town of Oneida is located in the northeast corner of Outagamie County west of the City of Green Bay in northeast Wisconsin. Oneida borders the Village of Howard and Town of Pittsfield to the north, Seymour and Osborn to the west, Freedom and Kaukauna to the South, and Lawrence and the Village of Hobart to the east. Nearby cities include Green Bay, Seymour, Kaukauna, and Appleton. The entirety of the Town lies within the boundaries of the Oneida Indian Reservation.

The Town's landscape is dominated by agricultural fields, woodlands, wetlands, and the Duck Creek valley. Duck Creek, Dutchman Creek and Trout Creek are the primary natural drainages in the community, flowing generally from the southwest to the northeast. The primary ingress and egress routes through the Town are State Highway (STH) 54 and TSH 55 in northern and western portions of the Town and County Roads (CR) C, E, EE, H, J, and Y. U.S. Highway (USH) 41, a primary north-south route in eastern Wisconsin, lies just southeast of Oneida.

Why is Oneida Developing a Comprehensive Plan?

In 1999, the Wisconsin State Legislature passed and Governor Tommy Thompson signed into law Act 9, Wisconsin's Comprehensive Planning Law (§66.1001 State Statutes). The law requires that every municipality in the state that wishes to have a say in local land use decisions approve and adopt a comprehensive plan prior to January 1, 2010. In May 2009, the Town of Oneida hired OMNNI Associates, Inc., an Appleton-based consulting firm to assist the Town in the development of its plan. Once the plan is adopted, all local land use decisions must be consistent with the document.

This plan is being made with the general purpose of guiding and accomplishing coordinated and harmonious development of the Town which will, in accordance with existing and future needs, promote public health, safety, morals, order, convenience, prosperity and the general welfare, as well as efficiency and economy in the process of development.



Developing this plan sends a clear message that the Town of Oneida wishes to act proactively – to set its own ground rules for the types of development that will benefit the Town, maintain a rural

atmosphere, and provide flexibility for landowners in making future decisions regarding the use of their land.

The Town of Oneida Plan Commission met regularly to review and discuss draft plan chapters and maps with residents, landowners, and other stakeholders. The final Comprehensive Plan was approved and adopted on December 9, 2009.

What is Planning?¹

- Planning is an orderly, open approach to determine local needs, goals and priorities, and developing a guide for action.
- Planning is a concentrated effort by a community to reach a balance between the natural environment and residential, commercial, industrial and agricultural development.
- A plan is a guide for public officials and private citizens to use in making informed decisions that will affect their community.
- Planning is a process that helps a community prepare for change rather than react to it.

Planning is not...

- An attempt to replace market forces of supply and demand. It helps shape and channel market forces by establishing certain guidelines to manage development.
- Action. A plan is only a guide for action and implementation.
- An instrument for immediate change. Change will occur incrementally as the plan is implemented.
- Static. Good planning requires continual review of implementation successes and failures, citizen desires and the surrounding environment so the plan can be adjusted as needed.
- Zoning. A comprehensive plan is a foundation and guide for many tools that may be used to implement the plan. Zoning is one of these tools. Utilities, capital improvements planning, and subdivision regulations are examples of other tools.

How is this Plan Organized?

This 20-year Town of Oneida Comprehensive Plan includes four major components:

- A profile of the demographic, economic and housing characteristics of the Town;
- An inventory and assessment of the environment, community facilities, and natural resources;
- Visions, goals, objectives, policies and implementation strategies; and,
- A land use map that depicts the future land use patterns in the Town.

This plan was developed under the authority of 1999 Wisconsin Act 9, Wisconsin's "Smart Growth" Law. The law requires that a 20-year comprehensive plan be developed and adopted by all units of

¹ This section was excerpted from *Comprehensive Planning Fundamentals*, Mike Koles, UW-Extension, 2000.

government that wish to have a role in land use issues. The law authorizes municipalities to prepare and adopt comprehensive plans to serve as guides for the development of their communities.

The Town of Oneida Comprehensive Plan is divided into a series of ten chapters oriented around the nine (9) required chapters defined in the Smart Growth Law:

1. Issues and Opportunities (Chapters 1)
2. Housing (Chapter 2)
3. Transportation (Chapter 3)
4. Utilities and Community Facilities (Chapter 4)
5. Agricultural, Natural & Cultural Resources (Chapter 5)
6. Economic Development (Chapter 6)
7. Land Use (Chapters 7 and 8)
8. Intergovernmental Cooperation (Chapter 9)
9. Implementation (Chapter 10)

In addition, the state requires that these chapters be developed in concert with Wisconsin's 14 goals for local planning. These goals are highlighted throughout this plan.

Vision, Objectives, Policies, and Goals

Wisconsin's Comprehensive Planning Law requires that the Issues and Opportunities Element contain background information on the local governmental unit and a statement of overall objectives, policies, goals and programs of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. Background information shall include population, household and employment forecasts that the local governmental unit uses in developing its comprehensive plan, and demographic trends, age distribution, educational levels, income levels, and employment characteristics that exist within the local governmental unit.

How Were Residents Involved?

The Town of Oneida Comprehensive Plan was developed with the active participation of residents, landowners, business owners, and other stakeholders. To gain citizen understanding and support throughout the planning process the public was provided with a variety of opportunities to become involved in the development of the comprehensive plan. The adopted Public Participation Plan describes the outreach effort and is provided as an appendix to this plan.

Definitions

Vision: An overall statement related to the required elements expressing the Town's expectations for the future. These statements provide a framework and context to consider when making future land use decisions.

Objective: A statement that describes a specific action or condition that is to be attained within a stated period of time. Objectives include ordinances changes, new programs, and other tasks. The objectives serve as a "to do" list to implement the plan. To be effective, objectives must be evaluated regularly and updated as necessary.

Policy: A course of action, or rule of conduct, used to achieve the goals and objectives of the plan. Policies are based on specific research. Therefore, they are developed after vision statements. In some cases, the policies relate closely to the vision, but provide more refined, specific actions.

Goal: A statement that describes, usually in general terms, a desired future condition. Goals will usually only address one specific aspect of the vision.

Kick-off Meeting

On June 10, 2009, fifty-one residents, landowners, and officials gathered at the Oneida Town Hall for the Kick-off Meeting to the Comprehensive Planning process. During the Meeting, OMNNI Associates, the Town's planning consultant, provided background information on Wisconsin's Comprehensive Planning Law, outlined the planning process, presented basic demographic data related to the Town, and led participants through two planning exercises aimed at identifying community values and visions. The *SWOT Assessment* focused on the community as it is today and was in the past. The *Visioning Exercise* was oriented around the desired future for the community. A description of each exercise as well as the tabulated results follows.



Town of Oneida Kick-off Meeting held at the Town Hall on June 10, 2009.

OMNNI used the tabulated the responses from the two exercise and used them as a guide in drafting the individual plan chapters.



Participants discussing group responses during SWOT Exercise.

SWOT Assessment

A Strengths, Weaknesses, Opportunities, and Threats (or SWOT) assessment is a planning exercise that encourages meeting participants to consider their community as it is today, with less emphasis on the future than the Visioning Exercise. The objective of the exercise was to find out how residents, business owners, and other stakeholders viewed various aspects of the Town. This may include their thoughts and feelings regarding physical things such as roads, housing, utilities, etc., as well as "quality of life" issues including taxes, crime, and community well-being.

Each participant was asked to list the Town's strengths, weaknesses, opportunities, and threats and was encouraged to write as many items as they wished under each category. Following the individual exercise, participants were asked to form small groups and identify the three most important strengths, weaknesses, opportunities, and threats and present them to the other groups. The results of the Group and Individual SWOT appear below and on the following pages.

Group SWOT

Town of Oneida

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Chapter 1: Issues & Opportunities

Strengths

- Fire and police protection (5)
- Schools are good and near tech and colleges (2)
- Rural (2)
- ambulance (2)
- Local control (2)
- Ideal location (2)
- Location near city
- Country living
- Beautiful terrain
- Less traffic, good roads
- Good relationship with tribe and other neighboring towns or villages
- Privacy
- Neighborhood quality
- Low tax rate
- Private property rights are protected
- Responsible spending
- Quality of land
- Intergovernmental cooperation

Weaknesses

- Lack of communication in tribe (2)
- Loss of tax base (2)
- Draining issues
- Senior needs not being met
- No access to competitive utilities
- Loss of small farm opportunities
- Government make less rules and if they do reasonable ones we have a government within a government
- Zoning rights
- Tribal land purchases
- Cable and phone services
- Public transportation
- Town plan
- Lack of local control
- Increase of farm land price

Opportunities

- Preserve agriculture (2)
- More programs for youth
- Business growth
- Public transportation
- Intergovernmental cooperation
- Good planning
- Ability to receive grants and not be mistaken as the Oneida Tribe
- More churches
- Small “Cottage” industries
- Develop opportunities for youth and seniors
- Trails
- Parks and recreational areas
- Beautiful area for retirement

Threats

- Loss of tax base – trust (4)
- Increase in crime
- Tribe owning land
- Wind farms
- CAFO effects
- Clean air and water
- Tribal expansion
- Casinos
- County and Oneida Tribe interfering with town government
- Too many taxpayers leaving the town of Oneida because of the tribe

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Chapter 1: Issues & Opportunities

- When our town chairman steps down
- Annexation from neighboring communities and sovereign nation
- Poor planning and poor communication between Oneidas and non-Oneidas

- Distrust stemming from people in same area being treated by government differently as one being favored or having an advantage over another
- Higher property taxes

Individual SWOT

Strengths

- Fire department (12)
- Rural Agriculture (11)
- Friendly neighbors (6)
- Quiet (5)
- Town board (4)
- School system (4)
- Location midway between Green Bay and Appleton (4)
- Private (4)
- Excellent roads (4)
- Low taxes (4)
- Benefits of a major metropolitan area along with rural way of life (4)
- Low crime rate (3)
- Good law enforcement system (3)
- Wide open spaces (3)
- Lots of woodlands (3)
- Fertile soils (2)
- Good place to live (2)
- First responders (2)
- Not so many rules and regulations (2)
- Friendly community with common goals (2)
- Creeks (2)
- Safety (2)
- Park (2)
- People their beliefs and work ethics
- Low population
- Lots of farms
- Spacious
- Recycling available
- Water
- Neighbors that care without interfering
- Diversity
- Small but large enough
- Less traffic
- More feeling of community
- Independent
- Own snow removal
- Town working with people
- Town buildings
- Good relations with other neighboring towns
- Close to schools
- That there is going to be a plan for the future
- Rural aspect in a growing community
- No big industry
- The smallest of the community
- Local community
- Town ability to do road maintenance
- Control over our destiny and rights
- Keep all controls on land and use in our local area
- Fair tax rate
- Non-combative leadership
- Intergovernmental cooperation
- Community center
- Township spends within means
- Partnership with Oneida tribe
- Nice clean community
- Most people proud of their property
- A diverse location

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Chapter 1: Issues & Opportunities

- Nature

Weaknesses

- Letting tribe take land off tax role (3)
- Lack/limited public utilities/services (3)
- Failure of Outagamie County to enforce their existing rules such as in sanitary (2)
- Public transportation (2)
- No planning to date (2)
- Drainage issues due to low lands (2)
- Population not willing to work together (2)
- A need of communication utilities and choice of phone services (2)
- Catch up to modern day technologies (2)
- Lack of communication (2)
- Loss of tax base (2)
- Land being bought and put in trust which comes off the taxpaying property (2)
- Town has not kept up with the need for planning
- Attitude of many neighbors regarding the growth/expansion/success of the Oneida Tribe – except when they want a “good” price for their land
- Update of land drainage for flooding in a 110 year flood
- Don’t want Hwy 54 widen
- Don’t want roundabouts
- Lack of bike/walking trails
- Lack of adult day care close by
- Need opportunity to recycle more
- Zoning
- Loss of tax base on sold land to tribe
- Business opportunities or Business Park
- Senior needs
- Far from service stores and activities
- It’s too cold in the winter and too warm in the summer
- The large farms hauling their manure from Freedom through our Town
- The tribe is gain more power, but don’t consider non-tribal individuals
- Some people do not have as much say as the tribe in our township
- The non-tax payers in the town, a government within a government
- Lack of communication on the Comp Plan Map to residence
- Lack of local control
- Small farms disappearing
- Tribal overrun on Town affairs
- Transportation
- People not getting involved in community
- Not a lot changing in area
- Casinos
- Cell phones have no signal
- Get our zoning rights back
- Cable
- Tax base too high
- Offer more for young people
- Would like to purchase more land but the trust is paying more that we can show a profit
- Both Green Bay and Appleton on each side
- Distance from County Police
- Travel distance to schools
- Distance to shopping centers, hospitals, and doctors
- Pesticides, herbicides and manure run-off
- Increase in crime

Town of Oneida

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Chapter 1: Issues & Opportunities

Opportunities

- More businesses (6)
- Better intergovernmental cooperation (2)
- Preserve agricultural land (2)
- Residential growth (2)
- Nice neighborhood to live in
- A program for young adults that would keep them out of trouble
- Work more positively with the Oneida Nation
- Partnership with business
- Bringing in cable TV and Internet
- Relationship with the tribe to preserve an agricultural community integrated with natural areas
- A balance between human influences and land preservation is necessary to protect the long-term future of the Town of Oneida
- Preserve agricultural land where it makes sense
- Industrial park
- Good planning
- The ability to receive grants, instead of being called Oneida Tribe when we are the Town of Oneida
- Public transportation
- Cottage industry
- Small industry
- Bring in things to do
- Activities in several communities, business and rural
- Community center
- Better communication among neighbors
- Preserve water quality and availability
- More biking, horseback riding, and walking trails
- Camping areas
- Excellent area for retirement
- Fresh air
- Land
- Woods to hunt
- Close to city
- More proactive than in past
- Develop alternative energy
- Recreational opportunities

Threats

- Loss of tax base (10)
- Oneida Tribe purchasing land (7)
- Loss of local control (3)
- Zoning rights (2)
- Annexation (2)
- Wind farms (2)
- Large farms CAFOS (2)
- Residential or subdivision development (2)
- Poor planning (2)
- There is a threat when two governments trying to run the town or our property (2)
- Crime (2)
- Invaded by Territorial predator
- Limit construction and development and farming because of nature and wetlands
- Crime rate increase
- Increase cost of road maintenance
- The threat of the Oneida Nation taking more than 50% of our properties and then eventually taking the rest. Some could be threatened if they didn't sell property.
- Raising tax to provide services
- Economic development that threatens land and agriculture preservation

- Imbalance between human impacts and land preservation
- Casinos
- People not working together for common good
- Too many taxpayers moving out due to the Oneida Tribe
- Loss of tax base either by annexation of adjacent villages or land trust, tribal sovereign nation
- Poor communication between tribe and non-tribal members
- District stemming from people in some area being treated differently (or one fraction preserved to be favored or having an advantage over another)
- Continued bad economics
- Water challenges
- Misunderstanding among adjoining neighbors/communities
- Stimulus money

Vision Exercise

The objective of the Vision Exercise was to ask participants to identify and describe their ideal future vision for the community. This was accomplished by completing a series of sentences, relating to the various topics listed below, as if it were the year 2030. At the end of the Vision Meeting, each participant was asked to circle the three visions they felt most important for the future of the community.

The numbers that appear in parenthesis following the individual visions listed below signifies the total number of participants who identified that particular vision as desirable for the future.

1. Oneida residents take great pride in...

- Preserve rural community (11)
- Low tax rate (7)
- As it is today (3)
- Caring helpful community (2)
- open spaces (2)
- Living in a rural area with more amenities for old folks
- Local market that sells produce from nearby farms and products/goods produced by local small businesses
- Limited or no wind farms
- Limited or no Cell phone towers
- Interest/care of seniors
- Industrial park
- Natural areas
- Our natural resources
- Their ability to take care of senior citizens
- Quiet neighbors
- Better communication between Oneidas and non-Oneidas
- Keep town with woods
- Speed boats on Duck Creek
- Pride
- The Oneida Tribe moving back to New York
- Local control
- Parks that are patrolled
- Good schools
- Best education possible
- 54 corridor as it passes thru the town (green space, trees, planned aesthetically pleasing,

- businesses along same) very well landscaped
- Their town's ability to maintain a quiet country and neighborly community
- Maintain tax base
- Sound and responsible government
- Social community atmosphere

- Low crime
- Well established natural area
- Peaceful rural living
- Rich quality of life
- Keep good farmland and all property owner pay taxes
- Open good farming community

2. *Attractive and desirable housing in Oneida includes...*

- Single housing (17)
- Senior living (12)
- Some multi-family (3)
- Attractive and desirable housing (2)
- Farm homes
- Self sufficient quality homes
- scattered
- Affordable housing for seniors
- Peaceful nursing home campus
- Energy efficient
- Affordable

- Small family homes
- Isolated residential developments
- CBRF housing
- No trailer homes
- If we want agriculture we will need to allow large dairies
- Beautiful parks
- Single family with minimum of 1.5 acre
- Clean property
- Guided subdivisions

3. *The transportation network in Oneida includes...*

- Bike trails (9)
- Pedestrian trails (7)
- Recreation trails (5)
- Senior transportation (4)
- Train system (3)
- Transportation network (2)
- Public busing (2)
- To stay the same (2)
- General transportation
- Recreational trails
- Light rail system that connects Green Bay and Appleton
- Horse trail

- Handicap transportation
- Bus service for medical needs
- Mass transit and they'll be using all 4 lanes on Hwy 54 – Oneida and there still won't be a by-pass
- Car, truck, tractor, ATV and snowmobiles primary transportation
- Mass transit (2)
- Some shuttle
- Park and ride sites for carpooling
- Access to trail in Oneida
- No new roads

4. *Farming in Oneida...*

- Family farming (11)
- Organic – small (7)

- Cash farming (4)
- smaller farms 500 head or less (4)
- Large farms (3)
- Specialty farming (3)
- Crop farms (2)
- Farm stores (2)
- Orchards (2)
- Vegetable (2)
- Limited
- Decreasing
- Still present
- Preserve farming rites
- Micro-scale greenhouses that promote local production and food distribution

- Garden plots
- Farms with 200-300 head
- Is still here
- Local owners
- Pineapples
- Vineyards
- Communities
- Smaller dairy county settings
- No mega farms
- Small healthy restaurants that feature healthy local produce
- More farms
- Hobby farming

5. The natural environment of Oneida...

- Woodland (18)
- Protect waterways (7)
- Preserve much of what we now have (6)
- Farmland (5)
- Natural as possible (3)
- Green space (3)
- Clean water (3)
- Build “green” energy efficient
- Streams accessible for recreation
- Turkeys and cranes rule the landscape
- Green belts separate fields
- Open spaces
- Healthy mix of houses
- Recreation
- Wildlife habitats
- Wildlife
- Swimming facilities

- Beautiful vistas
- Nature preserve
- Relaxation and enjoy fresh air
- Hunting and fishing
- Hills and valleys still green (they were not lost to excavation or fill projects)
- Parks
- No waste land
- Public lands
- Burning restrictions
- No smokestacks
- Scenic and landmarks established. Do not forget the beauty and history of this area
- Less litter
- Exclusive “gated” communities
- Clean air

6. Economic development in Oneida includes...

- Small mom and pop businesses (10)
- Keep up parks we already have (6)
- Grocery store (6)
- Well designed industrial park (4)
- No Wal-Mart (2)
- Pizza Hut (2)
- Good health care (2)
- Utilize existing buildings that are historic if there are any
- Employment for not only tribal members
- Legalize gambling for all
- Crafts, specialized technical

- Gas station
- Mix of small businesses and light manufacturing
- Limit it
- Cafes
- Peaceful area
- Antique shops
- Agriculturally based
- Post office in grocery store near other businesses
- No industrial
- Construction companies
- Nursing home facility
- Businesses along major highways

7. Parks and recreational opportunities in Oneida include...

- Parks (9)
- Walking trails (5)
- Wildlife viewing areas (4)
- Local parks to manmade lakes/creek (2)
- Senior Activity Center (2)
- Golf courses (2)
- Small zoo (2)
- Baseball diamonds (2)
- Quiet areas (2)
- Bigger parks with more play area for children (3)
- Small parks at trail heads
- Isolated parks near residential
- Water Park
- Clean
- Safe

- The Town of Oneida should represent all citizens of the town no matter what race you are
- Well equipped
- Picnic table
- Soccer fields
- Tennis courts
- Basketball court
- Recreational trails connecting local communities
- Enhance Town Hall
- Biking trails
- Snowmobile trail access
- Man-made lake with non-motorized craft

8. Preserving the character of Oneida means...

- Open space (12)
- Woodlands (7)
- Small farming (7)
- Rural (4)

- Scattered housing (3)
- Keep as is (3)
- Good neighbors (3)
- Privacy (2)

- Low crime rate (2)
- Quiet (2)
- Large lots, 2 acre+ (2)
- Quality living (2)
- Keep population to 2010 levels
- Grass
- Fresh air
- Creeks
- Better cooperation
- Trust with all ethnic groups
- Embrace partnerships with Tribal business and other governmental agencies, while maintaining the quality of life
- Preserve history, landmarks, historic homes, farms, school houses
- If Multi-family units, make them condos, ownership responsible
- Instead of 5 okay parks all over town, have 2-3 nicer ones for many uses
- No large corporation
- Keep community small
- No power plants, large manufacturing
- Side roads

Demographic Profile

The planning process for the Town of Oneida begins with a profile of the people who live, work, and own property in the community. This chapter examines the population size, composition, and trends in the community, as well as information regarding the work force, educational attainment, housing value, and other demographic and economic factors. This information is critical to forecasting future needs related to development, housing, transportation, and community facilities, among others. Community demographics will play a crucial role in determining the direction the Comprehensive Plan takes in preparing for the future of Oneida.

Population Trends & Projections

The population of the Town of Oneida has grown considerably during the past two decades (see Table 1 on following page). From 1980 to 1990 the number of residents in the community increased by nearly forty percent, from 3,499 in 1980 to 4,001 in 2000 (although the initial Census returns found a population of 4,001, subsequent estimates of the Town's population in 2000 produced a figure of 4,147 people).

Table 2 (on the following page) projects the population of Oneida through 2025. As with Table 1, the projections for surrounding communities are provided for the purposes of comparison. Based on the information provided in the table the Town's population will grow considerably during the

next 25 years, from an estimated 2000 population of 4,147 to 5,097 by 2030 (an increase of 22.9%). This level of growth, should it occur as projected, may place significant strains on existing infrastructure and transportation networks, while providing benefits including a more diversified tax base and additional economic development opportunities.

Population Characteristics

Population figures and growth rates provide a cursory insight into the characteristics of a population. Table 3 (on the following page) compares the 1990 and 2000 population of Oneida categorized by various age groups. The percentage of the population represented by Oneida’s school-aged children (14 and under) has remained declined moderately while the groups aged 45 to 54 and 55 to 59 experienced the largest increase. This is typical of many American communities with an aging *baby boomer* population. Information about how this will affect the community in the future can be found in later chapters.

Table 1: Population Trends, 1980-2000.

Location	1980	1990	2000	Percent Change 1980-2000
Town of Freedom	3,746	4,114	5,241	39.9
Village of Hobart	3,765	4,284	5,090	35.2
Village of Howard	8,240	9,874	13,546	64.3
Town of Kaukauna	11,310	11,982	12,983	14.7
Town of Lawrence	1,431	1,328	1,548	8.1
Town of Oneida	3,499	3,858	4,001	14.3
Town of Osborn	786	784	1,029	30.9
Town of Pittsfield	2,219	2,165	2,433	9.6
Town of Seymour	1,189	1,217	1,216	2.2
Brown County	175,280	194,594	226,658	29.3
Outagamie county	128,730	140,510	160,971	25

Source: WDOA Demographic Services Center and 1980/1990/2000 US Census.

Table 2: Population Projections, 2005-2025.

Location:	2000	2005	2010	2015	2020	2025	2030	Percent Change 2000-2030
Town of Freedom	5,241	5,544	5,951	6,355	6,764	7,158	7,521	43.5%
Village of Hobart	5,090	5,686	7,042	8,447	9,867	11,261	12,600	147.5%
Village of Howard	13,546	15,545	16,022	16,565	17,098	17,557	17,927	32.3%
Town of Kaukauna	1,116	1,216	1,300	1,386	1,473	1,557	1,634	46.4%
Town of Lawrence	1,548	2,437	2,862	3,313	3,769	4,214	4,638	199.6%
Town of Oneida	4,147	4,300	4,448	4,619	4,794	4,955	5,097	22.9%
Town of Osborn	1,029	1,120	1,208	1,302	1,397	1,488	1,573	52.9%
Town of Pittsfield	2,433	2,574	2,716	2,860	3,004	3,135	3,250	33.6%
Town of Seymour	1,216	1,260	1,282	1,311	1,342	1,368	1,389	14.2%

Source: WDOA Demographic Services Center and 2000 US Census.

Age	1990		2000		Change in % 1990-2000
	Number	% Population	Number	% Population	
Under 5	369	9.5	293	7.3	-2.2
5 to 9	374	9.6	363	9.1	-.4
10 to 14	395	10.2	426	10.6	.4
15 to 19	355	9.2	384	9.6	.4
20 to 24	259	6.7	191	4.8	-1.9
25 to 34	620	15.2	467	11.7	-3.5
35 to 44	588	16.4	688	17.2	.8
45 to 54	376	9.7	554	13.8	4.1
55 to 59	122	3.1	219	5.5	2.4
60 to 64	117	3	122	3.0	0
65 to 74	152	3.9	173	4.3	.4
75 to 84	103	2.6	97	2.4	-.2
85 years and over	28	.7	24	0.6	-.1
Total	3,858	100	4,001	100	0

Source: WDOA Demographic Services Center and 1990/2000 US Census.

In 2000, there were 2,030 males (50.7%) and 1,971 females (49.3%) living in the Town. A simple majority of residents (57.6%) reported their race as white in the 2000 U.S. Census while 38.5% (or 1,542 persons) reported their race as American Indian/Alaskan Native. By comparison, the 1990 census listed 56.0% of the population as white and 35.2% as American Indian/Native Alaskan. It is likely that the percentage of the population identifying themselves as American Indian/Alaskan Native will have increased following the 2010 Census reflecting the number of enrolled Tribal members returning to the reservation.

The median age of residents in 2000 was 33.1, lower than the median age reported for residents of Outagamie County (34.4) and the State of Wisconsin (36.0). National and State forecasts project a steady increase in median age during the coming decades. As the *baby boom generation* (individuals born between 1946 and 1964) reaches retirement age, communities around the country, including the Town of Oneida, will be forced to address the needs of an aging population.

The county faces a future that includes meeting the needs of an elderly population and a shortage of workers to replace those retiring. While it is true that many baby boomers don't plan to fully retire, most will move into other positions. Studies show that only five percent of retirement-age workers remain full-time in their pre-retirement positions. Additionally, health care demands increase as the population ages, and Outagamie County will face this demand in the near future.²

² Source: Wisconsin Department of Workforce Development, 2007.

General Household Trends

National, regional, and state trends have all shifted towards an increase in the number of households with a corresponding decrease in the average number of persons per household. The main reasons for this demographic shift include:

- Decreasing in birth rates
- People waiting longer to get married
- Increasing divorce rates
- Increasing average life spans (resulting in more elderly people living alone or with another family member).

The average household size in Oneida (3.22) is higher than that of Outagamie County (2.56) and the State of Wisconsin (2.50); however, the number of persons per household in the community is decreasing (see Table 4). This is significant since a decrease in household size means that more housing units will be needed to support the population...even if the overall population remains the same. While the population of Oneida increased by 11.5% between 1990 and 2005, total households in the Town rose from 1,098 in 1990 to an estimated 1,335 in 2005, an increase of 21.6% percent. This compares to an increase in Outagamie County households of 29.5% and Wisconsin households of 20.2% during the same period.

Please refer to *Chapter 2: Housing* for additional information on current and future housing needs in the Town of Oneida.

What Is A Household?
A household is an individual or a group of people living together in a single dwelling unit. This could include a family, a single person, or a group of unrelated individuals sharing a house or an apartment, but excludes those persons living in group quarters (i.e. nursing homes, halfway houses, dormitories, etc.).

Table 4: Total Households and Average Household Size.								
	1990	2000	2005	2010	2015	2020	2025	2030
Town of Oneida								
Total Households	1,098	1,267	1,335	1,407	1,482	1,556	1,622	1,686
Average Household Size	3.39	3.27	3.22	3.16	3.12	3.08	3.05	3.02
Outagamie County								
Total Households	50,527	60,530	65,416	70,175	75,193	80,206	84,784	89,291
Average Household Size	2.73	2.61	2.56	2.52	2.48	2.46	2.44	2.41
Source: WDOA Demographic Services Center and 1990/2000 US Census.								

Future projections for the community anticipate similar growth in the number of households. As Table 4 demonstrated, the number of households in Oneida is projected to increase during the next twenty-five years. At the same time, the average size of households in the community is projected to decline from 3.22 in 2005 to 3.02 in 2030. Increases in the number of households will correspond to an increased need for housing units (assuming no significant surplus of current housing capacity exists).

According to the U.S. Census, there were 1,267 households in the Town of Oneida in 2000. The vast majority were family households (1,056 or 83.3%) with married-couple households dominating (817 or 64.5%). Female householders accounted for 13.3% of the remainder (168 total). There were 211 non-family households in 2000 (16.7% of total households).

Economic Profile

Economic conditions have a direct impact on the supply, demand, and costs for housing, infrastructure, and services within a community. Therefore, it is necessary to examine the economic situation in the Town to anticipate future housing, infrastructure, and service needs. This section profiles the local economic environment by examining factors including per capita income, poverty rate, and unemployment rate.

To understand and appreciate the local economic picture in Oneida, we must look beyond the Town and examine characteristics of Outagamie County and the central Wisconsin region. These comparisons provide additional information about the local situation beyond that which can be provided by looking exclusively at Oneida. Given that the economy of the Town depends heavily on the regional economy (i.e. Green Bay, the Fox Cities, etc.), an understanding of the relationship between these communities and Oneida is beneficial.

Due to a lack of detailed local economic data, much of the remainder of the chapter focuses upon Outagamie County. The information presented is based on 1990 U.S. Census, 1997 U.S. Economic Census, 2000 U.S. Census and other reliable sources. Specific information available for the Town of Oneida is incorporated where available and appropriate.

Labor Force

The labor force is the sum of employed and unemployed persons who are 16 years of age and older. Table 5 tracks the rate of employment and unemployment in Outagamie County from 2003 to 2007. The employment picture for the area reflects the national economic downturn of the late nineties, and the recent economic upswing. Although current economics data are not yet available and, therefore, are not reflected in this data, it can be assumed that the current recessions is having a negative affect upon employment in Oneida and Outagamie County.

Table 5: Outagamie County Civilian Labor Force Data.					
	2003	2004	2005	2006	2007
Labor Force	95,309	94,648	95,163	96,278	96,412
Employed	89,975	90,045	90,790	91,819	91,899
Unemployed	5,334	4,603	4,373	4,459	4,513
Unemployment Rate	5.6%	4.9%	4.6%	4.6%	4.7%
Source: <i>Outagamie County Workforce Profile</i> , Wisconsin Department of Workforce Development, Office of Economic Advisors, Bureau of Workforce Information, Local Area Unemployment Statistics, 2007.					

Table 6: Labor Force Comparison.

	Labor Force	Employed	Unemployed	Unemployed Rate
Town of Freedom	3,028	2,940	88	2.3%
Village of Hobart	2,702	2,648	54	1.5%
Village of Howard	7,988	-	-	-
Town of Kaukauna	596	571	25	3.0%
Town of Lawrence	889	876	13	1.2%
Town of Oneida	2,054	1,962	92	3.3%
Town of Osborn	599	584	15	2.0%
Town of Pittsfield	1,354	1,327	27	1.5%
Town of Seymour	652	631	21	2.4%
Brown County	125,437	120,530	4,774	2.7%
Outagamie county	88,481	85,596	2,830	2.3%

Source: WDOA Demographic Services Center and 2000 US Census.

The term used to describe the relationship between the labor force and population is participation rate. At 72.7%, Outagamie County has a higher participation rate than the State of Wisconsin (70%) and the United States (67%). By comparison, Oneida’s participation rate in 2005 was 72.6, nearly identical to the County. Participation rates are the result of both economic and demographic conditions in a community, area, or region. Relatively high job growth in Outagamie County has resulted in a higher participation rate than other regions within the state.

Table 6 (above) highlights the labor force in select Outagamie County communities in 2000. With an unemployment rate of 3.3%, the Town of Oneida was higher than the State (3.2%), County (2.3), and adjoining towns.

Employment Opportunities

The Town of Oneida, like many rural communities, possesses limited commercial development. Residents in the work force tend to find employment outside of the Town...within Outagamie County or elsewhere in the region. According to the 2000 U.S. Census, there were 1,962 employed residents of Oneida. Table 7 (on the following page) provides a description of employment by industry sector for Oneida residents in 2000.

As the table shows, the largest employers of residents by industry sector in 2000 were:

- Manufacturing (16.8%)
- Educational, health and social services (14.5%)
- Construction (13.0%)

By comparison, in 1990 the top employers of residents by industry sector were:

- Manufacturing (20.6%)
- Retail Trade (15.7%)

- Agriculture, forestry, fishing, hunting and mining (9.9%)

Industry Sector	Number	Percent
Agriculture, forestry, fishing, hunting and mining	120	6.1%
Construction	255	13.0%
Manufacturing	329	16.8%
Wholesale trade	60	3.1%
Retail trade	174	8.9%
Transportation warehousing and utilities	127	6.5%
Information	29	1.5%
Finance, insurance, real estate and rental & leasing	111	5.7%
Professional, scientific, management, administrative and waste management services	101	5.1%
Educational, health and social services	285	14.5%
Arts, entertainment, recreation, accommodation and food services	166	8.5%
Other services (except public administration)	63	3.2%
Public administration	142	7.2%

Source: WDOA Demographic Services Center and 2000 US Census.

Like many American communities, Oneida saw the percentage of jobs provided by the manufacturing and agricultural sectors decrease between 1990 and 2000. National trends indicate that America is shifting from an agricultural and manufacturing economy to a technology and service economy. Once 2010 Census data is available Oneida will be able to determine how well the strong local manufacturing base has weathered the current recession.

Rank	Employer	Industry Type	Employee Size Range
1	Thedacare Inc	General medical & surgical hospitals	1000+
2	Appleton Area School District	Elementary & secondary schools	1000+
3	Thrivent Financial for Lutherans	Direct life insurance carriers	1000+
4	Miller Electric Mfg Co	Welding & soldering equipment mfg	1000+
5	Appleton Papers Inc	Coated & laminated paper mfg	1000+
6	Fox Valley Technical College	Junior colleges	1000+
7	Wal-Mart	Discount department stores	1000+
8	County of Outagamie	Executive & legislative offices, combined	1000+
9	West Transaction Services LLC	Telemarketing bureaus	1000+
10	Town & Country Electric (Faith Technologies Inc)	Nonresidential electrical contractors	1000+

Source: Wisconsin Department of Workforce Development, 2007.

Local Employers

The previous section in this chapter described the type of employment available to residents following the 2000 US Census. Table 8 (on preceding page) provides a listing of the top ten employers in Outagamie County in 2005. Although Census data does not identify actual workplaces, it can be assumed that many residents of Oneida are employed by one of the firms included in this table.

T. Oneida	19.0
Outagamie County	18.1
Wisconsin	20.8
United States	24.4
Source: WDOA Demographic Services Center and 2000 US Census.	

Commuting Patterns

American workers are becoming increasingly mobile. The national average drive-to-work time is approaching thirty minutes (19.0 minutes in Oneida). Telecommuting and working from home are becoming a more acceptable and desired employment option.

A glimpse at Table 10 (at right) shows the commuting patterns of workers in Outagamie County. Winnebago County is the largest job importer for Outagamie County residents followed by Brown, Calumet, and Waupaca Counties. The largest exporters of workers into

	Residents of Outagamie County Commuting to Other County	Residents of Listed County Commuting into Outagamie County	Net Commute
Winnebago Co.	15,233	14,300	(933)
Brown Co.	5,573	4,074	(1,499)
Calumet Co.	1,611	6,739	5,128
Waupaca Co.	1,340	4,612	3,272
Fond du Lac Co.	215	568	353
Shawano Co.	183	812	629
Manitowoc Co.	100	281	181
Milwaukee Co.	84	51	(33)
Sheboygan Co.	80	68	(12)
Dane Co.	74	62	(12)
Oconto Co.	55	195	140
Green Lake Co.	53	76	23
Waukesha Co.	45	30	(15)
Washington Co.	40	33	(7)
Dodge Co.	34	68	34
Waushara Co.	30	321	291
Elsewhere	397	567	170
Portage Co.	-	120	120
Marinette Co.	-	80	80
Kewaunee Co.	-	75	75
Delta Co., MI	-	44	44
Door Co.	-	43	43
Marathon Co.	-	42	42
Forest Co.	-	40	40
Menominee Co. MI	-	33	33
Pierce Co.	-	31	31
Larimer Co. CO	-	31	31
Source: Outagamie County Workforce Profile, Wisconsin Department of Workforce Development, Office of Economic Advisors, January 2004			

Outagamie County, in order, are Winnebago, Calumet, Brown, and Waupaca Counties.

Income for residents in Outagamie County has been consistently higher than state averages, as illustrated in Table 11 (at right). In fact, each of the selected communities with the exception of the Town of Seymour surpassed State income figures within all three income classifications.

Table 11: Income Comparison.

Location	2000 Per Capita Income	2000 Median Household Income	2000 Median Family Income
Town of Freedom	\$22,462	\$57,868	\$60,587
Town of Hobart	\$29,059	\$69,034	\$76,626
Village of Howard	\$21,688	\$51,974	\$56,579
Town of Kaukauna	\$20,881	\$61,696	\$63,625
Town of Lawrence	\$29,002	\$66,875	\$68,482
Town of Oneida	\$17,516	\$51,275	\$54,341
Town of Osborn	\$22,095	\$64,375	\$67,000
Town of Pittsfield	\$22,000	\$61,250	\$64,113
Town of Seymour	\$18,327	\$48,264	\$49,861
Brown County	\$21,784	\$46,447	\$56,194
Outagamie county	\$21,943	\$49,613	\$57,464
Wisconsin	\$21,271	\$43,791	\$52,911

Source: WDOA Demographic Services Center and 2000 US Census.

Poverty Status

According to the 2000 U.S. Census:

- 288 individuals in Oneida were living below the poverty line in 2000.
- 80 of these individuals were age 65 or older.
- 60 were under the age of 18.
- 66 families were living below the poverty line in 2000.

Table 12: HHS Poverty Guidelines.

Size of Family	48 Contiguous States and D.C.	Alaska	Hawaii
1	\$10,210.00	\$12,770.00	\$11,750.00
2	\$13,690.00	\$17,120.00	\$15,750.00
3	\$17,170.00	\$21,470.00	\$19,750.00
4	\$20,650.00	\$25,820.00	\$23,750.00
5	\$24,130.00	\$30,170.00	\$27,750.00
6	\$27,610.00	\$34,520.00	\$31,750.00
7	\$31,090.00	\$38,870.00	\$35,750.00
8	\$34,570.00	\$43,220.00	\$39,750.00
Each Additional	\$3,480.00	\$4,350.00	\$4,000.00

Source: WDOA Demographic Services Center and 2000 US Census.

In total, 7.3% of the Town’s population was living in poverty in 2000. This figure is significantly higher than Outagamie County (4.7%) as well as the State of Wisconsin (8.7%). It is important to note that poverty guidelines are a base-level figure (see Table 12 above). They do not take into account, at the local level, the costs of housing, transportation, goods and services. Although the poverty level for a family of four in Chicago is the same as that of a family of four in Oneida, the cost-of-living differences between the two communities would indicate a greater ability to “make ends meet” in the rural community.

Education Profile

Educational Attainment

The level of educational attainment in a community serves as a good indicator of the quality of life. Generally, a high level of educational attainment reflects a skilled population with higher earnings potential. For example, the educational attainment for 43.2% of the residents of Oneida over the age of 25 climaxed at a high school diploma or equivalency, whereas, 83.0% of residents achieved *at least* a high school diploma, meaning they attended college for some period of time. For college attendees, 21.0% received some college education (but no degree), 7.7% received an Associate degree, 7.7% received a Bachelor's degree, and 3.4% received a graduate degree.

The bulleted list below provides a comparison of the select communities with respect to the percentage of their residents over the age of 25 that have achieved high school graduation or higher.

Percentage of Population Over Age 25 with High School Diploma or Higher

▪ T. Freedom	89.0%	▪ T. Osborn	89.2%
▪ V. Hobart	88.8%	▪ T. Pittsfield	89.7%
▪ V. Howard	91.3%	▪ T. Seymour	81.5%
▪ T. Kaukauna	83.9%	▪ Brown County	86.3%
▪ T. Lawrence	92.6%	▪ Outagamie County	88.1%
▪ T. Oneida	83.0%	▪ Wisconsin	85.1%

General Economic Forecasts for Wisconsin³

State Economic Outlook

The National Bureau of Economic Research recently stated that the U.S. economy has been in recession since December 2007. Current trends of key state economic indicators show that Wisconsin is also in a recession. The outlook has changed significantly since August, and most of the economic decline in the current cycle will occur during 2009. Housing continues as a drag on the economy, but the drastic worsening of the credit market since September has severely affected most economic sectors, expanding the crisis beyond the originally damaged housing sector.

The December national outlook is calling for a real GDP growth rate of 1.2% in 2008 and a decline of 1.8% in 2009, revised down from August expectations. The U.S. labor market is now expected to shed a total of about 3.7 million jobs in the current downturn phase, representing an employment decline of 0.2% and 1.9% in 2008 and 2009 respectively.

³ Much of the text in this section was excerpted from the Wisconsin Department of Revenue Economic Outlook, December 2008.

The two major factors that have deepened the expected decline of the current cycle are the freezing of the credit market and the global character of the crisis. Exports had been an important sustainer for growth, but are losing steam as the world enters a recession. The dramatic decline of the global demand had slashed prices, particularly oil prices.

State Employment Outlook

Total state employment grew 0.5% in 2007, but is expected to decline 0.6% in 2008 and 2.2% in 2009. It will recover a growth path toward 2010, posting a growth rate of 0.8% in 2010 and 1.4% in 2011. The employment decline for 2009 is mainly driven by sizable job losses in the Construction; Manufacturing; Trade, Transportation and Utilities; and Professional and Business Services sectors. The two largest state employment sectors, Manufacturing and Trade, Transportation and Utilities, are expected to post the largest job losses in 2009. Manufacturing will continue to shed jobs in 2010 before recovering in 2011, with job losses similar to those of the 1981-82 and 2001 recessions. Trade, Transportation and Utilities showed weak but positive growth over the last four years, but given the visible weakness of domestic demand, the forecast calls for a decline this year and next. A recovery in this large sector will begin in 2010.

Wisconsin employment in the Construction sector has been slowing since 2004, following a decline in housing starts. Employment in Construction is expected to decline this year, followed by two more years of job losses before seeing positive growth toward the second half of 2010. The Wisconsin unemployment rate was 4.9% in 2007 and 5.0% in the third quarter of 2008. However, these estimates are expected to be revised up next March. The forecast is calling for a peak unemployment rate of 8% in late 2009 and early 2010.

State Income Outlook

The steady growth of Wisconsin personal income shown over the last three years is expected to stall in 2008 and 2009. After posting 5.7% growth in 2007, Wisconsin personal income is expected to grow 3.1% in 2008 and 1.4% in 2009, with a mild recovery in 2010.

Wisconsin real personal income grew in 2006 and 2007. The outlook for prices changed dramatically since August, as prices are dragged by extremely weak demand. State real personal income is expected to decline slightly in 2008 and grow 2.1% in 2009 despite the lower growth rate in personal income. It will show moderate positive growth in 2010 and 2011 as prices start to increase again.

Real per capita income in Wisconsin grew 2.4% in 2007 and is forecasted to decline 0.9% in 2008. Aided by the deflationary outlook in 2009, real per capita personal income will grow 1.5%. However, it is expected to grow at 0.6% in 2010 and 1.1% in 2011, as the economy slowly recovers and prices return to a normal pace of growth.

National Outlook

The forecast expects the unemployment rate to peak at 8.7% in the first half of 2010; in the August Outlook, national unemployment was expected to peak at 6.1% during 2009. The economy is now expected to lose a total of 3.7 million jobs versus a decline of 900,000 jobs in the August forecast.

Oil prices have plunged dramatically. At the time of the August release, oil was trading around \$133/barrel; currently, it is below \$50/barrel. The Federal Reserve must now change focus from inflation risks to deflationary pressures.

The nation is 12 months into this recession and the economy's rate of decline is accelerating. Real GDP will likely drop 5.0% in the fourth quarter. The December forecast expects negative growth through mid-2009, and only anemic positive growth in the second half, which would put the national recession's length at somewhere between 18 and 24 months. The longest previous postwar recession lasted 16 months. In terms of depth, the baseline forecast projects a 2.5% decline in real GDP, similar to the 1973-75 and 1981-82 recessions.

The fallout from the financial crisis is becoming more severe. Consumer spending is plunging. Housing starts and prices continue to decline, with no end in sight. The key ISM-manufacturing index is at a level last seen in 1981; business equipment orders are plunging, with both domestic and export demand evaporating. And the decline in the labor market has accelerated, with November's 533,000 payroll decline the worst in 34 years.

General Demographic Factors

Demographic factors are a key driving force in developing long-term economic projections. The growth rate of the population and changes in its composition have considerable impacts on the labor force, the unemployment rate, housing demand, and other spending categories. The population projections used in the U.S. economic forecast comes from the Census Bureau's "middle" projection for the U.S. population. This projection is based on specific assumptions about immigration, fertility, and mortality rates. The national fertility rate (the average number of births per woman upon completion of childbearing) is expected to rise from its current level of 2.0 to about 2.2 in 2025. Life expectancy for men and women will rise steadily from 74.1 and 79.8 years in 1999 to 77.6 and 83.6 years in 2025, respectively. Net immigration (including undocumented immigration) is estimated to fall from 960,000 persons in 1999 to 918,000 in 2025.

Age Distribution

The age distribution of the population is also an important part of the long-term outlook. As baby boomers begin to retire, the share of the U.S. population aged 65 and over will jump from 13% in 2010 to nearly 19% by 2025, pushing outlays for Social Security, Medicare, and Medicaid higher. In addition, the growth rate of the working-age population will slow by more than that of the overall population.

State Population Trends

Wisconsin's total population growth is expected to average 0.4% annually from 2001 to 2025, a rate slightly below the 0.6% average from 1975-2000. Compared to the U.S. projected growth of 0.8% over the same period, Wisconsin is expected to continue the long-term trend of slower population growth than the nation as a whole. The adult population (those over the age of 17) in Wisconsin grew at an average annual rate of 1% over the past 25 years, but is expected to grow by 0.5% per

year from 2001 to 2025. Also, similar to U.S. demographic trends, the aging population in Wisconsin (those 65 and over) is projected to grow at an average annual rate of 2% for the next 25 years, including 3% per year after 2010. The aging population in Wisconsin grew at an annual rate of 1.3% per year from 1975 to 2000.

A key feature of the population projection problematic for growth of the Wisconsin economy and the local economy in Outagamie County is the prospect for a decline in the working age population after 2011. Statewide, the population aged 16 to 64 is projected to grow at an annual rate of 0.6% from 2000 to 2011, but will then decline at an annual rate of 0.4% from 2012 to 2025. The working age population grew at an annual rate of 0.9% from 1974 to 1999. The growth of the working age population has a profound effect on the growth of the labor force and employment.

Due to demographic shifts that will play out as baby boomers age and reach retirement, labor-force growth is expected to slow sharply over the next 20 years. First, increases in female participation will taper off, if only because the participation rates for many female age groups are approaching those of males. Also, over time, a growing share of the population will reach retirement age, when the participation rate falls to about 12%. As a result, the Wisconsin labor force is expected to expand by 1.3% per year between 2000 and 2005, 0.8% per year from 2005 to 2014, and by only 0.4% per year from 2015 to 2025. Overall labor-force participation is expected to fall as the population progressively moves into age groups with lower participation rates.

Dependency Ratio

The overall dependency ratio (the ratio of those not in the labor force to those who are) will continue to decline for most of the next quarter-century, falling from 1.00 in 1989 to 0.91 by 2010, before rising to 1.01 by 2025. This ratio peaked at 1.65 in 1962, just after the crest of the baby boom. Clearly, the working population will not have to support proportionately more non-workers in the next 25 years than it has in the past. However, this assessment does not account for workers who support elderly parents and other retired workers.

There will be a change in the mix of non-workers, however, especially towards 2025. While the share of the population aged 65 and over has risen dramatically over the last two decades, the ratio of the number of elderly to the number of workers has so far remained stable. There were 24.4 persons aged 65 and over for every 100 persons in the labor force in 1971, versus 24.8 in 2000. This ratio should decline to 24.3 by 2006, but then jump to 27.9 in 2014 and to 37.6 by 2025, by which time most baby boomers will be of retirement age.

Summary

In summary, the United States, Wisconsin, and Outagamie County are expected to post markedly slower economic growth over the next 25 years than during the past quarter-century. The prime causal factors for this slowdown are already in place: labor force growth constrained by demographic forces that cannot be quickly reversed and relatively moderate growth of the capital stock.

For the Town of Oneida, these indicators are important because they may impact the quality of life for residents living in the area. Furthermore, these key economic indicators provide a gauge for the Town's ability to support additional commercial and industrial development over the next 20 years.

Introduction

A quality, well-designed housing stock is vital to a healthy community. The styles, sizes, and types of housing selections available give a community character and establish a connection between residents and their neighborhoods. In most instances, rural towns have a high percentage of single-family homes with few other housing choices available. This imbalance of housing choice raises concern as the population ages, since other types of housing are often needed to meet the needs of seniors. In the process of developing the Comprehensive Plan for Oneida, the existing housing stock has been reviewed and recommendations have been made to meet the Town's housing needs for the next 20 years.

Of the fourteen planning goals identified in the Comprehensive Planning Law, those listed below specifically relate to planning for local housing:

- Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential uses.
- Encouraging neighborhoods that incorporate a variety of housing types.
- Promoting the redevelopment of lands with existing infrastructure and public services.
- Encouraging the maintenance and rehabilitation of existing residential dwellings.
- Providing an adequate supply of affordable housing for individuals of various income levels.
- Providing local housing choices for all stages of life.

Housing Vision

In 2030, Oneida offers rural residential living choices in harmony with the Town's natural environment. Single-family homes are the primary housing choice with additional well designed and well constructed alternative housing styles meeting the needs of a diversity of residents. Local land use ordinances promote attractive housing with abundant green spaces, scenic views, trails, and other desired amenities.

Visions, Objectives, Policies, and Goals

Wisconsin's Comprehensive Planning Law requires that the Housing Element contain a compilation of objectives, policies, goals, maps and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit. The element shall assess the age, structural, value and occupancy characteristics of the local governmental unit's housing stock. The element shall also identify specific policies and programs that promote the development of housing for residents of the local governmental unit and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs, policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate-income housing, and policies and programs to maintain or rehabilitate the local governmental unit's existing housing stock.

Existing Housing Supply

In 1990, there were 1,151 housing units in the Town of Oneida. By the 2000 U.S. Census the number had increased by 14.3% to 1,316. By comparison, the total number of housing units in Outagamie County increased by 8.3% during the same timeframe. The housing supply in Oneida consists primarily of single-family homes (see Table 13), with a smaller number of mobile homes and rental units. The Town recognizes that single-family homes may not fit the needs of, or be desired by, everyone. Some residents are not able to afford a single-family home. Others may not wish the maintenance responsibilities necessary to keep up a home and yard. Still others may simply prefer living in an alternative style of housing. Given the rural nature of Oneida and its limited infrastructure, higher density housing choices (if desired) may require alternative water and wastewater systems (please refer to *Chapter 4: Utilities & Community Facilities* for detailed information on water and wastewater). Senior housing developments, townhomes, and housing designed for independent living are housing alternatives that may be considered in the community.

	# of Units	% of Total
1-unit, detached	1,180	89.7
1-unit, attached	-	-
2 units	23	1.7
3 or 4 units	-	-
5 to 9 units	4	0.3
10 - 19 units	11	0.8
20 or more units	-	-
Mobile Home	98	7.4
Boat, RV, van, etc.	-	-

Source: WDOA Demographic Services Center and 2000 US Census.

Age and Quality of Housing Stock

A good indicator of the quality of available housing in a community is the age of the housing stock. Table 14 (at right) lists the number of units and the corresponding percent of housing stock by year built. Nearly 70% of the Town’s housing stock has been constructed since 1970. These figures are important for two reasons. First, it demonstrates that the majority of Oneida’s housing is relatively modern – built with modern building products/technologies and to modern code requirements. At the same time, a significant share of the Town’s housing predates the 1960’s when improvements in building construction were enacted. While age alone does not indicate poor condition, it is assumed that older structures will require more frequent and more expensive maintenance and are less energy-efficient than modern housing.

Year Structure Built	# of Units	% Of Total
1999 to 2000	18	1.4
1995 to 1998	185	14.1
1990 to 1994	118	9.0
1980 to 1989	211	16.0
1970 to 1979	360	27.4
1960 to 1969	127	9.7
1940 to 1959	131	10.0
1939 or earlier	166	12.6

Source: WDOA Demographic Services Center and 2000 US Census.

Occupancy

In order for a housing market to operate efficiently, it must possess an adequate supply of available housing units (for sale or rent). The local supply of units must be sufficient to allow for the formation of new households by the existing population, to allow for in-migration, and to provide opportunities for alternative housing resulting from a change in household size, status, or income. According to U.S. Department of Housing and Urban Development (HUD), an overall available vacancy rate of 6.5% (1.5% for the owned portion of a housing stock and 5.0% for the rented portion) is required to allow for adequate housing choice among consumers. The 2005 available vacancy rate for Wisconsin was 9.0% for rentals and 1.6% for owner occupants. Vacancy rates vary from one community to the next. High vacancy rates demonstrate an adequate supply, offering competition and potentially lowering housing prices.

In 2000, the vacancy rate in Oneida was 0.5% for owner-occupied units and 4.4% for rentals. By comparison, the owner-occupied housing unit vacancy rate in Outagamie County as a whole was also 0.9% with a rental vacancy rate of 4.9%. These figures indicate a limited supply of available housing within the Town and the County meaning that even a modest increase in population will require the construction of new housing.

Cost of Housing

The supply, age, and condition of existing housing units provide the basis for determining the demand and cost of housing.

Owner-occupied Housing Units

Table 15 provides a comparison of median home values following the 2000 Census for the communities adjoining Oneida, Outagamie County, and the State of Wisconsin. The median value of an owner-occupied home in Oneida following the 2000 Census was \$121,100, an increase of 98.9% from the 1990 Census. The increase in home value in the community was higher than that of the County (64.6%) and the State (79.5%).

Table 15: Median Value of Owner-occupied Homes.

Location	1990 Median Value	2000 Median Value	Change 1990-2000
Town of Freedom	\$70,000	\$130,300	86.1%
Town of Hobart	\$91,600	\$177,700	94.0%
Village of Howard	\$66,000	\$127,100	92.6%
Town of Kaukauna	\$69,000	\$139,800	102.6%
Town of Lawrence	\$72,200	\$163,300	126.2%
Town of Oneida	\$60,900	\$121,100	98.9%
Town of Osborn	\$68,300	\$150,300	120.1%
Town of Pittsfield	\$74,700	\$143,200	91.7%
Town of Seymour	\$65,200	\$104,500	60.3%
Brown County	\$62,600	\$116,100	85.5%
Outagamie county	\$64,400	\$106,000	64.6%
Wisconsin	\$62,500	\$112,200	79.5%

Source: WDOA Demographic Services Center and 2000 US Census.

Table 16 (on the following page) provides a comparison by value of owner-occupied units in the Town of Oneida following the 1990 and 2000 Census. The table does not reflect units built since

2000. In 1990, every home in Oneida was valued below \$150,000. By 2000, 175 of the Town’s 799 homes were valued at \$150,000 or more. The current recession and down turn in the housing market will undoubtedly result in reappraisals and a lowering of median home values in the community.

Table 16: Number and Percentage of Units by Owner-occupied Housing Value.

Cost Range	Number of Units - 1990	Percent of Total - 1990	Number of Units - 2000	Percentage of Total - 2000
Less than \$50,000	168	32.6	11	1.4
\$50,000 to \$99,999	322	62.5	249	31.2
\$100,000 to \$149,000	25	4.8	364	45.6
\$150,000 to \$199,999	-	-	122	15.3
\$200,00 to \$299,999	-	-	38	4.8
\$300,000 to \$399,999	-	-	10	1.3
\$500,000 to \$999,999	-	-	5	0.6
\$1,000,000 or more	-	-	-	-
Total	515	-	799	-

Source: WDOA Demographic Services Center and US Census.

Rental Units

There were a total of 154 rental units located in Oneida in 2000. Rental housing in the community may include single-family homes, duplexes, and mobile homes. In 2000, the median monthly contract rent rate in Oneida was \$492. By comparison, the median amount paid by all renters in Outagamie County in 2000 was slightly higher at \$534.

Housing Affordability

Understanding affordability requires answering a seemingly simple, yet surprisingly difficult question...“Does the cost of housing match the ability of residents to pay for it?”

There are several ways to answer this question. One common technique comes from the U.S. Department of Housing and Urban Development (HUD). The HUD method compares income to housing costs. According to HUD, housing is considered affordable when it costs no more than 30% of total household income, on a monthly and annual basis. Under HUD standards, residents should be able to live in safe and decent housing for no more than 30% of their household income.

Housing affordability also requires access to employment and transportation to allow residents to sustain a decent wage to afford mortgage and rent payments. These issues are further discussed in *Chapter 3: Transportation* and *Chapter 6: Economic Development*.

In 2000, the median annual household income for Oneida residents was \$51,275 with an estimated monthly pre-tax income of \$4,273. Thirty percent of the median monthly income yields an amount of \$1,282 to be used to cover the cost of housing (again, under the current HUD guidelines). The median value of a home in 2000 was \$121,100 with a median monthly mortgage payment of \$921.

The median monthly contract rent rate was \$492. Both of these figures fall well below the 30% HUD threshold. Table 17 shows the numbers and percentages of households in Oneida in relation to the percentage of their annual income allocated to housing costs. As the table shows, in 2000:

- 17.0% (136 total) of owner-occupied households exceeded the 30% threshold recommended by HUD
- 13.0% (20 total) of renter-occupied households exceeded HUD guidelines.

It must be noted, however, that the amount of money associated with mortgage payments and monthly rent does not include local taxes or utility costs (i.e. water, gas, electric, phone, etc.), except when the costs of utilities are included as part of the rental agreement. Additional housing costs related to maintenance and necessary improvements are also not included in the census data.

Table 17: Percentage of Annual Income Allocated to Housing.		
Owner-occupied Housing		
Percent of Income	Number of Households	Percent of Households
Less than 15%	321	40.2
15% to 19%	133	16.6
20% to 24.9%	106	13.3
25% to 29.9%	88	11.0
30% to 34.9%	67	8.4
35% or more	69	8.6
Not Computed	15	1.9
Renter-occupied Housing		
Percent of Income	Number of Households	Percent of Households
Less than 15%	49	31.8
15% to 19%	24	15.6
20% to 24.9%	17	11.0
25% to 29.9%	15	9.7
30% to 34.9%	16	10.4
35% or more	4	2.6
Not Computed	29	18.8
Source: WDOA Demographic Services Center and 2000 US Census.		

Current and Future Housing Needs

This section of the Housing Chapter is intended to identify the alternatives to be considered in order to meet current housing shortfalls and future needs in the Town of Oneida. The housing issues and alternatives discussed in this section were identified based upon a variety of factors, including:

- A thorough review of demographic data from the 1990 and 2000 US Censuses.
- Recognition of the changing needs and desires of the *baby boom* generation.
- National, regional, and state trends related to the economy, environment, and changing lifestyles resulting in increased demand for alternatives to large, single-family homes.

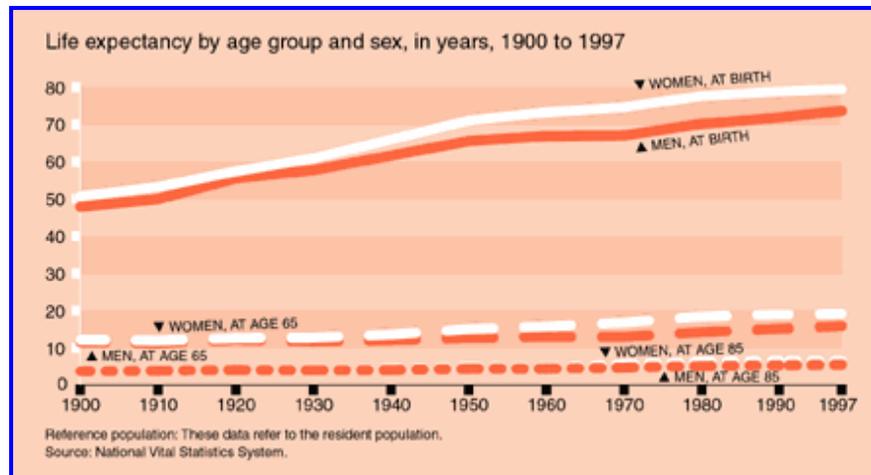
Senior Housing

Clearly defining the need for future senior housing in a community is not a simple task. This is largely due to the complexity of the marketplace. The majority of seniors in Wisconsin, in all age groups, live in their own homes or in mixed-family congregate housing (i.e. apartments with residents of all age ranges). The ability of a resident to remain at home is enhanced by organizations and services catering to people of retirement age. Examples of these services include: ‘meals on wheels’ programs, parish nursing programs, and home healthcare, among others. In addition, building designs for life (i.e. wider doorframes to accommodate future wheelchair access, first floor bedroom, etc.) can extend the ability of a resident to live independently in their own home. However, some seniors may not be able (or desire) to live in a private home and will seek alternative housing options.

As Chapter 1: Issues & Opportunities showed, the population of seniors in the Town is growing (see Table 3, page 1-5). The number of people in Oneida between the ages of 45 and 64 increased from 615 in 1990 to 895 in 2000 (a 45.5% increase). During the next twenty years, all residents within this group will have reached retirement age. In fact, octogenarians (people age 80 older) are the fastest growing demographic group in the nation.

As the average life expectancy for Americans increases (77.8 years in 2004, 74.1 for white males, 79.8 for white females), a greater percentage of the Town’s residents will fall into the 65 and over age category than at any time in its history (see box on following page for average American life expectancy by gender, 1900-1997). As a result, it is anticipated that the number of seniors living in the Town will increase noticeable during the tenure of this plan.

Accordingly, local demand for senior housing may support the development of retirement communities, community based residential facilities, and local assisted living facilities and services.



Source: US Department of Health and Human Services, 1997.

Senior Housing Options¹

In recent years, a variety of alternative housing options for seniors have become available. Although no one of these can be considered the preferred housing alternative, a combination of various housing types will provide a way in which Oneida may address the challenges of adequate and

¹ Much of the text in this section was excerpted from the *Seniorresource.com* website, 2006.

desirable housing for seniors. This is important in that it offers ways in which an aging population can remain within the community during their retirement years.

A variety of senior-oriented housing options exist to meet the needs of an aging population². They include:

- Age Restricted Retirement Communities. One type of housing for seniors that is growing in popularity is the age-restricted, active adult development. Active adult developments provide a housing atmosphere with the amenities including golf courses and fitness centers that vibrant seniors desire. Aging residents can benefit from a relaxed environment with similarly-aged neighbors while avoiding the conventional maintenance and upkeep requirements that come with home ownership.

The benefits of these developments include quality housing for those that do not require assisted living and nursing care. Communities benefit from attracting active adult developments because they reduce the impact on the transportation network and schools while increasing tax revenue. Some methods used to encourage the construction of active adult developments include creating senior housing districts in the zoning ordinance, planned unit development sites (PUDs), or creating overlay districts. In some instances communities will also provide density bonuses to attract developers.

- Seniors Only Apartments. Some older seniors may choose to sell their homes and move into senior apartments. This frees equity that can then be used to supplement income through interest or dividends earned through investment of capital. The move also frees seniors from home maintenance and grounds-keeper chores. For others, living in a large senior complex affords a greater sense of security than living in a private home.
- Modular Home Communities. Modular home communities have both full-time residents and those that reside only part of the year. The lots and mobile units may be leased to, or owned by, the residents.
- Elder Cottage Housing Opportunities (ECHO). Elder Cottage Housing Opportunities, which may include accessory units, and granny flats, refer to housing options wherein seniors occupy a second living unit, or apartment with a separate entrance, on a single-family lot with another family. Generally, they are permitted by the municipality to foster affordable housing or aid families with elderly parents unable to live completely alone. The owner of the home or the renting party may be a senior.
- Shared Housing. Under this alternative, seniors share their home with another senior. Professional organizations which specialize in these arrangements match the two parties based on needs. Most of the organizations that provide these services are non-profit and supported from sources other than those seeking help.

² Source: American Planning Association Magazine: December 2006.

- Continuing Care Retirement Communities (CCRCs). Continuing Care Retirement Communities are designed to provide active seniors an independent lifestyle and a private home from which to enjoy it, regardless of future medical needs. They may require buy-in or an up-front annuity purchase followed by monthly payments covering services, amenities, and necessary medical care. They provide the availability of multiple layers of care, without the uncertainty of wondering where you will live.
- Congregate Housing. Congregate communities offer independent living in private separate, apartments and the opportunity to share activities of daily living with other residents. They may offer rental or ownership options.
- Assisted Living. Assisted Living (or Residential Care for the Elderly) offers help with non-medical aspects of daily activities in an atmosphere of separate, private living units. It is similar to Congregate Care albeit for residents less able to function independently in all aspects of their daily life. Licensing is usually required for Assisted Living facilities.
- Board and Care / Residential Care. Board and Care, sometimes referred to as Residential Care, is usually offered in converted homes. It provides a home-like setting with supervision for 4-10 senior residents.
- Skilled Nursing Facilities (Nursing Homes). Skilled Nursing Facilities may be freestanding or part of a senior community and may offer congregate or assisted living options. It may specialize in either short-term acute care or long-term care.

It is important to understand that the senior housing options identified above and on the previous page are not necessarily to be considered as recommendations of the Town of Oneida Comprehensive Plan. They are listed solely to provide a description of the full variety of senior housing options that may be considered at some point in the future. Some or all of these options may become more desirable and available during the 20-year tenure of this plan.

Options for Affordable Housing

As stated earlier in this chapter, HUD defines housing affordability based upon the median household income of current residents compared with the median value of available owner-occupied and rental housing in a community. HUD criteria have determined that housing is *affordable* when the annual cost of housing does not exceed 30% of the annual income of residents. Following the 2000 Census, 17% of home owners and 13% of renters exceeded the 30% threshold (see Table 17 on page 2-5). Although home values are declining nation-wide as a result of the current economic crisis, trends suggest that future property values will increase in proportion to household incomes thereby decreasing the availability of affordable housing in the community.

Inclusionary Zoning³

The issue of affordable housing is a concern throughout many Wisconsin communities. One tool that local governments can use to increase the supply of affordable housing is inclusionary zoning. Inclusionary zoning can be a controversial strategy. Incorporated into the zoning or subdivision ordinance, inclusionary zoning encourages or requires that a certain percentage of the units in a new residential development (or a neighborhood) be affordably priced. The standard of affordability is determined by the mean and median incomes of residents (or prospective workers) within the community. A variety of issues must be considered prior to making a decision to move forward with inclusionary zoning standards. They include:

- Equity. Is inclusionary zoning the only effective way of ensuring the provision of homes affordable to working families? Or, is it unfair for government to require property owners and developers to subsidize the public good of affordable homes?
- Incentives. Consensus around the adoption of inclusionary zoning is generally easier to achieve through density bonuses. In other words, developers who include a certain percentage of affordable housing units in a development project are allowed to develop a greater number of lots (and allowed smaller minimum lots sizes) than would otherwise be allowed under current subdivision or zoning requirements.
- Voluntary v. Mandatory. The consensus among planners and zoning administrators is that mandatory requirement is more effective; however, they are also much more controversial. A well-crafted voluntary program may not achieve the level of success of one that is mandatory, but its market-based nature has the potential for significantly increasing the supply of affordable housing while still providing property owners and developers with some flexibility in the development process.
- Target Income Levels. Inclusionary zoning tends to be more effective in providing homes affordable to families of moderate income than those with very low incomes.
- Duration of Affordability. Many communities that adopt inclusionary zoning standards require that the housing units remain affordable for a predetermined time frame (often 15-20 years).
- On-site vs. Off-site. The local government must decide whether the inclusionary standards will be set on-site (in that the percentage of affordable units must be part of the development project) or allowed off-site (allowing the developer to construct an equivalent number of homes somewhere else in the community).

³ Much of the text included in this section was excerpted from *Zoning Practice, Issue #12, Affordable Housing*, December, 2006.

Low Income Housing Tax Credits

The Low-Income Housing Tax Credit (LIHTC) program is run by the IRS and allows companies to invest in low-income housing while receiving 10 years of tax credits. This important program works with state housing finance agencies to administer the program on a state level. Housing credit units are privately owned by developers and are run at a profit.

Housing Issues and Concerns

Significant amounts of new residential development will, if unguided, change the character of Oneida. Concern about increased growth and its impact on the rural character of the Town was an important motivation for developing this plan. The following options may be considered as a strategy to maintain the community's rural character:

- Retain farmland and open/undeveloped lands (this topic is further discussed more in *Chapter 5: Agricultural, Natural & Cultural Resources*).
- Consider the development of a subdivision ordinance and other local management tools to manage new residential development.
- Encourage or require conservation design for all new subdivision development.
- Locate homes in the most appropriate place within a new parcel.

Availability of Senior Housing

The availability of housing for a growing senior population is a concern in Oneida, as it is throughout the country. As with affordable housing, the provision of an adequate supply of housing for seniors will require that the Town consider amendments to the zoning and subdivision ordinances to encourage or require the construction of alternative housing options. Through the use of density bonuses and other incentives, local governments can work with landowners and private developers to ensure that seniors will find safe and affordable housing choices within the community.

Housing Programs

A number of federal and state housing programs are available to help the Town promote the development of housing for individuals with lower incomes, seniors, and people with special needs.

US Department of Housing and Urban Development (HUD)

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. Specifically, HUD provides money to non-entitlement (i.e. communities with populations less than 50,000) communities through grants. In the State of

Wisconsin, The Division of Housing and Intergovernmental Relations (DHIR), within the Department of Administration, are responsible for the distribution of these federal funds. It awards the funds through a competitive proposal process.

United States Department of Agriculture-Rural Development (USDA-RD)

USDA-RD provides a variety of housing and community development programs for rural areas. Its programs are generally available to communities with populations of 10,000 or less. It provides support for rental housing development, direct and guaranteed mortgage loans for homebuyers, and support for self-help and cooperative housing development. These funds may prove helpful in the development of a senior housing facility.

HOME Investment Partnerships Program

\$2.25 billion is included in the final economic stimulus package for 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 build, buy, and/or rehabilitate affordable housing for rent or homeownership or provide 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 homebuyers; 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.

HOME funds are awarded annually as formula grants to participating jurisdictions. HUD establishes HOME Investment Trust Funds for each grantee, providing a line of credit that the jurisdiction may draw upon as needed. The economic stimulus funds will be apportioned among the States based on the percentage of HOME funds distributed in FY 2008. Housing agencies in each State will then distribute funds competitively to owners of projects who receive an award of low-income housing tax credits. Priority will be given to projects that can be completed within three years. Housing agencies shall commit not less than 75% of funds within one year of enactment and shall demonstrate that project owners will have expended 75% of the funds within two years and 100% within three years. Failure to meet these timelines will result in a recapture and redistribution of funds.

Program funds are allocated to States and local housing authorities on the basis of a formula that considers the relative inadequacy of each jurisdiction's housing supply, its incidence of poverty, its fiscal distress, and other factors. Funds are then awarded to home owners on a competitive basis.

Neighborhood Stabilization Program

\$2 billion is included in the final economic stimulus package for HUD's Neighborhood Stabilization Program (NSP), which provides emergency assistance to State and local governments to acquire and redevelop, foreclosed properties that, might otherwise become sources of abandonment and blight within their communities. The NSP provides grants to every State and certain local communities to purchase foreclosed or abandoned homes and to rehabilitate, resell, or redevelop those homes in order to stabilize neighborhoods and stem the decline of house values of neighboring homes.

Typically, NSP funds can be used for activities such as: establishing financing mechanisms for the purchase and redevelopment of foreclosed homes and residential properties; purchasing and rehabilitating homes and residential properties abandoned or foreclosed; establishing land banks for foreclosed homes; demolishing blighted structures; and redeveloping demolished or vacant properties. However, economic stimulus funds can only be used for the redevelopment of demolished and vacant properties for housing purposes.

All economic stimulus funds will be awarded through a competitive grant process and the Secretary of HUD will obligate all funds within one year of enactment. All recipients must expend 50% of the funds in two years and 100% in three years from the date of funding availability. Priority will be given to areas with the greatest number and percentage of foreclosures.

The Secretary of HUD shall publish criteria for the distribution of funds under this program within 75 days of the enactment of the bill. The competitive grant process for the NSP under the economic stimulus package will be open to States, local governments, non-profits, and consortia of non-profits.

Assisted Housing Stability and Energy and Green Retrofit Programs

\$2.25 billion is included in the final economic stimulus package for assisted housing stability and energy and green retrofit investments. Funding will be directed to the preservation, rehabilitation, and retrofit of assisted housing units and will emphasize energy efficiency and green building investments.

Funds will be made available under these programs for an efficiency incentive payable upon satisfactory completion of energy retrofit investments, and for additional incentives if such investments resulted in extraordinary job creation for low-income and very low-income persons.

Economic stimulus funds will be distributed through loans or grants provided through the Office of Affordable Housing Preservation of the Department of Housing and Urban Development. A total of \$2 billion will be allocated to the Project-Based Rental Assistance program for payments to owners for 12-month periods. An additional \$250 million will be allocated through grants or loans for energy retrofit and green investments to assisted housing units. Recipients of grants and loans

for energy and green retrofit projects must spend all funds within two years from the date the funding was received.

Eligible owners must have at least a satisfactory management review rating and be in substantial compliance with applicable performance standards and legal requirements. The Office of Affordable Housing Preservation will be responsible for establishing the guidelines for accessing the grants and loans administered under this program.

Wisconsin Department of Administration – Division of Housing and Intergovernmental Relations (DHIR)

Beyond the funds distributed through HUD, the 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 non-profit agencies.

Wisconsin Housing and Economic Development Authority (WHEDA)

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. Therefore, WHEDA can provide mortgage financing for first-time homebuyers and financing for multi-family housing as well. Specific programs evolve and change with the needs of the housing market.

Coordination with Other Comprehensive Plan Chapters

Housing is the primary developed land use in the Town of Oneida. As such, it directly affects most other chapters of this comprehensive plan. The goals and policies set forth in this chapter will affect these chapters and vice versa. Therefore, it is important that the chapters are consistent and support one another.

Land Use

Land use dictates the amount of land available for housing, as well as its location, type and density. The Future Land Use Map(s) devote acres to residential use over the next 20 years in accordance with desired density restrictions.

Utilities & Community Facilities

Recommended improvements such as roads, parks, trails, and schools all must be coordinated with the housing decisions and vice versa. The best method to coordinate improvements is to follow the land use pattern presented on the Future Land Use Map(s) as closely as possible and plan for future

improvements in a Capital Improvements Plan and Budget as recommended in *Chapter 4: Utilities and Community Facilities*. This approach will greatly enhance the efficiency of capital improvements and services.

Transportation

The location of housing affects commuting patterns and transportation costs. The location of housing influences which roads people drive or whether they need to drive at all. These factors were carefully considered in *Chapter 3: Transportation* to ensure compatibility with projected residential development.

Economic Development

Housing needs must be linked to a community's economic situation. Specifically, it is important to ensure that the local housing supply is affordable to residents. For this reason, an affordability analysis is presented in this chapter (pages 2-4 through 2-6). Furthermore, given that housing is the primary developed land use in the community, quality local housing directly impacts the Town's ability to finance needed improvements to support the local economy through collection of property taxes.

Agricultural, Natural and Cultural Resources

The desire to preserve agricultural and natural areas competes with the desire of others to build additional housing. These competing interests are balanced through the land suitability analysis information presented in *Chapter 5: Agricultural, Natural and Cultural Resources*. This information helps to ensure that housing is located in areas that will have the least impact possible on existing farming areas and important natural resources, while still supporting additional residential development needs.

Housing Policies, Goals, and Objectives

The policies, goals, and objectives related to Housing in the Town of Oneida can be found in *Chapter 10: Implementation*.

3.0 TRANSPORTATION

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Introduction

A diversified, well-balanced transportation system is a major factor affecting growth and quality of life in a community. The transportation system exists to move people, goods, and services both through and within the community. Planning for the various modes of transportation is one of the most important components of the Comprehensive Plan for the Town of Oneida.

The transportation system for the Town consists of arterial roads, county trunks, state highways, and a rail corridor. This chapter examines the transportation network, including a summary of existing transportation plans, studies, and assessments, and provides a list of recommendations to address future transportation needs and desires.

Wisconsin's Smart Growth Law includes 14 goals for local comprehensive planning. The goals listed below specifically relate to planning for transportation:

- Encouragement of neighborhood designs that support a range of transportation choices.
- Encouragement of coordination and cooperation among nearby units of government.
- Providing an integrated, efficient, and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit dependent and disabled citizens.

Transportation Vision

In 2030, the transportation network in the Town of Oneida has expanded to successfully incorporate alternative forms of transportation within the existing system. Bicyclists and pedestrians find safe and easy access to key destination points utilizing dedicated on- and off-street routes throughout the community. A well-maintained system of Town roads, County roads, and State highways continues to provide for the safe and efficient movement of people and goods.

Visions, Objectives, Policies, and Goals

Wisconsin's Comprehensive Planning Law requires that the Transportation Element contain a compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, electric personal assistive mobility devices, walking, railroads, air transportation, trucking and water transportation. The element shall compare the local governmental unit's objectives, policies, goals and programs to state and regional transportation plans. The element shall also identify highways within the local governmental unit by function and incorporate state, regional and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans that apply in the local governmental unit.

Inventory of Existing Transportation Facilities

Transportation facilities in Oneida include a combination of state highways, town and county roads, and surface streets. Residents enjoy easy access to STH 29 in the northeast corner of the community, STH 54 in the northern part of Oneida, and STH 55 in the western portion of the Town. The Green Bay and Western Railroad owns a rail line that runs along STH 54. Other modes of transit, including light rail and air transportation, are not currently available or likely to be developed during the next 20 years. Austin Straubel International Airport is located approximately two miles east of Oneida in the Village of Hobart.

Walking & Bicycling

Areas for safe walking and bicycling within the Town are limited to lightly traveled country roads. However, Town and County roads have limited shoulder areas and posted speed limits of 45 miles per hour or more in most areas. These conditions hinder safe pedestrian travel. Walking to places of work, shopping, or entertainment venues is not realistic for most residents given that nearly all goods and services are located several miles away (although pedestrian and bicycle access to the City of New London warrants consideration). As a result, Town residents without access to vehicles will continue to face transportation challenges.

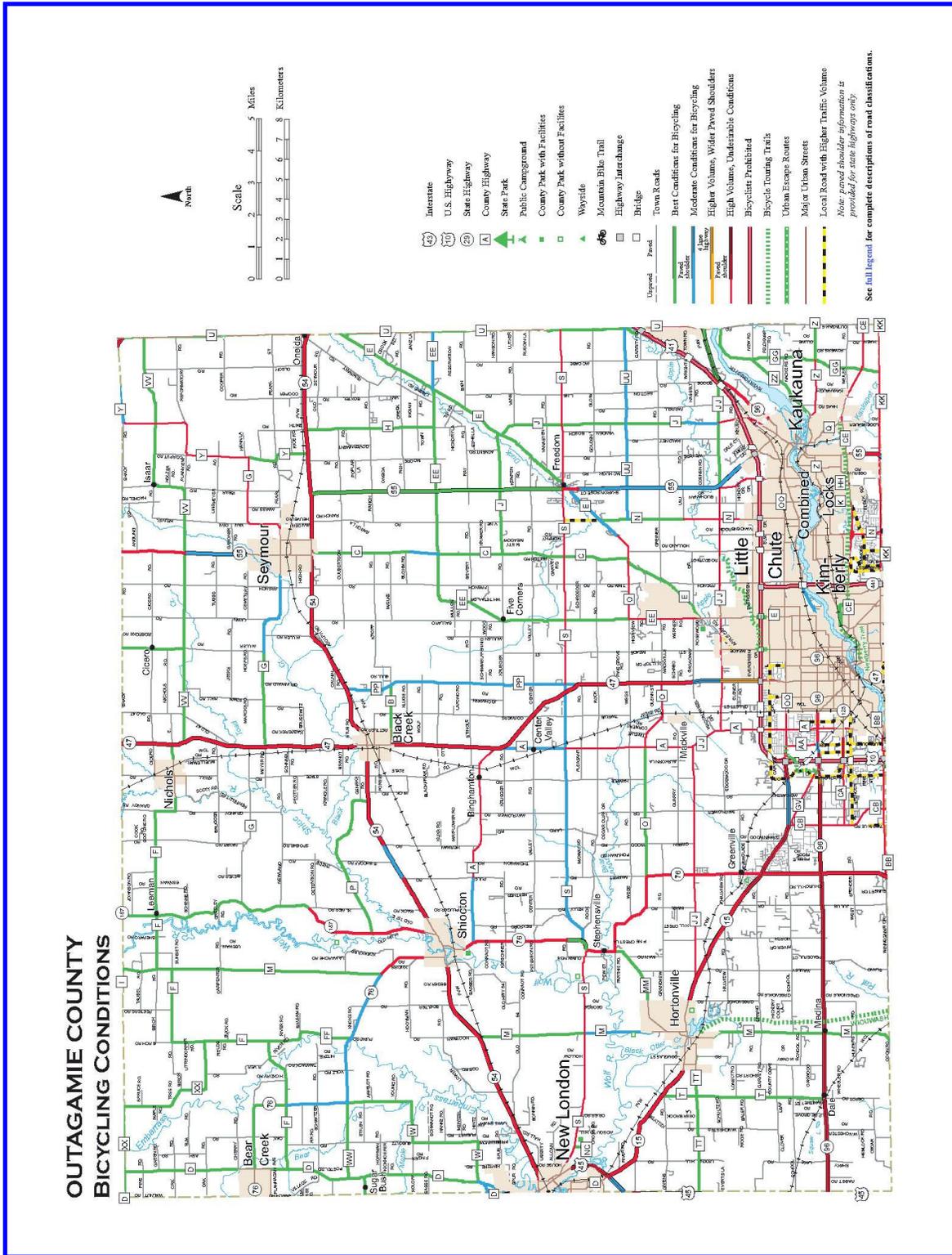
A number of walking trails are located on Oneida Tribal lands with limited access for the non-Indian population.

Bicycle Routes / Corridors

The Wisconsin Department of Transportation (WisDOT) has completed a statewide bicycling conditions assessment to identify key bicycle linkages in each county. The assessment offers recommendations without officially establishing bicycle routes. Potential bicycle routes identified along State highways are planned and maintained by WisDOT. The bicycle conditions assessment is based on:

- Road width (i.e. ability to accommodate a shoulder path)
- Traffic volume
- Truck traffic as a percentage of all traffic (secondary consideration)
- Site distance restrictions (secondary restriction)

WisDOT limited the scope of its assessment to county and state corridors. WisDOT generally considers town roads acceptable for bicycling given their limited traffic flows.





Railroad Corridors

The Green Bay and Western Railroad owns a rail line that runs roughly parallel to STH 54 in the Town of Oneida. The rail line is not currently in operation and has been reclassified as a trail (Duck Creek Trail) under the Rails-to-Trails Program. The nearest active rail lines include:

- A Canadian National Railroad line along the Fox River from the Fox Cities to Green Bay.
- A Canadian National Railroad line west of Oneida from the Fox Cities to the City of Shawano.
- An Escanaba and Superior Railroad line from Green Bay to Channing, Michigan.

The map on page 3-5 shows the active rail lines and “rails to trails” corridors in the state of Wisconsin.

Mass Transit

The Oneida Nation operates the Oneida Public Transit System within and outside reservation boundaries. There are no other public transit systems currently operating in the Town of Oneida. Mass transit via bus, high-speed rail, or other means is not likely to be established throughout Oneida in the next 20 years given limited demand, low population density, and a small overall population base. At this time, Oneida cannot provide the rider-ship needed to support a complete transit system serving all areas of the Town. As the population of the Town ages, however, both the need and market for some form of public transportation will grow.

Water Transportation

None of the various streams and surface waters in Oneida are suitable to significant water transportation. The nearest port facility is located in the City of Green Bay.

Truck Transportation

Truck traffic on local roads is a common concern for residents, with speed, noise, and volume being areas of contention. WisDOT designates state highways and specified county highways and local roads as truck routes. The designation is based upon a variety of factors including service to local business; proximity to schools, churches, and other places where people congregate; and, the ability of a given roadway to withstand the greater weights associated with truck traffic, among others. The Wisconsin Statutes define standards for the length, width, and weight of trucks allowed on certain roadways to prevent road degradation and untimely maintenance.

CLASS B HIGHWAYS

May include county and town roads, or portions thereof, on which no person, without a permit, shall operate any vehicle or combination of vehicle and imposing wheel, axle, group of axels, or gross weight exceeding 60% of the listed capacity weight of the roadway. For additional information, refer to Wisconsin Statutes, Chapter 348.

Oneida has the option of designating roadways as “Class B Highways” (see box at right) through a Town ordinance.

Airports

The nearest airports to the Town of Oneida are Austin Straubel International Airport in Green Bay and Outagamie County Regional Airport in the Town of Greenville. Both airports are classified by the Federal Aviation Administration as *air cargo/air carrier* (AC/C) and provide regular commercial service as well as facilities for corporate jets, small passenger planes, cargo transportation. According to the WisDOT State Airport System 2020 Plan, the Outagamie County Regional and Austin Straubel International Airports will continue to be classified as a Transport/Corporate airport and provide air carrier and air cargo service through 2020 and beyond and remain important facilities within the state’s air passenger and transport system.

Streets and Highways

Streets and highways are classified according to their primary function, either to move vehicles or to serve adjacent land. For example, *arterials* accommodate the movement of vehicles, while *local roads* are designed to provide direct access to individual parcels of land. *Collectors* serve both local and through traffic by providing a connection between arterials and local roads (see box at top right of following page street and highway classifications).

Facilities classified under the Federal Aids Secondary System (county trunks and state highways) qualify for federal aid for capital projects involving construction, reconstruction, or repair. State highway aid is available to communities for construction and maintenance. Federal aid may not exceed 85% of expenditures, based on a 3-year average. The following classifications of highways and roads exist in the Town of Oneida (from data gathered between 2003 and 2007):

Summary of Existing Transportation Plans

This section of the chapter summarizes existing federal, state, and regional transportation plans relevant to the future transportation network for the Town of Oneida.

Federal Transportation Planning

A number of federal and state policies guide the planning, development, maintenance, and operation of the transportation network. Their implementation is

Street & Highway Classifications

Streets and highways are classified according to their primary function, either to move vehicles or to serve adjacent land.

Principal Arterials – serve interstate and interregional trips.

Minor Arterials –accommodate inter-regional and inter-area traffic movements, often in conjunction with principal arterials.

Major Collectors – provide service to moderate sized communities and other intra-area traffic generators. Many county trunk highways fall into this classification.

Minor Collectors – these roads collect traffic from local roads and provide links to all remaining portions of smaller communities and other higher function roads.

Local Roads – provide direct access to residential, commercial and industrial development.

accomplished with the development of regulations, often with tight ties to funding. Federal regulations most closely related to this chapter include:

- Title VI, Civil Rights Act, and specifically the Americans with Disabilities Act of 1990 (ADA) and the Executive Order concerning Environmental Justice;
- Clean Air Act;
- Planning requirements under the Inter-modal Surface Transportation Efficiency Act of 1991 (ISTEA), and the subsequent Transportation Equity Act of 1998 (TEA-21); and,
- Federal historic preservation regulations also affect transportation planning, project development and construction.

The most recent federal transportation planning efforts are included within the Transportation Equity Act for the 21st Century (TEA-21). This act largely reaffirms the tenets of the ISTEA. This legislation sets out all federal transportation funding programs and their planning requirements. For instance, TEA-21 describes the Transportation Enhancement Program, the minimum level at which it will be funded, and the general principles and intentions of the program. It also includes requirements for transportation/land use plans for urbanized areas. Administrative rules are used to implement these and other federal program requirements.

WDNR State Recreational Trail Network Plan¹

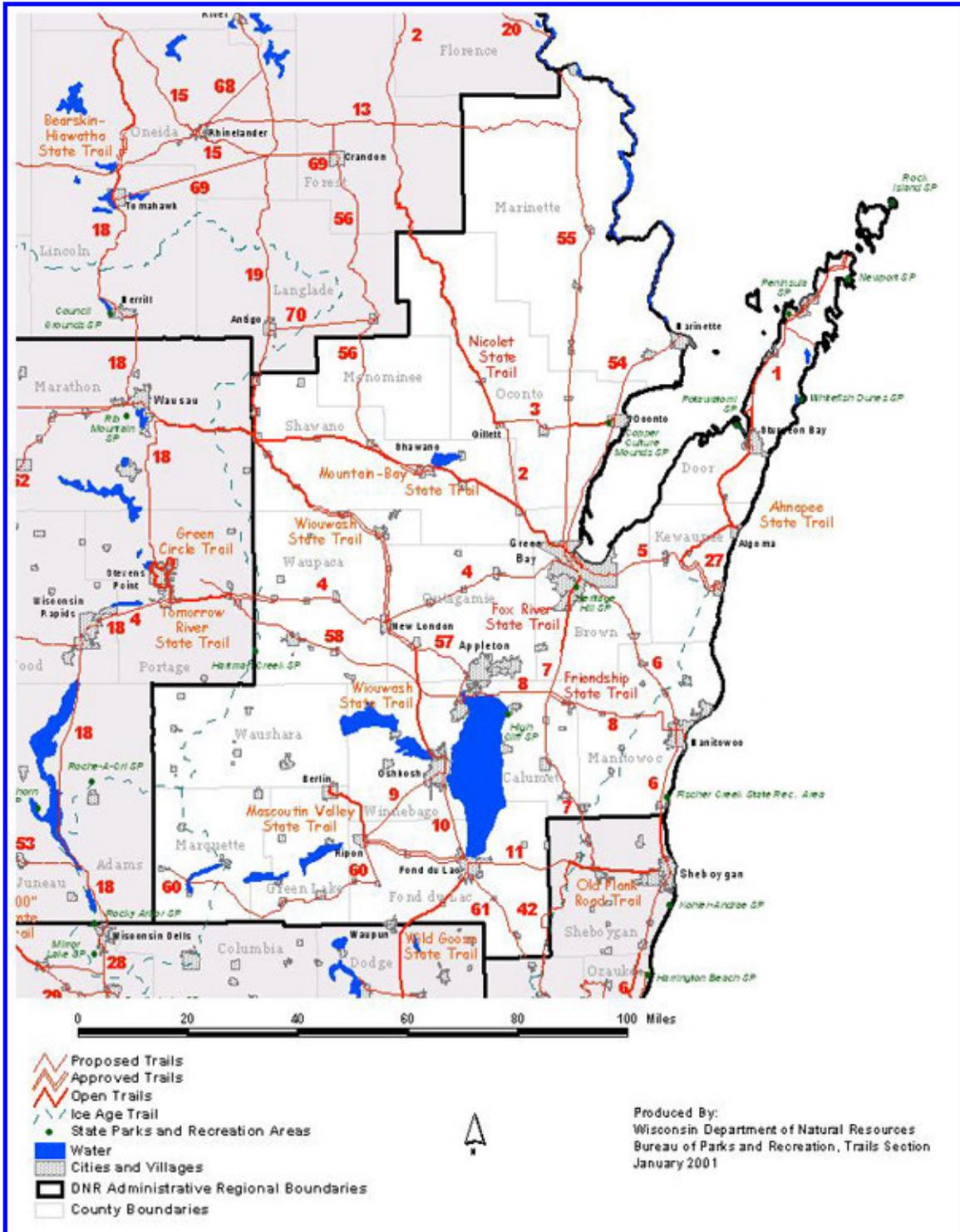
The State Recreational Trail Network Plan (see map on following page) was drafted by WDNR and approved by the Wisconsin Natural Resources Board. The plan provides a long-term, big-picture vision for establishing a comprehensive trail network thru Wisconsin. It identifies existing and proposed trails and connections that would serve as the main corridors for a statewide trail system. The plan doesn't include every trail in Wisconsin, just the major arteries. It focuses mainly on abandoned rail corridors, utility corridors, critical road connections, and natural feature corridors that link places where people live and play, natural resource features, public lands, and other destinations.

The State Recreational Trail Network Plan recognizes that trails developed by local units of governments serve as critical links. Under the plan, WDNR staff will continue to work with local governments and encourage them to connect trails onto this network as they update local plans.

Wisconsin State Bicycle Plan 2020

The Wisconsin Bicycle Transportation Plan 2020 was drafted by WisDOT in December 1998. The vision statement in the plan is: "To establish bicycling as a viable, convenient and safe transportation choice throughout Wisconsin." The document included eight elements: Plan Vision, Goals and Objectives, Current Bicycling Conditions, Benefits and Impacts of Bicycling, Public Involvement, Intercity, Urban/Suburban, Bicycle Safety, and, Implementation. In the implementation section,

¹ Source: *WDNR State Recreational Trail Network Plan* website, 2008.



Source: Wisconsin Department of Natural Resources: State Recreational Trails Network Plan, 2005.

WisDOT identified the roles and responsibilities of various levels of state and local government. Local governments are encouraged to:

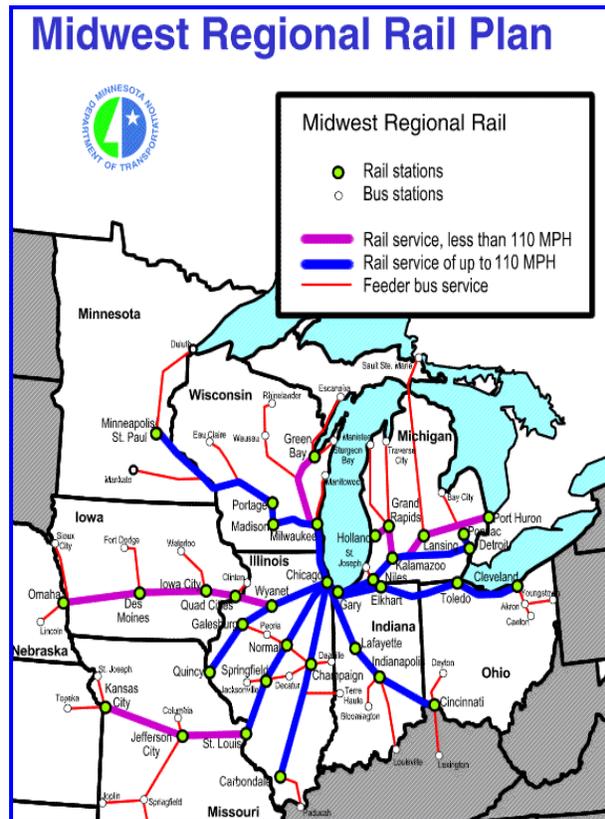
- Develop, revise, and update long-term bicycle plans and maps;
- Consider the needs of bicyclists in all street projects and build bicycle facilities accordingly;
- Promote and offer bicycle safety programs;
- Consider providing locker room facilities for employees;
- Consider bicycle racks on buses;
- Encourage business involvement to increase bicycle commuting and other functional trips; and,
- Help promote bike to work/school day.

There are no proposed trails listed in the WDNR State Recreational Trail Network Plan for the Town of Oneida. However, the Duck Creek Trail runs roughly parallel to STH 54 and connects to the Blackmour State Trail at the Town line. Future trails within the Town will result from coordination with Outagamie County (with respect to planned County Trunk Highway upgrades), East Central Wisconsin Regional Planning Commission (ECWRPC), neighboring local governments, and coordination with private local developers and citizen groups who may consider trails as part of future residential subdivision developments.

Midwest Regional Rail Initiative Plan²

Since 1996, the Midwest Regional Rail Initiative (MWRRI) advanced from a series of service concepts; including increased operating speeds, train frequencies, system connectivity and high service reliability; into a well-defined vision to create a 21st century regional passenger rail system. This vision has been transformed into a transportation plan known at the Midwest Regional Rail System (MWRRS). The primary purpose of the MWRRS is to meet future regional travel needs through significant improvements to the level and quality of regional passenger rail service. The major MWRRS elements will improve Midwest travel. These elements include:

- Use of 3,000 miles of existing rail rights-of-way to connect rural, small urban and major metropolitan areas throughout Minnesota, Iowa, Missouri,



² Source: Midwest Regional Rail System, 2006.

- Illinois, Indiana, Ohio, Michigan and Wisconsin;
- Operation of “hub-and-spoke” passenger rail system through Chicago to locations throughout the Midwest;
- Introduction of modern train equipment operating at speeds up to 110 mph;
- Provision of multi-modal connections to improve system access; and,
- Improvements in reliability and on-time performance.

Wisconsin State Highway Plan 2020³

Wisconsin's State Trunk Highway system, consisting of approximately 11,800 miles of roads, is aging and deteriorating while traffic is increasing. The system consists of 11% of the total roadway miles in Wisconsin, but carries nearly 60% of the total traffic. Recognizing the importance of the system, WisDOT, in partnership with stakeholders, developed the WisDOT State Highway Plan 2020. This strategic plan considers the current condition of the highway system, analyzes future uses, assesses financial constraints, and outlines strategies to address Wisconsin's preservation, traffic movement, and safety needs. The plan is updated every six years to reflect changing transportation technologies, travel demand, and economic conditions in Wisconsin. For more information on the Wisconsin State Highway Plan 2020, visit: <http://www.dot.wisconsin.gov/projects/state/hwy2020.htm>.

East Central Wisconsin Regional Planning Commission

The East Central Wisconsin Regional Planning Commission (ECWRPC) has adopted transportation goals and supporting objectives to evaluate transportation plans developed in the region. As part of the comprehensive planning process, these goals were reviewed to ensure consistency with the Town of Oneida Comprehensive Plan. Many of the ECWRPC goals relate to services and facilities that are not available in the Town of Oneida (i.e. airports, rail, ports, etc.).

The overall goal for the regional transportation program is, “to provide a safe, efficient and environmentally sound transportation system that provides personal mobility for all segments of the population and supports the economy of the region.” This statement is consistent with the vision and goals set forth by Oneida. To support this goal, the ECWRPC has outlined a series of objectives pertaining to: integrated planning, maximum street effectiveness, an efficient street and highway system, safety, minimum environmental disruption, compatibility with land use patterns, conservation of energy, and multi-modal interaction. Each of these objectives is addressed to the fullest extent practical in this chapter.

Outagamie County Planning Department

Outagamie County completed the Transportation Element of its County-wide Comprehensive Plan in September 2007. The Transportation Element introduction states:

A safe, affordable, and cost-efficient transportation system is critical to the overall economic health

³ Source: WisDOT, *Wisconsin State Highway Plan 2020*.

and quality of life of the County. It needs to include a complete network of roads, trails, rail, air, and water modes that will allow for easy accessibility to all citizens of the County. That network needs to provide connectivity between residences, places of employment, schools, recreational areas, and all other points within the County and beyond. A healthy transportation system is one of the keys to the continued vitality and growth of the County and it needs to work in concert with all elements of this plan.

The element includes a list of twenty-four goals relating to sprawl development, transportation funding, regional connectivity, the environment, and alternative modes of transportation and mobility.

Outagamie County Highway Department⁴

The purpose of the Outagamie County Highway Department is threefold. First, the Department constructs and maintains the county trunk highway system for the safe, convenient, and efficient movement of vehicles within Outagamie County. Second, the Department provides good quality, cost-effective roadway maintenance and construction services to the State of Wisconsin and local municipalities for state highways and local road systems. Finally, the Department plans, programs, and implements necessary county trunk highway improvements to efficiently accommodate increased traffic demands generated from area growth, and to enhance economic development and new job growth in Outagamie County.

PASER Rating System Report

All town roads in Oneida are evaluated in accordance with WisDOT requirements using the *Pavement Surface Evaluation and Rating* (PASER) system. PASER is a visual inspection system to develop a condition rating for community roads. PASER is an important tool for smaller government unit planning because it gives a picture of road conditions on all roads and can identify candidates for maintenance and rehabilitation. Surface defects, cracking and potholes are all examined during a typical PASER evaluation. Paved roads are rated 1 – 10 based on their condition.

<u>Paved Roads Rating</u>	<u>Needs</u>
Rating 9 & 10	no maintenance required
Rating 7 & 8	routine maintenance, crack sealing and minor patching
Rating 5 & 6	preservative treatments (seal coating)
Rating 3 & 4	structural improvement and leveling (overlay or recycling)
Rating 1 & 2	reconstruction

⁴ Text excerpted from *Outagamie County Highway Department* website, <http://www.co.outagamie.wi.us/Highway/main.htm>, 2009.

Roads are rated in segments. As a result, one portion of a particular road may rank as 9, whereas a different segment may only rank a 6. These fluctuations can greatly impact the overall need for road surface improvements. According to the PASER manual, it is recommended that communities strive to attain a rating of 7 for all paved roads. PASERWARE is a software program designed to help communities consider different scenarios for optimizing road maintenance and improvements expenses. Using PASERWARE, a community can determine what sequence of improvements is recommended to meet a certain goal (i.e. get all roads to a 7 rating). PASERWARE also will provide cost estimates for maintenance and construction projects. Technical and financial assistance with this program is available through Outagamie County, ECWRPC, and WisDOT. Table 18 (at right) shows the total number of miles of roadway in the Town of Oneida by PASER rating, as well as the percentage of all roads within each category.

PASER Rating	Total Miles	Percent of all Roads
1	--	--
2	.81	1.01%
3	3.40	4.26%
4	11.71	14.67%
5	13.18	16.51%
6	14.44	18.09%
7	17.09	21.41%
8	4.64	5.81%
9	2.00	2.51%
10	12.56	15.73%
Total	79.83	100%

Source: Town of Oneida, 2007-2008 PASER Ratings Report.

Comparison to State and Regional Plans

Jurisdiction over transportation facilities and services is divided among several layers of government. Planning for the transportation network in the Town of Oneida requires coordination among these jurisdictions. During the development of this plan, the Town researched regional and state transportation plans, policies, and programs (several of which are highlighted in this section). Available information indicates that there will be little significant state investment in the transportation network in the community.

The transportation goals, policies, objectives, and programs in this plan seek to complement regional transportation goals, objectives, policies, and programs by providing local transportation facilities and services that connect to county, regional, and state facilities.

Transportation Issues and Opportunities

This section of the chapter focuses on the transportation issues and concerns in the community.

Pedestrian and Bicycle Trails

Funding opportunities exist through the WDNR and WisDOT to help finance trail and bicycle route projects. To help support trail development efforts, the Town of Oneida should consider including trail routes on any future Official Map (see box at top right of following page) adopted by the Town. The WisDOT *Safe Routes to School Program* (SRTSP) provides funding for the development of pedestrian and bicycle facilities. For additional information on the SRTSP, please visit: www.dot.wisconsin.gov/localgov/aid/saferoutes.htm.

It is important to note that not all residents will favor trails and bicycle routes. Two common issues expressed by those opposed to trails are the potential for decreases in property values and impacts on private property (i.e. vandalism and crime). Studies have shown that trails actually increase property values for homes located along established trail routes and increase exposure (and profits) for local businesses that have trail access. Elevated vandalism and crime rates have not been seen along trail routes⁵.

Farm Equipment



Farming has been and continues to be a significant component of Oneida's economy and landscape. Town residents take pride in their agricultural heritage and believe farming should be an important part of the Town's future. Modern agricultural operations often require farmers to move agricultural equipment on local roads. These large, slow moving vehicles can present a potential hazard for other motorists. To improve safety, the Town may want to consider installation of warning signage and, in some areas, wider shoulders on the roads most frequently utilized by farm equipment.

What is an Official Map?

An official map is one of the oldest plan implementation devices at the disposal of a local community. It is used to manage the problem of reserving land for future public use. Section 62.23(6) of the Wisconsin Statutes provides that the governing body of any local municipality may establish an official map for the precise identification of right-of-way lines and site boundaries of streets, highways, waterways, and parkways, and the location and extent of railway right-of-ways, public transit facilities, and parks and playgrounds. Such a map has the force of law and is deemed to be final and conclusive.

Dependency on Automobiles

The majority of residents in Oneida commute to jobs in nearby employment centers. Fuel costs have been steadily rising for the past decade and will continue to do so in the long-term. This trend may increase the desire for and value of a public-transit system for the region. Existing development patterns result in longer commutes from home to work. While traffic congestion is not yet a major issue in Oneida, anticipated population increases during the next twenty years will create additional strains on the road network. For other segments of the population, particularly children and seniors who are unable to drive, safe and convenient mobility makes them reliant upon the availability of friends or family to get to school, parks, shopping, and other destinations. Although these issues exist in most communities, they are more prevalent in rural areas.

Park & Ride Facilities

Park & Ride lots provide communities with an inexpensive means of advocating carpooling and decreasing commuter traffic levels. Located along major ingress and egress routes, these rideshare facilities offer convenient meeting places for residents to carpool to area employment centers. There are currently no park & ride lots in Oneida. While carpooling does not decrease dependency on the

⁵ Source: Fox River Trail Study, Brown County Planning Commission December 2001.

automobile, it does offer a means of reducing economic and environmental costs associated with heavier traffic volumes.

Transportation Budgeting – Capital Improvements Plan

Road maintenance and improvement costs are a major expense and can consume a large share of the local budget. The development of a *Capital Improvements Plan* (CIP) and budget can aid in anticipating and funding future transportation needs. A CIP is a five to six year short-range plan with updates occurring annually. A transportation-oriented CIP will help identify and prioritize future expenditures, including:

- Park acquisition and improvements;
- Public buildings improvements and maintenance;
- Emergency vehicle purchase and replacement;
- Trail development; and,
- Street improvements (e.g. widening, crosswalks, signalization, corridor studies, etc.), among others.

Capital items are generally defined as those items that are expensive (\$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 general steps involved in developing and maintaining a CIP include:

- Identifying desired capital items. Items should be categorized by type (i.e. road, fire, water, sewer, etc.). This process should involve staff, residents, plan commission, and elected officials.
- Estimating the cost and means of financing each capital expenditure.
- Comparing the desired expenditures to the budget to determine annual spending priorities.

The CIP process helps to ensure that improvements are made in a logical order and do not surprise local officials or taxpayers. Moreover, a CIP allows the community to focus on needs and goals and establish rational priorities.

Utility districts are another tool used to provide a variety of public services and improvements including roads, sewers, stormwater, electricity and water. Utility districts establish a "district fund" to finance improvements. These funds are obtained through taxation of property within the district. Service costs are covered through direct billings.

Transportation Programs⁶

General Transportation Aid

General Transportation Aid (GTA) is the second largest program in WisDOT's budget. The program returns approximately 30% of all state-collected transportation revenues (i.e. fuel taxes and vehicle registration fees). This aid helps to offset the cost of county and municipal road construction, maintenance and other transportation-related costs. Under the GTA program, State aid is paid to each county and municipality that pays a portion of local government costs for such activities as road and street reconstruction, filling potholes, snow removal, grading shoulders, marking pavement, and repair of curb and gutters.

Local Transportation Enhancement Program

The Local Transportation Enhancement Program provides funding to local governments and state agencies for projects that will improve or enhance a current or pending transportation project. Under the program, federal funds may account for up to 80% of the project. WisDOT administers the money based on 12 eligible project categories:

- Providing facilities for bicycles and pedestrians.
- Offering safety and educational activities for pedestrians and bicyclists.
- Acquiring scenic easements and scenic or historic sites.
- Sponsoring scenic or historic highway programs including the provision of tourist and welcome centers.
- Landscaping and other scenic beautification.
- Preserving historic sites.
- Rehabilitating and operating historic transportation buildings and structures.
- Preserving abandoned railway corridors.
- Controlling and removing outdoor advertising.
- Conducting archaeological planning and research.
- Mitigating water pollution due to highway runoff or reducing vehicle caused wildlife mortality.
- Establishing transportation museums.

Local Roads Improvement Program

Established in 1991, this biennial WisDOT reimbursement program provides up to 50% funding to local units of government for the costs associated with improving seriously deteriorating county highways, town roads, and municipal streets in cities and villages under the authority of the local government. Projects are required to have a minimum design life of 10 years. Applications are

⁶ Sources for Transportation Programs: WisDOT; Bay Lake Regional Planning Commission: *Bay Lake Regional Planning Commission 2030 Regional Comprehensive Plan*.

submitted through the county highway commissioners by November 15 of the odd numbered years, and all funds are distributed in the first year.

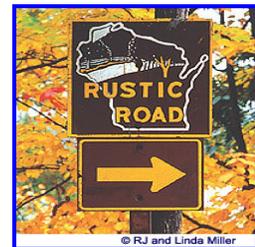
There are three entitlement components for funding road improvements. They are:

- County Highway Improvement component (CHIP);
- Town Road Improvement component (TRIP); and,
- Cities and villages under Municipal Street Improvement component (MSIP).

In addition to those, there are three discretionary programs that allow towns, villages, cities and counties to apply for additional funds for high-cost projects. The Town Road Discretionary component program allows applications from towns when the project costs more than \$100,000; villages, cities and counties are allowed to apply when the amount is over \$250,000 under their respective programs.

Rustic Roads⁷

The Wisconsin Legislature established the Rustic Roads program in 1973 to help citizens and local units of government preserve what remains of Wisconsin's scenic, lightly traveled country roads. Unique brown and yellow signs mark the routes of all officially designated Rustic Roads. These routes provide bikers, hikers, and motorists an opportunity to leisurely travel through some of Wisconsin's scenic countryside.



The nearest Rustic Road to Oneida is Rustic Road #53 in the Town of Kaukauna. Rustic Road #53 is a 4.1-mile long paved road which includes portions of Garrity Road, McCabe Road, Greiner Road and Bodde Road between WIS 41 and County Highway JJ. It is located in one of the richest agricultural areas in the Fox Valley. Visitors will find a double arch bridge, an old school house which served as the town hall (adjacent to the new Town Hall), a century farm, an old stone silo, Apple Creek, and a resource conservation area abundant with wildlife. Construction of this road dates back to 1857.



Rustic Road 53, Town of Kaukauna.

Although there are no designated Rustic Roads in Oneida at this time, the Town may submit an application to WisDOT to have one or more of its roads accorded such designation. To qualify for the Rustic Road program, a road:

- Should have outstanding natural features along its borders such as rugged terrain, native vegetation, native wildlife, or include open areas with agricultural vistas which singly or in combination uniquely set this road apart from other roads;

⁷ Text excerpted from WisDOT Rustic Roads website, 2007.

- Should be a lightly traveled local access road, one which serves the adjacent property owners and those wishing to travel by auto, bicycle, or hiking for purposes of recreational enjoyment of its rustic features;
- Should be one not scheduled nor anticipated for major improvements which would change its rustic characteristics; and,
- Should have, preferably, a minimum length of 2 miles and, where feasible, should provide a completed closure or loop, or connect to major highways at both ends of the route.

To begin the process for Rustic Road designation, the Town would identify a road (or roads) it would like to see included as part of the Rustic Roads system. The next step would be to initiate and circulate petitions among residents and property owners along the candidate road(s). WisDOT encourages local governments to work with civic, recreational, and environmental groups to publicize and encourage the success of the Rustic Roads program. An application for Rustic Road designation can be found by visiting the WisDOT website at www.dot.wisconsin.gov/travel/scenic/rusticroads.

Transportation Policies, Goals, and Objectives

The policies, goals, and objectives related to Transportation in the Town of Oneida can be found in *Chapter 10: Implementation*.

4.0 UTILITIES & COMMUNITY FACILITIES

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Introduction

Utilities and community facilities are important factors in determining development potential and quality of life. The information contained in this chapter, coupled with demographic trends and projections, provides a realistic picture of service supply and demand. The information regarding community facilities and utilities provided here was carefully considered in the development of *Chapter 8: Future Land Use* and the *Future Land Use Map*.

Wisconsin's Comprehensive Planning Law includes 14 goals for local comprehensive planning. Those listed below specifically relate to planning for utilities and community facilities in Oneida:

- Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Providing adequate infrastructure and public service and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.

Utilities & Community Facilities Vision

In 2030, the Town of Oneida coordinates with neighboring local governments and the County to ensure that Town residents have easy access to efficient services and quality facilities. The Town's property taxes have been maintained at a stable level by controlling debt, maintaining Town equipment, and carefully planning expenditures. The Town has been able to reduce costs and improve efficiencies in services by entering into shared service agreements with neighboring communities.

Visions, Objectives, Policies, and Goals

Wisconsin's Comprehensive Planning Law requires that the Utilities & Community Facilities Element contain a compilation of objectives, policies, goals, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities, such as police, fire and rescue facilities, libraries, schools and other governmental facilities. The element shall describe the location, use and capacity of existing public utilities and community facilities that serve the local governmental unit, shall include an approximate timetable that forecasts the need in the local governmental unit to expand or rehabilitate existing utilities and facilities or to create new utilities and facilities and shall assess future needs for government services in the local governmental unit that are related to such utilities and facilities.

Utilities Inventory¹

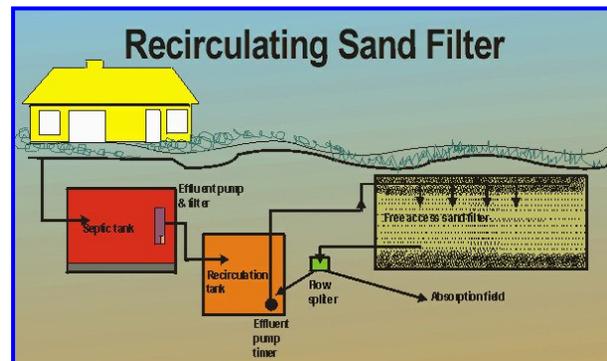
This section documents those utilities provided by the Town, Outagamie County, neighboring communities, private providers, and the Oneida Nation

Wastewater Collection & Treatment

The majority of residential and commercial development in the Town of Oneida is accommodated with private on-site wastewater treatment systems (POWTS). These systems must comply with the state plumbing code (COMM 83), to ensure that on-site systems do not threaten groundwater resources and to keep each permitted system functioning properly over the course of its lifetime. Waste from existing POWTS (primarily septic systems) is trucked to area treatment plants.

The cost of developing a Town-wide municipal wastewater treatment system is not practical given the scattered development located within Oneida. However, clustered, alternative sanitary facilities can provide an environmentally-friendly wastewater treatment system at a fraction of the cost of on-site systems. Options for clustered sanitary systems for future development include re-circulating sand filters, constructed wetlands, and The Living Machine System, among others.

- Re-circulating Sand/Gravel Filters. Re-circulating sand/gravel filters (RS/GF) offer an economically viable, environmentally benign alternative to conventional drain field-based treatment systems. The basic components of a RS/GF 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, and at a fraction of the price. RS/GFs have been in use for more than a century and are a permitted alternative to septic tanks and mound systems.



Source: ToolBase Services, 2005.

- Constructed Wetlands. Constructed wetlands have been used as effective wastewater treatment systems for more than thirty years. They have become the dominant treatment system for communities in the Minneapolis metropolitan region not served by municipal wastewater treatment. Although there are a variety of wetland-based systems used to treat effluent, the most common is a sub-surface flow wetland. Sub-surface flow wetlands utilize

¹ Much of the information related to existing facilities and services appearing in this section of the chapter were provided by the Town of Oneida Clerk.

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 at the small scale when treating effluent from eight or more homes.



Source: North American Wetlands Engineering, 2004.

- **Living Machines®.** Living Machines are a patented wastewater treatment system that is growing in popularity around the world. They entail a linked-system of tanks teeming with live plants, trees, grasses, algae, fish, shrimp, snails and a diversity of microorganisms and bacteria. Each tank is a mini-ecosystem designed to eat or break down waste. The process takes about four days to turn wastewater crystal clear. It is chemical-free, odor-free, and, compared to conventional wastewater treatment, costs less financially and ecologically². Living Machines are permitted systems and are currently in use at the Conserve School in Land O' Lakes, at Cedar Grove Cheese Factory in Cedar Grove, and at Edgewood College in Madison.



Source: Living Machines, Inc., 2001.

The Town supports the continued use of POWTS, as approved by the Town and County. Based on soil conditions, current and anticipated development densities, state laws governing POWTS and anticipated future technologies in private waste disposal, a municipal sanitary system is not needed for the Town.

In addition to POWTS in the Town of Oneida, the Oneida Nation owns and operates three sewer service systems within the Oneida Nation Sewer Service Area (ONSSA). The ONSSA extends to the boundaries of the Oneida Reservation including all of the Town of Oneida as well as the Village of Hobart and portions of the City of Green Bay and Village of Ashwaubenon. The ONSSA serves 433 residential, 26 commercial facilities and 29 tribal entities connected to the three systems. The

² SOURCE: *The Living Machine*, Jeff Wolovitz, Penn State Department of Research and Policy, 2000.

major facility, the Waste Water Treatment Facility became operational in December of 2006. Two smaller circulating sand filter systems are located at Sand Hill Circle and Ridgeland.

Stormwater Management³

The Town of Oneida realizes the need to control storm water drainage to preserve water quality in its streams and creeks. Open grass lined natural drainage ways slow the flow of stormwater, reduce erosion, filter pollutants, and allow infiltration of groundwater. These grass lined drainage ways are a good way of controlling stormwater in rural areas with small amounts of impervious surface. Given the rural character of Oneida, existing practices will meet most future rural residential development need in this part of Town. However, additional development may require the use of more effective means of stormwater treatment. Oneida will protect surface waters by utilizing:

- Watershed Planning. All watershed planning activities in the Town of Oneida will be coordinated with the Outagamie County Land Conservation Department to identify, protect, and enhance critical habitat and aquatic corridors in the community.
- Land Conservation Techniques. Land conservation techniques include: conservation subdivisions, setbacks, buffers, land acquisition, and adherence to the development patterns outlined on the Future Land Use Map.
- Riparian Buffers. Riparian buffers are natural areas extending inland from the streambank and are comprised of a blend of trees, grasses, and other plants. Riparian buffers have proven to be the most effective means of reducing runoff to surface waters.
- Site Design Techniques. Effective site design techniques encourage the use of natural landscaping, limit impervious surface, enforce setbacks and buffers, and protect natural resources.
- Stormwater Best Management Practices (BMP). Stormwater best management practices seek to reduce stormwater pollutant loads, maintain groundwater recharge and quality, protect stream channels and safely maintain the 100-year floodplain. Successful BMPs include ponds, wetlands, infiltration areas and filtering systems, and grassed swales, among others.
- Erosion and Sediment Control. The State of Wisconsin establishes construction site erosion control requirements for development and redevelopment projects in the county. Effective erosion and sediment control measures reduce the amount of time that soil is exposed to the elements.

Given the rate and density of projected future development, existing practices are expected to meet future development needs. However, the Town of Oneida may adopt and enforce its own stormwater management and construction site erosion control ordinance should it choose to do so.

³ For additional information on stormwater management, including descriptions of local watersheds, please refer to *Chapter 5: Agricultural, Natural and Cultural Resources*.

Water Supply

All non-Indian owned home and businesses in the Town of Oneida are served by private wells. The cost of well installation can range between \$7,000 and \$17,000 depending on soil conditions, depth-to-groundwater, and casing requirements. Shared and clustered wells, serving a small number of homes, may provide a viable alternative to individual private wells; however, they require effective agreements to address issues related to metering and well placement. In addition, they may lead to disagreements over water usage by the homeowners served by the shared water system. A more effective alternative for new subdivisions may be requiring a community water system. Community wells would serve the entire subdivision and offer the safest and most cost-effective alternative for larger residential development projects (typically 20 or more homes). Additional information about groundwater is provided in *Chapter 5: Agricultural, Natural and Cultural Resources*.

The Oneida Nation owns and operates four community wells serving 530 residences, 27 commercial facilities and 35 tribal facilities. All other Tribal residents utilize private wells for their domestic water supply. The Site One Well services Central Oneida including Site One, Norbert Hill Center, and Site Two via a booster; Ridgeland Well, located at CTH E and EE (Anna John Nursing Home), services the Ridgeland area; the Sand Hill Circle Well services the residences within Sand Hill Circle; and the Hillside Well provides water to the residences in Hillside.

Electricity and Natural Gas Transmission

Kaukauna Utilities, WE Energies, and Wisconsin Public Service (WPS) are the primary electricity and natural gas providers in the Town of Oneida.



Kaukauna Utilities has been providing power to the area since 1912. Kaukauna Utilities is dedicated to meeting our customers' needs while helping to make the community a better place to live and work. Kaukauna Utilities is one of this country's 2,200 public power systems — a utility owned by the people and the community it serves. Public power systems like Kaukauna Utilities are non-profit and have one main purpose — to provide customers with the best services at the lowest possible cost.⁴

WE Energies is the trade name of Wisconsin Electric Power Co. and Wisconsin Gas LLC, the principal utility subsidiaries of Wisconsin Energy Corporation (WEC). WEC has headquarters located in Milwaukee. WE Energies serves more than 1.1 million electric customers in Wisconsin and Michigan's Upper Peninsula and more than one million natural gas customers in Wisconsin.



Headquartered in Green Bay, WPS provides service to 442,419 electric and 289,133 natural gas customers in 24 Counties throughout northeastern and central Wisconsin and



⁴ Text excerpted from Kaukauna Utilities website, October 2008.

Menominee, Michigan. Approximately 65% of the electricity used annually by Public Service customers comes from coal-fired power plants, 15% from the Kewaunee Nuclear Power Plant, and 4% from combustion turbines, hydroelectric, and renewable resources. The remaining 16% comes from power purchased from neighboring utilities in Wisconsin and other nearby States.

Alternative Energy Sources

At this time there are no alternative energy source providers located in Oneida.

Local Park and Recreation Facilities

The Town of Oneida owns a total of 48 acres of parkland including a 25-acre park located at N6611 CTH H. Amenities at the park include two portable toilets, children's play apparatus, a baseball diamond, a soccer field, a pavilion, barbeque grills, and picnic tables. Opportunities for future park development, including potential funding for land acquisition, are provided later in this chapter.

Communication Facilities

Access to communication facilities is very important in the modern economy. Several communication companies provide service to Oneida.

- Cellular Telephone Service. US Cellular, Sprint, Einstein, Cellcom, ATT, and Verizon are the primary cell providers in the Town.
- Internet. Internet services in Oneida are provided by Time Warner Cable and NSight.
- Newspapers. The Green Bay Press Gazette, Appleton Post Crescent, and Buyers Guide are the most widely circulated read newspapers in the community.
- Television and Radio. There are no television or radio stations located in Oneida but signals are available television stations located in Green Bay and radio stations located throughout northeast Wisconsin. Various cable and satellite providers offer television access in the community.
- Postal Service. The Town is served by a number of post offices located in Oneida, Seymour, West De Pere, Kaukauna, and Green Bay.

Cemeteries

A number of cemeteries are located in the community including: Union Cemetery Assn. Church of Christ on CTH EE; United Methodists on CTH E, Immaculate Conception on CTH E, Saint Joseph on Seminary Road; and, Assembly of God on Olson Road. Current facilities and capacities are sufficient to meet anticipated future needs.

Health Care Facilities

The Anna John Nursing Home is located in the Town of Oneida and is owned by the Oneida Nation. The facility serves primarily Tribal members. A number of facilities are located in the nearby Cities of Green Bay, Appleton, and Kaukauna, among others.

Childcare Facilities

There are no licensed daycare providers located in the Town. In general, people seek childcare providers located near their homes or near their places of employment. Town residents also have informal networks of child care (i.e. family or friends), and some residents may provide licensed childcare from their homes.

Library

The Green Earth Branch Library is located just off CTH H in the Town. A number of other libraries are located within surrounding communities.

Senior Services

The Oneida Nation provides services to Tribal elders including: congregate and home-delivered meals; volunteer training; employment training; transportation; and a number of others. Non-Tribal seniors may also find assistance in Green Bay, Appleton, Oneida Nation, and other surrounding communities.

School Districts

Non-Indian residents in the Town of Oneida are served by four school districts: Freedom Area School District, Pulaski Community School District, Seymour Community School District, and West De Pere School District. Oneida Tribal members may attend the Oneida Nation School System.

There are no public school facilities currently located in the Town of Oneida, and no plans for school construction in the Town in the foreseeable future. A brief profile of each school district appears below and on the following pages.

- Freedom Area School District.⁵ The Freedom Area School District, located between Appleton and Green Bay in east-central Outagamie County, serves 1620 students from Pre-Kindergarten through grade twelve. Included within the District's seventy-six square miles are beautiful rolling hills, wooded parcels, meandering streams and level farm lands, all within minutes of the Fox Valley. Freedom Area School District offers families the beauty and peace of a rural setting, proximity to larger cities for work, recreation and shopping, and a commitment to quality education. FASD was the 132nd largest District of 445 in Wisconsin in 2008.

Freedom High School is located between Green Bay and Appleton 8 miles off of Highway 41. It has a student population of 517 students. Students have many opportunities at Freedom to pursue extracurricular activities and to prepare themselves for college life or the job market. Freedom Middle School provides education to students in grades 6 through 8 and is located at N4021 County Road E. Freedom Elementary School is located at N3569 County Road E and provides education to students in grade Pre-K through 5.

- Pulaski Community School District.⁶ The Pulaski Community School District encompasses approximately 176 square miles. The boundaries of the school district, as it exists today, were established when the Wisconsin State Legislature passed legislation that required all areas of the state to be a part of a high school district by July 1, 1962.

We believe that a community's and a nation's greatest resource is its people, especially the students of our schools. At Pulaski Community School District, the student is the nucleus of the school system and our education decisions are guided by what we consider to be best for every student. We maintain that the student should be given reasonable opportunity to realize his/her best self.

The eight schools within the Pulaski Community school District include: Fairview Elementary, Glenbrook Elementary, Hillcrest Elementary, Lannoye Elementary, Sunnyside Elementary, Pulaski Community Middle School, Pulaski High School, and the Northeast Wisconsin Online Charter School.

- Seymour Community School District.⁷ The Seymour Community School District was established in 1963 as a result of the consolidation of numerous rural schools. The district encompasses 175 square miles of land adjacent to the Fox River Valley Cities of Green Bay and Appleton. The boundary of the school district covers all or part of twelve municipalities in Northern Outagamie and Southern Shawano counties. The total population of these twelve governmental units being served by the district is approximately 17,000. The district's

⁵ Much of the text provided in this section was excerpted from the Freedom Area School District website, <http://www.freedomschools.k12.wi.us/>, 2009.

⁶ Much of the text provided in this section was excerpted from the Pulaski community School District website, <http://connect.pulaski.k12.wi.us/index.cfm>, 2009.

⁷ Much of the text provided in this section was excerpted from the Seymour Community School District website, <http://www.seymour.k12.wi.us/>, 2009.

kindergarten through twelfth grade student population is approximately 2,400.

There are currently five schools that make up the Seymour School District, the newly constructed Rock Ledge Primary Center, Rock Ledge Intermediate Center, Seymour Middle School, Seymour High School and the Black Creek Elementary/Middle School. Our facilities also include a 27,000 square foot Athletic Center that seats over 1,800. The district has an Aquatic Center with an eight-lane competition pool, a zero depth activity pool and a diving well. Our 4,500 square foot Fitness Center features free weights, selectorized machines and cardiovascular equipment.

- West De Pere School District⁸. The mission of the School District of West De Pere is to create a comprehensive educational and social environment for students and staff which will produce life-long learners with the capacity to succeed in the global community. West De Pere School District Facilities include: Hemlock Creek and Westwood Elementary Schools, West De Pere Middle School, and West De Pere High School.
- Oneida Nation School System. The Oneida Nation School System offers a full curriculum that combines regular school programs with traditional Oneida culture. Students participate in the "three Rs" along with classes on Oneida language, music, and other traditional elements. The system offers classes from preschool through high school to enrolled Oneida members as well as non-Oneida Tribal members.

Town Facilities and Equipment

The Oneida Town Hall is located at N6593 CTH H. The Town of Oneida Fire Station is located at N6611 CTH H. The Town of Oneida Garage is located at N6631 CTH H. The Town of Oneida Park Pavilion is located on CTH H.

Equipment owned by the Town includes:

- 1 pay loader
- 1-ton dump truck
- 2 trucks with snowplows and salters
- 1 lawn mower
- 1 tractor with loader and mower
- 1 tractor with mower

⁸ Much of the text provided in this section was excerpted from the West De Pere School District website, <http://www.wdpsd.com/>, 2009.

Utilities & community facilities map will be inserted here.

Community Services Inventory

Solid Waste Disposal and Recycling

Solid waste collection and disposal in the Town of Oneida is accomplished through contracts between individual landowners and private waste collection firms, including Deyo and Onyx. Outagamie County handles recycling collections in the community

Police Protection

Police protection in the Town of Oneida is provided by the Outagamie County Sheriff Department and the Oneida Nation Police Department.

The Outagamie County Sheriff Department (OCSD) is located in the Outagamie County Justice center at 320 S. Walnut Street in the City of Appleton and operates a satellite office in Black Creek. Staffing at OCSD consists of the Sheriff, Undersheriff, Corrections Division Captain, Patrol Division Captain, and four Lieutenants. The Sheriff and his staff are responsible for the direction and management of the 213 full-time and 15 part-time department employees providing law enforcement services to Outagamie County.

The Outagamie County Sheriff's Department provides services to approximately 167,000 residents of Outagamie County. The Law Enforcement Division has 62 full-time employees. Personnel are assigned to units that include:

Uniformed Patrol

- Criminal Justice Unit
- Water Safety (Boat) Patrol
- K-9 Unit
- Rescue Recovery Dive Team
- Snowmobile Patrol
- Emergency Response Team (ERT)
- Airport Security

Investigations

- Law Enforcement Specialists
- Narcotics Investigations
- Police School Liaisons
- Crime Prevention and Evidence Officer
- Domestic Abuse Investigator
- Bomb Squad

The Outagamie County Public Safety Communications Center is the initial point of contact for citizens in need of assistance. The Communications Division has 26 full-time, two part-time telecommunicators, six sergeants and one staff sergeant. Telecommunicators handle all 9-1-1 incoming calls to the Sheriff's Department of requests for police, fire and/or emergency medical services. The center provides dispatch for:

- 12 law enforcement agencies
- 5 ambulance services
- 24 fire departments
- 12 first responder groups

The Oneida nation Police Department (ONPD) is established under the Oneida Police Commission and provides public safety services throughout the Oneida Reservation, including all of the Town of Oneida. ONPD has 19 sworn officers and 7 non-sworn employees. Sworn officers include a Chief, one Lieutenant, 5 Sergeants (shift supervisors) and 12 Officers. Each sworn officer has an assigned squad car. Within the 12 sworn officers, there is one Community Resource Officer, one DARE Officer located at the Elementary School and one Police School Liaison Officer, located at the high school. There are also 2 K-9 Units and a Detective Sergeant (Investigator). The 7 “non-sworn” employees consist of 5 dispatchers, one office manager and one administrative assistant.

The Oneida Police Department is a member of the Native American Drug and Gang Initiative with all other Tribal Law Enforcement Organizations within the State of Wisconsin.

Fire Protection

Fire protection in the Town of Oneida is provided by the Oneida Volunteer Fire Department (OVFD). The OVFD consists of 43 volunteer fire fighters with mutual aid agreements with all surrounding communities. OVFD equipment includes:

- Two pumpers
- 3 water tankers
- 1 equipment van
- 1 4x4 truck
- And 1 six-wheeler

Emergency Medical Services

Emergency medical services are provided by the Oneida First responders, consisting of:

- 1 EMT/IV Tech
- 4 EMTs
- 2 first responders

County Rescue Services, Inc. provides ambulance services.

Utilities and Community Facilities Issues & Opportunities

This section of the chapter describes the various issues, concerns, and opportunities related to utilities and community facilities in the Town of Oneida.

Maintaining Reasonable Tax Levels

Town residents respect the fiscal discipline demonstrated by local officials and value their reasonable tax rates. Given limited finances, coupled with long-term uncertainties surrounding Wisconsin's shared revenue program and state-imposed levy limits, the Town of Oneida understands the need to carefully consider all expenditures. This consideration certainly extends to providing utilities and community facilities for the community. To provide efficient, cost-effective services, the Town has a history of cooperatively working with neighboring communities, Outagamie County, and the Oneida Nation (i.e. fire protection, police protection, senior services, road maintenance, etc.). Regionalizing services can minimize duplication and promote cost efficiency, which may reduce the tax burden for all residents. To keep local taxes at a reasonable level, Oneida will continue to consider shared service opportunities with neighboring communities.

Groundwater Quality

There are increasing concerns about groundwater contamination of wells in the Town. As development occurs, additional wells will be drilled to accommodate new houses. This increases the risk of groundwater contamination. The WDNR and UW-Extension work with well drillers to protect groundwater quality by enforcing drilling depth and construction requirements. The Outagamie County Land and Water Conservation Department also assists property owners with conservation techniques to protect water quality and provides well testing services.

The Town may consider the adoption of clustered alternative wastewater treatment for future residential development in the community.

Wind Energy

With the rising cost of energy in the U.S., capturing the wind has grown in popularity as a source of alternative, renewable energy. Although it is a very cost-effective source of electricity, it has raised other concerns, particularly with respect to wildlife. Opponents of wind farms have argued that the rotating blades can disrupt, and even kill, certain bird and bat species. Studies conducted on the affect of wind turbines on bird and bat mortality have thus far shown minimal impacts. However, proponents believe that the greater benefit provided by this renewable energy source, given increased awareness of global climate issues, more than justifies its recent and future growth.



Wind turbines in Kewaunee County. Source: Renewable Energy Policy Project, 2007.

Current wind-generation capacity is found in the locations listed below. A listing of proposed wind power projects in Wisconsin can be found in Table 20 (on the following page).

- De Pere, Brown County: 1.2 MW (megawatts)
- Red River, Kewaunee County: 11.22 MW
- Lincoln, Kewaunee County: 9.24 MW
- Byron, Fond du Lac County: 1.32 MW
- Monfort Wind Farm (Eden, Iowa City): 30MW
- Green Field Blue Sky (Fond du Lac County) 154MW

The Town of Oneida does not have an ordinance focused on the regulation of wind turbines. A model ordinance has been drafted by the Wisconsin Department of Administration (available on-line at <http://www.doa.state.wi.us/docview2.asp?docid=2869&locid=5>). It must be mentioned, however, that the State legislature is considering adopting state-wide standards for wind farms similar in scope to ATCP-51, the livestock siting standards, which, when passed, will override all locally-adopted wind ordinances.

The installation of wind turbines, should they be constructed, will result in benefits and challenges in Oneida. Challenges are largely focused on three aspects: visibility, noise, and wildlife impacts.

1. Wind towers are highly visible. Modern wind turbines producing power on the megawatt scale typically stand 212+ feet, with blade rotors of about 230+ feet in diameter (up to 393 feet tall and 341 foot rotor diameters for the 3.6 MW turbine)⁹. Wind power plants consist of clusters or lines of turbines spread across hilltops, ridgelines, or open stretches of water. Turbine viewsheds, or distances within which the turbines can be readily seen, can reach 5 miles. A formal study conducted by the Renewable Energy Policy Project indicated that the wind turbines in Kewaunee County had no negative effect on the property values in the view shed, described as the 5-mile radius around the wind turbines¹⁰.

Source	Distance (feet)	Sound Levels (decibels)
Jet Engine	200	120
Freight Train	100	70
Vacuum Cleaner	10	70
Freeway	100	70
Large Transformer	200	55
Wind in Trees	40	55
Light Traffic	100	50
300 kW Wind Turbine	400	45
Soft Whisper	5	30

Source: Paul Gipe, *Wind Energy Comes of Age*, 1995, as cited in National Wind Coordinated Committee, "Wind Energy Environmental Issues," Wind Energy Series, January 1997 and "The Environmental Case for Wind Power in Wisconsin," Elizabeth Ridlington and Jennifer Giegerich, July 2005.

2. Wind power plants produce steady, low-volume noise caused by wind trailing off rotor blades and by the machinery driven by the turbines. The wind itself may mask any such noise produced by the turbine. The list below provides a comparison of noise volumes.

⁹ Source: General Electric

¹⁰ Source: Renewable Energy Policy Project, *The Effect of Wind Development on Local Property Values*, 2003.

3. Compared with other energy sources, wind has a modest impact on wildlife. It does not require the mining or transportation of fuel, nor does it produce air pollution or contribute to global warming. Wind installations do consume small amounts of land for each turbine footing and may alter wildlife behavior in the surrounding areas. Some species change their feeding, breeding, and nesting habits within the immediate area of wind towers. In areas where the land is already used for intensive agriculture (i.e. row crops), the wildlife impact and habitat loss is minor. In more remote areas, the disruption from a wind farm will be more significant, if only from a visual perspective. Overall, wind power projects are responsible for one or two of every 10,000 bird collision-deaths in the country annually. Housecats, office buildings, and patio doors each kill far more birds than wind turbines¹¹.

There are several benefits that may be accrued by the Town of Oneida should it encourage the creation of wind farms in the community. First, the Town has a relatively low population density. This would help to limit the impact of the towers (particularly with respect to noise) to the limited number of people living within 500 or 1000 feet of the proposed structures. Moreover, the lease of land for the turbines will provide a source of revenue for those landowners on which the tower is sited. Since many of these landowners are farmers, the supplemental income will help to sustain their farm operation. Finally, by siting any prospective towers in the community, demand for additional residential development in this portion of the Town will likely be reduced, therefore, helping the town to retain its undeveloped lands and farmland resources. However, any proposal to site wind farms in the Town is sure to generate passionate discussion regarding their merits.

Utilities and Community Facilities Programs

Oneida will consider opportunities available to finance needed utilities and community facilities. There are numerous grant and loan programs that the Town may seek to help finance future improvements. Programs are available through the State of Wisconsin and the Federal government

Water and Wastewater Grant and Loan Program

The USDA Rural Development (Rural Utility Service) has a water and wastewater grant and loan program to assist cities, villages, tribes, sanitary districts, and towns in rural areas with a population up to 10,000. The program provides loans and grants to construct, improve, or modify municipal drinking water and wastewater systems, storm sewers, and solid waste disposal facilities. This program may be useful for establishing shared/cluster sanitary and water systems in Oneida.

¹¹ Source: Wallace Erickson, et. al., *Avian Collisions with Wind Turbines: A Summary of Existing Studies and Comparison to Other Sources of Avian Collision Mortality in the United States*, National Wind Coordinating Committee, August 2001.

State Trust Fund Loan Program

The Board of Commissioners of Public Lands provides this loan program with terms of up to 20 years and deeply discounted interest rates. Loans may be used for a variety of purposes including: road improvements, water and sewer, equipment, recreational facilities, industrial development, and other public facilities that may include community centers/halls and trail development. The funds available fluctuate annually. The current annual loan limit is \$2,000,000. Eligible communities may utilize these funds for development of new park facilities, trails, road projects (including projects to pave shoulders for trail routes), and the development of a new Town Hall. It must be noted, however, that funds for park development are only available if Oneida develops and adopts a Comprehensive Outdoor Recreation Plan.

Rural Development Community Facility Grants

The USDA Rural Development also offers grants to communities seeking to build or improve their community facilities. These include schools, libraries, childcare, hospitals, medical clinics, assisted living facilities, fire and rescue stations, police stations, community centers, public buildings and transportation. These grants are awarded to communities with a population up to 20,000 based on a competitive application process.

State Stewardship Fund

The Stewardship Fund is Wisconsin's land acquisition program for public outdoor recreation and habitat protection. Administered by the Department of Natural Resources, the fund makes 60 million dollars a year available to buy land for nature-based parks and associated infrastructure improvements, trails, habitat areas, and campgrounds. The funds can also be used for shoreland stabilization and riparian buffer enhancement projects. The Stewardship Grants provide up to a 50/50 local match. In order to be eligible, local and tribal governments must have a DNR approved Outdoor Recreation Plan or Master Plan that has also been approved by the local governing unit (Town Board). Oneida could use these funds to establish local trails or a new nature-based park and its associated infrastructure.

Capital Improvements Plan

A Capital Improvements Plan (CIP) is typically a five-year plan with updates occurring annually. Capital items are generally defined as those items that are more expensive and will last at least 3-5 years. These items are financed through borrowing, as they may overburden the annual operating budget. A general CIP includes a community's capital items such as:

- Parkland acquisition and improvements
- Trail development projects
- Public buildings improvements and maintenance
- Emergency vehicle or road maintenance vehicle purchase and replacement
- Street maintenance and reconstruction

- Replacement of aged sanitary sewer and water mains

Coordination with Other Comprehensive Plan Chapters

Utilities and community facilities can dictate future planning for a community if capacity, location, and services are not adequate to support development. Therefore, it is important to inventory existing utilities and community facilities to understand how utilities and community facilities will be provided during the tenure of the Comprehensive Plan.

Housing

Improvements such as roads, sewer, parks, recreational facilities, and schools are all affected by residential development. The recommended method to coordinate improvements is to follow the land use pattern presented on the Future Land Use Map as closely as possible and plan for future improvements in a CIP.

Future Land Use Chapter

Land use drives the need for utilities and community facilities. Conversely, the availability of utilities and community facilities can determine where development can occur. The Future Land Use Map was developed with careful consideration of where utilities and community facilities are now available, or will be available, within the planning period. In addition, the Future Land Use Map carefully considers the economic feasibility of utilities and community facility extensions to serve areas planned for future development. Areas where the extension of sewer service, alternative treatment systems or other basic infrastructure is cost prohibitive are not encouraged for future development.

Intergovernmental Cooperation

The Town currently participates cooperatively with the County and neighboring communities to provide efficient services. During the implementation of this plan, Oneida will consult with adjoining municipalities, ECWRPC, and Outagamie County, among others, to coordinate road maintenance, park planning, wastewater treatment options, and other utilities and facilities needs.

Utilities & Community Facilities Policies, Goals, and Objectives

The policies, goals, and objectives related to Utilities & Community Facilities in the Town of Oneida can be found in *Chapter 10: Implementation*.

5.0 AGRICULTURAL, NATURAL & CULTURAL RESOURCES

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Introduction

This chapter provides an inventory of existing agricultural, natural, and cultural resources in the Town of Oneida. Issues associated with these resources are discussed and a vision, with supporting goals and objectives, is presented.

Wisconsin's Smart Growth Law includes 14 goals for local comprehensive planning. The goals listed below specifically relate to planning for agricultural and natural resources:

- Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and environmental corridors.
- Protection of economically productive agricultural areas.
- Protection of agricultural lands for agricultural purposes.

Agricultural, Natural, and Cultural Resources Vision

In 2030, the protection of natural and cultural resources plays a central role in growth and development decisions so that Oneida's rural character and quality of life is maintained. Primary agricultural areas, woodlands, wetlands, Duck Creek, Trout Creek, and other natural features are protected from development pressure to the greatest extent feasible. These landscape features define Oneida's rural character, offer recreational opportunities, and provide vital habitat for wildlife.

Oneida's family farming operations have adapted to the changing market. Many farmers have incorporated organic farming, niche farming, and value-added operations (e.g. pick-your own produce, farmers markets / roadside stands, bed-and-breakfasts, horse stables, etc.) to improve their profitability and successfully sustain Oneida's small, family farms.

Visions, Objectives, Policies, and Goals

Wisconsin's Comprehensive Planning Law requires that the Agricultural, Natural, and Cultural Resources Element contain a compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources consistent with zoning limitations under s. 295.20 (2), parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.

Agricultural Resources

Protecting farmland is critical to the future of the community. It is a valuable and nonrenewable resource; once land is built over with homes and commercial development, it is permanently taken out of production. Additionally, agricultural lands provide a significant amount of revenue to the

area, while requiring very few services (please refer to *Cost of Community Services* section in *Chapter 6: Economic Development*). As development pressures grow in the Town, so does the potential for negative impacts on agriculture:

- Non-farm residents can increase the chance of nuisance complaints.
- Commuters must share roads with slow moving farm equipment.
- Neighbors of farming operations may be subjected to manure spreading, night operations, and pesticide applications.

Should the recent trend of rural residential development continue, steps need to be taken to ensure that it does not continue to consume prime farmland? The development needs to be directed toward areas where its impact on agriculture is minimized. One way of addressing that is to map prime agricultural soils in Outagamie County. The relationship between soils and agriculture is critical. Development should be directed to areas of the Town with soils not well suited for agriculture.

Productive farm soils are illustrated on the Prime Farmland map located on page 5-3. Prime farmlands (productive agricultural areas) are determined by soil types that are capable of producing high yields of crops under a high level of management. Productive soils are considered to be those that are capable of producing an average of 4 tons per acre per year of grass-legume hay, or 100 bushels per acre of corn. The United States Department of Agriculture Soil Conservation Service considers a “high level of management” to include provisions for adequate drainage, appropriate tillage, planting and seeding with high yielding varieties, control of weeds, diseases, insects, optimum fertilizer application and timely, efficient harvesting techniques. Productive agricultural soils are found across Oneida with the exception of the wetland areas adjoining the Duck Creek corridor. While farming is encouraged across the Town, a variety of factors combine to make Oneida a likely target for future non-farm development. These factors include:

- The attractiveness of Outagamie County.
- The Town’s proximity to Green Bay.
- The desire and demand for rural residential development.
- The increasing average age of local farm operators combined with fewer young people interested in farming leading to sale of farmland for development.

A variety of tools are available to local governments and farmers to preserve prime agricultural lands. These include Wisconsin’s Farmland Preservation Program, various Natural Resource Conservation Service programs, and the purchase or transfer of development rights through groups like local Land Trusts, among others. Successful farmland preservation efforts are dependant upon the support of local farmers and their ability to pursue new markets to sustain operations over time. More information about various strategies and programs to sustain farming in Oneida are provided later in this chapter.

**PRODUCTIVE AGRICULTURAL MAP WILL BE
INSERTED HERE**

**Other PRODUCTIVE AGRICULTURAL MAP WILL
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Concentrated Animal Feeding Operations

Concentrated Animal Feeding Operations, also known as CAFOs, mega-farms, or factory farms, is an issue of concern for many rural Wisconsin communities. In 2006, the State of Wisconsin enacted ATCP-51, the livestock siting law. Additional information regarding CAFOs and ATCP-51 can be found later in this chapter under the Agricultural, Natural, and Cultural Resources Issues and Concerns section.

Natural Resources

The natural environment is a critical ingredient in Oneida's "quality of life" and provides a strong sense of place and community pride. A direct correlation exists between the presence and amount of open space and the positive feelings people have about their community. Natural features such as woodlands, wetlands, grasslands, and surface waters provide important wildlife habitat and recreational opportunities for residents. They improve the visual appeal of the Town and function as development buffers, both within Oneida and between the Town and neighboring communities.

In many respects, the natural landscape also determines where development can and cannot happen. For example, topography limits the type and density of development that can occur. Zoning, of course, directly controls the permitted density. Certain soils types have limitations that restrict development opportunities while shallow soils limit agricultural production. Construction activities within wetlands and floodplains are regulated by local, State, and Federal agencies.

Woodlands and grasslands, however, are afforded little State or Federal protection. They, along with agricultural lands, tend to experience the greatest amount of development pressure and, therefore, require a greater level of local protection...at least for those communities intent upon preserving them. Local residents value the benefits provided by a healthy and diverse natural environment.

This section of the chapter provides an assessment of the different natural resources in Oneida. The information is graphically represented on the Natural Features Map which appears on page 5-15. This information serves as the basis for a land suitability analysis used to determine appropriate (i.e. environmentally sustainable) areas for development on Future Land Use map.

Glaciation, Topography, Geology, and Soils

The Town of Oneida, like most of Wisconsin, owes its unique landscape to the cumulative affects of past ice ages. More than 95% of Wisconsin's natural lakes and many of its major rivers (including the Fox, Wolf, and Wisconsin Rivers) were formed during the last glacial recession. The Wisconsin Glacial stage began approximately 65,000 years ago and lasted about 54,000 years. The ice that covered most of the state was up to one mile thick in places and extended in five lobes: the Superior, Chippewa, Wisconsin Valley, Green Bay, and Lake Michigan lobes.

The Green Bay lobe extended along the eastern part of the state carving out Green Bay, the Fox River, and Lake Winnebago and reaching as far south as the city of Madison. As these lobes receded, they left glacial lakes in their path. The last glacier in Wisconsin began receding about 11,000 years ago.

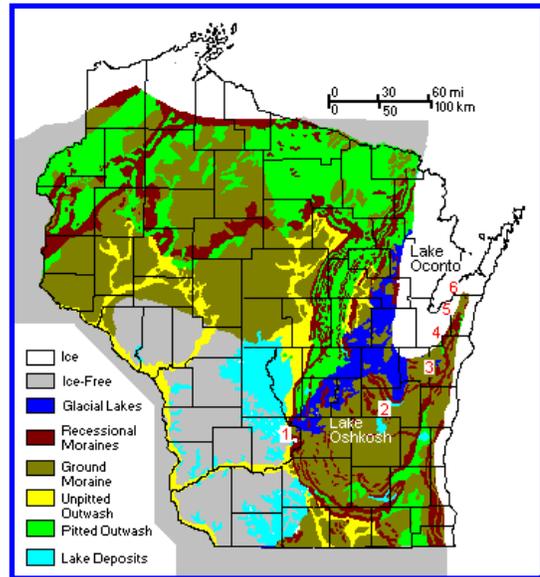
Outagamie County is part of the Eastern Ridges and Lowlands geographic province of Wisconsin. The topography in the Town of Oneida is characterized by slightly rolling landscape. The land slopes to the southeast towards the Fox River.

The Town of Oneida’s subsurface geology is comprised of a thick sequence of clay overlying a hardpan layer, which overlies limestone bedrock at approximately 90 – 110 feet below the ground surface. The limestone, in turn, overlies sandstone bedrock at approximately 235 – 275 feet below the ground surface. For additional information regarding the subsurface geology of Outagamie County, please refer to the Groundwater Resources section of this chapter.

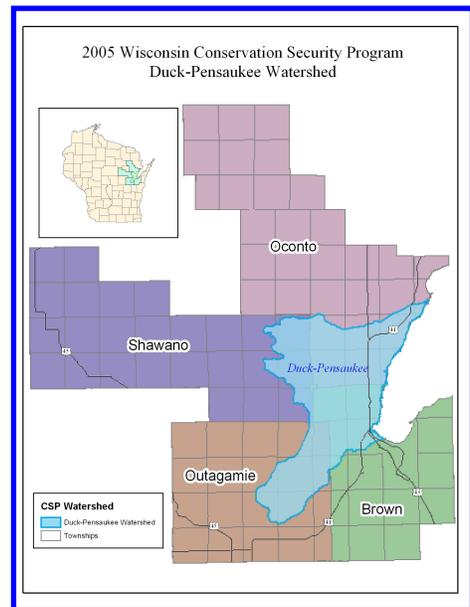
Winneconne silty clay loam soils occur in extensive areas in the Town. Winneconne loam soils are well drained soils found on former lake plains.

Duck Creek/Pensaukee Watershed¹

This 313,093-acre watershed is located in Brown, Outagamie, Shawano and Oconto Counties in Northeast Wisconsin. The terrain in the Duck/Pensaukee varies from nearly level to very steep. Soils are glacial till, outwash and lake plains with loamy to sandy soils in the north grading to finer-textured, clay loam subsoil in the southwest. Agriculture is the largest



Source: Geology of Wisconsin, Steven Dutch, June 1999.



Duck Creek/Pensaukee Watershed, NRCS, 2009.

¹ Much of the text in this section was excerpted from *About the Duck Creek/Pensaukee Watershed*, Natural resource Conservation Service website,

SOILS MAP TO BE INSERTED HERE

BUILDING SUITABILITY MAP TO BE
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land use with dairy farms occupying the majority of cropland. Average farm size is 185 acres. Primary crops include corn, hay, and soybeans, as well as vegetables, and other forages. Pastureland in the watershed comprises about 9,000 acres. Hardwood forests are more prevalent in northern portions of the watershed. Agriculture in the southern area of the watershed faces substantial urban development pressure from the nearby cities along the Fox River corridor. All streams and rivers in the watershed eventually lead to Green Bay and the coastal wetlands serve as important spawning habitat for Green Bay sport fish.

Environmental Corridors

Environmental corridors are components of the landscape connecting natural areas, open space, and wildlife habitat. They provide physical linkages between fragmented habitat areas and provide animals a means of travel to and from feeding and breeding places. Fish and wildlife populations, native plant distribution, and even clean water all depend upon movement through corridors. Most native species decline when habitat areas are fragmented due to agricultural operations or residential and commercial development. Wildlife populations isolated in one location, like a stand of trees or secluded wetlands, can overpopulate or die out without adequate corridors allowing free and unimpeded movement.

The functional effectiveness of a corridor depends on the type of species that use it, its size and shape, and its edge effects. Larger corridors offer greater habitat diversity. Linear corridors tend to be less diverse but offer important migration routes. Edge effects include the penetration of wind, light, and sound, as well as visibility beyond and into surrounding areas. They are crucial in determining the type of habitat a corridor will provide.

In suburban environments, corridors often lie along stream and riverbanks. More than seventy-percent of all terrestrial wildlife species use riparian corridors. In farming areas, fencerows provide important habitat links for songbirds and other wildlife. In Wisconsin, fencerows were used to mark off ownership of farm fields. Stones and stumps cleared from cultivated areas were laid along property lines or to separate “forties,” the common forty-acre field. During the 1920’s the federal government advocated tree-lined fencerows as a means of reducing topsoil loss. Nationwide, farmers began planting trees along fence lines to reduce wind erosion. Over time, these fence lines

What is your watershed address?

Subwatershed – A land area, bounded by ridges or similar topographic features, encompassing only part of a watershed.

Watershed – An area of land draining water, organic matter, dissolved nutrients, and sediments into a lake or stream. The topographic boundary, usually a height of land, that marks the dividing line from which surface streams flow in two different directions.

Basin – A depressed area having no, or very limited, outlets for surface waters. Basins can vary in size from small rural ponds to the Great Lakes Basin.

Region – The largest watershed classification below the level of ocean. Comprised of one or more basins.

If you live in the Town of Oneida, your watershed address is within the Duck or Ashwaubenon Creek subwatersheds...within the lower Fox River watershed...within the Fox/Wolf River Basin...within the Lake Michigan Basin...and, within the Great Lakes Region.

became more complex, providing habitat for a variety of plant and animal species. As more of Wisconsin's farms are converted to subdivisions, these important areas of wildlife habitat are lost.

A number of streams flow through the Town of Oneida including Duck Creek, Trout Creek, Ashwaubenon Creek, and Suamico Creek. These streams and their floodplains are significant environmental corridors transecting the Town.

Shorelines

Shorelines and riverbanks in the Town of Oneida are protected and regulated by the Wisconsin Department of Natural Resources and Outagamie County through its Shoreland Zoning Ordinance. Shoreland zoning regulations are designed for efficient use, conservation, development, and protection of water resources. They are intended to:

- Prevent and control water pollution;
- Protect spawning ground for fish and aquatic life;
- Control building sites, placement of structures, and land use; and
- Preserve shore cover and natural beauty.

The natural qualities of the Town of Oneida's water resources are important for environmental, economic, and cultural reasons. These resources provide habitat for fish and wildlife, natural beauty and serenity, and opportunities for outdoor recreation. Shorelines must not be thought of as a boundary between the land and water, but as a transition area within which the health of land and water ecosystems can be positively or negatively affected. Shoreland vegetation traps and filters sediment and debris from rainfall and snow melt. Depending upon the size and complexity of a given shoreline, 50-100% of the solid particles can settle out as plants slow sediment-laden runoff. Reduced runoff leads to cleaner lakes, healthier aquatic ecosystems, and increased recreational opportunities.

Wetlands & Floodplains

Wetlands act as a natural filtering system for sediment and nutrients such as phosphorus and nitrates. They also serve as a natural buffer, protecting shorelines and stream banks from erosion. Wetlands are essential in providing wildlife habitat, flood control, and groundwater recharge. Floodplains serve many important functions related to flood and erosion control, water quality, groundwater recharge and fish and wildlife habitats. Areas susceptible to flooding are considered unsuitable for development because of risks to lives and property.

Environmental Corridors: Nature's Hallways

One way to think of environmental corridors is to compare them to hallways. A building contains hallways, which are places of concentrated movement back and forth; and rooms, which are destination points where people eat, work, play, and sleep. The hallways serve to link places of activity. Just as hallways enhance the operation of a building, environmental corridors increase the value of natural resource areas. Areas of concentrated natural resource activity ("rooms"), such as wetlands, woodlands, prairies, lakes, and other features, become more functional when linked by environmental corridors ("hallways").

SOURCE: Environmental Corridors: Lifelines for Living; University of Illinois Extension; Fact Sheet Series, 2001-013.

Regulations place limitations on the development and use of wetlands and floodplains. Under sections 87.3 and 144.26 of the Wisconsin Statutes, a municipality has the authority to accord greater protection to wetlands, shoreland and floodplain areas.

Groundwater & Aquifers

Groundwater is the primary source of potable water for the residents of the Town of Oneida. The ground beneath the Town is comprised of a thick (~ 100 feet) layer of glacial till. This deposit rests upon a layer of limestone. Limestone is a dense material, and yields little water, unless the well encounters fractures. The majority of the Town's residents draw their potable water from the underlying sandstone bedrock.

What is an aquifer?

An aquifer is a layer of gravel, sand, or porous or fractured bedrock capable of holding and conducting water. When fully charged, an aquifer is saturated with water. Most private wells in the Town of Oneida draw water from a sandstone aquifer located 235 – 275 feet below the surface.

Aquifers are recharged by rainfall and snowmelt. Water collects in the recharge area and flows, or percolates, to the lowest point of the aquifer. Recharge areas serve a function similar to that of headwaters for a river. They are the entry point for rainwater and snowmelt into the aquifer. As the entry point, recharge areas are one of the most likely venues for contamination of groundwater.

Groundwater in the Town of Oneida is recharged both from above and from areas outside the Town to the northwest. The purity of the groundwater is dependent on the distance traveled by the groundwater, and the length of time of travel. Aquifers comprised of sand or sandstone are permeable, allowing fairly rapid groundwater percolation rates. These aquifers, especially if located close to the surface, are susceptible to ground water contamination.

Residents in the Town of Oneida draw most of their water from a sandstone aquifer, which is located 235 – 275 feet below the ground surface. The depth of relatively impermeable clay and limestone to the aquifer protects the water quality from uses within the Town. As the sandstone bedrock layer slopes upward to the northwest, ultimately reaching the surface quite some distance outside the Town, surface contaminants become a threat to water quality. Land uses related to residential, commercial, industrial, and agricultural development all pose a risk to this groundwater resource in those areas. Failing septic systems, unregulated landfills, leaking underground storage tanks, the uncontrolled application of fertilizers and pesticides, and road salt are all potential sources of contamination.

Water quantity is another area of potential concern. As the population of the community continues to grow, more strain will be placed upon the aquifer. The long-term viability of the sandstone aquifer as a potable water source is not yet known.

Woodlands

The Town of Oneida contains areas of woodlands. Approximately one-sixth of the Town's land base is classified as woodlands. Prior to settlement by European immigrants, the vegetation of the Town would have contained significant forest tracts. As settlers moved into the area, much of the

forests were cleared, initially for timber and then for agricultural crops. The entirety of the original old growth vegetation present at the time of European settlement was clear-cut by the late nineteenth century.

Woodlands are important for a variety of economic and ecological reasons. In addition to providing habitat for wildlife, they are an important tool in reducing carbon dioxide levels and filtering pollutants from the atmosphere.

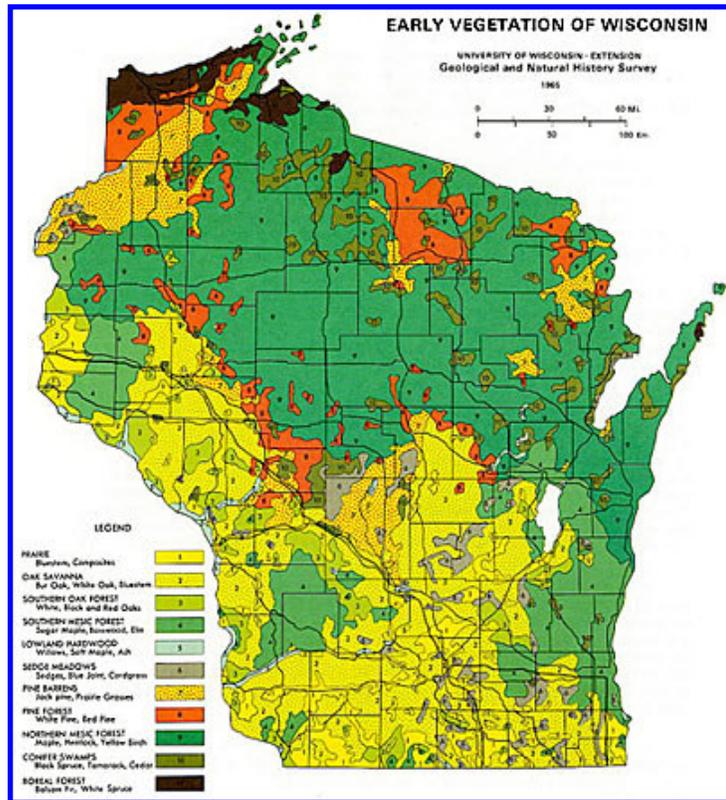
The Natural Features Map delineates the location of woodland areas, including wooded wetlands. Since many of the Town's woodlands are also wetlands, they are accorded a greater level of protection from future development than upland forests.

The WDNR Managed Forest Law is a program available to landowners who own more than 10 acres of contiguous forestland. Through the program, landowners agree to limit their forestlands to hunting, fishing, wildlife, and recreation purposes and not allow development. In exchange, the landowner receives significant tax credits from the state. Additional information is available on the internet at www.dnr.state.wi.us/org/land/forestry.

Wildlife Habitat

Much of the Town of Oneida's landscape is classified as woodlands, wetlands, or surface waters, offering a variety of plant and animal habitat. Primary wildlife habitat areas generally correspond with low-lying areas along streams and the Duck Creek, which have managed to escape the plow over the years. These areas provide food and cover for deer, raccoons, skunk, and other creatures common in the area. Local farm fields also serve as a food source for deer, sandhill cranes, turkeys, and waterfowl. Agricultural lands also serve as important wildlife corridors between living, feeding, and breeding areas.

The Duck Creek was once a major waterfowl, aquatic, reptile and amphibian habitat area. The creek has suffered degradation, due primarily to nonpoint source pollution and increased development.



Source: Wisconsin Geological and Natural History Survey, 1976.

The remainder of the Town (residential areas, road corridors, and other developed areas) is not classified as primary wildlife habitat though animals may wander into and through these areas.

The primary threats to wildlife in the Town of Oneida, as elsewhere, are habitat loss and habitat fragmentation. Habitat loss typically occurs through the destruction of natural and agricultural lands during the commercial or residential development process. Fragmentation occurs when large contiguous areas of wildlife habitat are broken apart during commercial and residential development and new road construction. When fragmentation occurs, the remaining wildlife areas are known as habitat islands. Reconnecting fragmented habitat islands is the most effective way of increasing wildlife diversity.

Threatened, Endangered, and Special Concern Species

WDNR defines an endangered species as any species whose continued existence as a viable component of this state's wild animals or wild plants is determined by the Department to be in jeopardy on the basis of scientific evidence. Threatened species are defined as any species which appears likely, within the foreseeable future, on the basis of scientific evidence to become endangered. Special Concern species are those species about which some problem of abundance or distribution is suspected but not yet proved. The main purpose of this category is to focus attention on certain species before they become threatened or endangered.

The United States Fish and Wildlife Service (USFWS), maintains a listing of all threatened and endangered species in the nation. WDNR maintains a similar listing of all endangered and threatened species in the state of Wisconsin. It is against the policy of the USFWS to identify specific areas where species may exist. However, WDNR does provide a list of rare plant and animal species on a county and township basis. The following endangered (E) and special concern (SC) species are among those to have been observed in the Town of Oneida:

- Bald eagle (bird)(SC)

Habitat Fragmentation

A primary threat to wildlife is **fragmentation** -- the breaking up of larger habitat areas into smaller sections.

Habitat fragmentation is the alteration or fracturing of wildlife habitat into discrete or tenuously connected islands. This results from modification or conversion of the landscape due to development or agricultural operations.

Carefully planned environmental corridors provide opportunities to reconnect fragmented natural areas and improve habitat for important plant, animal and insect species.

Fragmentation decreases wildlife population sizes, isolates habitat areas and creates more edges -- where two dissimilar habitats meet (i.e. grassland and residential subdivisions).

Isolated areas of habitat are known as habitat islands. **Habitat islands** can occur naturally (islands, mountain tops), but are most often human caused.



Wild-petunia. Source: Robert H. Mohlenbrock. USDA SCS. 1991. Southern wetland flora: Field office guide to plant species. South National Technical Center, Fort Worth. Courtesy of USDA NRCS Wetland Science Institute. Usage Requirements.

- Hairy wild-petunia (flower)(E)
- Showy lady's-slipper (flower)(SC)

For a complete listing of Wisconsin's Endangered, Threatened, and Special Concern species and natural communities, go to www.dnr.state.wi.us/org/land.

Exotic and Invasive Species

Non-native, or exotic, plant and animal species have been recognized in recent years as a major threat to the integrity of native habitats and species, as well as a potential economic threat (damage to crops, tourist economy, etc.). The WDNR requires that any person seeking to bring a non-native fish or wild animal for introduction in Wisconsin obtain a permit. The Town of Oneida can help combat exotic species by educating residents about non-native species, encouraging residents to use native plants in landscaping, and developing ordinances.

For a complete listing of invasive plants and animals, visit:
www.dnr.state.wi.us/org/land/er/invasive.

Non-Metallic Mining Resources

As part of NR 135, Wisconsin Administrative Code, adopted in December 2000, any community in Wisconsin may adopt an ordinance to establish requirements for reclamation of non-metallic mines, such as sand and gravel pits and rock quarries. If a town decides not to develop its own ordinance, a county may develop an ordinance for the area in its stead. Likewise, regional planning agencies may develop ordinances for counties within their region. The ordinances must establish reclamation requirements to prevent owners and operators of quarries and gravel pits from abandoning their operations without proper reclamation of the pit or quarry.

The new reclamation requirements through NR 135 add to the status quo, but do not replace or remove any other current means of regulation. The requirements neither regulate active mining processes nor have any effect upon local zoning decisions like those related to the approval of new mine sites.

Under the law, any landowner of a demonstrated "marketable non-metallic deposit" may register the site for mining. The local zoning authority may object to the application if the zone does not permit non-metallic mining as a use. Registration expires after a 10-year period and may be extended for a single 10-year period if it is demonstrated that commercially feasible quantities continue to exist at the property. Otherwise, remediation action is required. Towns rezoning property in a manner consistent with a Comprehensive Plan are not required to permit non-metallic mining operations that are inconsistent with the plan. With respect to all non-metallic mining operations, the Town should adhere to general principles ensuring that the operations will not be detrimental to or endanger the public health, safety, comfort, or general welfare and will not substantially impair or diminish the uses, values, and enjoyment of nearby properties.

Forest & Woodlands Map

DNR Wetlands Map

Navigable Streams Map

Floodplain Map

Non metallic Mining Map

Air Quality

A few common air pollutants are found throughout the United States. These pollutants can impair human health, harm the environment and cause property damage. The United States Environmental Protection Agency (EPA) calls these criteria air pollutants because the agency has regulated them by first developing health-based criteria (science-based guidelines) as the basis for setting permissible levels. One set of limits (primary standard) protects health; another set of limits (secondary standard) is intended to prevent environmental and property damage. A geographic area that meets or exceeds the primary standard is called an attainment area; areas that don't meet the primary standard are called non-attainment areas.

Outagamie County is an attainment area. Based on available data from the Wisconsin Department of Natural Resources, the Town of Oneida appears to have good air quality. The closest non-attainment areas to Outagamie County include Door and Manitowoc Counties and are classified as having seasonally unhealthy conditions for sensitive groups of people (e.g. elderly, children, asthmatics). The nearest air quality monitoring stations are located in Appleton and Green Bay. More information on air quality is available at www.dnr.state.wi.us/org/aw/air/.

Cultural and Historical Resources

Cultural and historical resources, like natural resources, are valuable community assets warranting preservation.

Cultural Resources

What is now the Town of Oneida was long occupied by native people. Prior to European settlement this area was home, at various times, to the Menominee, Ho-Chunk, and other Tribes. In the 1820s members of the Oneida Tribe settled in the Duck Creek valley after being removed from New York State. The current reservation boundaries were established in 1838.

Reminders of the pre-European cultures can still be found today in the arrowheads, spear points, and campsites that turn up on occasion. For additional information on the Native American history of the Town of Oneida, visit the Oneida Nation Museum website at <http://museum.oneidanation.org/> and the Menominee History website at www.menominee.nsn.us/History/HISTORYHOME.

Historical Resources

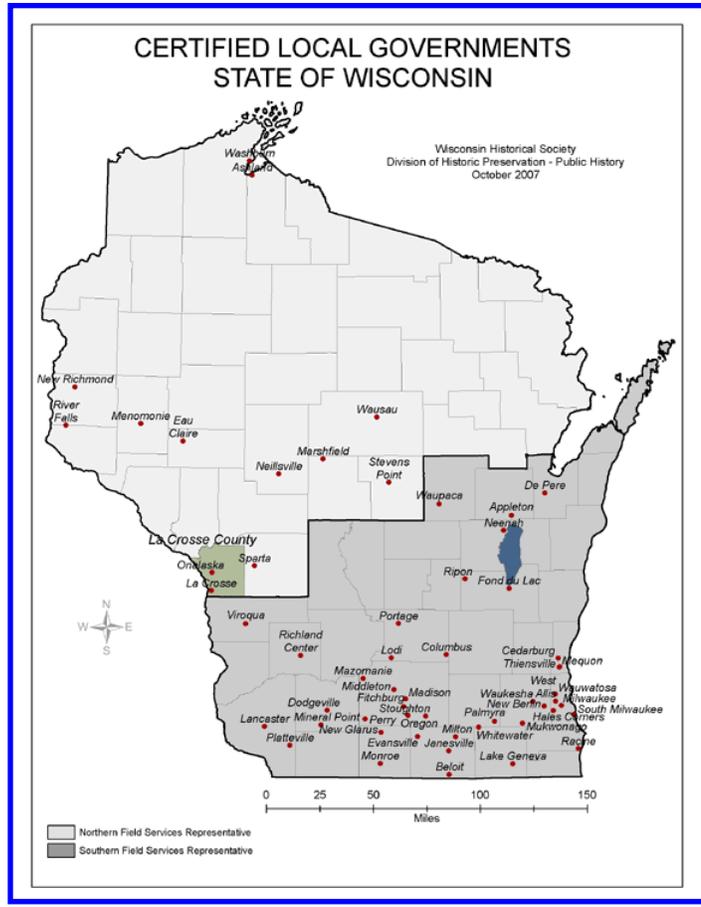
Town governments, like other governments in Wisconsin, have the authority to preserve their historical heritage (Wisconsin Statutes §60.64). One of the most effective ways to do so is through a local historic preservation ordinance. The historic preservation ordinance can establish procedures to designate historically and culturally sensitive properties and places and to review projects that have the potential to negatively affect these important places.

The Wisconsin Historical Society has created the Architecture and History Inventory (AHI), an internet-based search engine that provides architectural and historical information on approximately 120,000 properties in Wisconsin. The AHI contains information on buildings, structures, and objects that illustrate Wisconsin's unique history. The AHI documents a wide range of historic properties such as round barns, log houses, cast iron bridges, small town commercial buildings, and Queen Anne houses, among others.

Certified Local Government Program²

Local units of government that have enacted historic preservation ordinances may consider being certified to participate in the state and federal Certified Local Government (CLG) program. The CLG program provides special grants to fund planning and educational activities. The Division of Historic Preservation at the Wisconsin Historical Society administers the CLG program. Wisconsin has 44 Certified Local Governments.

Local governments strengthen their local historic preservation efforts by achieving Certified Local Government (CLG) status from the National Park Service (NPS). NPS and State governments, through their State Historic Preservation Offices (SHPOs), provide valuable technical assistance and small matching grants to hundreds of diverse communities whose local governments are striving to keep for future generations what is significant from their community's past. In turn, NPS and States gain the benefit of local government partnership in the national historic preservation program. Another incentive for participating in the CLG program is the pool of matching grant funds SHPOs set aside to fund CLG historic preservation subgrant projects--at least 10% of the State's annual Historic Preservation Fund (HPF) grant allocation. Grant funds are distributed through the HPF grant program, administered by NPS and SHPOs.



SOURCE: A Guide to Smart Growth and Cultural Resource Planning, Wisconsin Historical Society, 2009.

² Excerpted from *A Guide to Smart Growth and Cultural Resource Planning*, Wisconsin Historical Society; and, *Certified Local Government Program* from the National Park Service website, 2006.

Jointly administered by NPS in partnership with SHPOs, the CLG Program is a cost-effective local, State, and federal partnership that promote historic preservation at the grassroots level across the nation. Working closely with such national organizations as the National Association of Preservation Commissions, the CLG program seeks:

- To develop and maintain local historic preservation programs that will influence the zoning and permitting decisions critical to preserving historic properties, and
- To ensure the broadest possible participation of local governments in the national historic preservation program while maintaining preservation standards established by the Secretary of the Interior.

Since 1985, more than \$40 million in HPF grants has been allocated to the Certified Local Government program; and 1,228 local governments currently participate in the program nationwide.

Agricultural, Natural & Cultural Resources Issues

This section describes the major concerns expressed during the planning process and those revealed in the inventory portion of this chapter. Strategies to address these concerns are included in the Goals, Objectives, and Policies section at the end of this chapter.

Sustaining Farmlands and Natural Areas in a Growing Community

Given the projected growth rate in the Town and surrounding area, there is a real concern about the impact development will have on natural areas and farmland. Preservation of natural resources and farmland is important to preserving the rural character of the area, maintaining wildlife habitat, and providing green infrastructure (e.g. wetlands and floodplains for storm water management, scenic areas, etc.) needed to sustain the Town of Oneida's high quality of living.

ATCP 51 – Livestock Siting Rule

On September 16, 2005, the Wisconsin Department of Agriculture's Board gave final approval of ATCP 51, which establishes standards for the siting of livestock operations. In its approval, the Board added an amendment to have the Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP) annually review ATCP 51 to see if any modifications are needed.

ATCP 51 implements Wisconsin's Livestock Facility Siting Law (s. 93.90, Stats.). The law does not require local approval of new and expanding livestock operations, but if local approval is required by the community, the local government must grant or deny approval according to this rule. A local government may not consider other siting criteria, or apply standards that differ from this rule, except as specifically authorized in the law. This rule applies to new or expanded facilities that keep cattle, swine, poultry, sheep or goats.

Under the law, a local government may not deny or prohibit the siting or expansion of a livestock facility of any size unless one of the following applies:

- The site is located in a non-agricultural zoning district.
- The site is located in an agricultural zoning district where the livestock facility is prohibited. The zoning prohibition, if any, must be clearly justified on the basis of public health or safety. The law limits exclusionary local zoning based solely on livestock facility size.
- The proposed livestock facility violates a valid local ordinance adopted under certain state laws related to shoreland zoning, floodplain zoning, and construction site erosion control or stormwater management.
- The proposed livestock facility violates a state building, electrical or plumbing code for that type of facility.
- The proposed livestock facility will have 500 or more “animal units” (or will exceed a lower threshold incorporated in a local zoning ordinance prior to July 19, 2003), and the proposed livestock facility violates either 1) the standards in the rule or, 2) a stricter local standard by ordinance. Those standards must be based on scientifically defensible findings of fact that clearly show the standards are necessary to protect public health or safety.

With respect to future applications for new livestock facilities and the expansion of existing operations to include more than 500 animal units, the Town of Oneida will deny applications in areas with non-agricultural zoning (e.g. residential, commercial, etc.). Applications will also be denied in areas zoned agricultural-transition if located within an approved Town Growth Area because these areas are expected to transition to a non-agricultural use. Applications for new livestock facilities or expansion of existing farm operations to include more than 500 animal units in other areas of the Town will be subject to state requirements included in ATCP 51.

Loss of Habitat for Unique Species

The Town of Oneida’s remaining wildlife habitat is confined to stream corridors, fence lines, woodlands, wetlands, agricultural fields, and riparian areas. As discussed earlier in this chapter, the Town’s natural areas provide important wildlife habitat for a number of species. Responses to the Community Survey and during the public meetings held at the beginning of this plan process demonstrated the importance of the natural environment in the eyes of the residents of the community. Habitat loss and fragmentation are often the results of poorly planned development. In a community that values its natural environment as much as the Town of Oneida does, it will be important for the Town to guide development away from the most sensitive habitat areas to insure the long-term viability of a healthy local ecosystem.

Preservation of Surface Water Quality

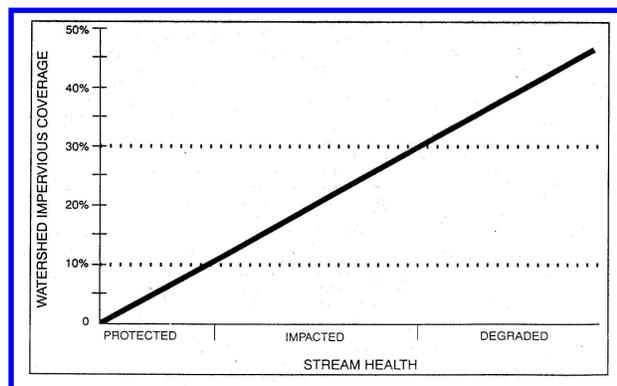
The Duck Creek is an important natural feature in the Town of Oneida. It was the creek that drew the original settlers and entrepreneurs to the Town, and provided one of the original means for transporting products to and from the area. However, with each new home, additional strains are placed upon the aquatic ecosystem. Development in a watershed has direct and predictable effects on the lakes, streams, and wetlands within the watershed.

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 our water resources. No longer are industries allowed to discharge untreated waste directly to surface waters.

Nonpoint Source Water Pollution

Today, the greatest threat from a cumulative standpoint to our 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 clear rivers into conveyances of stormwater. The sources of nonpoint pollution include:

- **Impervious Surfaces.** A positive correlation exists between the percentage of impervious surface in a watershed and surface water quality (see graph above). Stormwater runoff from impervious surfaces such as roads and roofs has an adverse effect on surface waters. As the percentage of impervious surfaces increases in a watershed, lakes and streams experience greater degradation from stormwater runoff. According to the Center for Watershed Protection (CWP) in Ellicott City, Maryland, “More than 30 different scientific studies have documented that stream, lake, and wetland quality declines sharply when impervious cover in upstream watersheds exceeds 10%.” In 1999, CWP developed criteria that allowed local governments and watershed organizations to predict the effects upon surface water quality resulting from increases in impervious



Source: Center for Watershed Protection, 1995.

surfaces within a watershed. CWP classified watersheds into three groups, each defined by the percentage of impervious surface within the watershed.

- Agricultural Fields. Plowed fields, row crops, winter manure spreading, lack of riparian buffers, wetland conversion, and the overuse of commercial pesticides and fertilizers all intensify nonpoint source pollution loading to surface waters. By utilizing techniques such as conservation tillage, nutrient management planning, wetland restoration, grazing management, cover crops, manure confinement, and agricultural buffers, farmers can dramatically reduce nonpoint source pollution as well as the cost of farming.
- Lawn Fertilizers, Herbicides, and Pesticides. Wisconsin and Minnesota residents use more fertilizers and pesticides on their lawns per capita than those of any other state. Upwards of 95% of the chemicals applied to residential lawns are washed into storm drains and then into nearby creeks and streams following rain events. In northern climates, turf grass is only capable of ingesting fertilizer during the fall. Fertilizers applied during spring and summer months contribute to algae blooms and eutrophication of lakes and streams (the annual “greening” of Lake Winnebago pool system is a result of the overuse of commercial and residential fertilizers). Most herbicides, even those that claim to be focused on specific “weeds” or “pests”, kill healthy aquatic and terrestrial organisms and are suspected causal factors in many autoimmune and endocrine illnesses in humans and pets. By reducing or eliminating the amount of pesticides and herbicides applied to lawns, and fertilizing once per year during the month of September, residents in the Town of Oneida can greatly improve water quality and aquatic habitat in local lakes and streams.

Protection of Groundwater

With all of the Town of Oneida’s supply of potable water provided by private wells, susceptibility to contamination remains a concern. As discussed in *Chapter 4: Utilities and Community Facilities*, sources of groundwater contamination include failing septic systems, leaking fuel tanks, surface discharges, and natural substances present in the subsurface geology.

A common naturally occurring contaminant of groundwater in townships southwest of the Town of Oneida is arsenic. Although no private wells in Oneida have yet tested positive for arsenic, it is important to note that arsenic has been detected in amounts greater than 10 parts per billion in Waupaca, Shawano, Outagamie, and Winnebago Counties. Homeowners can protect groundwater by properly sealing abandoned wells. Always use "best management practices" on lawns and farm fields. These practices include properly treating sewage, improving roadway and property drainage, minimizing pesticide and fertilizer use, and following application guidelines when pesticides or fertilizers are necessary. Recycling programs that reduce the solid waste stream and proper disposal of hazardous household waste will also reduce the risks of contamination to nearby residential wells.

Preservation Tax Incentives

The Federal government encourages the preservation of historic buildings through various means. One of these is the program of Federal tax incentives to support the rehabilitation of historic and older buildings. The Federal Historic Preservation Tax Incentives program is one of the Federal Government's most successful and cost-effective community revitalization programs. The Preservation Tax Incentives reward private investment in rehabilitating historic properties such as offices, rental housing, and retail stores. Current tax incentives for preservation, established by the Tax Reform Act of 1986 (PL 99-514: Internal Revenue Code section 47 [formerly Section 48(g)]) include:

- A 20% tax credit for the certified rehabilitation of certified historic structures; and,
- A 10% tax credit for the rehabilitation of non-historic, non-residential buildings constructed before 1936.

For more information on this and other programs to protect and restore historic structures, contact the Wisconsin State Historical Preservation Officer.

Coordination with Other Comprehensive Plan Chapters

The development of the Agricultural, Natural and Cultural Resources Chapter required coordination with all of the required plan elements. For example, when considering economic development strategies, the limitations presented by natural resources (e.g. wetlands, streams, Duck Creek) are important to consider as were the benefits natural areas provide to the local quality of living. Below is a description of the critical issues addressed with respect to the Land Use and Housing Chapters. These elements are profiled because their coordination with the Agricultural, Natural and Cultural Resources Chapter is critical to the success of the plan.

Land Use

Residents of the Town have clearly indicated that the preservation of natural resources is a priority. As a result, when the Future Land Use Maps were developed, special consideration was given to this desire. The goals, objectives, and policies in this chapter include provisions to protect Duck Creek, other creeks and streams, shorelines, floodplains, wetlands, and other natural resources.

Housing

Housing if not carefully located and planned for, can result in negative effects upon farming and the natural environment. Housing development can fragment farming operations and wildlife habitat areas. The additional traffic, people, and services associated with residential development can quickly impact rural character. Directing development in the Town will help to protect natural resources and farmlands in surrounding communities. This strategy for housing development is reflected in the Future Land Use Maps.

Agricultural, Natural, and Cultural Resources Policies, Goals, and Objectives

The policies, goals, and objectives related to Agricultural, Natural, and Cultural Resources in the Town of Oneida can be found in *Chapter 10: Implementation*.

6.0 ECONOMIC DEVELOPMENT

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Introduction

The purpose of the Economic Development Element is to promote the stabilization, retention, and expansion of the economic base, and quality employment opportunities. To address this requirement, the Economic Development chapter includes:

- Highlights of the labor force information from *Chapter 3: Community Profile*;
- An assessment of strengths and weaknesses with respect to attracting and retaining business and industry;
- An overview of programs that deal with environmentally contaminated sites for commercial or industrial uses; and
- A list of agencies (and website information) providing economic development programs at the county, regional, state, and federal levels.

In terms of the 14 state comprehensive planning goals, those listed below relate specifically to planning for economic development:

- Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state governmental, and utility costs.
- Encouragement of coordination and cooperation among nearby units of government.
- Building of community identity by revitalizing main streets and enforcing design standards.
- Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
- Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.

Economic Development Vision

In 2030, the Town supports an economy based upon local services and agricultural uses with limited commercial development. Development that has occurred has done so in harmony with the Town's natural and agricultural landscape and caters primarily to local landowners and farmers.

Visions, Objectives, Policies, and Goals

Wisconsin's Comprehensive Planning Law requires that the Economic Development Element contain a compilation of objectives, policies, goals, maps, and programs to promote the stabilization, retention, or expansion, of the economic base and quality employment opportunities in the local governmental unit, including an analysis of the labor force and economic base of the local

governmental unit. The element shall assess categories of particular types of new businesses and industries that are desired by the local governmental unit. The element shall assess the local governmental unit's strengths and weaknesses with respect to attracting and retaining businesses and industries, and shall designate an adequate number of sites for such businesses and industries. The element shall also evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The element shall also identify county, regional, and state economic development programs that apply to the local governmental unit.

Local Economic Development Desires

Each community has a different vision for future economic development. Oneida, like many other rural townships, has emphasized a quality residential setting, preserving natural resources, and sustaining agricultural operations rather than dramatically expanding business and industry. Ideas and comments collected during the Kick-off Meeting provided much of the background information necessary to identify future economic development goals in Oneida.

Local Visions for Economic Development

Relatively few residents support a substantial increase in future commercial and industrial development in the Town. Instead, the general opinion was that future economic development in Oneida should be done in harmony with the rural, agriculture-oriented landscape of the community. Nature-based eco-tourism and agri-tourism may be desirable economic development alternatives. Others may include farm supply, resident and visitor services, and home-based businesses.

Labor Force and Economic Base

Chapter 1: Issues & Opportunities provides a detailed analysis of Oneida and Outagamie County's economy and labor force. Highlights from that chapter include:

- Local workers are mobile. Residents take advantage of convenient access to STH 29, STH 41, STH 54, STH 55, and County highways to commute to nearby employment centers.
- Income. Median household income in the Township is on par with that of surrounding communities and is growing.
- Occupational Types. While the Town of Oneida has a relatively diverse working population including professionals, sales people, construction workers and farmers, the Census reveals that the highest employed occupations are in the manufacturing, retail trade, and tourism.
- Educational Attainment. Oneida residents are becoming more highly educated, with 39.8% of the population receiving some level of college education.

Current Business Inventory and Business Environment

The current business inventory in Oneida is small and focused primarily on farming and local services. To understand the business environment of a community, it is helpful to classify the local economy. In small towns there are generally five types of economies¹:

1. **Resource-Based Economy.** This type of economy is characterized by geographic isolation, as they are typically far away from larger cities/metro areas and have limited interstate access. These communities often have an aging population base and lack of opportunities for higher education and local employment.
2. **Industrial Economy.** This type of economy is characterized by dependence on yesterday's economic base. Often a community of this type has a single manufacturing or industrial operation that sustains the vast majority of residents.
3. **Metropolitanizing Economy.** These communities are experiencing a high amount of residential development which causes concern about decreasing land supplies, loss of community identity, maintaining small town character, and avoiding becoming a "bedroom community."
4. **Dependent Economy.** Usually an unincorporated (i.e. township) area outside of the suburban ring of development. The economic vitality of this community depends on the economic success of the larger adjacent/nearby community (i.e. Green Bay, Appleton). The primary challenge is handling local residential development pressure.
5. **Lifestyle Economy.** These communities include university towns, small communities with military bases, and tourist destinations. Residents enjoy their small community setting and quality of living, but are concerned about their long-term dependency on a single economic source. In the case of Oneida, participants expressed concern about residential development in the form of second homes and time-shares for people who reside outside of the community.

Based on these categories, the Town of Oneida is best described as a Dependent Economy potentially shifting towards a Metropolitanizing Economy during coming decades. The majority of the Town's non-farming residents work in nearby cities where they also find shopping, entertainment, healthcare, and other services.

Costs and Benefits of Economic Development

The Town of Oneida has several positive attributes desirable to potential businesses:

¹ Randall Gross, Embracing Change in Small Communities, APA National Conference, March 2005.

- A location that has traffic flowing through it from all directions.
- An attractive and safe community atmosphere that provides for a high quality of living.
- Quality school districts serving the area.
- Reasonable tax rates.
- Access to recreational areas, open space, and water.

While the Town of Oneida enjoys the advantages identified above, there are several challenges that must be addressed in attracting new businesses and industry, including:

- Residents can easily drive to nearby cities to purchase services and products;
- Similarly, many residents travel outside of the Town to work and find shopping, dining and entertainment choices;
- There is a lack of businesses catering to people's everyday needs that further entices residents to shop outside the community for basic needs.
- Competition from existing development centers limits the market area for businesses in Oneida.
- Opposition to development from current landowners who may perceive commercial development as a threat to the Town's rural character and quality of living.

Economic Development Opportunities

This section highlights some of the economic development opportunities available to Oneida. Supporting goals, objectives and policies are provided at the end of the chapter to help Oneida capitalize on its most desired economic opportunities.

Agriculture and Economic Development

A depressed farm economy and growing pressure from nonfarm development may lead to increasing conflicts over the use of agricultural lands. Central to this conflict is the demand for rural housing and recreational land, which has resulted in accelerated rates of farmland conversion to nonfarm uses. In fact, nonfarm growth pressures led to Wisconsin passing the Comprehensive Planning Law in 1999 to encourage communities to write and use comprehensive plans to guide land use decisions.

Strategies to Preserve Agriculture

The *Agricultural, Natural and Cultural Resources* chapter highlighted several strategies for sustaining agriculture in the Town over the next 20 years and beyond. Given the importance of agriculture to the local economy, this section offers some additional opportunities available to local farmers.

- Sell products directly to customers at the Oneida farmer's market.
- Develop a historical and/or niche farm tour to showcase local farm operations and farm products.

- Participate in seminars and training hosted by the UW-Extension to learn about tools available to farmers to accommodate development requests (i.e. transfer and purchase of development rights, zoning ordinance tools) and other opportunities (i.e. the sale of farm by-products for energy generation, organic farming opportunities, niche farming opportunities, etc.).
- Consider conversion to organic farming. Strong organic and specialty farm markets are proving very profitable. Since 1990, the organic food industry has grown 20% or more each year and now constitutes an almost \$8 billion industry. An opportunity exists to capitalize on this growing market.

Agriculture Related Tourism

Opportunities exist to offer tourist activities related to area agriculture, including: farmer-for-a-day experiences, rural bed & breakfasts, roadside stands, horse boarding and trail riding, pick-your-own produce operations, corn mazes, pumpkin patches, cheese factories etc.

Opportunities for Future Business Development

The Future Land Use Map in *Chapter 8: Future Land Use* will identify areas ideally suited, and desired, for future economic development. Once the Comprehensive Plan is approved and adopted the Zoning Ordinance will be reviewed and, if necessary, revised in order to be consistent with the Plan.

Brownfield Sites

Brownfield sites vary in size, location, age, and past use. A brownfield site can be a former corner gas station or an empty manufacturing plant. There are an estimated 10,000 brownfields across Wisconsin. These sites pose a number of problems for communities including:

- Neighborhood deterioration and community blight;
- Potential harm to human health and the environment;
- Reduced tax revenue and economic growth; and,
- Attraction for vandalism, open dumping and other illegal activity.

The United States Environmental Protection Agency (EPA) definition of a **brownfield site** is "With certain legal exclusions and additions, the term 'brownfield site' means real property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant."

The term "brownfield" was first used to distinguish developed land from unused suburban and rural land, referred to as "greenfield" sites. The EPA, states, and municipalities believe that choosing brownfield redevelopment over greenfield development yields several benefits for communities and for commerce. Brownfield redevelopment encourages the cleanup of contaminated sites. This is the major goal of most modern environmental regulations. The fewer the number of contaminated sites, the less the cumulative impact to the environment. Another benefit of brownfield redevelopment is that it revitalizes urban areas (many brownfields are centrally located in urban areas). This leads to

another perceived benefit -- the minimization of green space development. When brownfields are redeveloped or revitalized in urban areas, less farmland on the urban fringe is developed, maintaining green space and reducing the need for expanding infrastructure and utilities. Finally, when brownfields are redeveloped and new businesses begin operating, these properties return tax base and provide jobs. This is a major financial incentive for communities to develop and encourage programs for brownfield redevelopment.

Interested residents can search for properties in the Town of Oneida that have been impacted by environmental contamination (and have been reported) through the WDNR Bureau for Remediation and Redevelopment Internet web site tracking available at: www.dnr.state.wi.us/botw/welcome.do. This database tracks identified sites from first reporting through closure or no further action. Records are kept in perpetuity regardless of whether or not contamination was actually found, the size of the incidence, and whether or not the site has been cleaned.

Governments at all levels have recognized that brownfield redevelopment is an important issue. Numerous programs have been created to encourage brownfield redevelopment including grants, loans, and tax incentives. In the future, Oneida should encourage landowners to pursue the clean-up of all brownfield sites. Likewise, Oneida will encourage environmentally friendly business development that is properly permitted and regulated to protect the area's natural environment, particularly its groundwater resources. Oneida may choose to grant density bonuses or setback waivers as an incentive to re-develop brownfield sites.

Economic Development Tools, Programs, and Partners

Capital Improvements program (CIP)

Through a Capital Improvements Program (CIP), communities are able to responsibly plan for future improvements. As is recommended in *Chapter 4: Utilities and Community Facilities*, Oneida should consider developing a CIP to help plan for community improvements that can support existing local businesses and desirable new business opportunities. A CIP may be used to plan for road maintenance, vehicles, parks and recreation facilities, and Town facility improvements, among others

Internet Marketing

An opportunity exists to develop and utilize the Town of Oneida web site as a marketing tool to advertise desirable economic activities (i.e. home occupations, strong tourism market, recreational opportunities). The web site could include information about available development sites. The web site could also provide information about the development approval process, including printable permit applications, meeting schedules and agendas. This will keep interested individuals abreast of upcoming Plan Commission and Town Board agenda items, including site plans and completed application forms for resident review.

Tax Increment Financing

Tax Incremental Financing (TIF) allows communities to undertake a public project to stimulate beneficial development or redevelopment that would not otherwise occur. It is a mechanism for financing local economic development projects in underdeveloped and blighted areas. Taxes generated by the increased property values pay for land acquisition or needed public works.

Until recently, TIF has been an economic development tool available exclusively to cities and villages. However, the Wisconsin Law was changed to allow Towns to establish TIF districts to promote agricultural and forestry development. Towns are more restricted than cities and villages in the range of activities that may receive TIF benefit. The list of eligible activities for a Town TIF district includes²:

- Agriculture - animal and crop production and direct support activities.
- Tourism - camps, RV parks, campgrounds, dairy product stores and public golf courses.
- Forestry - including logging and direct support activities.
- Manufacturing - defined as animal slaughtering and processing, wood product manufacturing, paper manufacturing, or ethyl alcohol manufacturing.
- Residential development - limited to sleeping quarters within a TIF district for employees who work for employers engaged in an eligible TIF project (cannot include hotels, motels or traditional homes).
- Retail development - Related to the sale of products as a result of allowed agriculture, forestry or manufacturing activities.

The boundary of a TIF may be amended one time. A Town TIF district can remain in existence until the earliest of the following:

- The Town has received aggregate incomes equal to the total project costs;
- 11 years after the last expenditure in the original plan is made;

How Does a TIF Work?

1. The community defines a TIF district area.
2. Tax assessments for the district are frozen at their current value.
3. The community prepares a plan for the TIF district called a "project plan" to describe costs to be incurred and the anticipated tax revenue to make up for the cost overtime.
4. The community, through its tax-increment finance authority, can acquire land and make capital improvements in the district (i.e. streets, lighting, landscaping, etc.) to make it more desirable to developers.
5. When development occurs, the value of the land in the district increases. This increased value is taxed, but for a period of time while the TIF district is in effect, the additional tax revenues go to the TIF.
6. This additional tax revenue is used to pay off the expenses incurred by the community in land acquisition and installation of capital improvements.

More information about establishing a TIF is available in Wis. Stats. Ch. 66.1105(5)(g).

² At least 75 percent of the area of a TIF in a Town must be used for one of the allowable activities.

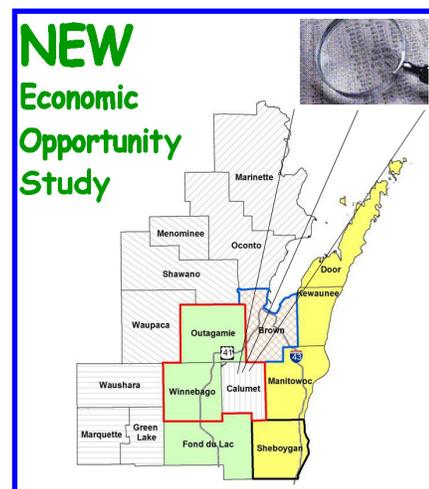
- The Town Board dissolves the district by resolution (the Town is then liable for all costs); or,
- The Secretary of Revenue determines the tax increments have been used to pay ineligible costs.

Greater Outagamie County Economic Development Corporation

The mission of the Greater Outagamie County Economic Development Corporation (GOCEDC) is to enhance economic development activities through a collaborative effort with the rural municipalities and businesses of Outagamie County that results in the retention and strengthening of existing businesses, the identification of new opportunities, and the formation of new businesses to fill those opportunities. For additional information on GOCEDC please visit their website at: <http://www.gocedc.org/>.

NEW Economic Opportunity Study Recommendations³

In October 2004, Northstar Economics, Inc. conducted an economic opportunity study to evaluate declining employment trends in certain industry sectors within Northeast Wisconsin⁴. The study was based on the premise that the model for future economic prosperity in the region has changed. In the previous model (Old Economy) the production of goods was based upon proximity to raw materials and limited distribution channels. Labor chased growing businesses. The new model (New Economy) is based on ideas, creativity, and innovation. Now successful businesses chase a scarcity of skilled workers. Skilled workers are attracted to places with high qualities of life and rich cultural and recreational environments.



Whereas the Old Economy is based upon a competitive race to the bottom to secure and hold markets, the New Economy is based on knowledge and abundance theory – the concept that collaboration will grow the economy sufficiently to serve everyone. A skilled workforce is imperative in this new economic model.

The following industry clusters were identified in the NEW Economic Opportunity Study as areas that should be expanded and built in the region:

- BioRefinery/Paper Products
- Printing and Publishing

³ Source: Portions of this summary were obtained from the Northeast Wisconsin Economic Opportunity Study Executive Summary, October 2004.

⁴ Northeast Wisconsin defined as Brown, Calumet, Fond du Lac, Green Lake, Kewaunee, Manitowoc, Marinette, Menominee, Oconto, Outagamie, Shawano, Sheboygan, Waupaca and Waushara Counties.

- Insurance Products
- Production Technology
- Nutraceuticals (i.e. vitamins, supplements, bio-products)
- Machine Tool Design
- Healthcare
- BioMass/Agriculture/Food Processing
- Maritime Vessels & Equipment
- Tourism
- Specialty Crops⁵ (i.e. floriculture, nursery)
- Automated Manufacturing Technology
- Education & Workforce Training Services
- New Economy Created Products

NEW North⁶

New North, Inc. is a consortium of business, economic development, chambers of commerce, workforce development, civic, non-profit, and education leaders in 18 counties of Northeast Wisconsin who are working to be recognized as competitive for job growth while maintaining our superior quality of life. The New North brand unites the region both internally and externally, signifying the collective economic power behind our 18 counties. The counties include Outagamie, Winnebago, Calumet, Waupaca, Brown, Shawano, Oconto, Marinette, Door, Kewaunee, Sheboygan, Manitowoc, Fond du Lac, Green Lake, Marquette, Florence, Menominee, and Waushara.



New North, Inc. represents a strong collaboration between the 18 counties that have come together behind the common goals of job growth and economic viability for the region. The power of the New North region working together is far greater than one county or one business alone. Players gain more through regional cooperation rather than competing for resources and growth.

In addition to working together to promote and help expand existing economic development efforts, New North, Inc. will concentrate on:

- Fostering regional collaboration
- Focusing on targeted growth opportunities
- Supporting an entrepreneurial climate
- Encouraging educational attainment
- Encouraging and embracing diverse talents

⁵ Source for pictures: Rumwood Nurseries.

⁶ Text excerpted from New North website, June 2008.

- Promoting the regional brand

Why are we creating a new brand for the region? The New North brand is a tangible, unifying manifestation of the region's 18 counties working together for the advancement of all. The New North's brand positioning challenge is that external audiences perceive the region to be much less than it is. The New North brand will be expressed in an integrated marketing communications campaign that aligns market perceptions and expectations both inside and outside the region.

The New North campaign has sponsors from a variety of organizations, which is the key to the success of the region's branding and marketing efforts. Local officials, chambers of commerce, universities, k-12, and tech schools, state politicians, economic development organizations, small business owners, non-profits, CEO's of large companies, unions, and trade organizations have all contributed to the New North efforts.

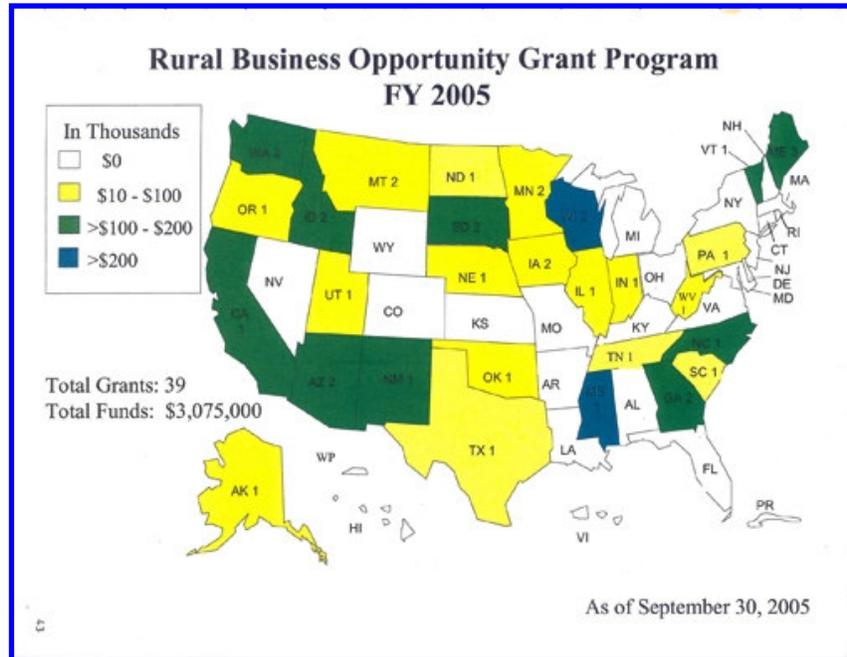
State Agencies/Programs

- Wisconsin Department of Commerce – www.commerce.state.wi.us: This department is the state's primary agency for delivery of integrated services to businesses.
- Wisconsin Department of Transportation – www.dot.state.wi.us: The Office of Disadvantaged Business Enterprise Programs encourages firms owned by disadvantaged individuals to participate in all federal and state transportation facility contracts.
- Forward Wisconsin – www.forwardwi.com: Forward Wisconsin markets outside Wisconsin to attract new businesses, jobs, and increase state economic activity.
- Department of Workforce Development – www.dwd.state.wi.us: This department builds and strengthens Wisconsin's workforce by providing job services, training and employment assistance, and helping employers find necessary workers.
- Wisconsin Small Business Development Centers – www.uwex.edu/sbdc: These centers help ensure the state's economic health and stability. They offer formative business education, counseling, and technology training.
- Wisconsin Youth Apprenticeship Program - <http://uwhelp.wisconsin.edu/admission/requirements/freshman/wisyouthprog.asp>: helps businesses prepare future workers and is an integral part of the State Department of Workforce Development's workforce training strategy. Youth apprenticeship is a rigorous two-year elective program for high school juniors and seniors that combine academic and technical classroom instruction and on-the-job training from mentors.
- Dairy 2020 Initiative is a state, business, and education partnership that works to enhance the competitive edge of the Wisconsin dairy industry.
- Wisconsin Women's Business Initiative Corporation - www.wwbic.com: This statewide economic development organization offers quality business workshops and trainings, one-on-one business assistance, business incubation programs, a variety of micro loan programs and individual development accounts.

Rural Business Opportunity Grants⁷

The Rural Business Grants program has made available \$1.5 million to help promote sustainable economic development in rural communities. The average grant size is expected to be no more than \$50,000. The grants make available money for economic planning, technical assistance for rural businesses, or training for rural entrepreneurs or economic development officials.

Eligible applicants include public bodies, nonprofit corporations, Indian tribes, or cooperatives with members that are primarily rural residents. Applicants must also possess “significant expertise” in the proposed activities as well as financial strength that will ensure the objectives of the proposed grant will be completed. The grant money must result in economic development of a rural area (any area other than a city or town with a population of greater than 50,000 and the urbanized area contiguous and adjacent to such a cities or towns). The project must include a method for determining the success/failure of the project and assessing its impact.



Federal Agencies/Programs

- Department of Agriculture Rural Development Administration – www.rurdev.usda.gov
- US Small Business Administration – www.sba.gov; provides financial, technical and management assistance to help Americans start, run and grow their businesses.
- US Department of Commerce – www.doc.gov
- US Department of Transportation – www.dot.gov

⁷ SOURCE: United States Department of Agriculture (USDA), 2006 at: <http://www.rurdev.usda.gov/rbs/busp/rbog.htm>

Economic Development Issues & Concerns

Residential Development As Economic Development

To some, residential development is a growing source of taxable income. However, housing requires far more services than commercial, industrial and agricultural development. As a result, residential development may not be an effective, long-term strategy to increase the local tax base.

A number of community studies have been completed across the country that compare tax revenue generated by different land uses (i.e. commercial, industrial, single-family residential, multi-family residential, etc.) to the services they require. These assessments, known as *Cost of Community Services* (COCS) studies, have demonstrated that single-family residential development routinely increases public costs by a larger amount than it increases tax revenue. In contrast, commercial and industrial developments have a more positive balance relative to tax dollars paid and dollars expended on services; and, agricultural lands and open space fare even better.

Cost of Community Services in the Town of Dunn, Dane County

The premier example of such a study in Wisconsin was completed by the Town of Dunn, Dane County in 1994. Many subsequent studies have relied on the Town of Dunn as a model in their efforts⁸. The Dunn study revealed that for every \$1 in tax revenue collected by the Town, \$1.06 was required in local services. The ratios for commercial and industrial uses were far more favorable (i.e. for every \$1 in tax revenues collected significantly less than \$1 of service costs were required). The tax ratio was most favorable for farmland and natural areas that required generally around \$0.15 in services for each \$1 in taxes collected. As a result of this study, the Town of Dunn estimates that residential development costs taxpayers \$1,060 in services for every \$1,000 paid in property taxes. Farm and parkland only cost \$180 to service for the same \$1,000 in taxes paid.

Oneida supports the idea that new residential development should pay a fair and proportionate share of its service costs and complete necessary studies to adequately gauge their impact on traffic and schools. To achieve this, impact fees (in accordance with Act 477⁹) can be used to require that new development pay a fair and equitable share of road improvement and park costs, among others. If

⁸ Additional Information about the Town of Dunn Community Services Study is available on-line at www.town.dunn.wi.us.

⁹ Passed May 30, 2006, Act 477 updates impact fee legislation. Counties can no longer collect impact fees, and municipalities can no longer use them for “other transportation uses” (allows roads, not the purchase of vehicles) or “other recreational uses” (allows money for parks, playgrounds, and land for athletic fields, not for improvements of these fields). Fees are to be collected from the builder or property owner within 14 days of the issuance of the building or occupancy permit, must be placed in separate accounts, and must be spent within 7 years or refunded.

new development stops or slows significantly, revenue generated from impact fees will decrease or disappear.

To make informed land use decisions, the Town must consider the full costs and benefits of new development. Just as an Environmental Impact Statement allows for an understanding of the effects of building projects on environmental resources, Property Tax Impact Statements help decision-makers to assess the full costs and benefits of new development. Property Tax Impact Statement estimate the additional costs of providing and servicing schools, roads, fire, police, water, sewer and other public services that will be required for each new development. With a Property Tax Impact Statement decision-makers will know up-front what the Town will be paying for and will be able to decide if a development is beneficial or detrimental to Oneida from a financial standpoint. These statements may be prepared by a developer, or the Town could possibly contract with an independent analyst, the cost of which would be paid by the developer.

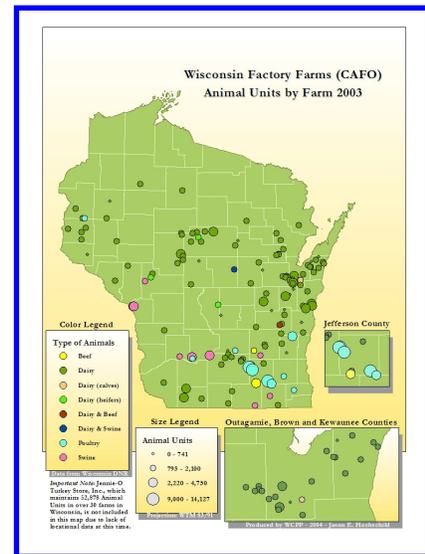
Concentrated Animal Feeding Operations (CAFOs)

Concentrated animal feeding operations (CAFOs) may be of concern to many residents of Oneida. In order for a CAFO to be approved, it must be in accordance with State regulations (refer to *Chapter 5: Agricultural, Natural, and Cultural Resources* for more information regarding ATCP 51). It is possible that no suitable location may be found in the Town of Oneida for a CAFO.

Respecting Rural Character

The visions in preceding chapters highlighted the need to preserve natural features, maintain farmland, and continue to offer a quality rural living environment. Accordingly, it is important that economic development respect these visions by being of a complimentary scale. Intensive industry (with potential pollution concerns) and large commercial establishments (i.e. big box stores, strip malls, etc.) are not consistent with this image.

While a limited number of new businesses may be established in Oneida, they must be appropriately located to minimize potential conflicts with residential areas. Furthermore, new business development must exist in harmony with the rural setting. To further protect the rural landscape from development, the Town may want to coordinate with Outagamie County to consider opportunities for purchase and transfer of development rights programs. These types of programs are discussed in detail in *Chapter 5: Agricultural, Natural and Cultural Resources*.

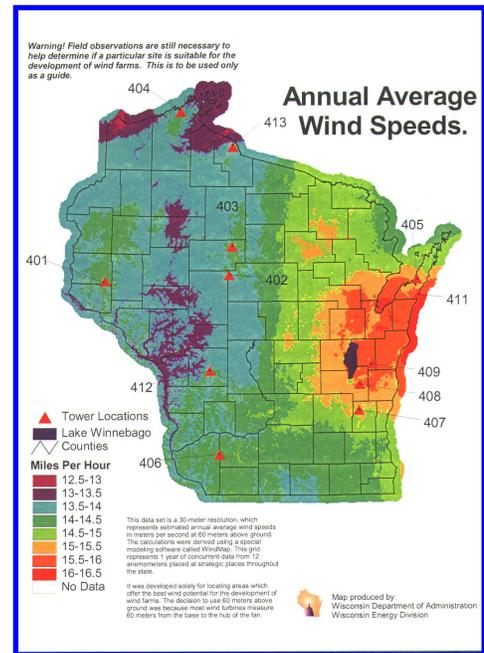


Source: CAFOs in Wisconsin and Risks to Human Health and the Environment, Midwest Environmental Advocates, 2004.

Economic Development and Energy Production

As the illustration at right shows, the Town of Oneida experiences sustained winds significant enough to support wind energy production. This situation provides the potential for wind turbines in the Town. The siting of a wind turbine provides a landowner direct economic gains. For this reason, wind towers can be particularly enticing to landowners who can benefit from the financial return and still continue to farm the land surrounding the turbine without the conflicts that arise when farmland is sold for residential uses (i.e. complaints about farm noise, odors, hours of operation, etc.). Moreover, having available local sustainable energy supplies is a positive economic factor that may influence some businesses to locate in the region.

Wind farms are not without their concerns, including: noise, visual impact, impacts on wildlife, and economic effects on land values for properties surrounding turbines or properties with views of turbines. For wind turbines to be effectively located in Oneida, areas should be selected that are agricultural in character with limited nearby residential development. Please refer to *Chapter 4: Utilities & Community Facilities* for additional information on wind-generated power.



Coordination with Other Comprehensive Plan Chapters

Future Land Use Chapter

Any new business development must be located in areas that the market will support. At the same time, new development should not create a nuisance for neighboring properties or natural resources. These criteria were carefully considered during the development of the Future Land Use Map.

Transportation Chapter

Any new business development Oneida should be done in coordination with Outagamie County and WisDOT in order to ensure that traffic is appropriately planned and sited to minimize its impact on adjacent roadways. This may require periodic traffic studies to assess the affect of proposed developments. Pedestrian and bicycle access must also be considered.

Housing Chapter

Economic development in Oneida may bring visitors to the Town who decide its rural, scenic, country-setting is an ideal location to live. Successful business development can also result in jobs

that bring people to the community looking for places to live near their place of employment. Accordingly, areas for housing development, consistent with state growth projections, are provided on the Future Land Use Map.

Utilities & Community Facilities

To support economic development, infrastructure (sanitary service, transportation, electricity, communication, etc.) must be available to meet the needs of businesses. *Chapter 4: Utilities and Community Facilities* chapter discusses Oneida's existing and planned infrastructure to serve the needs of the community, including economic interests.

Economic Development Policies, Goals, and Objectives

The policies, goals, and objectives related to Economic Development in the Town of Oneida can be found in *Chapter 10: Implementation*.

7.0 EXISTING LAND USE

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Introduction

Land use, both existing and future, is the central element of a Comprehensive Plan. Previous chapters have discussed:

- Projected population growth.
- The quality housing available in the Township and potential future housing needs.
- Transportation network challenges with increasing population growth.
- Available utilities and community facilities.
- Local business choices and economic growth opportunities.
- Oneida's natural resources and recreational opportunities, among others.

This chapter focuses on existing land uses, trends in land development, and available local land use tools. *Chapter 8: Future Land Use* will address actions necessary to achieve the goals and visions created during the development of this Comprehensive Plan.

Of the 14 local planning goals provided in the Comprehensive Planning Law, those below specifically relate to planning for land use:

- Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
- Encouragement of neighborhood designs that support a range of transportation choices.
- Protection of natural areas, including wetlands, wildlife habitat, lakes, woodlands, open spaces and groundwater resources.
- Protection of economically productive areas, including farmland and forests.
- Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, State governmental and utility costs.
- Preservation of cultural, historic and archaeological sites.
- Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
- Balancing individual property rights with community interests and goals.
- Planning and development of land uses that create or preserve varied and unique urban and rural communities.

Visions, Objectives, Policies, and Goals

Wisconsin's Comprehensive Planning Law requires that the Land Use Element contain a compilation of objectives, policies, goals, maps, and programs to guide the future development and redevelopment of public and private property. The element shall contain a listing of the amount, type, intensity and net density of existing uses of land in the local governmental unit, such as agricultural, residential, commercial, industrial, and other public and private uses. The element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and

existing and potential land use conflicts. The element shall contain projections, based on the background information specified in par. (a) (66.1001), for 20 years, in 5-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that shows current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which services of public utilities and community facilities, as those terms are used in par. (d) (66.1001), and the general location of future land uses by net density or other classifications.

Existing Land Use Inventory

The Existing Land Use Map (on page 7-9) was created from baseline mapping data provided by the United States Department of Agriculture, United States Geological Survey, East Central Wisconsin Regional Planning Commission (ECWRPC), Outagamie County, the Oneida Nation, and the Town of Oneida. The descriptions of the land use categories illustrated on the Existing Land Use Map are as follows.

Agriculture

In terms of total acreage, agriculture is the largest ‘developed’ land use in the Town of Oneida. Agricultural uses in the community are dominated by crop production and the raising of livestock with additional uses including fruit and vegetable production. The agricultural landscape includes croplands, pasture land, hay fields, and fallow fields, among others. Please refer to *Chapter 5: Agricultural, Natural, and Cultural Resources* for a more detailed description of agricultural uses in the community.

Commercial

Commercial development in Oneida is scattered throughout the community and represents a relatively small component of the Town’s land base. *Chapter 6: Economic Development* includes a profile of commercial development in the community.

Industrial

Like commercial land uses, industrial development encompasses a small percentage of the Town’s land base and is located primarily in the central portion of Oneida. For additional information related to industrial development in Oneida please refer to *Chapter 6: Economic Development*.

Institutional Facilities

Institutional uses in Oneida include government-owned properties (Town Hall, Town Garage, Fire Station, etc.) and are concentrated along the CR H corridor. *Chapter 4: Utilities & Community Facilities* provides further information related to institutional uses in Oneida.

Mining

A number of nonmetallic mining operations are located in Oneida totaling slightly more than one hundred acres of land. Additional information related to nonmetallic mining in Oneida can be found in *Chapter 5: Agricultural, Natural, and Cultural Resources*.

Open Other Land

Open lands in Oneida include grasslands, abandoned farm fields, and the like and represent potentially desirable locations for future agricultural production or development.

Recreation

Recreation facilities in the Town of Oneida include a park located on CR H in the center of the community and a small number of other sites. *Chapter 4: Utilities & Community Facilities* includes more information related to parks and recreation in the community.

Residential

Residential land uses in Oneida are dominated by single-family homes and farmsteads and are scattered throughout the community, with higher density concentrations located along the northern section of CR E and west of CR Y. Additional information related to residential development in Oneida can be found in *Chapter 2: Housing*.

Transportation

The transportation network in Oneida includes state highways, county highways, town roads, and private roads. Additional information related to the transportation system can be found in *Chapter 3: Transportation*.

Utilities

Utilities in Oneida account for less than four acres of land and are described in *Chapter 4: Utilities & Community Facilities*.

Water Areas

Water areas in Oneida include a number of small, naturally-occurring and artificial lakes and ponds scattered throughout the Town but do not include creeks and streams. Additional information related to lakes and ponds can be found in *Chapter 5: Agricultural, Natural, and Cultural Resources*.

Woodlands

Woodlands are the second largest land use in the community accounting for nearly 20 percent of the total land base. More information related for woodlands and woodland habitat can be found in *Chapter 5: Agricultural, Natural, and Cultural Resources*.

Land Use by Acreage and Percentage

Table 21 provides a numerical breakdown of existing land uses in Oneida. As the table shows, agriculture is the dominant land uses in Oneida accounting for more than 60% of the total land area in the Township.

Table 21: Breakdown of Existing Land Uses in the Town of Oneida, 2009.		
Land Use Category	Amount in Total Acres	Amount in Total Percentage
Agriculture	28,666.75	62.2%
Commercial	35.29	<0.1%
Industrial	26.58	<0.1%
Institutional	108.70	0.2%
Mining	108.97	0.2%
Open Other Land	2,852.57	6.2%
Recreation	33.63	<0.1%
Residential	1,541.60	3.3%
Transportation	3,888.66	8.4%
Utilities	3.98	<0.1%
Water Areas	384.06	0.8%
Woodlands	8,441.57	18.3%
Total	46,092.36	100%
Linear Miles		
State Highways		35.3
County Highways		11.9
Town Roads		90.0
Navigable Streams		170.0
Source: Town of Oneida Existing Land Use Map, 2009		

Land Use and Development Tools

The Land Division/Subdivision Ordinance and Zoning Ordinance are the two primary tools used to implement a comprehensive plan. The Land Division/Subdivision Ordinance governs the process for transitioning from one land use to another (typically from agriculture to residential), while the Zoning Ordinance identifies the permitted and conditional uses allowable within given zoning districts and includes various site limitations including setbacks, height restrictions, and the like.

Land Division/Subdivision Ordinance

Outagamie County administers and enforces the Land Division/Subdivision Ordinance in Oneida. Issues covered include but are not limited to technical requirements, design standards for plats, certified survey maps, and land-only condominiums, variances, and required improvements and dedications (i.e. street improvements, utility easements, sanitary sewer, etc.). The Town has the

statutory authority to adopt its own subdivision ordinance and assume administrative and enforcement responsibilities for land divisions and subdivisions in the community.

Zoning Ordinance

Outagamie County administers and enforces zoning regulations within the Town of Oneida. The County zoning code follows a traditional Euclidean¹ model that seeks to segregate uses by type and establishes dimensional requirements related to lot size, setbacks and building height. As new uses are created over time, they are listed specifically in the zones in which they are permitted. To be effective, this type of code must list every possible use and establish a zone in which that use would be appropriate. Euclidean codes are based on a philosophy that separation of uses will create a safer, healthier environment.

Table 22: Town of Oneida Zoning Districts.²

Districts	Purpose	Permitted Uses*
AGD – General Agriculture	The intent of the AGD general agricultural district is to maintain open land areas predominantly devoted to farming and agricultural related uses. It is anticipated that while certain areas within the district will eventually be used for nonagricultural uses, the intensity of development will remain significantly limited due to a lack of urban facilities and services. It is also intended that this district provide for small scale family oriented businesses on a case-by-case basis.	(1) Permitted principal uses and structures in the AGD exclusive agricultural district. (2) Public and semipublic nonprofit institutional uses, including churches, schools, libraries, museums and uses of a similar nature. (3) Parks, preserves and golf courses. (4) Single-family detached dwellings and mobile homes unrelated to any farm operation as a principal use and structure on individual lots.
RSF – Single Family Residential	The RSF single-family residential district is intended to provide for single-family detached residential development. The density of development is based on the availability of public facilities and the extent of coordination and planning as indicated by whether the development is part of an	(1) Single-family detached dwellings. (2) Public and semipublic nonprofit institutional uses, including churches, schools, libraries and the like, provided principal access shall be directly onto a collector or arterial street. (3) Parks, playgrounds, golf courses and community centers. (4) Community living arrangements, subject to the provisions and limitations of Wis. Stats. § 59.69(15). (5) Day care (family).

¹ Reference to Euclid vs. Amber Realty Company, 1926 U.S. Supreme Court Decision, which serves as the foundation for zoning practice in the United States.

² Subject to Change. Consult the Town of Clearfield Zoning Ordinance for current requirements.

	approved and recorded subdivision plat.	
RTF – Two Family Residential	This RTF residential two-family district is intended to provide for medium density residential development with emphasis on two-family and single-family attached residential uses. This district is also intended to provide for infilling opportunities for parcels which for various reasons have been bypassed by development. This district is primarily intended to apply to areas presently served by a public sewer system.	<ul style="list-style-type: none"> (1) Permitted principal uses and structures in section 54-154. (2) Two-family dwellings served by a public sewer system. (3) Single-family attached dwellings served by a public sewer system.
CL – Local Commercial	The CL local commercial district is intended to apply to commercial establishment located to serve primarily localized commercial markets throughout the county. It is the intent of this district to encourage grouping of such commercial establishments. The district is not intended to apply to major or large scale commercial establishments of a regional character.	<ul style="list-style-type: none"> (1) Retail outlets, including the sale of food, liquor, wearing apparel, art or photographic supplies, printing, books or stationery, sundries or notions, jewelry, luggage, florist or gifts, drugs, pets, home furnishings and appliances, sporting goods or hobbies, automotive parts, hardware and building supply establishments and uses of a similar nature. (2) Service establishments, including barbershop or beauty shop, shoe repair, laundry or dry cleaner, appliance repair, photographic or dance studio and uses of a similar nature. (3) Business and professional offices, including banks and other financial institutions, insurance and real estate, travel agency, medical or dental clinic, attorney's office, engineering office and uses of a similar nature. (4) Taverns and restaurants. (5) Hotels and motels. (6) Clubs and organizations, profit or nonprofit. (7) Indoor commercial recreational establishments, including motion picture theaters, billiard parlors, arcades, bowling alleys, rinks and uses of a similar nature. (8) Convalescent homes, nursing homes and day care (family or group). (9) Office equipment and supplies. (10) Garden center, plant nursery or landscape contractor. (11) Veterinary offices. (12) Mortuaries. (13) Equipment rental. (14) Existing dwellings. (15) Storage establishments.

IND - Industrial	<p>The IND industrial district is intended primarily for manufacturing and closely related uses. It is intended to preserve such lands for the functions of industrial activity, wholesaling, warehousing and distribution. To allow maximum latitude for operations, performance standards are applied at district boundaries. It is further the intent of this district that it be so located in relation to major thoroughfares that resulting traffic generated by industrial activity will not be channeled through residential areas.</p>	<p>(1) Wholesaling, warehousing, storage or distribution establishments, except bulk storage of flammable liquids, and uses of a similar nature. (2) Automobile, boat, construction and farm implement sales, service and repair. (3) Printing and publishing. (4) Agricultural related uses, including feed mills and co-ops. (5) Service establishments catering to commercial and industrial uses, including business machine service, linen supply, freight moves communication services, canteen services and uses of a similar nature. (6) Light manufacturing uses, including bottling, packaging, laboratories and uses of a similar nature. (7) Manufacturing uses, including production, processing, cleaning, testing and the distribution of materials and goods, except wrecking yards, fertilizer and chemical manufacture and canneries or slaughterhouses. All manufacturing uses are subject to the provisions of article VIII of this chapter. (8) Building contractor with storage yard. (9) Transportation terminals. (10) Telecommunication towers, subject to the provisions of subdivision II of division 3 of article IV of this chapter. (11) Facilities for the production, transmission, delivery or furnishing of heat, light, water, or power, for which a certificate of public convenience and necessity has been obtained from the state public service commissioner under Wis. Stats. § 196.491.</p>
ONT – Oneida Tribal Land	Lands owned by the Oneida Nation. n/a	
UST – U.S. Trust Land	Lands held in trust by the Federal government for the Oneida Nation. n/a	
<p>* Please refer to the Outagamie County Zoning Ordinance for detailed descriptions of permitted and conditional uses within the zoning districts. Source: Outagamie County Zoning Ordinance, 2009.</p>		

Alternative Zoning Methods

In recent years, the planning profession has developed alternative zoning models based on building form and performance standards. These models may provide a better means of addressing more complex land uses such as mixed-use than the traditional model. Additional information on alternative zoning methods can be found in *Chapter 8: Future Land Use*.

Existing land use map

Form-based zoning codes regulate a community based on the appearance rather than the type of use. Different elements of form-based zoning include building line, landscaping, lighting, signage, building size, building materials and building design.

Performance Standards (or Performance-based Zoning) seek to regulate based on a particular set of operation standards rather than on particular type of use. They provide specific criteria for limiting noise, air pollution, emissions, odors, vibration, dust, dirt, glare, heat, fire hazards, wastes, traffic impacts and visual impacts of a use. With this approach, the proposed use is not a factor in development. If all operation standards can be met, any use can be permitted adjacent to another. Some communities are also using hybrid-zoning codes that combine performance and form-based zoning criteria to regulate land use.

These alternative zoning methods may become desirable should the Town of Oneida pursue mixed-use development opportunities in the community.

Shoreland Zoning Ordinance³

The Outagamie County Shoreland Zoning Ordinance governs all activities within shoreland areas in the County and requires land use permits for certain activities that occur within 1,000 feet of a lake, pond, or flowage, 300 feet on both sides of a navigable river, stream, or creek, and the landward side of the 100-year floodplain. Activities requiring a permit include, but are not limited to, construction of buildings, decks, and patios, removal of shoreline vegetation, filling and grading of property, and various other activities that can affect the quality of shorelines and water.

Non-Metallic Mining Reclamation

East Central Wisconsin Regional Plan Commission administers state non-metallic mining reclamation requirements for all towns in the County consistent with §NR 135.02(1) and (2), Wis. Adm. Code. The ordinance prohibits any person from engaging in nonmetallic mining or in nonmetallic mining reclamation without a permit unless the proposed activity is specifically exempted.

Trends in Supply, Demand, and Price of Land

Residential Development

Residential development accounts for just over three percent of the Town's total land area. As discussed in *Chapter 6: Economic Development*, residential is the costliest land use in terms of tax revenue needed to maintain the services and infrastructure associated with that form of development.

³ Source: Much of the text included in this section was excerpted from the Fond du Lac County website, <http://www.fdlco.wi.gov/Index.aspx?page=285>, 2009.

Single-family homes account for a disproportionate percentage of all housing units in Oneida. The most glaring needs, at present and in the future, are affordable housing and housing for seniors. Currently, those residents seeking or requiring alternative forms of housing must look outside of Oneida.

Farming

Throughout the planning process, residents have expressed a strong desire to retain farming as a significant component of the Town's landscape and economy. However, the local farming economy has continued to see the number of area farms decrease. This can be attributed to diminished farm product returns, aging farmers seeking retirement through land sales, and demand for rural housing. Simple economics also plays a role in the loss of farmland. Farmers have the choice to either rent their farmland or sell their land at development premiums.

Preservation of rural character is contingent upon successful efforts to retain farmland. *Chapter 5: Agricultural, Natural and Cultural Resources* and *Chapter 10 Implementation* provide additional detail about strategies to preserve farming, including:

- Encouraging landowners to pursue opportunities to partner with land trusts charged with the protection of natural areas and farmland;
- Encouraging landowners to consider conservation-based development options to preserve farmland;
- Establishing an Agriculture Committee to minimize farmland conflicts through negotiation and open communication;
- Establishing networks, through the Agriculture Committee, to connect farmers who are considering selling their property with other farmers who would like to acquire additional property; and,
- Evaluating the merits of implementing a transfer and/or purchase of development rights program.

Commercial and Industrial Development

As has been demonstrated throughout this plan, commercial and industrial development represents a small portion of land use within the community. Local resident sentiment would like to see only slight increases in business activity, clustered in identified growth areas. Though representing a relatively small fraction of land in the Town, commercial activities are important to the residents of Oneida. Local businesses not only reduce the frequency of trips out of Town for shopping needs, but also employ residents and provide tax revenue. By carefully locating appropriate and desired commercial development within identified growth areas residents can enjoy a greater variety of choice for local shopping and a boost in employment, while simultaneously preserving the rural nature of the Town, providing convenient access to motorists and Town residents, and avoiding conflict with neighboring land uses.

Demand

The population of the Town is projected to grow significantly during the next twenty years (please see *Chapter 1: Issues & Opportunities*). The increased population in combination with a declining number of people living in each household, will result in a demand for additional housing (please refer to *Chapter 2: Housing*). Providing housing options for all stages of life and all lifestyles will be important to meet future resident demand.

Trends in Land and Housing Prices

Land prices in the Town are expected to steadily rise as more people continue to relocate to Oneida to take advantage of its great location, natural resources, proximity to Green Bay and the Fox Cities, and other amenities.

Opportunities for Redevelopment

Opportunities for redevelopment are typically found in urban environments. As a rural community, Oneida has limited areas in need of, or desirable for, redevelopment. Most existing structures in the Town are in good condition with few properties meeting the legal definition of blighted.

8.0 FUTURE LAND USE

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Introduction

The purpose of this chapter of the Comprehensive Plan is to accurately describe, in words and images, the goals and visions for the future of Oneida, as determined by the people who live and work in the community. The character of Oneida is defined by its people, rural setting, farm land, forests, and natural environment. The Town's wooded agricultural landscape provides for a highly desirable place to live.

The Future Land Use Map

The Future Land Use Map (on page 8-14) included in this chapter illustrates the goals, objectives, visions and policies expressed throughout the plan. The map seeks to reflect, to the greatest extent feasible, the desires, expectations, and demands of residents and landowners in the Town of Oneida.

Land Use Vision

In 2030, the Town of Oneida has utilized the Comprehensive Plan to preserve farming and productive agricultural soils while allowing for residential and commercial development designed in harmony with the natural landscape so as to ensure a safe, beautiful, and thriving community for future generations.

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 architectural standards, open space and natural resource protection, signage and lighting guidelines, and building setbacks, among others. Ordinances provide the primary means by which local governments can implement community design requirements. Of those, the Subdivision and Zoning Ordinance are the two most common and, arguably, most influential. Outagamie County administers subdivision and zoning regulations in the Town of Oneida. The Town may choose to adopt and enforce its own subdivision ordinance under §236, Wis. Stats. Additional ordinances that the Town may adopt to guide community design include signage and exterior lighting, historic preservation, access control, alternative energy systems (wind, solar, wood-fired boilers, etc.) and architectural design, among others.

Property Rights

The issue of private property rights versus community need underlies every comprehensive planning effort. Throughout the development of this Plan, landowners have expressed their desire to see property rights protected. Those rights have been respected, to the greatest extent feasible, throughout this planning effort. This Plan illustrates planned development patterns for all property owners to understand and use to make their own personal development decisions. Should a

landowner disagree with the *Future Land Use* map, or another aspect of this Plan, he or she has the right to petition the Town for an amendment to the document. All amendments will occur through an open process and will conclude with a public hearing.

Preserving Rural Character

What is “*rural character*”? For every community the answer is somewhat different. In the Town of Oneida, rural character means a blend of:

- Family-owned farming operations.
- Streams, creeks, and riparian corridors.
- Single-family residential development designed in harmony with the natural landscape.
- Wooded areas and grasslands.
- Abundant natural resources and wildlife.

To maintain these features, the *Future Land Use* map provides a preferred development pattern. This chapter also identifies the tools landowners can use to maintain farmland and open areas (i.e. land trusts, easements, conservation design, etc.).

Landscaping

Landscaping, particularly in commercial areas and along frequently traveled roads, provides an opportunity to create or enhance local identity, both on a site-by-site basis and community-wide. This may be particularly important at the periphery of the Town, where an identifiable landscape would aid in informing residents and visitors that they are entering Oneida. A unifying landscape theme, based upon regionally native species, can serve as an identifiable and inexpensive gateway feature for the Town.

Outdoor Advertising

Highway corridors present opportunities for billboard advertising in Oneida; however, many residents may be opposed to visual clutter along local roads and highways. The Town believes that preservation of natural beauty, including open views of woodlands, wetlands and farmlands from roadways is important in preserving community identity and quality of life. The Town will work with Outagamie County and WisDOT to ensure that the scenic integrity of its rural landscape is preserved.

Citizens for a Scenic Wisconsin has developed a model ordinance to regulate billboards. For more information, please visit: www.scenicwisconsin.org

Quarries and Landfills

Quarries and landfills are intensive land uses. As such, they may create disturbances to neighboring properties, including: vibration, odors, noise, groundwater contamination, and related concerns. The WDNR requires a 1,200-foot setback for private wells near landfills. To develop within this area, property owners are required to obtain a variance from the WDNR in order to drill a residential well

(irrigation wells are not subject to this requirement). This process is intended to protect residents from potential environmental hazards, including groundwater issues. Since non-metallic mining operations are intensive land uses and have the potential to affect groundwater quality, the Plan recommends the establishment of a similar buffer around existing, operational quarry and sandpit sites. Please refer to *Chapter 5: Agricultural, Natural and Cultural Resources* for additional information on quarry and landfill operations.

As local quarries and pits are reclaimed, the Town of Oneida will support the redevelopment of these properties where they exist in accordance with their adopted reclamation plans. In addition, the Town will consider enacting an ordinance governing non-metallic operations to ensure that such operations are undertaken in accordance with the Comprehensive Plan.

Community Design Approaches

Community design principles are integral to the future of Oneida. The use of community design can ensure that new development will blend harmoniously with existing development and the natural environment while providing for development patterns that promote a high quality of living.

Conservation Design

Oneida's landscape provides an array of natural features including rolling hills, stream corridors, woodlands, and wetlands. Preserving the rural character of the community has consistently been identified as a necessary component of the Comprehensive Plan. To accommodate the growing demand for year-round and seasonal housing while maintaining the integrity of Oneida's natural environment, the Town will encourage *conservation design* for all new residential and commercial development. Conservation design will allow the Town to:

- Protect rural character by maintaining 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 requirements, shortening permit review timeframes, 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 developments.
- Preserve agricultural lands, including orchards, to ensure that they remain an economically viable component of the Town landscape.

Traditional Neighborhood Design (TND)

The Wisconsin Comprehensive Planning Law defines a *traditional neighborhood design* development as compact, Mixed Use neighborhoods where residential, commercial, and civic buildings are in close

proximity to one another. TND is a planning concept based on the principles of new urbanism and promotes a development scheme similar to traditional small Towns. TND principles advocate:

- Compact Development. TND areas have a higher density than traditional single-family subdivision, 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 effect strategy for broadening the tax base in communities that don't 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. Provision of adequate open spaces, well planned design guidelines, the use of indigenous vegetation, and the incorporation of environmentally responsive wastewater treatment and storm water management systems allow for land uses conducive with the rural landscape.

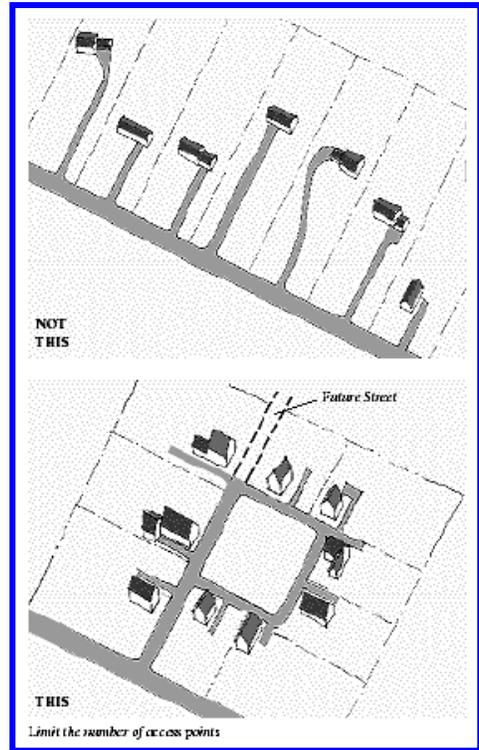
The adoption of TND principles in Oneida, if desired, would be most appropriate within the proposed Mixed Residential/Commercial areas identified on the *Future Land Use Map*.

Alternative Energy Production – Personal Energy Systems

As concern over energy costs and global climate change continue to rise, many residents and business owners may seek to reduce their ecological footprint by installing personal energy systems. These systems, which include geo-thermal, solar hot water heaters, photo-voltaic solar electricity, compact wind turbines, and wood-fired boilers, among others, are becoming more affordable and more common in Wisconsin's rural communities. Each offers benefits and concerns. The Town will consider the adoption of a Personal Energy Systems Ordinance to guide the future development of these and similar systems.

Avoiding Corridor Creep

Commercial land uses provide economic opportunities for local government in the form of increased tax base and land use diversification. At the same time, however, it may represent a potential threat to the community in terms of linear commercial development that may occur along the corridors. This type of development is referred to as corridor creep. Corridor creep occurs along newly road and highway rights-of-way and results in linear development patterns that dramatically reduce views of surrounding agricultural lands and open spaces. An alternative to corridor creep is commercial node development. Under the node model, commercial development is concentrated around one or two ingress/egress points as opposed to entrances being connected along services roads (similar to the image appearing at right).



Maintain Rural Road Character

One technique to maintain rural roadside character and control traffic access is to utilize managed roadway access techniques. Roadway access refers to the number of points of ingress and egress from a roadway. Managing roadway access points helps to promote safe and efficient travel and minimizes disruptive and potentially hazardous traffic conflicts.

Managed roadway access involves minimizing the number of driveways along a roadway and establishing standards for driveway spacing. Rather than promoting driveway after driveway along rural roads, shared driveways and streets are encouraged (see image at lower right on previous page). This concept could be used for residential and commercial development along highway corridors in the community.

Driveway/roadway spacing is determined based on the posted speed limit, not property lines. Table 23 offers possible spacing requirements Oneida may want to consider enforcing on local roads.

Posted Speed Limit (MPH)	Minimum Driveway Spacing (in Feet)
25	90 - 125
30	155
35	185
40	225
45+	300

Source: E. Humstone & J. Campoli; Access Management: A Guide for Roadway Corridors, Planning Commissioners Journal, Winter 1998.

Community Design Tools

A variety of tools are available for Wisconsin Towns to guide development. In order to comply with the Comprehensive Planning Law, Oneida will review and revise existing land use tools to be consistent with, and develop new tools to effectively implement, the Comprehensive Plan.

Zoning Ordinance

As mentioned elsewhere in this and previous chapters, Outagamie County administers and enforces zoning regulations in the Town of Oneida. The primary purpose of zoning is to identify the permissible and conditional land uses allowed on a given parcel or within a given district (please refer to *Chapter 9: Existing Land Use* for a description of current zoning districts in the Town of Oneida). Upon approval and adoption of the Comprehensive Plan, the Town will work with County staff to ensure that the Zoning Ordinance is revised to be consistent with the Plan.

Alternatives exist to the conventional Euclidean model of zoning utilized by the Town, including Performance and Form-based. The advantage offered by Performance and Form-based zoning strategies is particularly relevant to mixed use districts. Under a Euclidean zoning model, a Planned Unit Development (PUD) or similar zoning overlay is used to allow for Mixed Use and other non-traditional forms of development. This is necessary since the mixing of land uses runs contrary to the very principals of conventional zoning. A PUD is essentially a tool that disregards the existing zoning requirements in order to allow for a desired development pattern. In other words, the PUD recognizes the ineffectiveness of the traditional zoning model, at least as it relates to development outside of pure conventional zoning classifications.

Performance and Form-based zoning offer the advantage of regulating the impact and design characteristics of different uses, rather than limiting the types of uses allowed, in a district or community. In other words, a given commercial or industrial use is compatible with residential uses as long as the former does not negatively affect the latter (through noise, pollution, increased traffic, etc.) As a result, communities relying on these newer models are creating Mixed Use neighborhoods with a variety of different land uses established in close proximity. This pattern of development creates an environment that promotes walking and bicycling as well as increasing opportunities for community interaction. It also expands the local tax base much more effectively than purely residential development.

Subdivision Ordinance¹

Unlike zoning, which describes the allowable uses for a parcel of land, the Subdivision Ordinance provides the procedures and standards for dividing a large parcel of land into smaller parcels for sale and development. As with zoning, subdivision regulation is a land use control used to carry out a

¹ Much of the narrative appearing in this section was excerpted from *Guide to Community Planning in Wisconsin*, Brian Ohm, 1999.

community's plan. However, the regulations governing the division of land are different from zoning regulations in two primary areas.

First, while zoning regulations are meant to control the use of property, subdivision regulations address the quality of development (the availability of public services, services the subdivider must provide, the layout of the site, etc.). The way in which lands are divided plays a key role in the orderly development of a community. Properly administered subdivision regulations can be more useful in achieving planning goals than zoning ordinances. The impact of subdivision regulations is more permanent than zoning. Once land is divided into lots and streets are laid out, development patterns are set. Subdivision ordinances often give a community its only opportunity to ensure that new neighborhoods are properly designed. Failure to plan for the subdivision of land is felt in many areas such as tax burdens, the high cost of extending utilities, street and traffic problems, overcrowded schools, health hazards caused by wastewater treatment systems unsuited to a particular area, loss of natural resources, and a declining sense of community.

Second, the requirements and procedures for regulating subdivisions provided under Wisconsin statutes are very different from the statutory requirements for zoning. Though it has three separate zoning enabling laws for Cities/Villages, Towns, and Counties, Wisconsin has only one local enabling law for local subdivision regulation. That law is found in Chapter 236 of the Wisconsin statutes. This single enabling law provides the authority to adopt subdivision regulations and is very different from the authority for zoning. For example, Towns do not require County approval to adopt subdivision regulations. Likewise, Counties do not need Town approval for the County subdivision regulations to apply within that Town unless the Town in question has adopted its own subdivision ordinance.

The design standards included within a land division ordinance provide a community with the tools necessary to protect public health and safety, preserve natural resources, and enhance quality of life. Design standards may be included in narrative or graphic form to provide developers and other interested parties with examples of the types of development and design acceptable to the community. At a minimum, a land division ordinance will govern how a subdivision is laid out (lot size and shape, access, open space, etc.), and the design of necessary improvements (road widths, sidewalk locations, tree plantings, etc.). A land division ordinance may also incorporate a variety of design standards, including but not limited to:

- Protecting Open Space. The ordinance may specify standards that limit construction on natural features that are unsuitable or undesirable for development.
- Roads and Streets. The ordinance may specify the standards for the design and construction of streets and related improvements within the subdivision. These standards may include street widths, intersection design, maximum grades, and length of cul-de-sacs, among others.

- Configuration of Blocks and Lots. The ordinance may provide standards for the size and location of blocks and lots. Minimum and maximum lot sizes may be established regardless of existing County requirements.
- Parks and Open Space. The ordinance may specify the amount and type of open space dedication required for new development and the location and dimensional standards for different types of parks.

In addition to the standards above, the ordinance can establish requirements for stormwater management and construction site erosion control, wastewater treatment, potable water systems, lake and stream shore plats, trees and landscaping, and lighting. All Town ordinances related to water quality and wastewater treatment must be consistent with applicable State standards.

Purchase and Transfer of Development Rights (PDR/TDR)

The creation of a *Purchase and/or Transfer of Development Rights* (PDR/TDR) program provides another means of preserving natural and agricultural landscapes. A PDR or TDR program would allow Oneida to “send” development from farmland and natural resource areas to designated “receiving” areas within the Town. Advantages of these approaches include just and fair compensation for landowners, permanent protection of farmland and natural resources, and voluntary participation (landowners are not forced to participate).

- Purchase of Development Rights (PDR). In a PDR program, a land trust, local government, or other organization offers to purchase the development rights on a parcel. The landowner is free to decline the offer or negotiate a higher price. When the development rights to a farm are sold, the landowner typically receives payment equal to the difference between the fair market value of the land and the price the land would command for agricultural use. Upon payment, a conservation easement is recorded on the property deed. The easement stays with the land in perpetuity. The private landowner retains the right to occupy and make economic use of the land for agricultural purposes. The landowner gives up the right to develop the property in the future. Farmers are not compelled to sell their development rights. The main disadvantage of PDR is cost. Development rights can be expensive, so funding for PDR needs to be selectively targeted in order to protect the agricultural land that is most worthy of preservation. As a result, not every farmer who wants to sell his or her development rights will be able to do so.

Table 25: Purchase of Development Rights	
Benefits	Limitations
<ul style="list-style-type: none"> ▪ <i>Permanently protects land from development</i> ▪ <i>Landowner is paid to protect their land</i> ▪ <i>Local governments can target locations effectively</i> ▪ <i>Land remains in private ownership and on the tax rolls</i> ▪ <i>Program is voluntary</i> 	<ul style="list-style-type: none"> ▪ <i>Can be costly for local unit of government, therefore land is protected at a slower rate</i> ▪ <i>Land remains in private ownership – typically no public access</i> ▪ <i>Since program is voluntary, it may be difficult to preserve large tracts of contiguous land</i>

- Transfer of Development Rights (TDR). TDR involves transferring development rights from one piece of property to another. In this approach, a landowner is compensated for selling his/her development rights. However, rather than simply eliminating these rights, they are transferred to another property in the Town that is targeted for development. That landowner of the “targeted property” is free to develop the land and may use the transferred rights to develop at a greater density or intensity (e.g. smaller lot sizes to locate more homes in a single area). This approach preserves farmland and natural areas in designated “sending” zones while allowing for more intensive development occurs in the “receiving” zones.

Table 26: Transfer of Development Rights	
Benefits	Limitations
<ul style="list-style-type: none"> ▪ <i>Permanently protects land from development</i> ▪ <i>Landowner is paid to protect their land</i> ▪ <i>Local governments can target locations effectively</i> ▪ <i>Low cost to local unit of government</i> ▪ <i>Utilizes free market mechanisms</i> ▪ <i>Land remains in private ownership and on tax roll</i> 	<ul style="list-style-type: none"> ▪ <i>Can be complex to manage</i> ▪ <i>Receiving area must be willing to accept higher densities</i> ▪ <i>Difficult program to establish</i> ▪ <i>Program will not work in rural areas where there is little to no development pressure on the area to be preserved</i>

Historic / Cultural Preservation Ordinance²

Many Wisconsin communities have a rich assortment of properties with architectural, historical, archeological, and/or cultural significance. These may include Indian burial mounds, residences, public or commercial buildings, barns, or bridges. A community may only have one property of historic significance or it may have several historic properties that together may constitute an historic district. The presence of historic or prehistoric properties in a community provides community identity and helps foster a special sense of place and an association with the past. A growing number of communities have sought to protect and enhance historic structures in a variety of ways.

² This section was excerpted from *Guide to Community Planning in Wisconsin*, Brian Ohm, 1999.

The most important thing to consider in the development of a historical and cultural resource ordinance is that the resources to be protected need not be eligible for the National Register of Historic Places. They should be those resources that hold special meaning to the residents of Oneida...resources that may or may not hold special significance to other Outagamie County or Wisconsin residents.

Site Plan Review

The Town of Oneida will consider adopting a formal site plan review process for proposed commercial uses. Site plan review is a common requirement in many communities. It requires that persons interested in developing new commercial uses provide a detailed drawing that indicates precisely what is planned. This review will help to ensure that proposed uses comply with Town, County, and State standards with respect to roadway design, stormwater management, and planned sanitary systems, among other issues.

Future Land Use Map

The *Future Land Use* map appears at the end of this chapter. It will be used to guide the development within Oneida during the next twenty years.

How Was the Future Land Use Map Developed?

The *Future Land Use* map began with the *Existing Land Use* map as a foundation. From that base map:

- Natural resource areas were identified to delineate existing development limitations, including wetlands, floodplains, and surface water (see the *Natural Features* in *Chapter 7: Agricultural, Natural and Cultural Resources*).
- Prime agricultural soils were identified to preserve the most productive farm areas in the community.
- The existing housing supply and future population and household projections were examined to understand the extent of future residential development.
- Utility and community facility capacities plans were reviewed to understand future community needs (i.e. Town hall, fire station, trails, parks, etc.).
- The results of the Vision, Values, and SWOT Exercises, and Smart Growth Community Survey were reviewed to emphasize resident desires and expectations.

The result of this process is reflected in the *Future Land Use* map presented at the end of this chapter.

How Will the Future Land Use Map be Used?

The Future Land Use map is a planning tool to be used by the Town Board and Planning and Zoning Committee to guide future zoning revisions, land and subdivision applications, and other local land use decisions in accordance with the Comprehensive Planning law. The law states:

If a local governmental unit engages in any of the following actions, those actions shall be consistent with that local governmental unit's Comprehensive Plan:

- (a) *Official mapping established or amended under s. 62.23(6)*
- (b) *Local subdivision regulation under s. 236.45 or 236.46*
- (c) *County zoning ordinances enacted or amended under s. 59.69*
- (d) *City or Village zoning ordinances enacted or amended under s. 62.23(7)*
- (e) *Town zoning ordinances enacted or amended under s. 60.61 or 60.62*
- (f) *Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351, or 62.231*

Developers, landowners, and residents should understand that the Future Land Use map is intended to direct development to certain areas where facilities and services are currently available, or areas desired and ideally suited to certain land uses. It is important to note, however, that a plan is not a static document. It must evolve to reflect current conditions. If not regularly reviewed and amended, it will become ineffective over time. Applications for rezoning and development that are inconsistent with the Plan and Future Land Use map must still be considered. In some situations, it may be desirable to amend the Plan (and map) to accommodate a compatible but previously unplanned use. Likewise, a change in County or Regional policy, technological advances, or environmental changes may also impact the Plan.

Any substantive change to the Plan (including the Plan map) must be considered in the context of all nine required Plan elements, including the visions, goals and policies expressed in this 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. Any amendment must be recommended by the Planning and Zoning Committee and approved by the Town Board before such development is permitted.

Future Land Use Map Legend

The *Future Land Use* map is the primary guidance tool for planning in Oneida. As per state statutes, it will be used to evaluate future land use changes and proposals and guide decision-making. It must be understood, however, that the *Future Land Use* map *is not* a zoning map. Comprehensive Plans and, by extension, Plan maps, are broad-brush guidance documents. The current zoning map for Oneida will be revised to be consistent with the *Future Land Use* map.

Description of Proposed Land Use Changes

This section provides a brief description of the proposed future land use changes identified on the *Future Land Use* map. It is understood that detailed definitions of these areas will be determined during the revisions of the Zoning Ordinance and, potentially, development of the Subdivision Ordinance once the plan is adopted.

Pedestrian / Bicycle Paths

The proposed trail system appearing on the Future Land Use Map (dashed brown lines) will provide linkages between key destinations points and provide access to bicyclists and pedestrians. The trail locations were selected based upon the Outagamie County Bicycle Conditions Map (appearing in *Chapter 3: Transportation*) and desirable connection routes. The proposed trails will be constructed within existing road rights-of-way and will not impede private property rights.

Future Residential

The purpose of the Proposed Residential category is to provide areas in the community within which subdivision development would be desired and allowed so as to meet the housing needs of the projected 2030 population.

Future Commercial

The Future Commercial category identifies areas within the Town where desirable and compatible commercial development may occur. Commercial uses within these areas would be consistent with current permitted and conditional uses in the zoning ordinance.

Future Mixed Residential/Commercial

The proposed Mixed Residential/Commercial area is intended to provide opportunities for low-density residential and commercial development within the same structure, on the same parcel, or on adjoining parcels. Specific design and building requirements will be determined during the review and revision of the Zoning Ordinance.

Future Land Use Projections

Table 27 (on the following page) provides a breakdown of projected future development in 5-year increments in the order that each land use category appears in the Future Land Use Map legend. As a long-term planning document, these projections are tentative and based upon existing and past trends. Actual changes in land use may occur at a slower or more rapid pace than currently anticipated. To implement this Plan the Town of Oneida will guide development to those areas suited for such development as identified on the *Future Land Use* maps.

Table 27: Future Land Use Projections in the Town of Oneida.					
Land Use Classifications	Total Acreage				
	Current	2015	2020	2025	2030
Agriculture	28,666.75				26,765.96
Commercial	35.29				61.92
Industrial	26.58	26.58	26.58	26.58	26.58
Institutional	108.70	108.70	108.70	108.70	108.70
Mining	108.97	108.97	108.97	108.97	108.97
Mixed Residential / Commercial	--	1.87	3.74	5.61	7.46
Open Other Land	2,852.57				
Recreation	33.63	33.63	33.63	33.63	33.63
Residential	1,541.60	1,606.60	1,671.60	1,736.60	1,801.30
Transportation	1,299.98	1,304.98	1,309.98	1,314.98	1,319.98
Utilities	3.98	3.98	3.98	4.77	4.77
Water Areas	384.06	384.06	384.06	384.06	384.06
Woodlands	8,441.57	8,374.97	8,308.37	8,241.77	8,175.19
Linear Miles					
State Highways	11.17	11.17	11.17	11.17	11.17
County Highways	30.99	30.99	30.99	30.99	30.99
Town Roads	88.73	93.73	98.73	103.73	108.73
Navigable Streams	170.0	170.0	170.0	170.0	170.0
Source: Town of Oneida Existing and Future Land Use Maps, 2009.					

The land use projections provided in Table 27 are based upon the existing Tribal and non-Tribal land base. It is presumed that some lands will be purchased by the Oneida Nation during the tenure of this plan while other will be placed into Federal Trust. The Comprehensive Plan will be amended when such transactions occur in the future.

Relationship to Other Comprehensive Plan Chapters

Future Land Use is related to every element of the Comprehensive Plan.

Land Use Policies, Goals, and Objectives

The policies, goals, and objectives related to Land Use in the Town of Oneida can be found in *Chapter 10: Implementation*.

FUTURE LAND USE MAP TO BE
INSERTED HERE

9.0 INTERGOVERNMENTAL COOPERATION

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Introduction

Intergovernmental cooperation involves working with neighboring communities, County government, and State agencies to understand how their future planning activities will impact the Town of Oneida. At a minimum, this involves sharing information about Oneida's Plan with neighboring communities and agencies and vice versa.

Intergovernmental Vision

By 2030, the Town of Oneida has partnered with neighboring communities and the county to provide cost-effective services and programs to residents and landowners. Effective planning has assisted the Town in maintaining reasonable local tax rates, providing important local services, and preserving those resources most valued by the community.

Wisconsin's Comprehensive Planning Law includes fourteen goals for local comprehensive planning. The goals listed below specifically relate to planning for intergovernmental cooperation:

- Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, State governmental and utility costs.
- Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

Visions, Objectives, Policies, and Goals

Wisconsin's Comprehensive Planning Law requires that the Intergovernmental Cooperation Element contain a compilation of objectives, policies, goals, maps, and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for siting and building public facilities and sharing public services. The element shall analyze the relationship of the local governmental unit to school districts and adjacent local governmental units, and to the region, the state, and other governmental units. The element shall consider, to the greatest extent feasible, the maps and plans of any military base or installation, with at least 200 assigned military personnel or that contains at least 2,000 acres, with which the local governmental unit shares common territory. The element shall incorporate any plans or agreements to which the local governmental unit is party under s. 66.0301, 66.0307, or 66.0309. The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts.

The Comprehensive Planning Law requires that the Town of Oneida coordinate planning activities with:

- The Oneida Nation
- Outagamie County

- Brown County
- The Villages of Hobart and Howard
- The Towns of Freedom, Kaukauna, Lawrence, Osborn, Pittsfield, and Seymour
- The Freedom, Oneida Nation, Pulaski, Seymour, and West De Pere School Districts
- East Central Wisconsin Regional Plan Commission
- Wisconsin Department of Administration
- Wisconsin Department of Natural Resources
- Wisconsin Department of Transportation

Existing Intergovernmental Activities and Partners

The planning activities of adjoining local governments may have both positive and negative effects upon the Town of Oneida. As such, it's important that the community coordinate future land use planning with its neighbors. This section provides a summary of the current status of local planning efforts.

Adjacent Governmental Units

- Villages of Hobart and Howard; Towns of Freedom, Kaukauna, Lawrence, Osborn, Pittsfield, and Seymour

The Town of Oneida's relationship with neighboring Towns can be characterized as one of mutual respect. These communities share a common history, social culture, and rural character with Oneida. Since Towns cannot annex land from one another, boundary disputes are rare. Public services such as road maintenance and construction are conducted individually by each community. However, as mutually beneficial opportunities for shared services arise, the Town of Oneida is open to considering shared services options.

The Town of Oneida abuts the Villages of Hobart and Howard, both in Brown County. Villages and cities in Wisconsin have extraterritorial authorities granted to them by state statutes, including extraterritorial plat review and, potentially, extraterritorial zoning authority (see box at right). Extraterritorial authority for Class 1-3 cities and villages extend three miles beyond their

What is Extraterritorial Zoning?

Cities and villages may adopt extraterritorial zoning in town areas beyond city and village boundaries. Extraterritorial zoning is general zoning that affects land around the borders of a city or village.

The extraterritorial zoning jurisdiction of 1st to 3rd class cities extends 3 miles beyond corporate limits. The limit for 4th class cities and villages is 1½ miles beyond corporate limits. In order to exercise their extraterritorial zoning powers, a city or village must have created a plan commission and adopted a zoning ordinance for the land within its corporate limits.

Three major steps are involved in the adoption of an extraterritorial zoning ordinance.

First, the governing body of the city or village adopts and publicizes a resolution which establishes its intent to exercise its zoning authority within all or part of its extraterritorial jurisdiction.

Second, the governing body directs its plan commission to formulate tentative recommendations for the extraterritorial district plan and regulations.

Third, the final plan and regulations need to be adopted.

Excerpted from Guide to Community Planning in Wisconsin, Brian Ohm, UW-Madison and UW-Extension, 1999.

corporate boundaries. For Class 4 cities and villages like Hobart and Howard, the extraterritorial area is limited to one and a half miles.

Prior to enacting extraterritorial zoning authority, a city or village must adopt an ETZ resolution, consult with the town in question, and form an ETZ Committee made up of three appointed members from the city/village and three from the town.

School Districts

The Town of Oneida and the school districts recognize the significant role each plays in the other's future. Each is dependent upon the other, to varying degrees, to ensure a healthy long-term future. The school district and the challenges it faces were discussed in detail in *Chapter 4: Utilities & Community Facilities*. With respect to intergovernmental cooperation, opportunities were identified during the planning effort to strengthen relations between the Town of Oneida and the school districts. Specific goals and objectives to help realize several of these opportunities are included in the Intergovernmental Cooperation section of *Chapter 10: Implementation*.

Outagamie County

Outagamie County provides many programs, services, and facilities to the Town of Oneida and its residents. Those that most directly affect Oneida include:

- County highway maintenance and improvement programs.
- Library funding support (to help cover the costs of county residents who use the library).
- Social services.
- Land use planning and mapping assistance.

In those areas where Outagamie County currently has jurisdiction (i.e. shoreland zoning and land division), the County consults the Town before making decisions affecting Oneida. During the planning process, additional communication with the County was identified as a priority, particularly with respect to County road improvement projects. Future communication will also be especially important as it relates to:

- Stormwater management and erosion control.
- Coordination with the Outagamie Comprehensive Plan.
- Public safety.

There are a number of issues that will challenge the Town of Oneida and its neighbors during the coming decades, many of which requiring or benefiting from a coordinated multi-jurisdictional response. The Town will cooperate with the County and other local communities to discuss and address matters related to:

- Housing, transportation, and services for seniors.
- Boundary issues and annexation.

- Wind energy and wind farm regulations.
- Concentrated animal feeding operations and their affects on ground and surface waters.
- Socio-economic and environmental issues related to global climate change.

State Agencies

- Wisconsin Department of Natural Resources (WDNR)
- Wisconsin Department of Transportation (WisDOT)
- Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP)
- Wisconsin State Historical Society (WSHS)
- And others

The activities of the WDNR are discussed further in the *Chapter 7: Agricultural, Natural and Cultural Resources* of this Plan. Additional information is also available on-line at:
www.dnr.state.wi.us.

WDNR and WisDOT are the primary State agencies with whom the Town of Oneida must coordinate to achieve the goals and objectives of this Plan.

WDNR takes a lead role in wildlife protection and the sustainable management of woodlands, stormwater regulations, wetlands, State parks, and other natural wildlife habitat areas. Given the priority Town residents give to natural resource protection, the WDNR is an important partner with the Town of Oneida in planning for the future.



For additional information about WisDOT activities in the Town of Kaukauna, refer to *Chapter 5: Transportation* of this Plan. Additional information is also available on-line at:
www.dot.state.wi.us

WisDOT is a key player in the planning and development of highways and pedestrian/cycling facilities in the Town and region. Oneida has a good relationship with WisDOT and will continue to work with them, particularly with respect to ongoing and future work within the STH 29/32, STH 54, and STH 55 corridors. The Town will continue to communicate with WisDOT about land use and transportation decisions made locally.

Intergovernmental Comprehensive Planning Process

To facilitate a planning environment open to intergovernmental cooperation, all Plan documents, including text and maps, were available at the Oneida Town Hall throughout the plan program for review and comment to ensure the widest range of public participation and input from overlapping and neighboring jurisdictions as well as any other interested entity or individual. The Town also coordinated with Outagamie County and ECWRPC to obtain mapping resources as well as information from existing Plan documents. In addition, the Outagamie County Planning Department actively participated in the development of the Town of Oneida Comprehensive Plan

More than thirty days prior to the public hearing, all intergovernmental partners were notified of the Hearing and location at which the draft Comprehensive Plan could be reviewed. Comments received prior to and during the public hearing were entered into the record for the planning process.

Existing and Proposed Plans

Local Comprehensive Plans

The communities adjoining the Town of Oneida are in various stages of the comprehensive planning process. The current status of comprehensive planning efforts in adjoining communities is as follows:

- Town of Freedom – Plan completed and adopted in 2003.
- Town of Lawrence – Plan completed and adopted in 2000.
- Town of Osborn – Plan in process with anticipated adoption in December 2009.
- Town of Pittsfield – Plan completed and adopted in 2007.
- Town of Seymour – Plan in process with anticipated adoption in December 2009.
- Village of Hobart – Plan adopted in 2006 with a planned amendment in December 2009.
- Village of Seymour – Plan in process with anticipated adoption in December 2009.
- Brown County – Plan completed and adopted in 2004.
- Outagamie County – Plan completed and adopted in 2008.
- ECWRPC – Completed and awaiting adoption.
- Oneida Nation – Plan completed and adopted in 2008.

Freedom, Oneida Nation, Pulaski, Seymour, and West De Pere School Districts

At this time, the school districts have no plans to construct new facilities within the Town of Oneida. In order to facilitate future school district planning efforts, this Plan recommends that the Town continue to consult with the school districts on future facilities and studies. To further facilitate school district planning, this Plan has been made available to those districts as a tool to predict future school enrollments from the Town of Oneida.

East Central Wisconsin Regional Planning Commission

Wisconsin has eight Regional Planning Commissions (RPCs). All but six counties in the state (Columbia, Dane, Dodge, Jefferson, Rock, Sauk) are served by an RPC. Wisconsin's RPCs are formed by executive order of the governor and provide intergovernmental planning and coordination for the physical, social and economic development of a region. A board, typically appointed by county boards and the governor, directs commission activities.

The East Central Wisconsin Regional Planning Commission is the official comprehensive planning agency for the East Central Wisconsin Counties of Calumet, Fond du Lac, Green Lake, Marquette, Menominee, Outagamie, Shawano, Waupaca, Waushara and Winnebago, although not all of the

counties listed are members of the ECWRPC. Services provided by the Commission include Comprehensive and Land Use Planning; Transportation Improvement and Corridor Planning; Open Space, Recreational and Environmental Planning; Economic Development; Demographic Information and Projections; Technical Assistance to Local Governments; Geographic Information Services and Aerial Photography Distribution.¹

State Agencies

The WDNR is a major agency involved in the acquisition and development of recreational/pedestrian trails – an important component of this Plan. Furthermore, the WDNR takes a lead role in wildlife protection and the protection and sustained management of woodlands, wetlands and other natural wildlife habitat areas. These priorities are reflected in the Agricultural, Natural and Cultural Resources section of *Chapter 10: Implementation*.

The WisDOT has completed a series of statewide planning documents for use in the development of local Comprehensive Plans. These documents include plans for the State highway corridors, bicycle corridors, rail corridors, and air transportation. The plans were used as a starting point when preparing *Chapter 3: Transportation of this Plan*.

Relationship to Other Comprehensive Plan Chapters

Intergovernmental Cooperation weaves its ways into every chapter of this Plan. Regional housing demand and supplies determine the market for housing in the Town of Oneida. Transportation improvements made to County and State highways have the potential to affect land use and development patterns in the Town. Likewise, the Town's ability to expand economically depends on quality services being provided, not only by the Town, but also its intergovernmental partners (i.e. schools, police, fire, etc.). Moreover, the Town's ability to support development opportunities at its perimeter must be coordinated with neighboring communities to ensure compatibility with adjacent land uses.

Intergovernmental Cooperation Policies, Goals, and Objectives

The policies, goals, and objectives related to Intergovernmental Cooperation in the Town of Oneida can be found in *Chapter 10: Implementation*.

¹ Excerpted from ECWRPC website, <http://www.eastcentralrpc.org/>, 2009.

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Introduction

The Implementation Chapter is the “how to” portion of the plan. It prescribes those actions necessary to realize the visions presented in this document. The actions include revisions to existing ordinances if needed as well as recommendations regarding new tools to aid the Town in implementing the plan.

This chapter includes a strategy for measuring progress, identified the parties responsible for implementation, and includes recommendations for the timely review and, when necessary, amendment of the plan. It also includes policies, goals, and objectives for each of the nine elements and lists primary and available sources of funding for implementation.

Upon approval and adoption of the Comprehensive Plan by the Town Board, and as required by the Wisconsin Comprehensive Planning Law (66.1001 State Stats.), the Town of Oneida must ensure that ***all local land use decisions are consistent with the policies, goals, and objectives*** of this plan. Once the plan is adopted and distributed as per state requirements, the Town must review and, if necessary, revise existing land use tools so that they conform to Comprehensive Plan recommendations. In addition, the Town must begin the process of implementation, which may require the adoption of new land use tools capable of achieving plan goals.

Implementation Vision

By 2030, the Town of Oneida has effectively implemented the Comprehensive Plan to guide desired local land uses to those areas identified on the Future Land Use Map. Through regular reviews and as-needed amendments, the Town has ensured that the plan remains relevant within a changing economic and demographic climate. The Town of Oneida has worked cooperatively with its neighbors to preserve a vibrant rural community for future generations.

Visions, Objectives, Policies, and Goals

Wisconsin’s Comprehensive Planning Law requires that the Implementation Element contain a compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, policies, plans, and programs contained in the previous elements. The element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and shall include a mechanism to measure the local governmental unit’s progress toward achieving all aspects of the comprehensive plan. The element shall include a process for updating the comprehensive plan. A comprehensive plan shall be updated no less than once every 10 years.

Relationship between Chapters

Coordination between the nine required plan elements has been highlighted throughout the plan. In this chapter, those relationships are presented within the tables pertaining to each previous chapter of the plan.

Measuring Progress

To track planning progress and help to ensure that the plan is implemented, milestone dates (see definition in box at top right of following page) are provided for each objective. Special attention has been given to the milestone dates to ensure that individual objectives act in harmony with other stated goals and objectives. Town Board members and the Plan Commission have reviewed the milestone dates to ensure that they are feasible expectations for the Town.

What is a Milestone Date?

A milestone date is a specific date, after the adoption of the Comprehensive Plan, when the Town will review the plan implementation action to see if the objective has been met and consider additional implementation strategies to achieve the stated goal. It would be preferable to complete each implementation action prior than the milestone date assigned to it.

Comprehensive Plan Review and Update Process

A Comprehensive Plan may be revised at any time (see *Petition for Plan Revision* section below); however, State statutes require that a Comprehensive Plan be updated no less than once every ten years. However, adopting a more aggressive review and revision schedule will allow the Plan to evolve to meet an ever-changing planning environment. As such, the Town of Oneida will adhere to the following Comprehensive Plan review process:

- Annual Review. A Plan Commission member would be designated to conduct, at minimum, an annual review. Based on that review the Plan Commission would discuss the Comprehensive Plan and determine whether the document should be reviewed and revised. This would include placing the Comprehensive Plan onto the agenda for a regularly scheduled meeting of the Plan Commission. No action would be required unless significant changes in land use have occurred or are proposed for the near future.
- Five-year Review. The Five-year Review would require that a designated Plan Commission member (or members) undertake a detailed review of the Comprehensive Plan to determine whether changing conditions warrant revisions to the document. Upon completion of the review, the member will report a Comprehensive Plan Report to be presented to the Plan Commission, Town Board, and general public.
- Ten-year Review. As required by state statutes, the Plan Commission will undertake a broad review of the Comprehensive Plan to identify the specific revisions necessary to update the document. Prior to beginning this process, the Town of Oneida will notify all intergovernmental partners that it will be reviewing and updating the Plan. As with the initial

development of the Comprehensive Plan, the Town must abide by all public participation requirements as per the Wisconsin Comprehensive Planning Law.

Petition for Plan Revision

Residents, landowners, business owners, and other parties may petition the Plan Commission for a revision to the Comprehensive Plan at any time. The process for petitioning for revision would entail:

1. Submit request to have a *petition for revision* placed on the agenda of the next regularly scheduled meeting of the Plan Commission.
2. Plan Commission votes to approve or deny the petition. If it approves, Plan Commission recommends Plan revision to the Town Board.
3. Town Board votes to approve or deny Plan revision. If it approves, Town must adhere to all of the intergovernmental notification and public participation requirements identified in state statutes.
4. Upon completion of recommended review, but prior to adoption of the amended plan, the Town must hold a Public Hearing in accordance with state statutes.
5. Following Public Hearing, Plan Commission makes recommendations to Town Board to adopt amended Plan.
6. Town Board votes to adopt, adopt with changes, or deny the amended Plan.

Responsibilities

Implementation of the Town of Oneida Comprehensive Plan will be the primary responsibility of the Plan Commission under the authority of the Town Board. The Plan Commission and Town Board will make decisions and recommendations pertaining to land use and development issues in accordance with this Comprehensive Plan. At least one champion/partner is provided for each objective. This person/group/agency will work in conjunction with, or under the direction of, the Oneida Town Board.

Policies, Goals, and Objectives

The policies, goals, and objectives that follow were developed to ensure that Oneida:

- *Remains a rural place to raise a family for the next 20 years, and well into the future;*
- *Limits new development to options that retain the Town's rural setting;*
- *Respects the opportunity for all property owners to receive fair value for their land; and,*
- *Has defined standards for managing growth and maintaining an effective plan*

Housing Element

Housing Policies

1. Utilize the patterns presented on the Future Land Use Map as a guide for development.
2. Preserve open space and productive agricultural land when residential development occurs.
3. Encourage new developments to provide abundant green space and access to planned trails.
4. Encourage the integration of varied housing types within developments. This would include a blend of single-family, two-family and other choices within the same development.
5. Provide a range of housing styles, types, and price ranges to support lifestyle needs and preferences.

Goal 1: Develop the appropriate local land use tools to manage and guide future residential development.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Implementation	Develop a Town of Oneida Land Division / Subdivision Ordinance to guide residential development in the community.	Town Budget	Plan Commission Consultant	2010
Implementation	Work with Outagamie County to revise the Zoning Ordinance to be consistent with this plan.	Town Budget	Plan Commission Outagamie County	2010

Goal 2: Maintain housing values over time.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Implementation	Enforce residential codes and ordinances to ensure that properties are well maintained.	Town Budget	Plan Commission Building Inspector Outagamie County	Continuous
Implementation	Conduct an internal review of Town codes and ordinances every five years to consider amendments to address housing concerns.	Town Budget	Town Board	Every 5 years

Goal 3: Provide a variety of housing types, designs, densities, and price ranges to meet the needs of residents of varying incomes, ages and lifestyle preferences and to support economic development.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Implementation	Evaluate (through survey and Census Data) and monitor the need for alternative housing and support services for residents.	Town Budget	Outagamie County ECWRPC	Continuous
Land Use	Include provisions in the land Division/Subdivision and Zoning Ordinances to encourage alternative housing options including smaller homes and lots sizes.	Town Budget	Plan Commission Outagamie County Consultant	2010
Intergovernmental	Support existing county, private, and church efforts and consider new programs that provide needed assistance for elderly and disabled residents who wish to stay in their own homes.	NA	See Objective	Continuous
Implementation	Promote the establishment of senior housing options in the Town.	WHEDA Foundation Housing Grants	Plan Commission Outagamie County WHEDA Developers	2010-11
Implementation	Consider adopting inclusionary zoning standards in the Zoning Ordinance or Land Division/Subdivision Ordinance to increase the availability of affordable housing in the Town.	Town Budget	Plan Commission Outagamie County Consultant	2010
Land Use	Coordinate with local developers to establish a variety of local housing choices.	Town Budget	Plan Commission Developers	Continuous

Goal 4: Enhance the environmental assets and residential atmosphere of the Town so that it continues to be an attractive place to live.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Ag., Nat. & Cult. Resources	Prohibit residential development where it may negatively affect floodplains, wetlands, and environmentally sensitive areas	NA	Outagamie County WDNR Oneida Nation	Continuous
Transportation	Consider pedestrian and bicycle access and amenities (e.g., trails, pathways, or sidewalks) as part of all new residential development projects. This includes considering location choices for developments catering to individuals of all ages that provide opportunities to walk or bike to important destinations like schools, parks, and shopping.	NA	Plan Commission Outagamie County ECWRPC Oneida Nation	Continuous
Ag., Nat. & Cult. Resources	Make green space an integral part of existing and future residential neighborhoods.	NA	Town Board	Continuous

Goal 5: Encourage energy-efficient home construction and rehabilitation.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Implementation	Consider revisions to local building and mechanical codes to encourage energy efficient housing choices.	WI Focus on Energy	Local Builders	2011

Transportation Element

Transportation Policies

1. Develop a Capital Improvements Plan and utilize it to effectively plan and budget future improvements and enhancements to the Town's transportation network.
2. Encourage the development of pedestrian and bicycle trails in the community.
3. Regularly monitor the condition of Town roads to maintain safety and ensure that necessary improvements are undertaken in a timely manner.
4. Provide a greater range of transportation choices, including quality streets, roads, highways, bicycle routes, and trails to meet the needs of a growing and aging population.

5. Promote opportunities for walking, hiking, and biking to enjoy the natural character of the community.
6. Expand transportation choices for the elderly, disabled, and children.
7. Discourage the development of roadways in environmentally sensitive areas such as wetlands, floodplains, prime agricultural lands, and soils with severe engineering limitations.

Goal 1: Maintain and improve Town Roads in a timely and well-planned manner.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Implementation	In accordance with state law, using PASER, continue to update road ratings, as required. Seek to increase local funds for road maintenance to support PASER recommendations.	WisDOT	Town Board Highway Superintendent	Continuous
Utilities & Community Facilities	Use PASER results, traffic counts, and accident rates to coordinate and plan for annual roadway improvements and maintenance as well as other capital projects (e.g., municipal building upgrades, equipment purchases, etc.).	Town Budget	Town Board	2011
Intergovernmental Cooperation	Work closely with governmental agencies to coordinate future road project in the Town.	Town Budget WisDOT	Town Board Governmental Agencies	Continuous

Goal 2: Support the long-term viability of area roads.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Land Use Intergovernmental	Require larger setbacks along highway right-of-ways to ensure adequate available space for future expansion.	NA	Town Board WisDOT Outagamie County Highway Commissioner	Continuous
Implementation	Continue to support the efforts of law enforcement officials to achieve heightened enforcement for required stops and speed limits along area roads.	Outagamie County	Outagamie County Sheriff	Continuous

Land Use	Include language in future subdivision ordinances requiring that residential developers complete traffic impact analyses for new subdivisions to ensure that the road network can accommodate the additional traffic volumes resulting from the proposed development.	NA	Town Board	2011
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Goal 3: Partner with the County, ECWRPC, and WisDOT to plan and coordinate transportation improvements.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Intergovernmental	Communicate and coordinate transportation improvements and plans with WisDOT, ECWRPC and the Outagamie County Highway Department.	Town Budget	Planning & Zoning Administrator	Continuous
Intergovernmental	Provide copies of this plan and subsequent updates to WisDOT, ECWRPC, and Outagamie County.	Town Budget	Town Clerk	Continuous
Intergovernmental	Encourage WisDOT, Outagamie County, and ECWRPC to directly notify residents and businesses of anticipated transportation projects and provide regular work schedule updates.	WisDOT	WisDOT Outagamie County Town Board	Continuous

Goal 4: Keep residents informed of transportation improvements.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Issues & Opportunities	Provide information about future road improvements at public meetings.	Town Budget	Town Highway Superintendent	Continuous
Issues & Opportunities	Provide information about transportation improvements to the community.	Town Budget	Town Highway Superintendent	Continuous
Housing Economic Development	Adopt an Access Control and Driveway/Culvert Ordinance to ensure adequate and desired spacing of ingress and egress points along all Town Roads	Town Budget	Outagamie County Town Board	Continuous

Goal 5: Develop the transportation network in accordance with adopted land use plans, economic considerations, physical constraints, and community desires to meet local travel needs.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Land Use	Develop and maintain an Official Map to plan for roadway extensions and improvements over time.	Town Budget	Town Highway Superintendent	Continuous
Land Use	Review the Transportation Map at least every five (5) years to ensure that it accurately reflects changes indicated on Town Official Map and any current development plans.	Town Budget	Town Highway Superintendent Town Board	Every Five Years

Goal 6: Promote a multi-modal transportation system for efficient, safe, and convenient movement of people, goods, and services.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Utilities & Community Facilities	Pursue grant funds to develop recommended trail and bicycle routes through the Town and County.	WisDOT Transportation Enhancement Program	Outagamie County & Town Board	Continuous
Utilities & Community Facilities	Develop a Pedestrian and Bicycle Plan identifying safe routes for walking and bicycling and proposed trails.	WisDOT Transportation Enhancement Program	Town Board	2011
Housing	Encourage all new residential subdivisions to include trails and paths within the project area to provide safe and convenient opportunities to walk.	Town Budget	Local Developers & Town Board	Continuous
Utilities & Community Facilities	Coordinate with senior groups and the school districts to identify priorities for pedestrian improvements.	WisDOT Transportation Enhancement Program	See Objective	2011

Utilities & Community Facilities Element

Utilities & Community Facilities Policies

1. It is the policy of the Town of Oneida to ensure that all Town residents are aware of available community facilities and services.

2. Pursue shared service opportunities when mutually beneficial (i.e. cost savings) to improve the efficiency and quality of utilities and community facilities
3. Require developers to pay their “fair share” for improvements needed to support new development requests.

Goal 1: Ensure that all Town development is served by efficient, cost-effective services and infrastructure within the Town’s capacity to provide services and facilities.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Transportation Implementation	Consider the development of a Capital Improvements Program to be used as a central tool to implement this Comprehensive Plan. The CIP should help the Town plan for needed utilities and community facilities improvements, as well as transportation, and other improvements.	Town Budget	Town Board	2011

Goal 2: Continue to ensure that Oneida is a safe community by meeting or exceeding recognized standards for public safety.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Intergovernmental	Coordinate with neighboring communities to maintain adequate police and fire department staff coverage.	Fire Administration Grants	Fire Departments	As Needed
Housing Land Use	When new subdivision, commercial, or industrial development requests are submitted to the Town, submit the requests to the Sheriff Department and applicable fire department for review and recommendation.	Town Budget	Town Clerk	Continuous

Agricultural, Natural, and Cultural Resources Element

Agricultural, Natural, and Cultural Resources Policies

1. Protect the biodiversity and scenic splendor of the community.
2. Preserve the natural resource base, primary environmental corridors, and surrounding agricultural lands, which contribute to the maintenance of the ecological balance, natural beauty, economic well being, and quality of life of the Town.
3. Protect groundwater and develop programs to ensure the long-term viability of the aquifer as a source of potable water.
4. Support local family farm operations and small specialty farms to maintain agriculture as a productive part of the rural landscape.
5. Maintain the Town’s rural character.
6. Preserve the cultural and historical heritage of the Town for future generations.
7. Preserve the natural resource base and surrounding agricultural lands, which contribute to the maintenance of the ecological balance, natural beauty, and economic well-being of the Town.
8. Protect floodplains and other areas having severe soil restrictions from development through local ordinances.
9. Discourage development that will interfere with important natural resources, including area streams, wetlands, and steep slopes.

Goal 1: Protect wetlands in the Town of Oneida.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Housing Land Use	Wetland areas should not be allocated to any residential or commercial development and should not be drained or filled.	N/A	Town Board Plan Commission	Continuous
Housing Economic Development Land Use	To the extent practicable, areas immediately adjacent to and surrounding wetlands should be developed using techniques to minimize effects on wetlands (e.g. buffers, setbacks, etc.).	N/A	Town Board Plan Commission	Continuous

Goal 2: Preserve rural character and support country living by maintaining open space, natural areas, and farmland.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Housing Utilities & Community Facilities Land Use	Using the Future Land Use Map as a guide, seek to direct future development to certain areas, including those areas least suited for farming, with soils that support foundations and septic systems.	N/A	Town Board Plan Commission	Continuous

Goal 3: Preserve and enhance wildlife habitat.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Land Use Intergovernmental Cooperation	Coordinate with WDNR to better identify and protect wildlife habitats, particularly those unique to the community.	N/A	Town Board Plan Commission WDNR	Continuous
Land Use	Discourage habitat fragmentation by encouraging development adjacent to existing development.	N/A	Town Board Plan Commission	Continuous

Goal 4: Protect the quality of surface and groundwater.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Land Use	Encourage farmers to use best available manure management technologies.	N/A	Town Board Plan Commission Outagamie County	Continuous
Housing Land Use Intergovernmental Cooperation	Create, maintain and enhance natural buffers along rivers and streams. Educate residents about the importance of environmental corridors.	N/A	Town Board Plan Commission Outagamie County WDNR	Continuous
Land Use Intergovernmental Cooperation	Coordinate with Outagamie County and WDNR to implement agricultural and residential best management practices to reduce nonpoint source water pollution.	N/A	Town Board Plan Commission Outagamie County WDNR	Continuous

Housing Utilities & Community Facilities Intergovernmental Cooperation	Coordinate with Outagamie County and ECWRPC to educate homeowners on the need for proper maintenance of private well and onsite wastewater treatment systems, periodic testing of private well water, and planning for eventual well, pump or drain field replacements.	N/A	Town Board Plan Commission Outagamie County ECWRPC	Continuous
Housing	Encourage water conservation and use of water-saving devices such as low-flow showerheads and toilets within homes.	N/A	Town Board Plan Commission	Continuous
Housing Economic Development Land Use	Coordinate with local quarry operators to ensure that operations adhere to the requirements of NR 135.	N/A	Town Board Plan Commission	Continuous

Goal 5: Preserve and protect the Town of Oneida’s groundwater to ensure a long-term, viable source of potable water for current and future residents of the Town.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Land Use	Identify those areas within the Town where susceptibility to groundwater contamination is highest and develop plans to ensure that land use within these areas occurs in a manner consistent with protecting groundwater.	N/A	Town Board Plan Commission Outagamie County WDNR	Continuous

Economic Development Element

Economic Development Policies

1. Provide assistance to persons and organizations interested in developing new, or expanding existing, small businesses in the Town.
2. Enhance the natural character of the community to ensure the attractiveness of the Town to tourists.
3. Support local agriculture as an integral part of the Town’s economy.
4. Support the ultimate redevelopment of local quarries for residential and recreational uses.
5. Follow the pattern on the Future Land Use Map when evaluating locations for new residential and business development and to preserve suitable land for agricultural uses (i.e.

giving development priority to lands where there is no history of farming and land that is inaccessible or too small to farm).

6. Support agriculture and tourism as preferred industries to provide local economic revenue at a minimal cost of service (i.e. infrastructure).
7. Facilitate the establishment of agri-business and home-based businesses with concise ordinances that address consistency and compatibility with the character of the surrounding area, maintain the rural appearance of the landscape and minimize potential negative impacts (traffic, noise, odor, glare, signage, parking, truck deliveries, etc.).

Goal 1: Encourage local economic development opportunities that exist in harmony with Oneida’s rural atmosphere and support the local tax base.

Related Chapter	Supporting Objectives	Potential Funding Source	Champion / Partner	Milestone Date
Issues & Opportunities	Develop a Town web page as a targeted economic marketing tool for desired local business endeavors. Provide demographic, market, site locations, cost, and other information about the community for prospective entrepreneurs. Maintain a list of current businesses.	Town Budget & Development Application Fees	Town Web Administrator	Continuous
Land Use	Revise the Zoning Ordinance to ensure that future economic development occurs in a manner consistent with the Comprehensive Plan.	Town Budget	Town Board Outagamie County ECWRPC	2011
Land Use	Consider adopting signage and lighting guidelines for commercial development to preserve the residential character of the community.	Town Budget	Town Attorney and Planning Consultant	2009

Land Use Element

Land Use Policies

1. Protect and preserve the rural character of Oneida.
2. Ensure that development and redevelopment is done in accordance with the policies and goals of the Comprehensive Plan.
3. Protect prime agricultural lands and environmentally sensitive areas.
4. Restore and preserve environmental corridors in order to protect water quality, provide wildlife habitat, and maintain rural character.
5. Encourage conservation-based development in the community.
6. Promote energy efficient, sustainable development.
7. Improve multi-modal transportation opportunities by providing pedestrian and bicycles facilities.

Goal 1: Maintain and enhance habitat, water quality, and open spaces in the Town of Oneida.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Housing Ag/Natl/Cult Land Use	Encourage conservation design for all future residential development in the community.	Town Budget	Plan Commission Consultant	2010

Goal 2: Develop effective tools to guide future development and maintain the rural character of the Town of Oneida.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
All	Revise the Zoning Ordinance to be consistent with the Comprehensive Plan including allowing home-based businesses in the Residential District and creating a Conservation and/or Environmental Corridor Overlay.	Town Budget	Plan Commission Consultant	2010
Housing Land Use	Develop a Town of Oneida Land Division/ Subdivision Ordinance to guide future residential development in the community.	Town Budget	Plan Commission Consultant	2010
All	Approve an Official Map that accurately reflects desired future land uses.	Town Budget	Plan Commission Consultant	2010

Housing Econ. Dev. Land Use	Consider developing Night-sky Lighting requirements in the Zoning Ordinance to preserve dark skies and scenic views.	Town Budget	Plan Commission Consultant	2010
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Goal 3: Consider creating accessible destination points for residents and visitors that offer basic goods and services.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Housing Transportation Land Use	Improve multi-modal connectivity by encouraging the development of pedestrian and bicycle trails.	Town Budget WisDOT	Plan Commission Outagamie County WisDOT Consultant	2010

Intergovernmental Cooperation Element

Intergovernmental Policies

1. Cooperate with all neighboring municipalities, Outagamie County, ECWRPC, state agencies and the local school districts.
2. Continue to work with adjoining governments as the Town revises and updates its comprehensive plan in coming years and will coordinate future planning and development activities in boundary areas.

Goal 1: Maintain and enhance opportunities to improve communication with neighboring communities, the school districts, WDNR, WisDOT, Outagamie County, ECWRPC and other intergovernmental partners.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Land Use Econ Dev U&CF	The Town will maintain open lines of communication to encourage coordinated planning efforts, particularly at shared boundaries.	Town Budget	Plan Commission Outagamie County	Continuous
Intergovernmental	Continue to actively participate in the comprehensive planning activities of neighboring communities, Outagamie County and ECWRPC.	Town Budget	Plan Commission	Continuous

Utilities & Community Facilities	Participate in the planning activities of the school districts, particularly with respect to expansion and building of new facilities.	Town Budget	Plan Commission	Continuous
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Goal 2: Seek ways to coordinate and share community facilities and services with neighboring communities and Outagamie County.

Related Element(s)	Objectives	Potential Funding Source	Champion/Partner	Milestone Date
Utilities & Community Facilities	Consider opportunities when signing contracts with private companies to coordinate with neighboring communities and the school districts that need similar services (i.e. plowing, road resurfacing, etc.).	N/A	Town Board	Continuous
Transportation	Consider opportunities to purchase road maintenance equipment jointly with neighboring communities.	N/A	Town Board	Continuous
Transportation	Consider opportunities to lease existing Town equipment to generate revenue for the Town and avoid situations where neighboring communities and the school district own similar equipment that is underutilized.	N/A	Town Board	Continuous
Transportation	Consider coordination with surrounding communities, to consider snowplowing schedules that efficiently meet the needs of area residents. This may involve using Town equipment to plow portions of City streets (and vice versa) to maximize efficiencies and minimize costs.	N/A	Town Board	Continuous
Utilities & Community Facilities	Investigate opportunities to provide garbage collection and recycling more efficiently by cooperating with neighboring communities to coordinate collection times and contract negotiations with private providers to secure costs savings.	N/A	Town Board	Continuous

Housing Transportation Utilities & Community Facilities	Investigate opportunities to jointly address the housing, transportation, and service needs of seniors with the County and adjoining local governments.	N/A	Town Board Outagamie County	Continuous
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