

7. LAND USE

Introduction

The Wisconsin comprehensive planning legislation requires that this chapter describe the goals, policies and programs that will guide development and redevelopment of public and private property within the County. This Land Use element includes a listing of the amount, type, intensity and net density of existing land uses; an analysis of trends in the supply, demand, and price of land; opportunities for redevelopment; existing and potential land use conflicts; projections for future land uses based on densities or other spatial assumptions; and, current and future land use maps.

Goals

- o Promote the conservation and protection of the limited land resources within the County.
- o Encourage a compact urban development pattern that promotes walkable communities.
- o Provide an adequate amount of land for future commercial and industrial development to support the economic development of the County.
- o Provide an adequate amount of land for a variety of housing choices throughout the County.
- o Promote innovative ways for managing stormwater runoff, such as Green Tier Development, which makes use of rain gardens, pervious pavement, bio-filters, and infiltration beds, to name a few.
- o Encourage a development pattern that is efficient and utilizes public facilities where feasible.
- o Promote the infill of vacant properties and the redevelopment of underutilized lands, including brownfield sites.
- o Promote the protection of environmentally sensitive lands from development.

Land Use Trends

The existing land use of Outagamie County is a mixture of rapidly growing metropolitan areas, small cities and villages, expanding agricultural operations, and large expanses of natural areas. However, the County has experienced continued growth over the years and the development pressure that is associated with growth has also been consistently increasing. As noted in the Agricultural, Natural & Cultural Resources chapter, much of the existing development is low-density and is consuming land at a higher rate. The exhibit below shows the amount of land that development has consumed over the past few decades.

**EXHIBIT 7-1
OUTAGAMIE COUNTY LAND USE ACREAGES**

LAND USE TYPE	ACRES			% CHANGE	
	1971	1980	2000	'71-'80	'80-'00
Agricultural	276,672	259,911	212,402	-6.1%	-18.3%
Residential	17,908	21,330	26,399	+19.1%	+23.8%
Commercial	2,297	2,538	3,218	+10.5%	+26.8%
Industrial	1,377	2,346	4,286	+70.4%	+82.7%
Communication/Utilities	555	303	195	-45.4%	-35.6%
Public Facilities	2,793	1,430	2,822	-48.8%	-97.3%
Recreation/Open Space	9,386	9,561	14,480	+1.9%	+51.4%
Transportation	952	808	1,316	-15.1%	+62.9%
Vacant/Undeveloped	100,201	112,541	118,307	+12.3%	+5.1%
Road-Railroad Right-of-Way	n.a.	n.a.	19,520	---	---
Water	n.a.	n.a.	8,095	---	---
Construction	n.a.	n.a.	379	---	---
Total Acres	412,141	410,768	412,992	-.3%	+5%
Total Developed Acres	35,268	38,316	74,118	+8.6%	+93.4%
Population	119,398	128,730	160,971	+7.8%	+25.0%
Persons Per Developed Acre	3.4	3.4	2.2	0.0%	-35.3%

Source: East Central Wisconsin Regional Planning Commission,
Aerial Photography Interpretation

Acreage differences, especially between 1971 and 1980, are partially influenced by differences in the amount of technology available. The 1971 calculations were done manually, the 1980 calculations were completed using early generation computers, and the 2000 calculations were done utilizing current GIS technology. The exhibit above is therefore not completely accurate, but is useful

as a guide in illustrating trends. The growing population inevitably will continue to consume large quantities of land, unless something is done to change that pattern.

Future Land Use Based on Trends

Agricultural – there were 212,402 acres of agricultural land in 2000. The trend shows declining agricultural acreage due to the proliferation of other land uses. Based on the acreage figures in the exhibit above, there was 2.3 acres of farmland per person in 1971. That figure has decreased to 1.3 acres per person by 2000 for a total decline of 64,270 acres. Outagamie County is projected to see an additional 54,600 people reside within its borders by 2030. The majority of that growth will come at the expense of existing farmland.

Residential – there were 26,399 acres of residential land in 2000 and that figure is expected to grow with the projected population increase (+54,000 persons by 2030). Using the projections from the Housing chapter, there will be a need for 27,656 additional households by 2030. Using the percentage of households by structure from the 2000 Census, there will be a need for 21,099 single family units, 3,028 units in two to four unit structures, and 3,529 units in 5+ unit structures. The East Central Wisconsin Regional Planning Commission (ECWRPC) uses an average of 2.4 units per acre for urban single-family development. Based on recent (2001-2005) sanitary permit and building permit trends, approximately 29 percent of the new single-family development has been unsewered. These unsewered home sites are typically on larger lots. Using the ECWRPC figures for sewer service area planning for units per acre, as well as the trend in unsewered development, the acreage that could be absorbed, based on current trends, for future residential is as follows:

- Single Family – Urban (14,980 units @ 2.4 units/acre) = 6,242 net acres
- Single Family – Rural (4,431 units @ 1 unit/acre) = 4,431 net acres
- Two-Four Units per Structure (4.8 units per acre) = 652 net acres
- Five Plus Units per Structure (8.8 units per acres) = 401.0 net acres

- Total Net Residential Acreage = 11,726

The Commission then increases that figure by 15 percent to account for infrastructure needs. By doing this, the residential acreage projected to house the new population increases to 13,485 gross acres, given the current trends. The Commission also applies 20 percent to account for market variability. This results in an adjusted gross acreage projection of 16,182, based on current trends. Most of that acreage will come from the agricultural sector. However, that acreage figure can be reduced with density of development increases or through redevelopment and infill projects.

Commercial & Industrial – there were 7,504 acres of commercial and industrial land in the County and 85,596 persons (53% of the total population) employed in 2000. That equates to 11.4 persons per acre. Based on a similar percentage of the population being employed, the projected total population translates to approximately 28,600 new employees by 2030. Those new employees could absorb approximately 2,509 acres, based on the 2000 persons per acre figure. If the 20 percent for market variability is calculated into that figure, the commercial and industrial acreage projection rises to 3,011. That projected acreage can be reduced through effective redevelopment programs.

Recreation & Open Space – there were 14,480 acres within this land use category in 2000. Based on a projected population increase, this is one area that will need to increase to meet future demand. As discussed earlier, an additional 5,400 acres of parkland and recreational open space will be needed by 2030, based on a standard of 10 acres of park and recreation land per 1,000 persons. The standard also suggests that 70 percent of the recreational land projection be for passive use (wildlife areas, forests, etc.), while the remaining 30 percent be available for active uses (golf, swimming, ball fields, etc.). The suggested recreational standard also recommends a jurisdictional breakdown in ownership of the facilities. Local (city, village, town, tribal, and schools) resources should account for roughly 10 percent of the demand or 540 acres. Of the remaining

acreage, the County is recommended to supply 15 percent (730 acres), the private sector 5 percent (240 acres), and State and Federal resources accounting for the remaining 80 percent (2,890 acres). These are merely recommended acreages and do not take into consideration those recreational resources that are in close proximity in neighboring counties, such as the large state holdings at the Navarino Wildlife Area (Shawano County), High Cliff State Park (Calumet County), and Hartman Creek State Park (Waupaca County).

Summary – there could be an overall absorption for over 24,500 acres (including the 20% market variability) to accommodate the projected growth within the County, based on current trends. That equates to 38.3 square miles of land area. As a point of reference, the area of a typical township is 36 square miles of land area. That figure drops to approximately 21,400 acres (33.4 square miles) if the market variability acreage is removed. Agricultural lands will be called upon to supply the vast majority of the future development demand. Vacant, under utilized and redevelopment lands will account for the remainder. It should again be noted that these land consumption rates are based on projections using current development trends. Should a more compact development take place with higher densities, the amount of acreage needed would be reduced.

Location of Future Land Use

The demand for future land uses across the County varies. Although the population projections show the County growing by over 54,000 persons between 2000 and 2030, the vast majority of that growth is anticipated to occur within the Fox Cities region. Just under 79 percent of the projected growth for the County is to take place within the Fox Cities region, according to the projections by community. That equates to roughly 43,000 persons. Assuming that these new persons will also require 79 percent of the future land use acreage, most of the projected 24,500 acres will be in the southeastern portion of the County. A breakdown of the Fox Cities projected region land use is as follows:

Residential 12,784	Recreation 4,266
Commercial-Industrial 2,379	Total = 19,429 acres

For the purposes of this report, the Fox Cities area is defined as including the following communities:

City of Appleton	Village of Wrightstown
City of Kaukauna	Town of Buchanan
Village of Combined Locks	Town of Grand Chute
Village of Kimberly	Town of Greenville
Village of Little Chute	Town of Vandebroek

The next tier of communities immediately outside of the Fox Cities is projected to receive 15 percent of the projected population growth or roughly 8,200 persons. Once again, if we assume that this projected population will absorb 15 percent of the projected land use acreage, that demand for land breaks down as follows:

Residential 2,427	Recreation 810
Commercial-Industrial 452	Total = 3,689 acres

This area includes the following communities:

City of New London	Town of Ellington
Village of Hortonville	Town of Freedom
Town of Center	Town of Hortonia
Town of Dale	Town of Kaukauna

The northern half of the County is expected to grow in population by about 3,200 persons or six percent of the total projected population growth. Using the same assumption, this area will need six percent of the projected land use acreage, which breaks down accordingly:

Residential 971	Recreation 324
Commercial-Industrial 181	Total = 1,476 acres

The communities that comprise this region include:

City of Seymour	Town of Cicero
Village of Bear Creek	Town of Deer Creek
Village of Black Creek	Town of Liberty
Village of Howard	Town of Maine
Village of Nichols	Town of Maple Creek
Village of Shiocton	Town of Oneida
Town of Black Creek	Town of Osborn
Town of Bovina	Town of Seymour

While the population of Outagamie County is anticipated to grow by approximately 54,600 people between 2000 and 2030, the rate of growth is expected to slow slightly with each successive decade, as illustrated below:

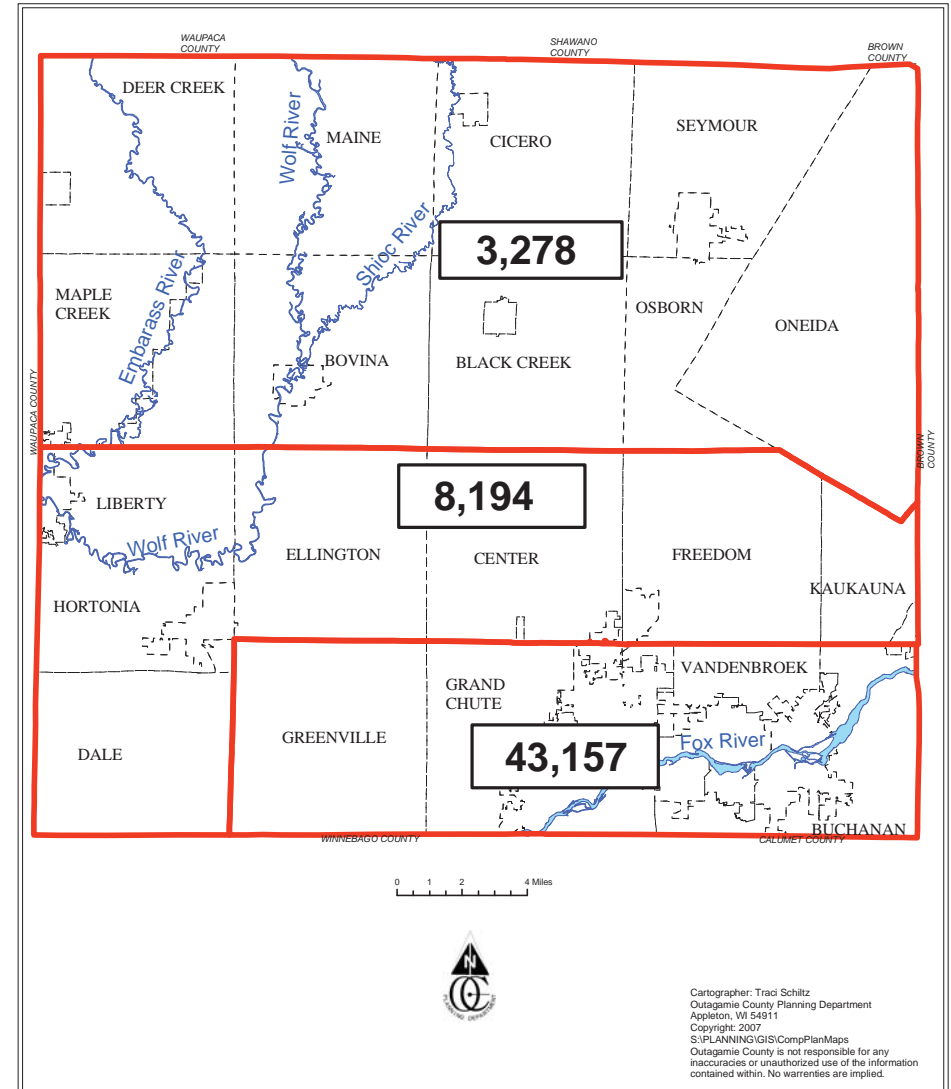
- 2000 – 2010 = + 19,169 (35% of the total)
- 2010 – 2020 = + 18,688 (34% of the total)
- 2020 – 2030 = + 16,772 (31% of the total)

Based on that breakdown, nearly 70 percent of the projected population growth for the County will take place by the year 2020. It is reasonable to expect that the vast majority of the land use acreage to accommodate that growth will also be needed by 2020. Based on that assumption, the land use acreage usage by the year 2020 and those beyond that date are as follows:

**EXHIBIT 7-2
LAND USE ACREAGE BREAKDOWN**

Land Use	Fox Cities	2 nd Tier	North Half	Total
2000-2020:				
Residential	8,821	1,675	670	11,166
Commercial/Industrial	1,642	312	125	2,079
Recreational	2,944	559	224	3,727
Subtotal (2000-2020)	13,407	2,546	1,019	16,972
2020-2030:				
Residential	3,963	752	301	5,016
Commercial/Industrial	737	140	56	933
Recreational	1,322	251	100	1,673
Subtotal (2020-2030)	6,022	1,143	457	7,622

**EXHIBIT 7-3
Projected Population Growth by Tier
Outagamie County, WI
2000 - 2030**



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Outagamie County Planning Department
Appleton, WI 54911
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Land Prices

Farmland sales, as tracked by the State Statistical Office of the National Agricultural Statistical service, indicate a general trend of increasing land values for both the State and Outagamie County, although some fluctuation has occurred. The sales are tracked for farmland sold for non-farm purposes, as well as land sold to continue in agricultural use. Exhibit 7-4 illustrates the short-term trends since the year 2000 for land sold for farming and non-farm purposes. The table also indicates that land in Outagamie County is valued higher than the State as a whole. Higher land values can be good news for the landowner looking to sell. However, it can also be bad news for a farmer who is looking to purchase additional acreage for their existing operation or for a new farmer looking to get started. Higher land values will also impact the cost of development for those uses that are converted from farmland, which could be a significant impediment to addressing the issue of affordable housing.

**EXHIBIT 7-4
AGRICULTURAL LAND VALUES**

Year	Wisconsin		Outagamie County	
	Farm	Non-Farm	Farm	Non-Farm
2000	\$1,802	\$3,485	\$2,906	\$6,253
2001	\$2,060	\$3,448	\$2,895	\$7,361
2002	\$1,982	\$4,324	\$2,158	\$5,693
2003	\$2,480	\$5,500	\$4,038	\$9,748
2004	\$2,797	\$7,165	\$3,640	\$6,601
2005	\$3,283	\$10,128	\$4,543	\$11,413
6-Year Average	\$2,400	\$5,675	\$3,363	\$7,845

Future Agricultural Needs

The Agricultural, Natural & Cultural Resources chapter and the *Economic Development* chapter of this report, identifies agriculture is an important component of Outagamie County's economy. While much of the other future land uses will come from current agricultural lands, steps need to be taken to ensure that productive farmland is protected. Farm operations are generally declining, but there are other farm operations that are expanding. Outagamie

County's agricultural economy is led by the dairy industry. As of April 2006, there were five major dairy operations in the County that are permitted under the Wisconsin Wastewater Pollutant Discharge Elimination System (WPDES) program by the Department of Natural Resources. These five operations also fall under the Environmental Protection Agency's (EPA) definition of a concentrated animal feeding operation (CAFO). Future non-farm development must be directed in a manner to reduce potential conflict between rural residents and farm operations, especially these large operations.

What is a CAFO?
The EPA defines a CAFO as any facility that contains "1,000 animal units" or more. An animal unit equivalent is determined by the weight of the type of animal and the amount of manure that it produces. If an operation has more than 700 dairy cows, 1,000 cattle, 2,500 swine, or 125,000 chickens, it falls under the EPA's new CAFO regulations.

While dairying leads the agricultural economy, other segments are growing and diversifying. Organic farming and community-supported agriculture are rapidly growing niches for farmers. Horticulture (production of landscape trees and plants) and aquaculture (fish farming) are also growing industries. Regardless of the segment of the agricultural economy, Outagamie County needs to find a way for the growing population to co-exist with farming. By reducing the amount of land needed for non-farm development, the amount of agricultural land that is converted will also be reduced.

Smart Growth

Smart Growth, according to the American Planning Association, means using comprehensive planning to guide, design, develop, revitalize, and build communities that:

- Have a unique sense of community and place;
- Preserve and enhance valuable natural and cultural resources;
- Equitably distribute the costs and benefits of development;

- Expand the range of transportation, employment, and housing choices in a fiscally responsible manner;
- Value long-range, regional considerations of sustainability over short-term incremental geographically isolated actions; and,
- Promotes public health and healthy communities.

Compact, transit-accessible, pedestrian-oriented, mixed-use development patterns and land reuse epitomize the application of the principles of Smart Growth. One of the first steps towards meeting those principles is to increase the density of development. According to the National Association of Home Builders, residential development has a “typical” density of four housing units per acre on average. That equates to a lot size of 10,890 square feet per gross acre. Platting activity for the unincorporated areas of Outagamie County during 2005 shows a much different density. In plats that listed their average lot size, lots ranged from 14,932 square feet to 50,628 square feet. Out of the 469 lots that were created by plats within the unincorporated area of the County, public sewer will serve only 59. The remaining 410 will utilize on-site sanitary systems and are generally larger. The plats received by the County were all for single-family developments and it does not include any of the development that took place within the cities or villages. However, it does illustrate that there is significant room for increasing density, which will slow agricultural land conversion.

In a report released by the Wisconsin Working Lands Initiative Steering Committee, density increases are also recommended. The Steering Committee recommends that all communities set initial target of a 20 percent increase in overall density of development. By increasing density by 20 percent, they calculate that over 3,300 acres per year would be saved across the state. For Outagamie County, a 20 percent increase in residential development would result in the saving of approximately 2,700 acres by the year 2030.

Exhibit 7-5 illustrates existing land use, based on a 2000 inventory, while exhibit 7-6 illustrates future land use based on local plans and projected land use needs.

Land Use Recommendations

1. Support and encourage the use of Traditional Neighborhood Design in the urban areas of the County, as well as mixed uses developments.
2. Support and encourage the development of conservation subdivisions in areas where public sewer and water will not available in the foreseeable future. The required open space could be either preserved as future agricultural lands or they could be protected as permanent environmental/wildlife corridors. The County should work with the development community to ensure that these subdivisions are done in a manner that will offer economic benefit to developers.
3. The survey results, as well as the visioning sessions, pointed out the importance of agriculture to this region. Outagamie County should support purchase/transfer of development rights programs at local or regional levels to ensure the protection of large tracts of farmland, especially those tracts on the best soils for farming. The program should include lot size and density restrictions.
4. The County should review its existing ordinances and incorporate means of increasing development density in the urban areas. This review should include lot sizes, mixed use opportunities, and redevelopments to name a few. The County should also work with local jurisdictions to do the same for a cooperative and consistent set of land use regulations.
5. Support and encourage development that incorporates the six basic principles of Smart Growth, which are:
 - Have a unique sense of community and place;
 - Preserve and enhance valuable natural and cultural resources;
 - Equitably distribute the costs and benefits of development;
 - Expand the range of transportation, employment, and housing choices in a fiscally responsible manner;

- Value long-range, regional considerations of sustainability over short-term incremental geographically isolated actions; and,
 - Promotes public health and healthy communities.
6. Support and encourage development of communities that incorporate transportation options for the entire population, including sidewalks, trails, bike lanes, and transit, both rural and urban systems.
 7. Support the continued remediation and redevelopment of brownfield sites within the County.
 8. The County supports the expansion of industrial areas for future job creation and continued economic health, especially in areas with potential access to rail facilities.
 9. Support and encourage other infill and redevelopment opportunities. The County should work with local units of government, as well as other agencies, such as Habitat for Humanity, the Housing Partnership, and downtown groups to gain broader support.
 10. Outagamie County should encourage the sustainable management of County's forests for healthier wooded areas and improved wildlife habitat. Encourage landowners to utilize best management practices and participate in the state Managed Forest Law program.
 11. The County should support and preserve areas for the expansion of non-metallic mining opportunities (quarries) to ensure that adequate raw material is present to accommodate projected growth and development.
 12. The County should encourage the protection of wildlife corridors, including looking at the potential for developing safe road crossings.
 13. Encourage the utilization creative and proven methods of dealing with stormwater management including, but not limited to cisterns, bio-filters, and rain gardens to reduce runoff and increase infiltration. All management programs must also include long-term maintenance.
 14. The County should promote the use of community wells to reduce the number of individual wells being drilled into the aquifer and to save money for homeowners, especially with the stricter well drilling regulations. The

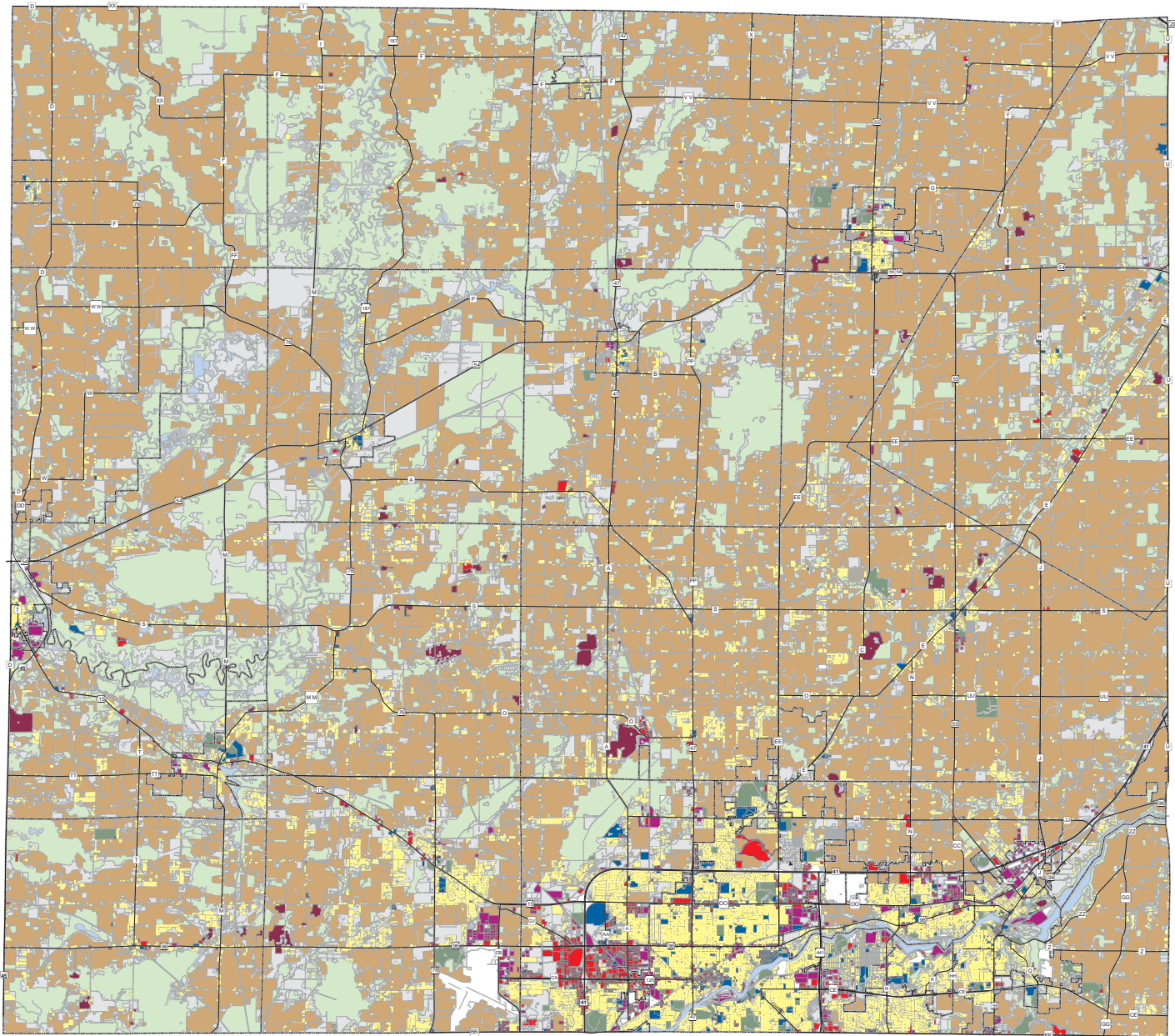
- utilization of systems that serve multiple buildings may prove to be especially effective within conservation subdivisions.
15. Outagamie County should encourage the use of the Green Building principles, which include conserving energy, use of reused and recycled products, providing a healthy and comfortable indoor space, and blending in with the natural environment, to name a few.
 16. Outagamie County should explore the creation of Working Lands Enterprise Areas, as discussed within the Working Lands Initiative report. These enterprise areas would be designated for fixed periods of time for preservation from non-farm development based on voluntary agreements by farm owners. They would encourage and facilitate clustering of farms to create an agricultural critical mass.
 17. The County should review the development standards within the rural areas to look at setting limitations on overall density, lot locations and lot sizes, especially in areas that meet the criteria for the Working Lands Enterprise Areas.

**EXHIBIT 2-
2003 LAND USE
Outagamie County, WI**



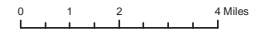
Land Use Categories

	Residential
	Commercial
	Industrial
	Quarries
	Institutional Facilities
	Transportation
	Utilities/Communications
	Agriculture
	Recreational Facilities
	Woodlands
	Open Other Land
	Water Areas



Cartographer: Luke T. Belling
 Outagamie County Planning Department
 Appleton, WI 54911
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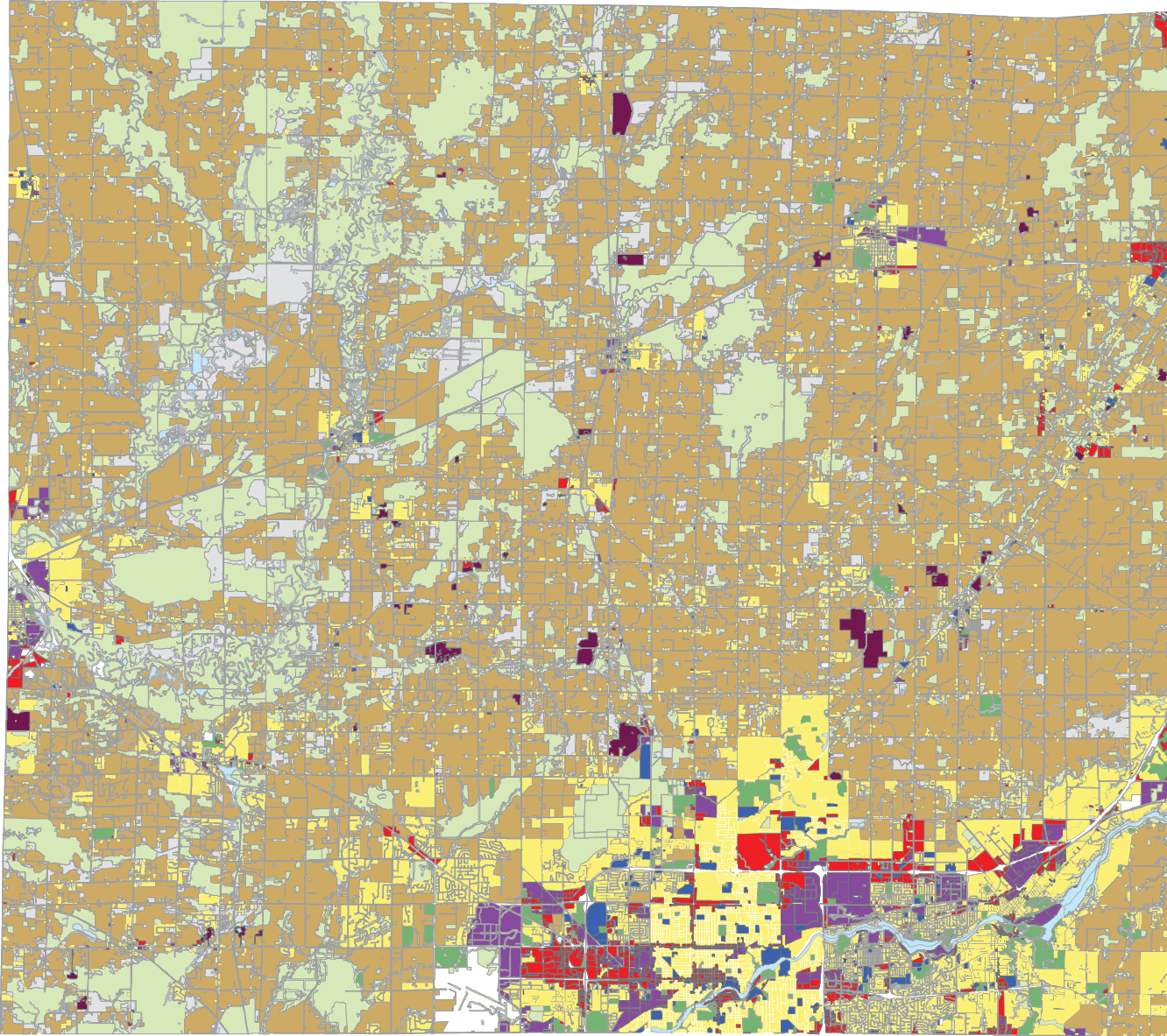
**EXHIBIT 7-6
FUTURE LAND USE
Outagamie County, WI**



Land Use Categories	
	Residential
	Commercial
	Industrial
	Quarries
	Institutional Facilities
	Transportation
	Utilities/Communications
	Agriculture
	Recreational Facilities
	Woodlands
	Open Other Land
	Water Areas

Revised per Resolution
No. 117--2011-2012
Dated: March 13, 2012

Cartographer: Traci Meulemans
Outagamie County Planning Department
Appleton, WI 54911
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RESOLUTION NO.: 121--2007-08

TO THE HONORABLE, THE OUTAGAMIE COUNTY BOARD OF SUPERVISORS

LADIES AND GENTLEMEN:

MAJORITY

Outagamie County has developed a comprehensive plan in compliance with Chapter 66.1001, Wisconsin Statutes. With Resolution No. 177--2003-04, the County Board adopted the Public Participation Plan as presented by the Outagamie County Comprehensive Plan Advisory Committee. The County has held at least one public hearing on the comprehensive plan in compliance with the requirements of Section 66.1001 (4)(d) of the Wisconsin Statutes. This resolution is requesting County Board approval of the Outagamie County Comprehensive Plan – A Look to the Future.

NOW THEREFORE, the undersigned members of the Agriculture, Extension Education, Land Conservation & Zoning Committee recommend adoption of the following resolution.

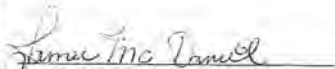
BE IT RESOLVED, that the Outagamie County Board of Supervisors does approve of the Outagamie County Comprehensive Plan – A Look to the Future, and

BE IT FURTHER RESOLVED, that the Outagamie County Comprehensive Plan – A Look to the Future is available for viewing in the Outagamie County Clerk's office, the Outagamie County Planning Department, and on the internet at www.co.outagamie.wi.us, Departments, Planning, "Smart Growth – Comprehensive Plan", and

BE IT FINALLY RESOLVED, that the Outagamie County Clerk be directed to forward a copy of this resolution to the Outagamie County Planning Director.


Dated this ^{25th} day of ~~February~~ ^{MARCH}, 2008

Respectfully Submitted,
AGRICULTURE, EXTENSION
EDUCATION ZONING & LAND
CONSERVATION COMMITTEE


James McDaniel


Carl Anthony

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Ralph Thern

Nicholas Hofacker

James Richardson

Duly and officially adopted by the County Board On: 3-25-08

Signed: 
Board Chairperson


County Clerk

Approved: 3-26-08 Vetoed: _____

Signed: 
County Executive

APPENDIX E

**OUTAGAMIE COUNTY COMPREHENSIVE PLAN
OUTDOOR RECREATION AND OPEN SPACE PLAN: 2014-2018**

Purpose

The purpose of this plan is to provide a program to meet the recreational needs of the residents of Outagamie County in an orderly and efficient manner, as well as to preserve this area's unique natural resources and features. It is intended to provide an informational base to assist decision makers in the management and development of recreational and natural resources.

Goals and Objectives

1. Goal: To establish a County-wide system of parks, trails, and open space that will provide suitable facilities to all residents of Outagamie County.

Objectives:

- a. Provide and maintain an equitable system of facilities that are available and accessible to all people, especially the elderly and handicapped.
- b. Ensure that newly developed residential areas are provided with adequate park and recreation facilities.
- c. Improve existing facilities to meet the standards and needs of the area.
- d. Provide a variety of recreational opportunities that will serve the residents on a year-round basis.
- e. Encourage coordinated and compatible multiple uses of land for recreational activities.

2. Goal: To conserve and protect the County's natural resources.

Objectives:

- a. Ensure that environmental and aesthetic qualities are considered when planning park, trail, and recreation facilities.
- b. Preserve and maintain environmentally sensitive areas and other natural resource areas throughout the County.

- c. Preserve and maintain unique natural, historical, cultural and ecological resources.
- d. Retain and improve open space resources which provide significant ecological and environmental benefits.
- e. Encourage that open space considerations be designed into development projects.

3. Goal: To encourage the involvement and cooperation of all the County's communities in park and recreational planning and development.

Objectives:

- a. Encourage and support local units of government to develop, maintain, and improve recreational resources to meet local needs.
- b. Promote cooperative efforts between communities for the development of recreation facilities.
- c. Support the active participation of local civic groups, organizations and citizens in identifying and meeting the recreational needs of the community.
- d. Encourage cooperative community/school projects to improve and expand recreational facilities through shared-use agreements.
- e. Encourage and assist local communities in official mapping of recreational facilities, including greenways and trails.

Demographics

The 2010 U.S. Census provides an update view into the makeup of Outagamie County. The total population of the County grew by 15,724 persons from 160,971 to 176,695 between the 2000 and 2010 census counts. That was a 9.76 percent rate of growth. The County's population also continues to grow older. The segment of the population 55 years and older has grown from 29,953 (18.6% of the total population) to 40,727 (23% of the total population) between the last two census periods. The median age for Outagamie County has grown from 34.4 years in 2000 to 37.1 years by 2010. Population projections prepared by the Wisconsin

Department of Administration indicate that by as soon as 2020, roughly one-third of the County's population will be 50 years or older.

The overall growth in the population will grow the recreational demand. According to the most recent Wisconsin Statewide Comprehensive Outdoor Recreation Plan, over 87% of Wisconsinites enjoy some form of outdoor recreation. With that rate of current participation and the projected continued growth in population, it is safe to assume that additional recreational facilities will be needed. The continuing changes in the age distribution of the population will impact the types of recreational resources that will be expected.

The coming aging population will be more educated, health conscience, and committed to the importance of leisure in an individual's life. This emerging population will have moved from a focus of "body beautiful" to "heart strong". This shift in perspective is beginning to surface in the growth in popularity of programs that promote stress-reducing exercise, meaningful social interaction, and nutrition guidance.

The final estimated 2012 population for the County was 178,150, which was an increase of 1,455 (.8%) from the 2010 Census figures. The vast majority of the residents are located in the southeastern portion of the County – the Fox Cities area, which accounts for 76.6% of the County's total population. The most recent population trends are illustrated exhibit E-1. In terms of population, Outagamie County ranks as the sixth largest county in the state.

**Exhibit E-1
OUTAGAMIE COUNTY POPULATION TRENDS: 2010 - 2012**

Community	2012 Estimate	2010 Census	Numeric Change	Percent Change
T. Black Creek	1,256	1,259	-3	-0.2%
T. Bovina	1,151	1,145	6	0.5%
T. Buchanan	6,903	6,755	148	2.2%
T. Center	3,416	3,402	14	0.4%
T. Cicero	1,103	1,103	0	0.0%
T. Dale	2,751	2,731	20	0.7%
T. Deer Creek	640	637	3	0.5%
T. Ellington	2,799	2,758	41	1.5%
T. Freedom	5,910	5,842	68	1.2%
T. Grand Chute	21,288	20,919	369	1.8%
T. Greenville	10,602	10,309	293	2.8%
T. Hortonia	1,094	1,097	-3	-0.3%
T. Kaukauna	1,249	1,238	11	0.9%
T. Liberty	866	867	-1	-0.1%
T. Maine	872	866	6	0.7%
T. Maple Creek	612	619	-7	-1.1%
T. Oneida	4,679	4,678	1	0.0%
T. Osborn	1,181	1,170	11	0.9%
T. Seymour	1,196	1,193	3	0.3%
T. Vandenbroek	1,489	1,474	15	1.0%
V. Bear Creek	447	448	-1	-0.2%
V. Black Creek	1,316	1,316	0	0.0%
V. Combined Locks	3,372	3,328	44	1.3%
V. Hortonville	2,705	2,711	-6	-0.2%
V. Howard	0	0	0	0.0%
V. Kimberly	6,559	6,468	91	1.4%
V. Little Chute	10,432	10,449	-17	-0.2%
V. Nichols	271	273	-2	-0.7%
V. Shiocton	925	921	4	0.4%
V. Wrightstown	151	151	0	0.0%
C. Appleton	60,240	60,045	195	0.3%
C. Kaukauna	15,627	15,462	165	1.1%
C. New London	1,614	1,610	4	0.2%
C. Seymour	3,434	3,451	-17	-0.5%
Outagamie County	178,150	176,695	1,455	0.8%

Source: Wisconsin Department of Administration, October 2012

Existing Recreational Resources

The State of Wisconsin manages approximately 9,500 acres of land within Outagamie County in the form of wildlife and habitat areas. The State also owns and manages major resources just outside the County borders, including Navarino Wildlife Area (Shawano County), High Cliff State Park (Calumet County), Rat River Wildlife Area (Winnebago County), and Hartman Creek State Park (Waupaca County).

Outagamie County administers and maintains just over 875 acres of outdoor recreational lands, ranging from small boat landings to large multi-use parks. The most recent additions to the County’s inventory includes an undeveloped 24 acre wooded site between the County’s Brewster Campus and the Fox Valley Technical College campus (Old Stone Bridge Wooded Area) and another 38 acre wooded site north of Fox Cities Stadium (County Forest/Casaloma Conservancy), that has been developed as a wetland mitigation site. Both wooded sites are proposed to be maintained as passive recreational sites. Another fairly recent addition to the County’s recreational inventory is the partially developed Newton Blackmour State Trail on the abandoned railroad between Seymour and New London. The County has partnered with the State of Wisconsin to complete the initial phase of the trail from Seymour to Black Creek.

Many of the local municipalities are also involved in providing park and recreation facilities. As a result, there are a total of 16,138.4 acres of existing recreational land within the County. That total also includes privately owned facilities, which consist primarily of golf courses. A summary table by ownership and location is illustrated below.

**Exhibit E-2
EXISTING PARK AND RECREATION ACREAGE**

COMMUNITY	LOCAL	SCHOOL/ CHURCH	COUNTY	STATE	PRIVATE	TRIBAL	TOTAL
CITIES							
Appleton	468.0	198.0					666.0
Kaukauna	459.0	135.9	0.9		132.4		728.2
New London	14.3						14.3
Seymour	72.9	27.1		23.0	50.6		173.6
VILLAGES							
Bear Creek	0.6	5.0					5.6
Black Creek	7.8	2.0		13.3			23.1
Combined Locks	93.9	5.4	1.8				101.1
Hortonville	41.9	34.7		5.5	49.9		132.0
Howard							-
Kimberly	104.1	95.4	1.8				201.3
Little Chute	101.4	21.2					122.6
Nichols	5.5						5.5
Shiocton	89.6	30.0	24.0	15.7			159.3
Wrightstown					207.9		207.9
TOWNS							
Black Creek	10.0	456.0		65.4			531.4
Bovina			34.6	2,656.5			2,691.1
Buchanan	7.8	2.7	3.3		157.3		171.1
Center	19.3	13.2					32.5
Cicero				4.4			4.4
Dale	20.5			283.2			303.7
Deer Creek				2,094.2			2,094.2
Ellington	12.3		4.3	483.5			721.8
Freedom	43.0	61.6			301.2		405.8
Grand Chute	109.0	14.9	334.2		822.9		1,281.0
Greenville	178.9	46.5		39.2	401.4		666.0
Hortonia			6.0	107.6	47.1		160.7
Kaukauna							-
Liberty			464.6	706.2			1,170.8
Maine				2,927.0			2,927.0
Maple Creek							-
Oneida	43.4	26.9				136.1	206.4
Osborn							-
Seymour				33.1	153		186.1
Vandenbroek	4.0						4.0
Total Acres	1,907.1	1,176.5	875.5	9,497.8	2,545.4	136.1	16,138.4
Percent of Total	11.8%	7.3%	5.4%	58.9%	15.8%	0.8%	100.0%

Existing Natural Resources

A detailed inventory of the County's natural resources begins in the "Agricultural, Natural, and Cultural Resources" chapter. Recreational planning that encompasses the preservation and protection of the area's resources is vitally important.

Soils – The best management technique for soils is matching land use to soil capability. The soils survey for Outagamie County contains a rating system of soils according to limitations that affect their suitability for recreation uses. The ratings are based on such restrictive soil features as flooding, wetness, slope, and texture of the surface layer. Four types of recreational developments were rated having slight, moderate or severe limitations based on the soil features. The four developments are camp areas, picnic areas, playgrounds, and paths and trails. These ratings should be utilized when planning for site specific recreational facilities. Wildlife areas are directly dependent on soils for the ability to grow the appropriate vegetation for food and cover.

Groundwater – Recreation planning should include the preservation of areas with potential for groundwater contamination. Three land characteristics have been identified as areas in the County, which are likely to have a high susceptibility to groundwater contamination. These characteristics are high soil permeability, shallow bedrock, and a shallow water table.

Surface Waters – The recreational use of the County's surface waters depends, to a large degree, on the availability of public access. Public access to Black Otter Lake and the Fox and Wolf rivers are available and are well distributed along these streams. However, access to the other streams, most notably the Embarrass River, are limited to road crossings.

The quality of these resources is another important consideration. Development pressures, pollution and misuse threaten the true value and high quality of their natural state. The surface water resources are utilized for swimming, fishing,

boating, skiing and skating, by both residents and tourists. The tourism aspect has become increasingly important as a result of the creation of the Fox-Wisconsin Heritage Parkway. The rehabilitation and reopening of the locks from Kaukauna to Appleton have created increased opportunities to experience the Fox River. These additional recreational opportunities should be promoted. Quality degradation affects quality of life for the citizens of the County and produces economic losses as a result of loss of tourism. It also has a negative effect on wildlife. In addition to fish, surface water and the surrounding vegetation provide habitat for numerous amphibians, insects, reptiles, birds and mammals. The survival of many of these species is dependent upon the presence of unpolluted surface water. Recreation and open space planning should include identification of areas of misuse, potential corridor preservation, pollution, and tourism opportunities. The improvement and maintenance of water quality will require involvement of all units of government.

Topography – Surface topography strongly influences the direction and amount of water runoff, as well as groundwater flow patterns. This is an important factor in maintaining the quality of our soil and water resources. Future recreation and open space planning should include the identification of areas within watersheds where sediment erosion and infiltration to surface water occurs. Open space buffers and soil conservation management practices should be utilized when planning for resource preservation or site specific recreational development.

Woodlands – Woodlands are an important feature of the environment. Recreation planning should include forest identification, which can support hiking, skiing and hunting. Open space planning should identify woodlands for buffers and environmental protection.

Wetlands – Wetlands contribute significantly to the overall environmental health, recreation and education of an area. Recreational planning should identify substantial wetlands, especially those that do not border navigable waters. These areas perform important functions that affect living conditions, as well as providing

recreational opportunities. A management program should be considered for the protection of this valuable resource.

Wildlife – The wildlife habitat areas in danger of destruction are primarily fish spawning and waterfowl marshes. These are areas that are being filled for urbanization and drained for agriculture. Vanishing wildlife is a major environmental concern. The wildlife carrying capacity decreases with the conversion of wetlands and woodlands. Decreasing habitat, both in quantity and quality, is a major wildlife management problem.

Open space and recreation planning within Outagamie County should include the identification of large tracts of land that support wildlife. The County should support and encourage the efforts of citizens and organizations that manage and preserve wildlife areas. Significant wildlife areas need to be identified for preservation for the enjoyment of the County citizens, whether it's for hunting, fishing or sight-seeing.

Unique Sites – The County's unique geological and cultural sites are important for research and educational purposes. These areas trace the history of the land, as well as the people who inhabited this region. Once one of these sites is destroyed, the information that could have been gained from is lost forever. Open space and recreation planning should include the identification of unique sites. These are valuable areas that should be preserved of future generations.

Park and Recreation Standards

In order to assist in the planning process, it can be helpful to identify minimum standards for park and recreational facilities that serve a given population. These standards can serve as a starting point for determining the amount and location of needed facilities. To meet regional open space needs, the National Recreational and Park Association recommends 100 acres per 1,000 residents, which is broken down as follows:

- 70 acres of passive recreation open space – includes national, state, county, and school forests, state wildlife and fisheries area, state natural areas, etc.
- 30 acres of active recreational open space – includes state and county parks, public golf courses, campgrounds, swimming areas, etc.

To meet local recreational needs, an additional 10 acres per 1,000 residents is suggested, which includes city, village, and town parks, school grounds, etc. Using these standards and the previous outlined park and recreation acreages outlined in Exhibit E-2, the following surpluses/deficiencies exist:

- Regional Passive Recreation = 10,418 acres (-2,042 acres)
- Regional Active Recreation = 2,956 acres (-2,384 acres)
- Local Recreation = 2,764 acres (+984 acres)

The figures above indicate that the local recreational needs are exceeding the standard from a countywide perspective. The regional passive recreation needs are being supplemented by large facilities located in neighboring counties (i.e. Navarino Wildlife Area, Hartman Creek State Park, Rat River Wildlife Area, etc.). The bigger concern is the deficiency in regional active recreational acreage. Some of this deficiency can also be aided by neighboring facilities, such as High Cliff State Park. However, there is still a clear need for additional active recreation acres.

Recreational standards are affected by the cultural background, age, and socio-economic status of a particular population and therefore should not be followed blindly. They do, however, provide acceptable guidelines that can be applied to a specific location and adjusted to meet that location's unique demands and expectations.

2011-2016 Statewide Comprehensive Outdoor Recreation Plan

Every five years, Wisconsin publishes a Wisconsin Statewide Comprehensive Outdoor Recreation Plan (SCORP) as required by the Federal Land and Water Conservation Act of 1965. The most recent SCORP also addresses the "America's Great Outdoors (AGO) Initiative", which was launched by President Obama in 2010.

The AGO asks the American people to become partners in preserving and enhancing their conservation and recreation heritage for the 21st century.

To better manage the planning process, the SCORP divides the state in to eight regions for the collection of natural and tourism assets. Outagamie County is within the Lake Winnebago Waters region. Based on the Wisconsin Department of Natural Resources inventory of existing resources compared to population and demand, the following issues and needs were identified for this region:

ISSUES

- Conflicts between silent sports and motorized user groups
- Overcrowding
- Poor water quality impairing recreation

NEEDS




- Better maps/signs for trails
- Four wheel drive off-highway vehicle parks
- More camping opportunities
- More geocaching sites on public lands
- More hiking trails
- More horse trails
- More hunting opportunities
- More kayaking opportunities
- More mountain biking opportunities

Exhibit E-3



Wisconsinites are active participants in many forms of outdoor recreation. According the most recent SCORP, the following recreational activities have the six highest participation rates: walk for pleasure (87.7%), gardening or landscaping for pleasure (65.4%), view/photograph natural scenery (65.3%), attend outdoor sports events (65.0%), family gatherings, (63.5%), and visit nature centers (63.5%). The SCORP also presents a number of trends and issues from a state perspective, including what activities are projected to grow or decline in participation over the coming years. The table below highlights those findings.

**Exhibit E-4
WISCONSIN RECREATION TRENDS**

Increasing Demand 	Adventure racing	Both as individual and group activity
	Driving for pleasure	Easy activity for aging baby boomers
	Developed/RV camping	Baby boomers continue to drive demand
	Kayaking	Participants attracted by cheap entry
	Visit a dog park	Urban residents driving demand
	Soccer outdoors	Urban youth driving demand
	BMX biking	X Games popularity may be driving force
	Climbing	Indoor climbing leading to outdoor climbing
	Stand up paddling	Popularity is sweeping the country
	Triathlon	Varying distances allowed for growth
Stable Demand 	Off-road vehicle driving	Post recession growth continues
	Gardening/landscaping	“Grow Local” concept taking hold
	Walk for Pleasure	Market saturation
	Running or jogging	Gen Y replacing baby boomers
	Water parks	Recession caused growth to slow
	Motor boating	Easy access to resources
	Day hiking	Popular with many generations
	Golf	Time constraints does not allow for growth
	Tent camping	Stable, but growth is illusive
	Snowboarding	May have peaked after 20 years of growth
	Trail running	Stable niche with Gen Y
	View wildlife	Activity spans generations
	Bicycle	Popular with easy access
Decreasing Demand 	Snowshoeing	After large growth, this has stabilized
	Hunting	Generational loss and private access
	Inline skating	6 years of decreasing participation
	Skateboard parks	Youth are free-skating with longboards
	Horseback riding	Recession impact caused decrease
	Softball	Baby boomers leaving the sport
	Downhill skiing	Baby boom generation not being replaced

Source: 2011-2016 Wisconsin Statewide Comprehensive Outdoor Recreation Plan, Wisconsin Department of Natural Resources, August 2012.

Recreational Acreage Needs

Outagamie County is projected to continue growing through the year 2035, according to Wisconsin Department of Administration projections. By that year, the County's population is expected to be 228,398, which would make it the fifth largest county in the State. The County is projected to grow by 42 percent by 2035, which would add another 50,248 persons to the 2010 Census count.

Outagamie County will need an additional 5,025 acres of recreational lands by the year 2035 based on its projected population growth. That projected demand is based on a standard of 100 acres of land for every 1,000 residents. Some of the projected need can be met by existing regional facilities. Hartman Creek State Park and High Cliff State Park are available in adjoining counties and both offer camping, fishing, boating, nature centers, and a variety of trails to visitors. These two facilities combined offer an additional 2,564 acres of recreational land that is available to Outagamie County residents. Navarino Wildlife Area, with its 15,000 acres of land and the Rat River Wildlife Area (4,554 acres), are also available to County residents.

Despite the existence of the regional facilities in neighboring counties, new recreational opportunities will need to be developed within the County. Outagamie County has been planning the eventual purchase of land for a large multi-use park. A proposed site has not yet been determined; however, initial planning will place it in an area experiencing development pressure and population growth. A typical county park is a year-round multi-use facility that provides recreational opportunities for people of all ages. They generally range in size from 50 to 500 acres and feature both active and passive forms of recreation. Quite often these parks are developed in conjunction with a unique environmental or historical feature of the county. County parks have a service area ranging from 10 to 15 miles.

Additionally, the County is planning for the expansion of the area trail network. Work has begun to coordinate those efforts with the regional planning commission, as well as local units of government. The map on the following page outlines some of the major routes that are being proposed throughout the rural portion of the County. These proposed routes are suggested to link communities and to make connections to other trail facilities within the region, such as the Mountain Bay Trail, Friendship Trail and the Fox River Trail.

These trails will provide recreational opportunities, which will help meet the future demand. They will also serve as safe transportation corridors for bicyclists and pedestrians. By providing these options, the County is also promoting a healthier community.

Health Factors

With obesity rates on the rise, Outagamie County needs to promote active healthy communities. The U.S. Department of Health recommends a minimum of 30 minutes of moderate physical activity for adults and 60 minutes of moderate to vigorous physical activity for children each day in order to reduce incidents of obesity, diabetes, heart disease, hypertension, and depression. Improving community health requires people from multiple fields to work collaboratively. Continued support with community partnerships such as sport clubs, organizations, non-profits, citizen groups, companies, and other interested parties to develop, fund and operate recreation programs, leagues, and events is key. These partnerships are invaluable to help provide the opportunities for people to be physically active.

Parks, playgrounds, and open spaces provide opportunities for physical activity. However, the presence of facilities is not enough to make sure they are being used for the greatest benefit of all. Factors such as location, accessibility, programming, connectivity, safety and aesthetics all play a role in the use of public facilities. Investing in consistent/uniform signage that aids people in identifying trails, places

to be active, and other recreational opportunities, should be considered. Promoting and marketing concepts should be developed along with the funding resources.

The ability to safely and efficiently walk or bicycle to a destination is not only a healthy travel option. For many, it is a primary means of transportation, along with public transit. Making alternative connections to places of employment, entertainment, recreation, and the like promotes a healthier lifestyle and environment.

One such connection is to schools and the Safe Routes to School (SRTS) Programs throughout the County are providing children the opportunity to get active and be healthy. The SRTS programs encourage children in grade K-8 to walk and like to school by creating safer routes. These initiatives are funded through the transportation alternatives funding to state departments of transportation to create and implement SRTS programs and activities. The Ease Central Wisconsin Regional Planning Commission has taken the lead on this program for the area by focusing on the 5 E's: Engineering, Enforcement, Education, Encouragement, and Evaluation.

Another aspect of healthy living is the relationship of recreation to gardening. Gardening is one of the most popular recreational activities in Wisconsin and it provides many benefits including improved access to fresh produce, increased physical activity, and community-building. A recent survey indicates that almost 70% of Wisconsin adults garden or landscape for pleasure, which makes it the second most popular activity after only walking. Gardening activities can be divided into two categories: backyard and community. Approximately 90% of gardening takes place in the backyard. However, community gardens are becoming increasingly popular and are now found in 66 counties in Wisconsin. By providing access to fresh fruit and vegetables, gardening promotes healthier eating habits.

EXHIBIT E-5 OUTAGAMIE COUNTY BICYCLE & PEDESTRIAN ENHANCEMENT PLAN

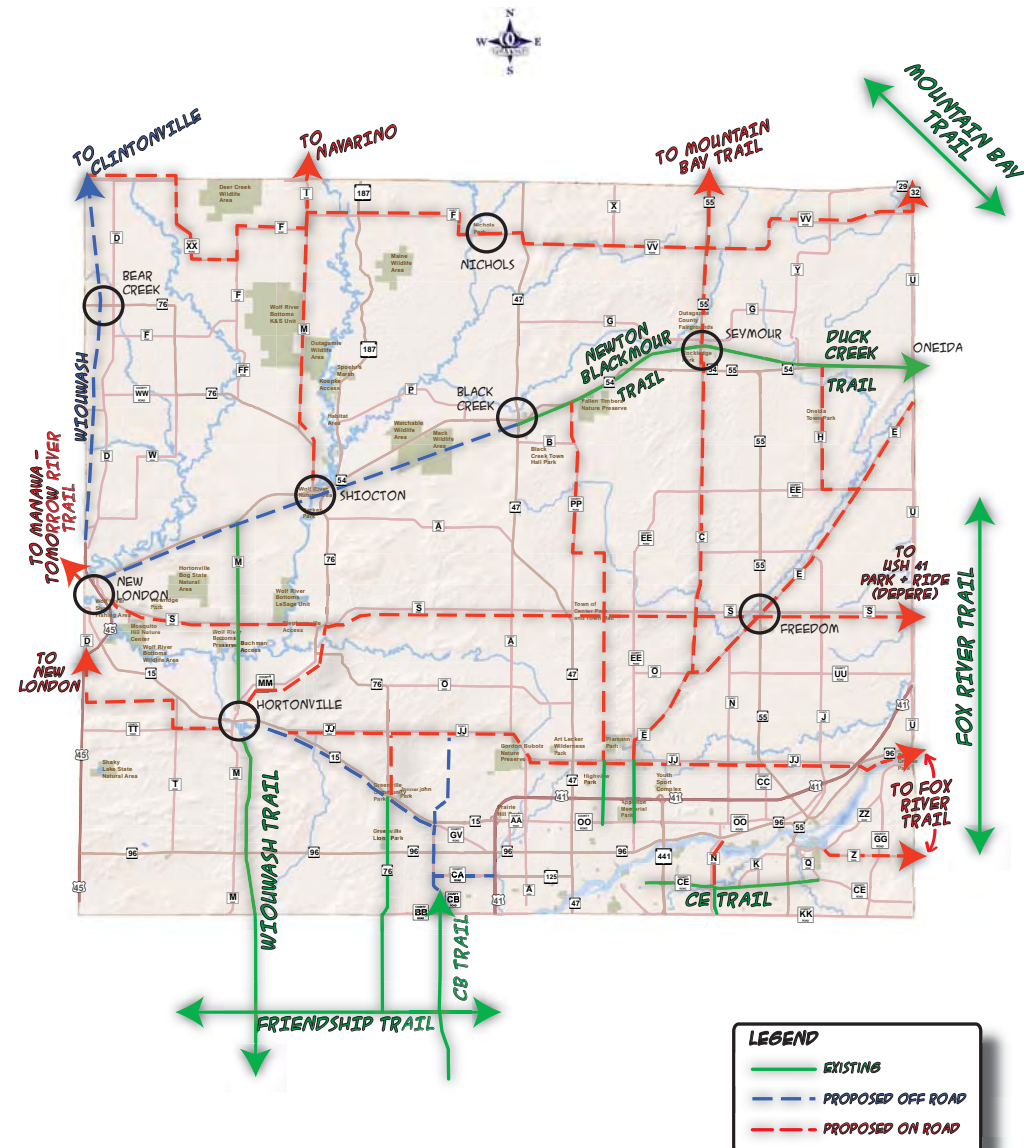


Exhibit E-5 encompasses just the rural portions of the proposed trail network being planned for Outagamie County. East Central Wisconsin Regional Planning Commission (ECWRPC) is currently developing a bicycle and pedestrian plan for the Fox Cities region as part of their metropolitan planning organization responsibilities. Upon completion by ECWRPC, it is the intention of the County to adopt that plan as a component of this plan to ensure consistency between the plans.

Public Input

An open house was held August 28, 2013 to gather public input and suggestions regarding the future park and recreation needs for Outagamie County. The following is a summary of the comments that were shared with the County Parks and Planning staff. The open house was attended by 44 persons who signed the meeting register. Attendees were asked to complete a leisure interest survey – 32 responses to that request were received. The top ten activities for either current participation or interested in participating are shown below:

1. Walking (36)
2. Bike Riding (34)
3. Hiking/Climbing (29)
4. Canoeing/Kayaking (23)
5. Jogging/Running (22)
6. Barbeques/Picnics (21)
7. Snowshoeing/Cross Country Skiing (21)
8. Swimming (20)
9. Camping (13)
10. Nature Photography/Study (11)

This list is not intended to indicate the overall importance of these activities over any other activities, nor was it intended to be a scientific survey. It was intended to create conversation between and among those who attended the session. The results do indicate that those persons who took the time to complete the survey were not only active, but were active in a numerous leisure interests. These ten activities accounted for 230 total votes among them or an average of 23 votes per survey. Additional comments were received and are include the following summary by activity.

BICYCLE-PEDESTRIAN RELATED:

- Additional trails and bike lanes needed
- Widen roads
- Trail and bike lanes connections needed
- Mountain bike trail needed
- Connect community amenities with trails/bike lanes – downtown, Fox River, Riverview Gardens, area businesses, etc.
- Create safe crossing at busy intersections (i.e. Highway CE)
- Collaborate with neighboring counties for fluid network of trails
- Consider health connections to trails
- Safe connection between Apple Creek Trail and Little Chute
- Sensors at traffic signals that can be activated by bicyclist
- Roads needing bikes lanes – French, Spring, School, Wisconsin, College, Meade, Highway O
- Develop bike trail loop between Hortonville and Greenville
- Negotiate with railroads on future access to abandoned rail
- Support the extension of the CB Trail into Outagamie County
- Extend CE Trail east to Fox River Trail (7.5 miles)
- Connect highways 15/CB area to downtown Greenville (2 miles)
- Link Appleton to Newton Blackmour Trail (15 miles)
- Standardized bike lane marking – need clear distinction
- Better signage to trails
- Use sharrows when marked bike lanes suddenly end (shared lane markings)
- Connect Wiouwash Trail to Fox Cities (highways BB, G, or GG)
- Connect Appleton area with Oshkosh area (Highway A), then connect to Wiouwash
- Connect Chain Dr. (UW-Fox Valley) as bike-pedestrian route – avoid 441 underpasses
- Support a Wisconsin Off Road Series (WORS) mountain bike event for this area

WATER RELATED:

- Link land and water trails
- Additional access to water
- Kayak skills course on Fox River
- Kayak event on Fox River
- Water trails with ADA landings
- Canoe/kayak launches needed
- Need canoe/kayak rentals
- Work with area businesses to make Wolf River a destination for canoes/kayaks
- Walkways along waterways
- Rapid Croche could be developed as major recreational area with boat lift/cleaning – boaters will need something to do while the process occurs

- Cleaning stations at launches – reduce aquatic invasive species
- Improved navigational aids
- Use vacant riverfront properties for marinas, parks, landings, etc.
- Improve aquatic and shoreline habitat – maintain clean water
- Unified boat launch fee system
- Develop a riverfront plan (Fox River) – mixed use development, trail linkages, amenities, interpretive displays

FACILITY RELATED:

- Outdoor hockey rinks
- Tennis courts need repairs
- Improve dog park – pave trails/parking, make ADA compliant, lights, water, restroom facilities, shelter, replace fencing
- Plamann Park entrance at Apple Creek too narrow
- Snowshoe trails and cross country trails should not cross
- Connect history points – locks, museums, etc. into a interpretive trail
- Need a groomed skate skiing area
- Plant trees that take climate change into consideration
- Another dog park
- Replace play equipment in Plamann Park
- Make Plamann Lake handicapped accessible
- Replace/repair Plamann Park bridges
- Wooden stairs behind small shelter needs replacing
- Develop annual invasive species maintenance plan for Plamann Park
- Water Park
- Another large park needed – include passive area
- Sculpture park
- Skateboard park
- Park with brail for visually impaired
- Monitor deer population in Plamann Park
- Clean up storm damage – downed trees, etc.
- Monitor off-road driving in Plamann
- Open Plamann Lake to winter skating
- Linear green space needed
- Passive camping sites – primitive camping at Barker Park

OTHER:

- Find better ways to communicate than newspaper or computer
- Add Fox Cities Cycling representative to County Greenway Committee
- Allow dogs in the parks
- Smooth streets for roller skates/roller blades
- Maintain County place as healthy place
- List preserved land that could be available for agriculture

- Mandate 20' of waterway frontage
- Encourage youth to learn/experience nature
- More silent sport opportunities
- Engage volunteers/grass root efforts
- Free/low cost activities to encourage use by people of limited means
- Support the community farm incubator program – encourage agricultural preservation, environmental preservation, conserve green space
- Make use of conservation subdivisions to preserve green space
- Take additional steps to protect wetlands
- Recreation plan should be stand alone document
- Education program for drivers – share the road with bikes

Plan Strategies

Recommendations for improving the recreational systems within Outagamie County are intended to serve as a guide for future growth and development of open space and outdoor recreation opportunities. They are designed to be consistent with the goals outlined in this report and to meet the recreational needs of the County's present and future residents.

- I. To establish a county-wide system of parks, trails, and open space that will provide adequate facilities to all residents of Outagamie County.
 - Outagamie County should support public and private acquisitions along major waterways that could support public access and conservation activities.
 - Support the development of connections between land and water trails
 - Develop canoe/kayak launches throughout the County's river systems
 - Outagamie County should continue efforts to provide a countywide system of greenways and trails that would enhance the quality of life for all residents. Additionally, this system would link and connect to trails and destinations located outside Outagamie County, including Green Bay, High Cliff State Park and other regional attractions.

- Outagamie County should develop a policy and funding strategy for the implementation of a bicycle and pedestrian enhancement program.
- Outagamie County should explore the possibility of siting a major recreational facility in an area of growing demand. Such a facility should be planned to be similar in nature to Plamann Park, with numerous active and passive recreational facilities and opportunities.

II. To conserve and protect the County's natural resources.

- Outagamie County should review its zoning and subdivision ordinances to encourage conservation design for subdivisions. This conservation design should take into consideration environmentally sensitive areas (streams, wetlands, floodplain and steep slopes), as well as the unique historical, cultural, natural and ecological features of the County. The areas set aside for preservation can also be used for stormwater management.
- The Fox River is one of this area's most important natural resource. As such, Outagamie County supports local efforts to promote the Fox-Wisconsin Heritage Parkway for economic and recreational purposes.

III. To encourage the involvement and cooperation of all the County's communities in park and recreational planning and development.

- Outagamie County should continue to support and assist local units of government in the development and implementation of local park and recreation plans and ordinances, including the support of riverfront redevelopment plans that allow for economic development, as well as increased public access to the Fox River.
- In an effort to avoid duplication and to gain economies of scale, the County supports and encourages cooperative recreation planning and development. This cooperation should include all units of local government, as well as local school districts and the Oneida Nation.

- The County should work with the regional planning commission and local units of government to map and implement a coordinated trail and greenway system within the County. Such a system should include:
 - Coordinate efforts to develop a trail link from Plamann Park to the proposed Duck Creek trail through Freedom and Oneida.
 - Coordinate efforts to develop a trail connection between Plamann Park and Bubolz Nature Preserve.
 - Continue the planning of the WIOUWASH Trail extension through Outagamie County. Local efforts are needed in planning where the trail is physically going to be placed, as well as contacting landowners to find those willing to sell land for this trail.
 - Work with the Department of Natural Resources, Oneida Nation and local communities in the completion of the Newton Blackmour State Trail between Seymour and New London.
 - Develop a bicycle-pedestrian link between the Newton Blackmour State Trail and Mosquito Hill Nature Center.
- Outagamie County should work with the Department of Natural Resources and neighboring counties to implement regional trail and greenway plans.
 - Plan for trail connections to the Friendship Trail, Mountain Bay Trail, Paper Trail, and Fox River Trail.
 - Plan the connection of the Newton Blackmour Trail to the Wiouwash Trail
 - Cooperate with Fox Cities Greenways to share and promote regional trail systems

Proposed County Facility Improvements

Short-Term Improvements (1-2 Years):

- Study the need for a new regional park – the study should identify the needs of both active and passive recreational facilities
- Implement and prioritize the findings of the above referenced study as an amendment to this plan

- Casaloma Conservancy – work with the Fox Valley Technical College to develop a long-range plantings maintenance plan
- CB Trail Extension into Greenville
- CE Trail – resurfacing (part of a phased plan to maintain entire trail) and work with County Highway on improving bicycle-pedestrian crossings
- Newton Blackmour State Trail – complete development of original length and work with the City of New London to extend the trail into the city
- Pet Exercise Park – develop a boardwalk to connect the north and south sections of the park
- Plamann Park – replace staircase behind small shelter, begin replacing bridges on the Long Loop Trail, and replace the roof of the barn at the Children’s Farm
- Various Highway Bicycle-Pedestrian Enhancement Opportunities – highways CB/BB intersection (tie into trail extension listed above), Highway N overlay, Highway S partial reconstruct, and Highway T overlay
- Wiouwash Trail – resurface entire length of trail

Mid-Term Improvements (3-4 Years):

- Barker Park – develop canoe/kayak launch
- CE Trail resurfacing (part of a phased plan to maintain entire trail)
- Keopke Access – develop canoe/kayak launch
- Mosquito Hill Nature Center – update/renovate the educational displays in the interpretive building, develop a canoe/kayak launch/take out point, and light the sign at Rogers Road.
- Newton Blackmour State Trail – work with local communities on development of amenities, such as signage, parking, planting, etc.
- Old Stone Bridge Wooded Area – work with the Fox Valley Technical College to develop a long-range invasive species maintenance plan and work with Grand Chute to provide trail linkages to the College trail system, the Highway 41 overpass, and the trail system near Fox Cities Stadium

- Pet Exercise Park – replace interior and exterior fencing
- Plamann Park – finish replacing bridges on Long Loop Trail, replace playground equipment (safety & ADA compliant), repave park’s road system and parking lots, make Plamann Lake handicapped accessible, develop invasive species management plan, and work with Appleton and Grand Chute to provide bicycle and pedestrian connections to the park from adjacent neighborhoods
- Stephenville Access – replace the handicapped fishing deck on the south side of Highway S
- Various Highway Bicycle-Pedestrian Enhancement Opportunities – Highway CE reconstruction, Highway XX asphalt reclamation, Highway F asphalt reclamation, Highway I asphalt reclamation, Highway S asphalt reclamation
- Wiouwash Trail – work with the Village of Hortonville on a trail extension through the village

Long-Term Improvements (5+ Years):

- Barker Park – explore development of primitive camping opportunities
- Buchman Access – develop canoe/kayak launch
- CE Trail resurfacing (part of a phased plan to maintain entire trail)
- CE Trail extension – work with Kaukauna to connect east city neighborhoods to trail and extend to connect with the Fox River Trail (Brown County)
- Highway 15 Trail – work with state on the development of this new trail from Greenville to Hortonville
- Mosquito Hill Nature Center – replace the Oxbow Pond floating platforms.
- Old Stone Bridge Wooded Area – develop trail loop within the site
- Pet Exercise Park – pave parking lots, pave trails, add lighting and develop shelter with water and restrooms
- Plamann Park – remodel pavilion, explore potential for opening Plamann Lake to ice skating, and develop pickle ball courts
- Stephenville Access – develop canoe/kayak launch

- Various Highway Bicycle-Pedestrian Enhancement Opportunities – Highway C overlay, Highway E reconstruction, Highway JJ reconstruction, Highway N reconstruction, and Highway VV asphalt reclamation
- View Ridge Park – explore potential for mountain bike trail network
- Wiouwash Trail – develop on-road connection from Fox Cities area and extend the trail north into Waupaca and Shawano counties
- Wolf River Nature Area (Shiocton) – improve public access to the river

Public Hearing Comments – Adopting Resolution

A public hearing to consider an amendment of the County’s Comprehensive Plan to include this appendix was held January 14, 2014. There was no opposition present. The County Board considered adoption on March 11, 2014 and approved by a vote of 29-1 by the supervisors present.

**OUTAGAMIE COUNTY COMPREHENSIVE PLAN
FARMLAND PRESERVATION PLAN
2011
Amended March 2012**

Purpose

The purpose of this plan is to provide a program to meet the agricultural needs for the residents of Outagamie County in an orderly and efficient manner and helps maintain a high quality of life with minimal conflicts between farmers and non-farm land uses, as well as to preserve this area's natural resources and open space features for future generations. The farmland preservation program has been in existence since 1977 and Outagamie County started its farmland preservation program in 1982, ultimately 7 of the 20 Towns electing to participate in the farmland preservation program which remains the same today. This planning process is being done to assist local governments and farmer's who want to help preserve agricultural lands and promote agricultural activities with the use of tax credits provided by the State. The intent of this plan is to meet the requirements of chapter 91 of the Wisconsin State Statutes for Farmland Preservation and help maintain sustainable agriculture economies in the County as well provide an informational base to assist decision makers in the preservation of farmland and agriculture related development within the County. The material contained in this appendix is meant to supplement and update the information contained elsewhere within the comprehensive plan for Outagamie County.

Farmland Goals and Objectives

Goal: To preserve the productive agricultural lands of Outagamie County and encourage the development of agricultural enterprises.

Objectives:

- To define and identify prime farmland.
- To protect current farming operations from incompatible land uses.
- Preserve land suitable for the production of food and fiber to meet present and future needs.
- To prevent future conflicts between urban and rural uses.
- Identify areas for intensive agriculture purposes.
- Support the development of business enterprises related to agriculture.

Goal: To encourage future urban development to locate near necessary public facilities.

Objectives:

- To encourage a pattern of growth consistent with the preservation of valuable farmland within the County.
- To promote a land use pattern that enables public facilities to be provided in an efficient and cost-effective manner.
- To encourage the continuation of agricultural uses until such time that urban expansion is necessary.
- Promote sustainable development.
- To promote residential developments in identified growth areas that is consistent with the County comprehensive plan.
- Use existing NR-121 sewer service area plans to direct growth to areas with services.

Development Trends

The agricultural census of 1860 reported that 1,131 farms had been established within Outagamie County. That figure continued to rise until 1935 when the highest number of farms was reported (3,903). Since then, the number of farms has been on the decline, which has mirrored both state and national trends, according to the 2007 National Agricultural Statistical Service.

Population

Population numbers are used as an identifier to show how much a community has grown, with numbers being provided by the United States Census. In Outagamie County, a large portion of the growth has happened in and around the Fox Cities, which is located in the southeast portion of the County. Some of the largest development pressure has been happening in the towns surrounding the cities and villages. Farmland has been under increasing pressure most of the last couple of decades because of a relatively poor agricultural economy that prompted farmers to sell land and a robust nonfarm economy that enabled many urban dwellers to realize their dream of living in the country. From 1990 to 2010 a total of 504 residential subdivision plats were recorded in the County. Of those 504 subdivisions, 235 were platted in the unincorporated areas of the County creating 7,121 residential lots. Also during the same time frame, over 2,800 certified survey maps were reviewed by the County that are located in the towns. From 1991 to 2007, over 1.2 million acres of Wisconsin farmland have been removed from agriculture. Over the same time span, Outagamie County has seen its quantity of farmland decrease by 37,000 acres, according to the Wisconsin Department of Agriculture, Trade and Consumer Protection. Land use inventories from 1971, 1980 and 2000 reveal similar trends regarding agricultural lands for Outagamie County, which are illustrated in exhibit F-1.

**EXHIBIT F-1
OUTAGAMIE COUNTY AGRICULTURAL ACREAGE**

Year	Acres	Square Miles	Percent of County	Change In Acres
1971	276,672	423.3	65.7%	---
1980	259,911	406.1	63.3%	-16,761
2000	212,402	331.9	51.4%	-47,509

Source: East Central Wisconsin Regional Planning Commission, Air Photo Interpretation.

Housing

Housing demographics for Outagamie County went from 60,530 households in 2000 to 72,393 in 2009 according to the U.S. Census. The Department of Administration is projecting that the County will need 93,470 houses by the year 2035, which is an increase of over 21,000 homes for the next 25 years. However, housing does not always correspond with population growth. Over the years family sizes are getting smaller and more homes are being used to house fewer people per housing unit. As population increases, the number of houses will increase faster than in the past and depending on where the new homes are located; their density will determine the impact to the agriculture community of Outagamie County.

Transportation

Transportation in Outagamie County is connected with roads, railroads, airports, and multiuse trails throughout the County and its municipalities. Roads account for the majority of the transportation system. The existing road network of the County has 187 miles of State Highways, 348 miles of County Highways, and 1,452 miles of local roads, according to the 2009-2010 Wisconsin Blue Book. To see more detail about the County Transportation network refer to chapter 5 of the County Comprehensive Plan. The County has number of proposed updates to its road network since writing the transportation chapter of the Comprehensive Plan. CTH CB is to be extended north starting at STH 15 in Greenville and eventually linking up with Mayflower Drive in Grand Chute and continuing north

to CTH JJ. Another addition in the County will be expansion of STH 15 from Greenville to New London expanding to four lanes with a by-pass around the Village of Hortonville. Currently the exact route of the by-pass has not been determined other than it will go around the north side of the Village. Also the WisDOT is performing a three mile corridor study of highway 54 from French Road to STH 55 in the City of Seymour area. One of the proposals coming out of that study is to possibly relocate CTH C on the south of the city to the southeast side of the City of Seymour. None of these projects are scheduled to be constructed at this time. However, the County and WisDOT are developing long-range plans to coordinate a highway facility that will be consistent and meet the state and local priorities for future needs of transportation.

Utilities and Communications

Utilities along with the County's transportation system have a large impact to the growth of Outagamie County. An analysis of the County utilities is provided in chapter 6 of the County Comprehensive Plan. Some recent additions to the County utilities are the completion of the Fox Energy Center peaking power plant which is a natural gas fired plant. Also there has been a natural gas pipeline extension from Jefferson County into the east side of Outagamie County with lateral leading into Fox Cities region. Renewable energy sources are getting increased attention around the State and Outagamie is not immune to the possibilities of this energy resource. As the County pushes to become more sustainable and support the continuing efforts by utility companies to generate more energy using renewable sources, this could have an impact to agriculture in the County. A growing industry in Wisconsin is the use of biodigesters which produce methane gas from animal waste, crop residue, or byproducts from milk and cheese. In 2010 the United States had 156 farm scale biodigesters and 26 of them are located in Wisconsin. An added advantage to the biodigesters is they can reduce the environmental problems associated with manure waste such as stream, and groundwater contamination. Wind turbines are becoming more

popular for electricity generation and it is possible that the increased numbers of turbines will have an impact to farmland preservation. Wind turbines are typically installed in rural areas which will have some impacts to the agricultural landscape. An unintended result from wind farms is they provide deterrence to nonfarm residential development, helping to preserve agricultural activities in and around the wind farm locations. The same can be said for communication towers, as they tend to be placed non-residential areas. They also have some impact to agriculture, but again they tend to be a deterrence for residential developments near the locations of these types of structures.

Waste Management

Outagamie County Landfill is located in the southeast portion of the County on the north side of the Fox Cities. All 32 municipalities in the County use the County landfill for their waste. The Solid Waste Department has 462 acres with about 450 acres available for waste disposal. In 2003, the County entered into a Tri-County regional operation with Brown and Winnebago Counties which will have 65 communities hauling waste to the Outagamie County Landfill. By the end of 2012, Brown and Winnebago Counties will be hauling an estimated 500,000 tons of waste per year along with 50,000 tons of recyclables. In 1992, Solid Waste started the Agricultural Clean Sweep Program and with grant funding the, Solid Waste Department in 2012 will have a drop-off site for agricultural chemical waste at the Seymour Highway Garage. The Solid Waste Department has also been working with farmers to try recycling plastic products such as large poly feed storage bags used in place of silos and milk house cleaner product containers to help farm operation become greener in their operation in terms of waste. The current landfill site is predicted to be large enough to meet the County needs for many decades to come.

Municipal Expansion

Outagamie County covers 640.34 square miles and is home to 20 towns, 10 Villages, and 4 Cities for a population of 176,695 people, according to the 2010 U.S. Census, with a projection of an addition increase of over 67,000 people by 2035. With population growing just under 10%, municipal expansion will continue to be a problem for agriculture preservation in Outagamie County. As municipalities expand, land is annexed into a city or village and the land being annexed is usually farmland. There are cooperative boundary agreements and extra-territorial zoning in parts of the County but the agreements are in place to protect the municipal development interests for development and not for protection of agricultural lands.

Environmental Preservation

Outagamie County's natural resources are facing increased pressures from a growing population. Unplanned and poor development patterns for many decades have created an increase for land, water, and raw materials. Rural landscapes are being diminished in the County for "county style living" at the cost of natural areas and agricultural lands. There are State regulations to help protect the environmental areas such as wetlands and water bodies which are some of Wisconsin's greatest resources. The County has approximately 74,221 acres of wetlands and 202 miles of streams. Outagamie County is very limited with the number of lakes having only five natural lakes totaling less than 20 acres. The rivers of the County help offset the deficiency in lakes. The Fox and Wolf Rivers and their tributaries provide an additional 2,404 acres of surface water. Except for the City of Appleton, groundwater is the supply for its residents for drinking, irrigation, commercial, and industrial use. One issue that's becoming more of a problem in the County is natural occurring arsenic in certain areas of the County. In 2004, the Wisconsin Department Resources came out with well requirements in Outagamie County requiring sealed well casing along

with well depth requirements. With development pressure, there will be increasing challenges to groundwater resources with increased withdrawal and increasing potential for contaminated sources from both residential and agricultural uses of fertilizers and other chemicals. The County should direct development away from environmental sensitive areas and environmental corridors to help further protect these areas. Chapter 2 of the County Comprehensive Plan talks about environmental recommendations that relate to farmland preservation and development.

Economic Development

Despite the loss of farmland in the state, farming is still a large part of Wisconsin commerce. According to the University of Wisconsin Extension (2009), Wisconsin agriculture generated over \$59.16 billion in economic activity for the state. Wisconsin has more than 3.4 million people that make up the state's workforce and agriculture contributes almost 354,000 jobs to that total or 10% of the state's employment. These jobs include farm owners, on-farm employees, veterinarians, crop and livestock consultants, feed and fuel suppliers, food processors, and farm machinery manufacturers and dealers, to name a few. The direct economic effect of agriculture is \$38.8 billion for Wisconsin. Over 50% of the total value of agricultural products sold in the country comes from nine states and Wisconsin is ranked 9th in the nation. Wisconsin ranks in the top three in 20 of 43 agricultural categories nationally and in the top ten in 30 categories for 2008, according the Wisconsin 2009 Agricultural Statistics compiled by the United States Department of Agriculture. Wisconsin farmers earned \$940.9 million in net farm income in 2008 which is down slightly from \$950 million in 2003. This could be due to current recession the nation is experiencing. However the agricultural census numbers still shows the importance of agriculture to the overall economy in Wisconsin.

Existing Agriculture Uses

The numbers of farms in Outagamie County have been in decline along with number of acres, but farming is still an important part of the local area economy. Included below are some of the highlights of Outagamie County with data provided from the 2007 Census of Agriculture.

- There are 1,362 farms on 247,482 acres (average farm size is 182 acres). The average farm size is below the state average of 194.
- The estimated value of land and buildings per farm is \$671,959, compared to a state average of \$624,428.
- The estimated value of all machinery & equipment per farm is \$128,126, compared to a state average of \$96,278.
- The market value of agricultural products sold is on average \$173,791 per farm, which is significantly higher than the state average of \$114,288.
- Countywide crop sales account for \$53,853,000 of total value, while livestock, poultry and their products account for \$182,850,000 of total value.
- There are 86,472 head of cattle and calves located on 615 farms in the County. Additionally, there are 2,313 beef cows on 165 farms and 37,687 milk cows on 283 farms.
- Outagamie County ranks as the ninth highest county in the state for the number of milk cows and milk production.
- There are 3,062 hogs and pigs located on 52 farms, 1806 chicken layers on 95 farms and 3,117 broilers and other meat-type chickens on 35 farms.
- Out of the 3,824 acres of cabbage grown for processing in the state, 2,607 acres are located in Outagamie County (68%).
- There are 190,251 acres of harvested cropland spread across 938 farms in the County led by corn for grain (66,044 acres on 552 farms) and corn for silage (23,613 acres on 353 farms). Other significant crops in the County include soybeans (41,523 acres) and forage (47,459 acres).
- Total income from farm-related sources (before taxes and expenses) was \$6,249,000 for the County.

- There are 350 farms that hire 1,471 workers across the County, which involves \$19,052,000 in total payroll.
- Market value of agricultural products sold in the County was \$236,703,000.

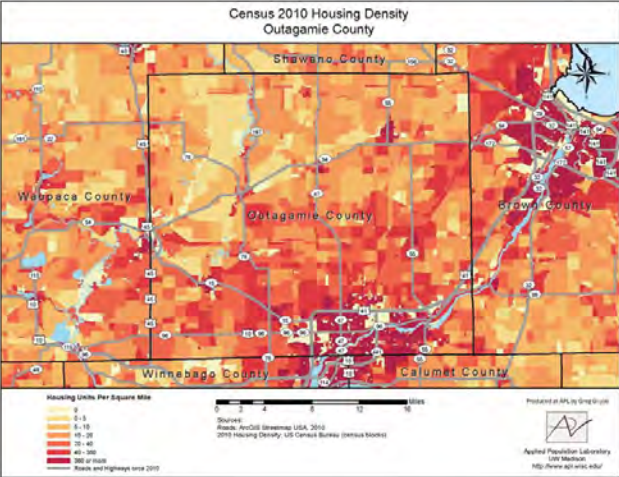
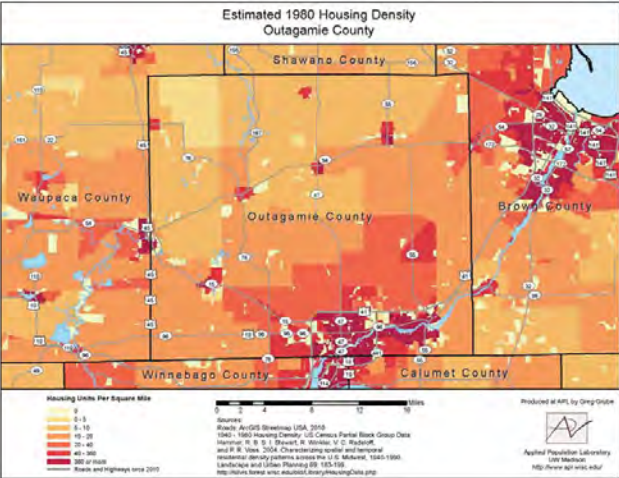
The southeast portion of the county is where the majority of the County population is located, in and around the Fox Cities area. However, in the last twenty plus years there has been increased development pressure further out into the rural areas of the County creating an urban sprawl problem. Census numbers from 2000 to 2010 show that 10 of the 20 towns had more than 10% growth during that time span with the Town of Greenville having the largest growth of over 42%. During that same time frame only two villages and one city had population growth larger than 10% while the County average was 8.96%. Farmland with rural subdivision developments are creating increased conflicts with farming operations. Nonfarm residents create more traffic on county roads, which can conflict with large slow moving farm equipment. Other conflicts with standard farming activities include late night plowing or harvesting of field crops, manure spreading, and the application of pesticides. Agriculture is still a multi-billion dollar business in the County and is a significant source of employment for this area, thus making it a necessary component of the Outagamie County economy and protection of farmland is more critical than ever.

Agricultural Trends

Farming has undergone considerable changes in the last few decades. Between 2002 and 2007 according to the Census of Agriculture, Outagamie County has lost over 16,000 acres of farmland and during that same time frame there were over 10,300 building permits issued in the rural area of the County. The UW Madison Applied Population Laboratory also backs up this information with mapping that shows housing density per square mile by decades in Outagamie County as shown in Exhibit F-2. In 1980 housing units per square mile were

concentrated in and around the cities and villages for the most part. By 2010 the south half of the County is heavily covered with densities of 20 or more housing units per square mile. In 1980 the north half of the County for the most part was rural with density numbers of 10 housing units or less in a square mile. In 2010 the density has dramatically changed with higher densities throughout the whole north portion being dominated with 20-40 housing units per square mile. During this time of rural development, the small farm started disappearing from the local landscape. The development pressure moving into the rural areas of the County resulted in driving up land values forcing the farm community to expand to larger farming operations which are now becoming the norm. Also as the farm population ages and many of the next generation choosing not to continue farming, land is being sold or rented to other farm operators. The result has been larger farm operations have an increased role in the agriculture economy. An example of this is illustrated in cabbage production. Outagamie County has approximately 4,000 acres in cabbage production making it one the largest cabbage producers in the State. Cabbage farming has been changing in that most companies grow their own product for Sauerkraut. The small local farms used to plant and harvest their cabbage crop then find a buyer. Today the independent grower will not plant a cabbage crop unless they have a contract for their cabbage crop. This has forced some small growers to identify new crops and markets. With the popularity of farmers markets and sustainability practices to grow and buy local, there has been some small specialty farms which target the local vegetable and fruit markets.

EXHIBIT F-2



Key Infrastructure

To have a viable agriculture industry there needs to be a strong infrastructure in place to service and supply existing farming operations otherwise it would be difficult for farming operations to function efficiently. Outagamie County and the surrounding area have the necessary balance of services and suppliers in place for the agriculture industry to remain a viable business. The following is a list of some key infrastructure for processing, storage, transportation, and supply facilities that is currently in place to support Outagamie County agriculture.

- Dealers for, Equipment, Parts, and Repair Service
- Dairy consulting, Equipment, and Supplies
- Feed dealers and Manufactures
- Agriculture Consulting
- Fertilizer Suppliers
- Soil Testing
- Veterinary services
- Livestock Buyers, Dealers, and Auction Services
- Meat processing
- Farmers Markets
- Manure Hauling
- Fuel Suppliers
- Existing Road and Rail Network

Anticipated Changes

Farming culture has been through many changes over the years dealing with changing demographics, political policy, advancements in farming techniques, and farm size to name a few. NR 151, of the Wisconsin Administration Code is a program that addresses performance standards with runoff management, controlling pollution from not only agriculture farms and fields but also includes construction sites and developed urban areas. ATCP 51 of the Wisconsin

Administration Code is a program addressing Livestock siting rules. The statute directs the Department of Agriculture, Trade and Consumer Protection ("DATCP") to promulgate rules specifying standards for siting and expanding livestock operations taking into account the following factors:

- Protective of public health or safety.
- Practical and workable.
- Cost effective.
- Based upon peer-reviewed science.
- Designed to promote the growth and viability of Wisconsin animal agriculture.
- Designed to balance the economic viability of farm operations with protecting natural resources and other community interests.
- Usable by officials of political subdivisions.

Agriculture will likely see existing large scale farms increase in both size and numbers. The County is going to need to take a proactive approach to agriculture as population grows and the increased demand for food and fiber will also grow along with increased development pressure for non-agriculture development. As the nation moves out of this current slow economy, development pressure will once again start putting a burden on the rural areas of the County. As nonfarm development increases land values, it will continue making it difficult for farming operations to expand their operations and further fragmenting rural areas of the County.

Key Agricultural Resources

Even though the values for farmland being sold for development has eased over the last year due to the nation's slow economy, it is most likely past trends will resume creating development pressure in the rural areas of the County. If past development trends continue, proper steps need to be taken to not consume large

tracts of farmland in the County. Land sales information from 2008 for Wisconsin indicates that the average price for farmland sold for non-farm uses (5,335 acres) went for an average of \$8,421 per acre, while land sold for farming purposes (62,932 acres) went for \$3,683 per acre. Future development needs to be directed away from prime farmland areas where it will have minimal impacts on agricultural lands. One way of addressing the agricultural areas is identifying the prime agricultural soils in Outagamie County, as shown in Exhibit 2-2 (Chapter 2 of the Comprehensive Plan). The relationship between farming and soil is critical. While urban development can be designed to deal with soil limitations, this is not the case with agriculture. This is the reason for protecting the prime agricultural soils of the county. For the purpose of agriculture planning, soils are considered "prime" if they are classified as capability groups I or II in the USDA Soil Survey for Outagamie County.

Class I soils have the fewest limitations that restrict their use. They are generally well-drained and nearly level, with high natural fertility. These soils are well suited to all crops commonly grown in the County. Class II soils have moderate limitations that reduce the choice of plants or that require moderate conservation practices. These soils are well suited for most crops grown in the County, especially corn, alfalfa and oats.

Prime agriculture soils cover most of Outagamie County. The larger areas of non-prime soils are part of extensive wetland areas, especially the Embarrass and Wolf River basins located in the northwest part of the County. Exhibit 2-4 (Chapter 2 of the Comprehensive Plan) again shows the location of prime agricultural soils, but this time with areas of development, as of the year 2010 shown as an overlay. This exhibit helps illustrate the amount of urbanization that has taken place. As explained in the Issues and Opportunities chapter of the County comprehensive plan, Outagamie County has experienced consistent

growth in population. The development pressure that is associated with growth has also been consistently increasing. However, in the past year development pressure has eased considerably in the County due to the slow economy. The exhibit below shows the amount of land that development has consumed over the past few decades.

**EXHIBIT F-3
OUTAGAMIE COUNTY LAND USE ACREAGES**

LAND USE TYPE	ACRES		
	1971	1980	2000
Agricultural	276,672	259,911	212,402
Residential	17,908	21,330	26,399
Commercial	2,297	2,538	3,218
Industrial	1,377	2,346	4,286
Communication/Utilities	555	303	195
Public Facilities	2,793	1,430	2,822
Recreation/Open Space	9,386	9,561	14,480
Transportation	952	808	1,316
Vacant/Undeveloped	100,201	112,541	118,307
Road-Railroad Right-of-Way	n.a.	n.a.	19,520
Water	n.a.	n.a.	8,095
Construction	n.a.	n.a.	379
Total Acres	412,141	410,768	412,992
Total Developed Acres	35,268	38,316	74,118
Population	119,398	128,730	160,971
Persons Per Developed Acre	3.4	3.4	2.2

Source: East Central Wisconsin Regional Planning Commission,
Aerial Photography Interpretation

Acreage differences, especially between the 1971 and 1980 interpretations, are a result in differences in the amount of technology available. The 1971 calculations were done manually, the 1980 calculations were completed using early generation computers, and the 2000 calculations were done utilizing current GIS technology.

The developed acres include all the categories, with the exception of agriculture, vacant/undeveloped and, for the 2000 inventory, water. Previous inventories

grouped water into the vacant/undeveloped category, while right-of-way acreage was split among all categories. In reviewing the population against the number of developed acres, one can see that during the 1971 and 1980 inventories the calculations worked out to 3.4 persons per developed acre of land. Meanwhile, the 2000 land use inventory indicated that there were only 2.2 persons per developed acre of land. This indicates that we are developing in a manner that is using more land – a less dense style of development. Since most of the vacant and undeveloped land are wetlands or otherwise unsuited for development, agricultural land is the only available source for future development. The conversion of some of the agricultural land is inevitable. However, if steps are not taken to slow that conversion, the future of agriculture as a viable piece of the County's economy may be in jeopardy. In the following section are some proposals to help with land development that will help meet the needs for population growth and still allow for a viable agriculture future in Outagamie County.

Agricultural Resource Protection Tools

- Conservation Subdivisions – Also known as cluster subdivisions, this form of land division encourages the preservation of open space, natural areas or farmland. Typically, a development will have at least 50 percent of the project protected from further development, while the remaining land is divided into smaller lots that are clustered together. The area to be preserved as open space or farmland is protected indefinitely, usually through the recording of conservation easements or via deed restrictions. Land trusts (such as the Northeast Wisconsin Land Trust) can provide assistance to persons wanting to develop conservation easements.
- Conservation Easements – A conservation easement is a voluntary agreement between a landowner and a land trust that limits future development alternatives. Under the easement, the landowner retains

ownership and the land trust takes responsibility of the conservation of the site. There are tax benefits of this type of arrangement.

- Purchase of Development Rights (PDR) – A PDR program is one way for landowners to obtain development value for their land without selling it for development. This voluntary program pays the landowner the difference between a property's values as developable land versus farmland. For this payment, the landowner places a conservation easement on the land restricting its use to agriculture in perpetuity. This program is generally administered by a unit of government and is an expensive program.
- Transfer of Development Rights (TDR) – A TDR program is one where there are areas designated for development, while other areas are designated for preservation. This type of program generally works better if there are restrictions to the amount of development allowed, more specifically if there are density limitations. For development to take place that is at a higher density than typically allowed, a developer needs to transfer development rights from areas designated for protection. The developer must pay the landowner for the development rights, rather than a unit of government.
- Maximum lot sizes and/or maximum densities – Most zoning ordinances include language that establishes minimum lot sizes and the permissible density that is allowed within a particular zoning district. An approach some communities are taking is to look at maximum lot sizes (i.e. one acre) and setting more restrictive density (i.e. four units per forty acres) in agricultural areas.
- Right To Farm Deed Restrictions – In an effort to mitigate potential conflict, some local communities are requiring persons wishing to build in the country to read and sign a statement that essentially outlines the activities (manure spreading, night planting/harvesting, animal odors, etc.)

that may occur on neighboring farmland. This is usually done at the time a building permit is applied for and a copy of it is recorded with the deed to alert potential future owners of the home.

- Change Zoning rules to require higher development densities and allow density bonuses for small lot developments that are based on a walkable community design and allowing for single family, two family, and multi-family units.
- Identify areas in the County that would be good locations for infill development through the County using community comprehensive plans as a guide.
- Encourage commercial and Industrial development in areas serviced by public sewer and water to help minimize the impacts on agricultural lands.
- Do not allow rezoning of lands that isolates farmland parcels that would further fragment areas of agricultural lands.
- Institutional and educational support for agriculture such as the UW Extension, Fox Valley Technical College, and Center for Integrated Agricultural Systems (CIAS)

As Outagamie County population grows, the County will continue to face challenges that will have impacts on the open space and agricultural lands of the area. With the increase in popularity of farmers markets and food security of local grown foods the County needs to take a proactive approach to development to help ensure that development will have minimal impacts to the area's natural resources and the agriculture industry stays a viable industry that remains sustainable for future generations.

County Actions for Agriculture Development

The following are some implementation tools that will be used to promote agriculture development in Outagamie County. The County will continue to have exclusive agriculture zoning available to towns that want to participate in the Working Lands Initiative program which allows current farmland owners to collect \$7.50 an acre for farmland that is enrolled in the program. The County currently has four Towns that are currently using exclusive agriculture zoning that are under County Zoning jurisdiction and three towns with local zoning jurisdiction. The County still does have some large areas of prime farmland areas that would be eligible to apply for an enterprise zone to receive \$5.00 per acre if the farmland is not zoned exclusive agriculture or \$10.00 per if the land is zoned for exclusive agriculture. The County will work with local landowners and towns that are interested in this provision. The County will be changing its zoning and subdivision ordinances that will no longer allow residential development on lands zoned for exclusive agriculture. County ordinance will require a person wanting land for residential development to have a certified survey map to create a lot and that new lot will need to be zoned out of exclusive agriculture zoning. The County is also working to establish a maximum lot size not to exceed 2 -3 acres in size.

Farmland Preservation Plan and Comprehensive Plan Consistencies

To assure the consistency, the Planning Department created the Farmland Preservation Plan as an appendix to the County Comprehensive Plan. The agriculture portion from the Agriculture, Natural, Cultural Resources chapter was used as the basis for the Farmland Preservation Plan referencing the same maps and charts. When creating the Farmland Preservation Plan Maps, the County used the most recent aerial photography (spring 2010) to help identify large farm tracts throughout the County.

When initially creating the Farmland Preservation Maps, Planning Staff identified areas that had some sort of agricultural activity present, even if only part of the

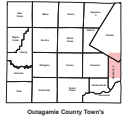
parcel was being used for agriculture purposes. If a parcel had a residence or other nonagricultural use on the parcel with no agriculture buildings and was less than 15 acres in size, the parcel was not included in the Farmland Preservation Maps. Planning Staff also did not include the forested parcels of the County which are mostly located in the area referred to the Wolf River Bottoms region. This region includes large areas of wetlands and floodplain and does not have suitable soils for productive farming.

The next step was to compare this information with the County Comprehensive Plan for consistency and make sure there were no conflicts with the future land use map. The County developed a farmland preservation plan that is in compliance with state statute requirements and allows interest land owners be eligible for farmland tax credits for their agricultural land. The Planning Department asked to be on the agenda at the Outagamie County Chapter of the Towns Association July 19, 2010. Planning Staff presented the new Working Lands Initiative Program by the State at the meeting. The Planning Department let it be known that if a town wanted more information about the program to contact the Planning Office and would come out and meet with the Town on an individual basis. After creation of maps, copies were sent to the Towns for their review and comment for any additions or changes.

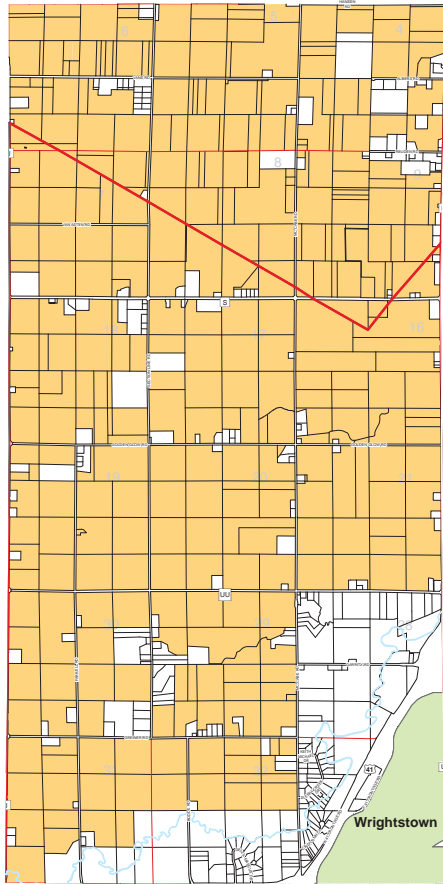
The Farmland Preservation Maps are not consistent with all Town comprehensive plans in the County. The Farmland Preservation Maps does not mesh with the Towns of Dale, Ellington, Center, and Vandenbroek. The future land use in their comprehensive plans identifies the whole Town being developed and not preserving any lands for agriculture. Copies of the proposed Farmland Preservation Maps were sent out to the Towns and Planning Staff asked for feedback from the Towns. The Towns of Deer Creek, Cicero, Seymour, Maple Creek, Black Creek, Hortonia, Greenville, Grand Chute, and Buchanan responded by having staff come to the Town to discuss the Working Lands Initiative and review preliminary mapping. The Towns of Black Creek, Maple Creek, Cicero, Seymour had multiple meetings that public was invited to come and participate

in reviewing the mapping. In meeting with the Towns, adjustments were made to the maps with Town and County approval. The biggest change was in the Town of Cicero decided to include woodlands as part of their Farmland Preservation area. The woodlands in Cicero do not have a strong association with wetlands and floodplain as other areas in the County such as the Wolf River Bottoms area to the west. Cicero felt the woodlands in their Town are just as important as agriculture land, and viewed the woodland areas of the Town as an agricultural commodity and felt these areas also needed protection. Most other changes were minor tweaks that did not conflict with Town or County comprehensive plans, or if so amends will be made accordingly. The remaining Towns opted not to participate in the working lands process and the County received no feedback or comments from those Towns.

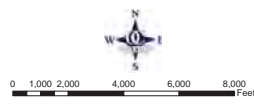
On September 7, 2011 the Planning Department held an open house meeting to present the plan with press releases from area newspapers and letters to the clerks including Town, City, and Villages about the Plan. The purpose of the open house was to inform anyone interested about the program and let the public and local government how the Plan will affect the local community before submitting the Plan for consideration to the County Zoning Committee and eventually to County Board for adoption.



Farmland Preservation Plan Map
Kaukauna (N) & Oneida (SE)
T.22N. R.19E.
Outagamie County
2011



- Farmland Preservation Area (Parcel Based)
- Non Preservation Parcel
- Town Boundary
- City
- Village
- Water

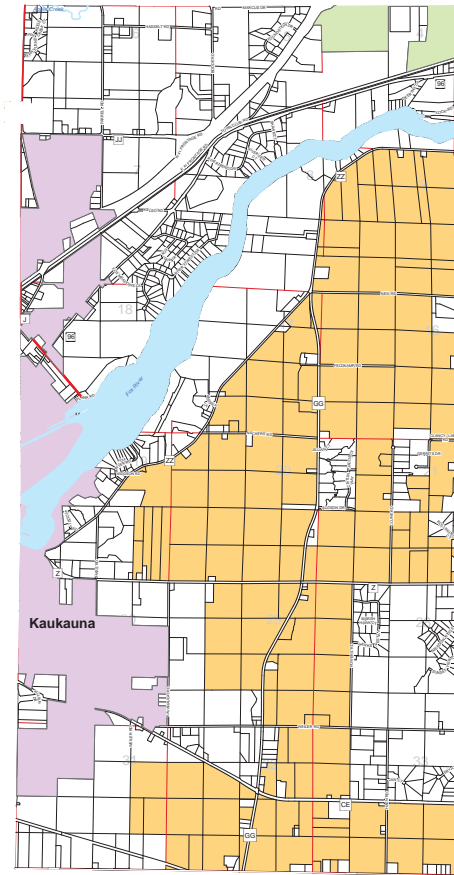


Wis. DATCP Certification _____ Date _____
 Outagamie County Adoption _____ Date _____
 Prepared by: Outagamie County Planning Department
 410 S. Walnut St.
 Appleton WI 54911

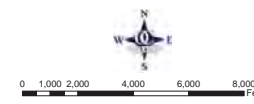
Amended March 2012



Farmland Preservation Plan Map
Buchanan (E) & Kaukauna (S)
T.21N. R.19E.
Outagamie County
2011



- Farmland Preservation Area (Parcel Based)
- Non Preservation Parcel
- Town Boundary
- City
- Village
- Water



Wis. DATCP Certification _____ Date _____
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Amended March 2012