INTRODUCTION

The type and quality of facilities and services provided by and within a community are critical to its long-term viability. Healthcare, schools, and parks are among the services most important to residents, while utilities, stormwater infrastructure, and communications technology are necessary for a healthy local economy. The need for services changes over time, with population growth and technological improvements. The purpose of the Utilities & Community facilities chapter is to provide an inventory of current services, identify future needs, and prepare a plan to address those needs.

UTILITIES AND COMMUNITY FACILITIES VISION

In 2035, residents of the Village have access to a full-range of municipal utility services, primary medical care, general merchandise retailing, educational facilities, and selective entertainment choices. Town residents have access to basic municipal services and utilize additional services available in the Village.

The Town and Village coordinate with Outagamie County and neighboring communities to ensure that residents have easy access to a full-range of high-quality, non-duplicative, cost-effective services, including: police and fire protection, road maintenance, etc. Community service and infrastructure needs are closely coordinated and do not create an unreasonable financial burden for residents.

Town and Village residents of all ages enjoy year-round access to local trails, the Fallen Timbers Environmental Center, area parks and golf courses, and other recreational pursuits.

UTILITIES INVENTORY– LOCATION, USE, CAPACITY

What follows is a description of existing utilities in the Town and Village of Black Creek. Outagamie County and private companies provide many of the services available to residents. These arrangements have helped to control local costs. Therefore, included in this chapter is information about some of the utilities provided by Outagamie County and private companies.

WASTEWATER COLLECTION AND TREATMENT

All Town residents rely on individual on-site wastewater treatment systems. Given the low density of development, this situation is not expected to change in the future. Simply put, it is not economically feasible or efficient to develop a Town sewer system. The best opportunity for Town residents to obtain sewer service is in areas adjacent to the Village.

Outagamie allows holding tank installations for new development if conventional and mound systems are not usable. Outagamie County does require a sanitary permit for any construction project where on-site wastewater treatment disposal system is required. The permit process requires that soil tests be conducted to determine the most feasible system to use.

The Town supports the continued use of private on-site facilities to handle wastewater needs. Furthermore, the Town supports the use of innovative treatment systems, as approved by the Town and County, to accommodate rural development. The Town of Black Creek does not believe that future development must connect to municipal sanitary service unless development immediately adjacent to the Village warrants a municipal agreement. Conservation subdivisions may warrant such an agreement.

In the Village, residents utilize municipal sanitary service. The wastewater collection system serving the Village consists of main and interceptor sewers that convey wastewater from residents and businesses to the treatment plant. The original wastewater treatment facility serving the Village was built in 1941. The plant underwent a major reconstruction process and design changes in 1991 and included the addition of a new storage tank in 2014. It presently utilizes a two-stage rotating biological contactor (RBC) secondary treatment system, followed by tertiary filtration to provide advanced treatment. Slightly less than half of the flow is from industrial sources. The plant has an average daily design flow of 475,000 gallons per day (gpd) with an annual average flow of 235,000 gpd.

In the late 1980s mechanical problems developed and equipment and process changes were made to improve system operation. The plant still had difficulty in meeting its discharge permit limits, particularly for ammonia discharge. As a result of permit violations, the WDNR required that the Village prepare a facility plan. That plan recommended improvements to the primary and secondary components of the plant as well as the solids handling facilities. A phased approach to the plant recommendations were recommended. Construction of the initial improvements occurred in 1992.

STORMWATER MANAGEMENT

The Town of Black Creek has no curb or guttered areas. Open grass lined ditches serve to slow the flow of stormwater, reduce erosion, filter pollutants, and allow infiltration of the groundwater. The Town maintains (i.e. mows and clears) these ditches. Given the limited density of proposed future development, Town officials believe that existing stormwater management practices will meet local needs.

What Is Stormwater Runoff?

It is water from rainstorms or snowmelt that flows over the land rather than evaporating or soaking into the ground. Areas with more impervious surface (i.e. roads, sidewalks, rooftops and parking lots) generate more stormwater runoff.

The performance standards for stormwater management are found in the Outagamie County Subdivision Ordinance. Additional requirements related to stormwater are imposed by the Duck Creek Drainage District which governs maintenance of ditches in the Town. These requirements are applicable to commercial, industrial, residential and general agricultural development of lands in the unincorporated areas of the county. The standards require that stormwater runoff after development not be at a greater peak rate than the rate of flow under pre-development meadow conditions. The 25-year storm is the standard used in the process to determine both pre-and post-development rates of runoff. Where post-development runoff exceeds pre-development conditions the standards require on-site detention be provided.

All proposed development projects require submittal of a stormwater management plan, subject to review by either the Outagamie County Zoning Department or the Outagamie County Land Conservation Department. Construction site erosion control is an important component of that plan submittal and review process.

In the Village, there is a stormwater collection system consisting of curbs, gutters, and pipes. New development is required to provide the necessary infrastructure to connect to this system.

Countywide there are increasing concerns about the impacts of stormwater runoff on the quality of receiving water resources like the Black Creek. In response to these concerns, the Outagamie County Land Conservation Department has developed a 2010-15 Land and Water Resource management Plan to address issues related to stormwater. The Town and Village of Black Creek support the County's efforts

in these areas and coordinates with the County to ensure that stormwater management policies and programs are enforced.

Of significant concern with respect to stormwater is the impact of additional impervious surface area in the watershed. As development occurs, additional streets, parking areas and buildings are constructed which increase impervious surface. Within a watershed, as impervious surface area increases, area streams are adversely impacted. In fact, relatively low levels of impervious coverage can have a significant impact on the quality of area rivers. To mitigate these impacts, the Town and Village will pursue the following activities:

- **Watershed Planning.** All watershed planning activities in the Town and Village will be coordinated with the Outagamie County Land Conservation Department to identify critical habitats, aquatic corridors and water pollution areas.

- **Land Conservation Techniques.** Land conservation techniques include: cluster and conservation subdivisions, setbacks, buffers, land acquisition, and following the development patterns outlined on the *Future Land Use Maps*.

- **Aquatic Buffers.** Aquatic buffers are natural areas on either side of area creeks, streams and drains to buffer against runoff.

- **Site Design Techniques.** Effective site design techniques will encourage the use of natural landscaping, limit impervious surface, enforce setbacks and buffers, and protect natural resources.

- **Stormwater Best Management Practices (BMP).** Stormwater best management practices seek to reduce stormwater pollutant loads, maintain ground water recharge and quality, protect stream channels and safely maintain the 100-year floodplain. Successful BMP's include ponds, wetlands, infiltration, filtering systems and open drainage channels. The county subdivision ordinance requires use of BMPs.

- **Erosion and Sediment Control.** Typically, erosion and sediment control requirements affect construction sites and farming operations. To be effective, erosion and sediment control measures need to extend beyond these two situations. Probably one of the most effective techniques is to reduce the time that soil is exposed. As with the other mitigation techniques outlined in this subsection, education will be critical to success.

WATER SUPPLY

Groundwater is the source of the water supply in the Town of Black Creek. Given the low population density and the high costs, it is not feasible to develop a municipal water system. At this time, the Village will not permit Town residents to utilize Village water without annexation. However, there is an opportunity to pursue shared service agreements with the Village to allow some areas of the Town to be served by the municipal water system without annexation.

The overall quality of groundwater in the area is generally considered to be of good quality. However, conversion of rural/agricultural lands to urban uses may impact the quality and quantity of groundwater over time. Groundwater recharge will decrease as areas are paved over or built upon. At the same time, withdrawal of groundwater in the region is likely to increase for domestic, commercial and industrial use.

Contamination risks from land use practices are the major threat to groundwater resources. Potential contaminant sources include old, unregulated landfills, nitrates from failed septic systems or farm runoff, pesticides, and leaking underground storage tanks. Most of these sources are presently regulated or are being addressed through ordinances or technical assistance services by various county and state agencies.

Due to naturally occurring arsenic detected in some wells[1], concern is growing about the quality of the local water supply. Private well owners in the Town can take several steps to reduce their exposure to arsenic.

- First and foremost, wells should be tested regularly – at least once per year and anytime a change is watercolor, taste or odor is noticed.
- If the test exceeds 10 parts per billion for arsenic, water from the well should not be used for drinking or cooking.
- In these situations, residents can buy bottled water, rebuild their well to more stringent specifications than required under current well codes, or pursue a treatment option.

The Wisconsin Department of Commerce has approved two categories of devices for the removal of arsenic– Point of Use (POU) and Point of Entry (POE).

- POU devices are used to treat water at the point of use such as a single tap. Distillation units provide safe water in batches while Reverse Osmosis (RO) units can be installed on a single tap.
- POE treatment systems treat all water entering the home. Either type of system must be properly installed and maintained to reliably remove the arsenic from drinking water.

A municipal water system serves residents and businesses within the Village. This system, originally constructed in 1941, consists of two wells, an elevated storage tank and many distribution mains. Over the years, the distribution system has been extended and a variety of improvements have been made in increase pressure, reduce dead-end mains and improve operation. Groundwater is also the source of water for the municipal water system. However, unlike the Town, no arsenic has been detected in the Village.

The capacities of Well #1 and #2 are 700 gpm and 350 gpm, respectively with a combined pumpage potential of about 1.5 million gallons per day (for locations refer to the *Village of Black Creek Utilities and Community Facilities Map*). At this time, Well #1 is turned down to 450 gpm. The Village has an above ground storage capacity of 400,000 gallons. The Village has incorporated a wireless system for reading water meters.

[1] The WDNR, by notice dated September 10, 2004, has ruled that all of Outagamie and Winnebago Counties are now within a new "Special Well Casing Pipe Depth Area" which requires special well construction, grouting, and disinfection standard due to the naturally occurring arsenic. This "Special Casing Depth Area" is established under the WDNR's authority provided by Section NR 812.12(3), Wisc. Admin. Code (State Private Well Construction & Pump Installation Code). These new requirements will increase well drilling costs for new development in the Town. In response to this new requirement, Outagamie County is considering requirements for community well systems in rural subdivisions.

The average daily pumpage is 400,000 gallons. As with sewers, water mains need to be extended to service newly developing areas. A study is currently underway to establish a third well site. This well will most likely be located on the west side of the Village.

Over-pumping of the aquifer may become an issue, since nearby communities are also supplied from the glacial deposits. As their populations increase, additional pumping will cause groundwater cones of influence to extend, possibly into Black Creek. To minimize this threat, it will be important for the Town and Village to coordinate with Outagamie County to monitor groundwater flows and levels. If an adverse impact from area wells is detected, documentation will be critical to support any claims, identify the source of the problem, and seek solutions to mitigate.

ELECTRICITY AND NATURAL GAS

WE Energies provides electricity to the entire Black Creek community and natural gas service to the Village and portions of the Town (natural gas service is only available in the southern limits of the Town). The company has a long history of supplying safe, reliable and reasonably priced service to its customers. WE Energies serves more than one million electric customers in Wisconsin and the Upper Peninsula of Michigan. In total, WE Energies power plants produce 6,000 megawatts of generation from coal, natural gas, nuclear, hydroelectric and renewable energy facilities.

Substation in the Village of Black Creek

WE Energies has no plans to expand the type or level of services offered in Black Creek. There are no electric substations or major overhead transmission lines in the Town. There are two substations in the Village (shown on the *Village of Black Creek Utilities and Community Facilities Map*). There are no plans to build additional electric substations or a power plant in the Town or Village of Black Creek. The availability of necessary electricity supplies to accommodate future growth and development is of some concern. WE Energies will need to monitor local demand to ensure that these substations are adequate to meet local demand for electricity.

ANR Pipeline Company (ANR) owns and maintains a high-pressure natural gas transmission pipeline that provides WE Energies with natural gas service. ANR was the first interstate pipeline to deliver natural gas supplies to Wisconsin, and it currently delivers most of the natural gas consumed in the state. ANR operates and maintains five compressor stations, four warehouses, 130 meter stations and more than 1,700 miles of pipeline. Wisconsin field operations are managed through an area office in Waukesha, which also serves as a satellite marketing office to provide closer liaison with local distribution companies and other customers. There is an ANR high-pressure pipeline in the Town of Black Creek that extends across a portion of the northern part of the Town, parallel to STH 54 into the Village. ANR has no plans to expand its pipelines in Black Creek at this time. This is of some concern due to the fact that the existing pipeline has a fixed capacity. Long-term, capacity expansions may be necessary for this pipeline to accommodate Village growth and perhaps for some areas of the Town.

COMMUNITY FACILITIES INVENTORY– LOCATION, USE, AND CAPACITY

What follows is a description of existing community facilities in the Town and Village. Outagamie County and private companies provide many of the services available to residents.

PARK AND RECREATION FACILITIES

Currently, there are no Town-owned park and recreation facilities located in the Town of Black Creek. However, the Fallen Timbers Environmental Center (456 acres) is located in the Town – one mile east of the Village on Robin Road. Operated by and for six school districts and two colleges, with some public programs, the center offers eight miles of trails through mostly lowland and shrubby wetlands with some meadows. The environmental education center and grounds are open weekdays 8 a.m. to 4:30 p.m. during the school year. Summer weekday hours are 7 a.m. to 3:30 p.m. The center and grounds are closed weekends except for special programs. In time, as the rail to trail conversion is completed, Town Officials would like to see a trail connection established to Fallen Timbers.

Lake Park, Village of Black Creek

Approximate Acreage of Village Park Facilities
North Ball Diamond - 1.4 acres
Lake Park - 1.4 acres
Sebald Park - 4.95 acres

The Town is also home to a significant amount of wooded wetland areas (refer to the *Natural Resources Map*) that are used for hunting and birding pursuits, including the Black Creek Sportsman Club. The Town also has a small recreational area.

In the Village a more extensive collection of Village-owned recreation facilities are provided. Specifically, the Village has two community parks and a separate lighting ball diamond. Lake Park, located on the eastern fringe of the Village, north of STH 54, includes a man-made swimming lake, changing rooms, shelters and a picnic area. Sebald Park, a newer park located in the south central part of the Village has facilities that include a lighted ball diamond, bleachers, tennis courts and a shelter. A second lighted baseball diamond is located in the north central part of the Village off North Clark Street. Bleachers and a concession stand accompany the ball diamond.

Recreation facilities are generally considered adequate, but further evaluation through an open space and recreation plan is needed to identify specific needs.

The National Recreation and Park Association recommends 10 acres of local recreation land per 1,200 residents. The current population of the Town is 1,289 persons (2003 DOA Population Estimate). To meet this standard the Town would need to provide at least 10.7 acres of parkland. The East Central Wisconsin Regional Planning Commission (ECWRPC) recommends 10 acres of local recreation land per 1,000 residents. Based on this standard, 12.89 acres of parkland should be provided.

Using these same figures, the Village would need to provide 10 acres of parkland (1.15 more than currently provided) to meet national standards and 12 acres (3.15 acres more than currently provided) to meet ECWRPC recommendations. To offset these acreage shortages, residents also have access to playground facilities at the Black Creek Elementary and nearby access to the Fallen Timbers Environmental Center. As planned trails are completed, resident access to recreational choices beyond the Village will be further improved.

COMMUNICATION FACILITIES

Access to communication facilities is very important in the modern economy. Several communication companies provide service to Black Creek. The quality of communication services depends on the capacity of the lines and towers serving the community. This element will help to guide decisions for installation of upgraded facilities and lines that may be needed to provide quality services to Town residents over the next 20 years. A wide variety of communications options are available to the residents of the Town and Village of Black Creek, including land line telephone, cellular phone services, and internet.

High speed internet, fiber optic cable connection service, and other advanced technologies are not yet available in Black Creek. The availability of these services will be based on customer demand and the decisions of private companies to expand their networks to accommodate the Black Creek Community. The Town and Village encourage providers to offer these technologies locally.

The Federal Telecommunications Act of 1996 increased the need for many local governments to examine their zoning ordinances to make sure that they do not discriminate against cellular communications in land use and zoning decisions. Under Section 704 of the act, communities have the power to regulate the placement, construction and modification of personal wireless facilities, as long as the rules do not unreasonably discriminate between providers or prohibit service. However, in June 2012 the Wisconsin State Legislature passed Chapter 66.0404, Wis. Stats., significantly curtailing the ability of local government to regulate the location, design, and construction of mobile communications towers.

SOLID WASTE DISPOSAL AND RECYCLING

In 2002, Outagamie, Brown and Winnebago Counties entered into an intergovernmental agreement - a 25-year contract - to utilize one landfill at a time, rather than have each county continue to provide their own landfill operations. This agreement will help to decrease labor and equipment costs by two-thirds.

During the first 3 years of the contract, Outagamie County will handle all land-filling for the three counties. After that period, Winnebago County will reopen its landfill for the next 7 years until filled (approximately 2012). At that time, all collected waste from Winnebago, Outagamie and Brown Counties will be directed back to the Outagamie County Landfill for the next 7 years. Finally, the last 6-7 years, Brown County will collect all waste collected by the counties. This phased approach will utilize each county landfill until it reaches capacity. In the Town and Village of Black Creek, Inland Service Corp. collects garbage from each resident on a bi-weekly basis.

Tri-County Partnership

Brown, Outagamie, and Winnebago Counties (commonly called the BOW) signed an agreement in 2007 to a develop single-stream recycling facility for operation over fifteen years. The counties have enjoyed a partnership that has created landfill and recycling efficiencies for the benefit of al residents.

The state-of-the-art Tri-County Recycling Facility, operated by Outagamie County Recycling and Solid Waste, was completed in 2009 and is one of the largest publically owned and operated single-stream facilities in the United States. The facility is capable of processing up to 100,000 tons of material each year, allowing for expansion in the future. Currently, the facility serves over 65 communities and more than 200,000 households, nearly 16% of the state's population.

HEALTH CARE FACILITIES

A resident family physician and a dentist office provide basic health care for residents. The nearest hospitals are in Appleton and Green Bay. Emergency medical service is provided by the local ambulance service. (More information is provided later in this chapter.) Existing facilities are expected to meet local health care needs for the next 20-years and beyond. Local schools also offer 4K programs.

CEMETERIES

Currently, there are six cemeteries located in Black Creek: St. Mary's Cemetery, St. John's Cemetery, Town of Black Creek Cemetery[2], Emmanuel Lutheran Cemetery, and Sassman Cemetery. Most of these cemeteries are affiliated with area churches. Many people from the area also choose to use to Highland Memorial Park Cemetery located in Appleton.

Given historical demands, available acreage, and population levels, it is anticipated that cemetery space is adequate to meet local needs for the next 20 years. Residents certainly may also use space available in other public and private cemeteries located elsewhere in Outagamie County and beyond.

SENIOR SERVICES

According to the 2012 ACS, a combined 311 age 65 and older live in the Town and Village of Black Creek. For the most part, seniors living in the communities live independently or find assistance from family members, friends, and neighbors. There are some programs through Outagamie County that provide services and opportunities for older persons living in Black Creek. Most notably, the Outagamie County Health and Human Services Department meets the needs of older adults through the establishment of services in the area of nutrition (meals-on-wheels), transportation, respite care, advocacy, and coordination of services with other public and private agencies. These programs provide vital services that make independent living possible.

In the Village, a group known as the "Black Creek Senior Citizens" meet at the community center on a monthly basis for meals and social activities (i.e. cards). This is the only local senior organization in the community.

[2] This cemetery is not active. The records for the plots were destroyed in a fire. Given this situation, new burials are not permitted to prevent the accidental disturbance of pre-existing plot locations that are not recorded.

CHILDCARE FACILITIES

Currently, there is one commercial childcare facility in Black Creek, Grown With Us Childcare Center located at Immanuel Evangelical Lutheran Church. Additional childcare facilities are available in nearby communities. Residents who work outside the community can utilize childcare options near their places of employment.

SCHOOLS

Seymour Community School District

The Seymour Community School District was established in 1963 as a result of the consolidation of numerous rural schools. The district encompasses 175 square miles of land adjacent to the Fox River Valley Cities of Green Bay and Appleton. All of the Village of Black Creek and a significant portion of the Town lies within the District. The District includes land in Outagamie and Shawano counties. The total District student population, as of the September 2014 Third Friday Count was 2,435.

Seymour Community School District has a twelve member administrative team and close to 160 certified teachers on staff. All teachers have at least a Bachelors Degree and over fifty percent have, or are working towards, a Masters Degree. Over 100 support staff members are employed to provide our district with necessary educational program support. The District has no plans for expansion.

Table 6.1: Seymour Community School District Enrollment, 2014-15.

School Name	Grades	Enrollment	Capacity
Seymour High School	9-12	697	900
Seymour Middle School	6-8	451	500
Rockledge Elementary School	K-5	865	975
Black Creek Elementary Middle School	K-5	422	500

Source: Wisconsin Department of Education, 2015.

Shiocton School District

The far western reaches of the Town of Black Creek fall within the Shiocton School District. This District has a single school building located at N5650 Broad Street in Shiocton. This building houses a high school, middle school and elementary school with a total 2014 enrollment of 755 students. Table 6.2 highlights the enrollment and capacity information for the District. Enrollment for the District has remained steady for many years. Minimal increases, if any are experienced. For this reason, the District anticipated a future trend of stability to a slight increase in overall student enrollment.

It is important to remember that the school districts serving Black Creek extend beyond the Town. As a result, development in neighboring communities can impact the need for additional school facilities and expansions. To that end, of great concern to Black Creek is ensuring that the local school districts are not overwhelmed by new development. Given that the school districts serve a rural area, much of their

financial support is derived from resident taxes. Major changes in facility and staff needs can impact taxpayers. Therefore, coordination with the school districts, with respect to the development and implementation of this plan, is an important priority for the Town and Village of Black Creek.

Table 6.2: Shiocton School District Enrollment, 2014-15.

School Name	Grades	Enrollment	Capacity
Shiocton High School	9-12	237	1,200*
Shiocton Middle School	6-8	166	
Shiocton Elementary School	K-5	352	

* Note: This figure is a very rough estimate based on original building square footage and accounting for additions. This estimate assumes each grade level is of an equal in size. The estimate is also based on student-teacher ratio district policies, not fire code.

Source: Wisconsin Department of Education, 2015.

Some students living in the community attend private schools in Green Bay and the Fox Cities. The students attending private schools do have the option of attending public school. Expansions and improvements to these facilities are subject to the financial obligations and capacities of the sponsoring church.

BLACK CREEK VILLAGE LIBRARY

The Village of Black Creek Community Center/Public Library was built in 1988. Half of the structure serves the public library and the other half as a community center. The community center provides meeting space for local service clubs and other organizations. It is available to individuals to rent for family gatherings or similar occasions.

Black Creek Village Library & Community Center

The Black Creek Library is a partner in OWLS (Outagamie Waupaca Library System). Therefore, residents may check out materials from all Outagamie County, Waupaca County and the Oneida Community Library (Brown County partner in OWLS). Other libraries located in Outagamie County are found in Appleton, Kaukauna, Kimberly, Little Chute, Hortonville, Seymour, Shiocton and New London. According to the OWLS Plan, the county believes that municipal libraries provide adequate services to county residents and that the county does not need to provide any additional libraries.

The primary challenge facing the library (and all libraries) is the need to keep up with demand for new technologies and requests of patrons. The library is committed to improving access to technology and addressing the requests of patrons. Accordingly, the library will consistently pursue these goals.

Given access to resources via the web catalogue and the interlibrary loan program, in addition to the resources the Internet makes available to residents, it is anticipated that Black Creek Village Library will continue to exceed resident expectations and remain an outstanding community facility.

POLICE PROTECTION

Outagamie County Sheriff's Department

The Outagamie County Sheriff's Department provides police protection services to the Town and assistance to the Village of Black Creek. The Department is headquartered at 320 S. Walnut Street in Appleton, but also operates a satellite office in the Village of Black Creek. Response times vary depending on the location of the nearest cruiser, but generally range between 5 and 10 minutes (rough combined average of emergency and non-emergency response times) from the headquarters.

The Sheriff's Department Administrative staff consists of the Sheriff, Undersheriff, Corrections Division Captain, Patrol Division Captain and four lieutenants. The Sheriff and his staff are responsible for the direction and management of the 193 full-time and 25 part-time department employees providing law enforcement services to Outagamie County. The Department provides law enforcement services to approximately 176,000 residents of Outagamie County. The Law Enforcement Division has 64 full-time and 9 part-time employees. For additional information regarding police protection please refer to the Outagamie County Sheriff's Department.

Village of Black Creek Police Department

The Village of Black Creek has its own police department that is operated out of the Village Hall. Current staff consists of six part-time officers and a full-time Police Chief. The department has two squad cars, a 2010 Chevrolet Tahoe and a 2014 Tahoe.. Emergency response times in the Village average less than 2 minutes. Emergency 911 dispatch is handled by Outagamie County. The Village considers staff and equipment needs on an annual basis as part of its budgeting process. Staffing levels are considered adequate.

EMERGENCY SERVICES

The Black Creek Rural Fire Committee is responsible for providing fire protection, first responders and ambulance service to the Town and Village of Black Creek.

Fire Protection

Black Creek Fire & Rescue is made up of volunteers that dedicate their time and efforts to support and better the village and town of Black Creek.

First Responders

First Responders provide initial medical assistance until an ambulance can reach the scene. Each first responder carries oxygen and medical kits, with some possessing defibrillators. First responder service is provided through Black Creek Rescue Service.

Black Creek Rescue Service

The Black Creek Rescue Service provides intermediate Tech (11), EMT B-6 (6) first responders to residents in the Town and Village of Black Creek, as well as the Village of Nichols and Town of Cicero. The service is dispatched through the Outagamie County 911. Mutual aid is provided and received.

ADDITIONAL TOWN FACILITIES

Town facilities generally include such things as fire stations, meeting halls and any equipment. The Black Creek town hall is located on Twelve Corners Road. The facility accommodates the office of the clerk/treasurer, the community hall, a small kitchen, and a boardroom. This facility has been serving the Town well since its construction in 1992. There are no plans to expand this facility in the future. The Town of Black Creek owns no other facilities or lands.

ADDITIONAL VILLAGE FACILITIES

Municipal Garage

The municipal garage, located adjacent to the Wastewater Treatment Plant site provides storage for municipal equipment and vehicles. The building was constructed in 1985 and expanded in 1987. The building meets the current needs for public works equipment and vehicle storage. No expansions or remodeling is planned.

Village Hall

Built in 1961, the Village Hall was expanded in the 1970s and again in 1991. It is located at Maple and Oak Street. It houses the clerk's office and police department. The building also includes a meeting room that is currently used by Municipal Court (though they are considering a location change). The Village Hall is increasingly in need of repairs. As such, the Village has begun the process of identifying sites for a new Village Hall.

Community Center

The Village Community Center is attached to the library located on Maple Street. The Village Board conducts its meetings at the Community Center.

UTILITIES AND COMMUNITY FACILITIES MAPS

The maps provided on the following pages illustrate the location of utilities and community facilities in Black Creek. The maps identify the Town and Village Halls, parks and recreation areas, towers, wells, sanitary district boundaries, cemeteries, school district boundaries, school buildings, the library and substations among other features.

UTILITIES AND COMMUNITY FACILITIES ISSUES & CONCERNS

STORMWATER REGULATIONS

To meet the requirements of the federal Clean Water Act, the WDNR developed the Wisconsin Pollutant Discharge Elimination System (WPDES) Stormwater Discharge Permit Program, which is regulated under the authority of ch. NR 216, Wis. Adm. Code. As part of the EPA National Pollutant Discharge Elimination System, the WPDES Stormwater Program regulates discharge of stormwater in Wisconsin from construction sites, industrial facilities, and selected municipalities.

In 1999, the EPA finalized its Stormwater Phase II Regulations. Neither the Town nor the Village was identified as a government entity located in an urbanized area required to obtain a stormwater discharge permit through the WDNR. However, the regulations require construction sites of 1 to 5 acres obtain a permit.

Wisconsin NR 216

Landowners of most construction projects where one or more acres of land will be disturbed must submit an application called a Water Resource Application for Project Permits (WRAPP) (equivalent to a DNR storm water Notice of Intent or NOI) to request coverage under the Construction Site Storm Water Runoff General Permit No. WI-S067831. A landowner is any person holding fee title, an easement or other interest in the property that allows the person to undertake land disturbing construction activity on the property.

Landowners submitting a WRAPP should read the general permit carefully because he/she is agreeing to comply with all the permit requirements. Landowners without proper permit coverage or not in compliance with the permit for a construction site may be subject to enforcement action by the DNR.

DISTRIBUTED ENERGY PRODUCTION

Distributed energy, also referred to as decentralized energy, is generated or stored by a variety of small, grid-connected devices known as distributed energy systems. Conventional power stations, such as coal-fired, gas and nuclear powered plants, and hydroelectric dams (among others), are centralized and often require electricity to be transmitted over long distances. By contrast, distributed systems are decentralized, modular, and utilize flexible technologies. More importantly, the energy is produced at or near the point of use.

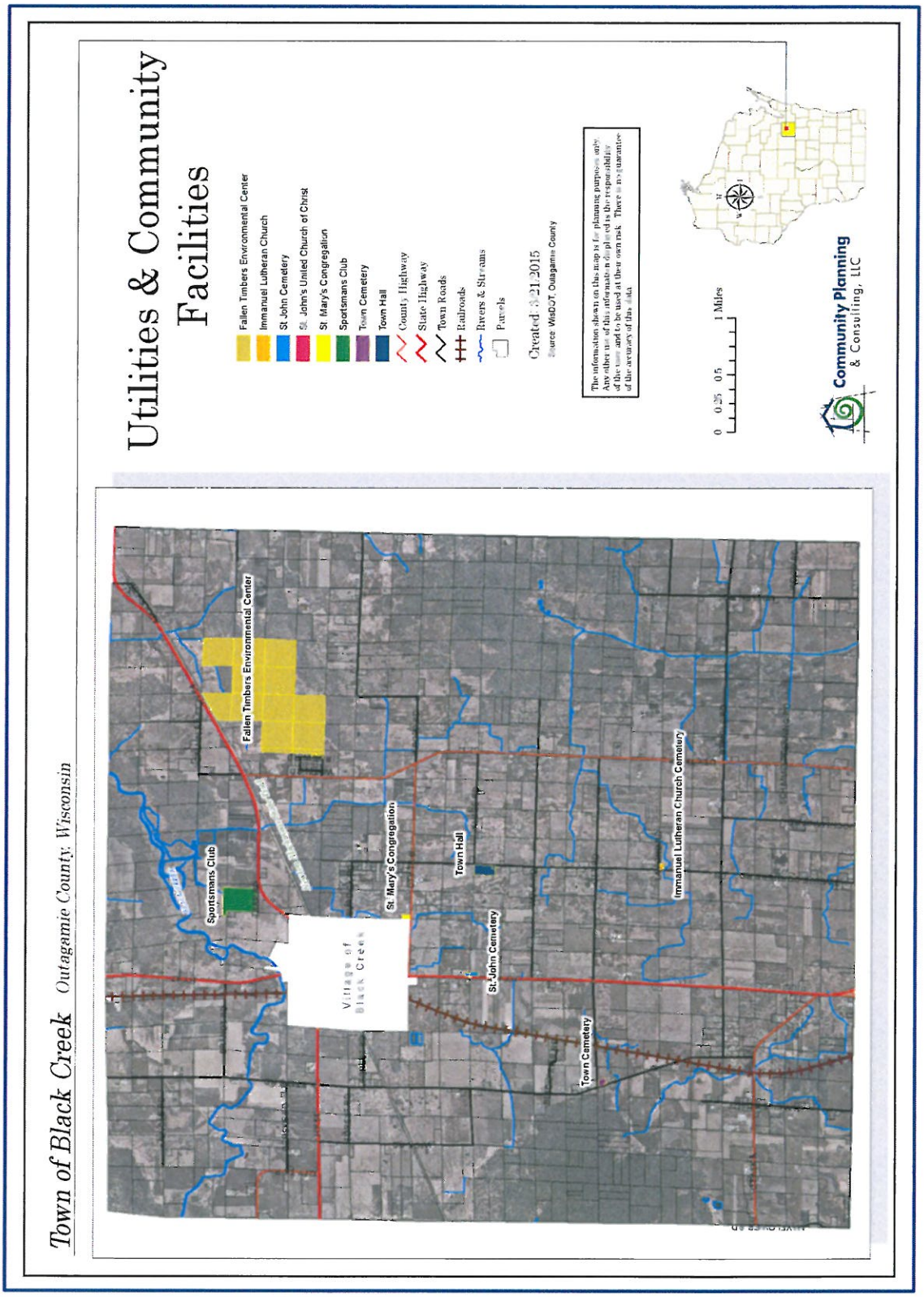
Decentralized systems typically use renewable energy sources, including, but not limited to, small hydro, biomass, biogas, solar power, wind power, geothermal power and increasingly play an important role for the electric power distribution system. A grid-connected device for electricity storage can also be classified as a decentralized system.

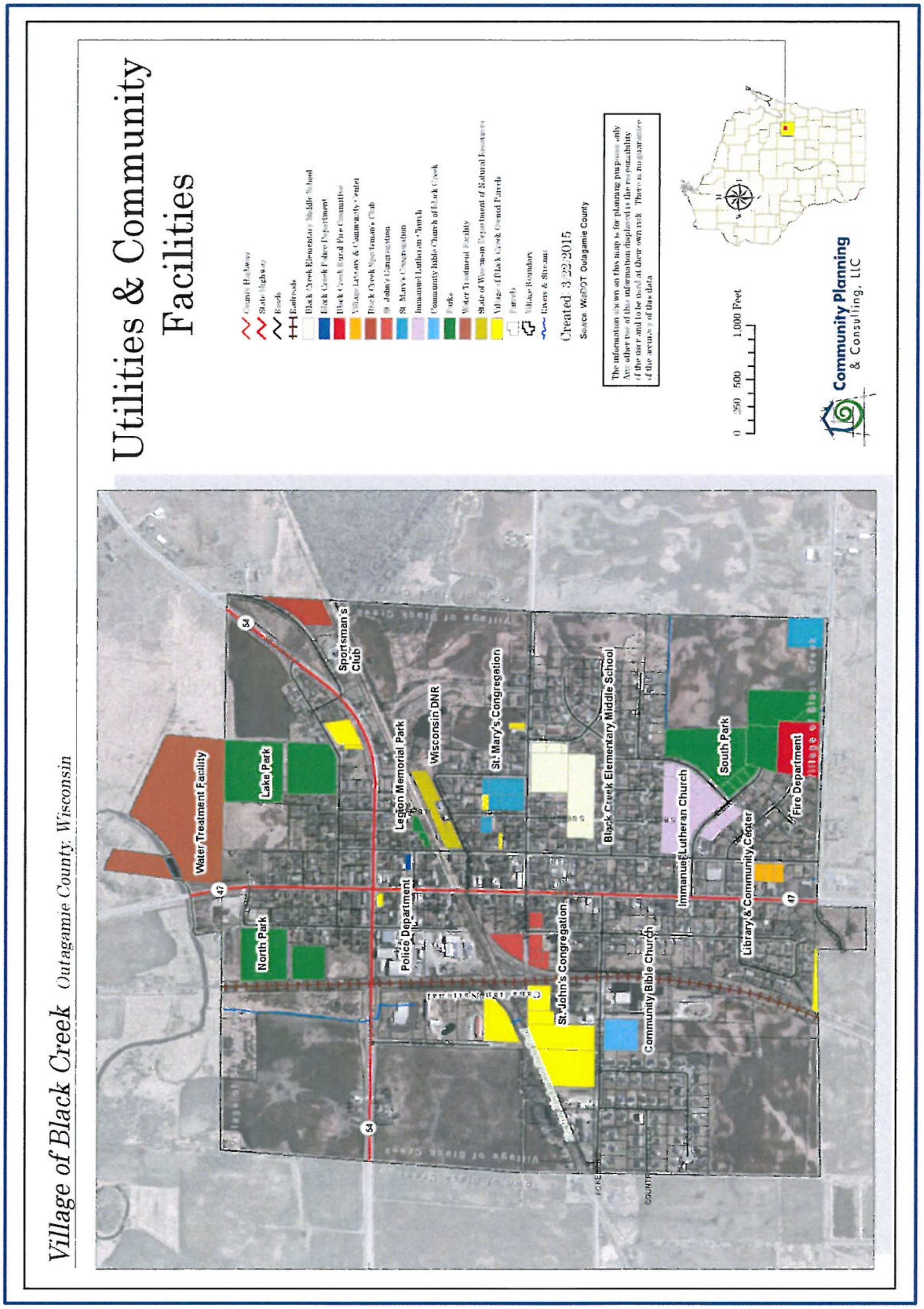
WE Energies Wind Turbines, Fond du Lac County, WI

Wind Power[3]

Wind power has great potential as an alternative energy source. Unlike fossil fuel dependent technologies, wind power does not pollute the environment. Depending on wind speeds, each turbine is designed to produce a maximum flow of 660 kilowatts of electricity, enough electricity to supply about 300 homes with energy. During the course of a year, the wind turbines will generate approximately 3,450 megawatt-hours of electricity. If that power were produced using conventional fossil fuels, there would be 1,956 tons of carbon dioxide emissions; the equivalent of 260 people driving sport utility vehicles for a year.

[3] Excerpted from Wisconsin Public Service Corp. website, August 2015.


Town of Black Creek Outagamie County, Wisconsin
Utilities & Community Facilities
Fallen Timbers Environmental Center
Immanuel Lutheran Church
St John Cemetery
St. John's United Church of Christ
St Mary's Congregation
Sportsmans Club
Town Cemetery
Town Hall
County Highway
State Highway
Town Roads
Railroads
Rivers & Streams
Parcels
Created: 8/21/2015
Source WisDOT, Outagamie County
The information shown on this map is for planning purposes only. Any other use of this information is prohibited. The responsibility of the user and to be used at their own risk. There is no guarantee of the accuracy of this data.
0 0.25 0.5 1 Miles
Community Planning & Consulting, LLC
Village of Black Creek
Fallen Timbers Environmental Center
Sportsmans Club
St. Mary's Congregation
Town Hall
St. John Cemetery
Town Cemetery
Immanuel Lutheran Church Cemetery


Village of Black Creek Outagamie County, Wisconsin
Utilities & Community Facilities
Created: 3/22/2015
Source: WisDOT Outagamie County
0 250 500 1,000 Feet
Community Planning & Consulting, LLC
Water Treatment Facility
Lake Park
North Park
Sportsman's Club
Legion Memorial Park
Wisconsin DNR
Police Department
St. Mary's Congregation
St. John's Congregation
Black Creek Elementary Middle School
Community Bible Church
Immanuel Lutheran Church
South Park
Library & Community Center
Fire Department

2009 Wisconsin Act 40 (Act 40) directed the Public Service Commission to promulgate administrative rules that specify the restrictions a political subdivision (a city, village, town or county) may impose on the installation or use of a wind energy system, and to help ensure consistent local procedures for local regulation of wind energy systems. Pursuant to Act 40, if a political subdivision chooses to regulate such systems, its regulations may not be more restrictive than the Commission's rules.

The Commission established docket 1-AC-231 to conduct the rulemaking under Act 40. On December 27, 2010, the Commission adopted the final wind siting rules, Wisconsin Administrative Code Chapter PSC 128. The rules have been published in the Wisconsin Administrative Register. The rules were expected to take effect March 1, 2011, but were suspended by the legislature's Joint Committee for the Review of Administrative Rules from March 1, 2011 until March 15, 2012.

As of March 16, 2012, the wind siting rules, PSC 128, are in effect.

Personal Energy Systems

As energy costs have risen during the past decade, more Americans are utilizing personal energy systems to reduce costs associated with electricity, heating, and cooling. In addition, state and federal tax incentives have reduced the total costs of these systems making them available to a greater percentage of users. Personal energy systems include photovoltaic solar, solar thermal, small wind, geothermal, and wood-fired boilers, among others.

The Wisconsin Solar and Wind Access Law (66.0401, State Stats.), defines how local governments are permitted to regulate solar and wind energy systems. These laws cover zoning restrictions by local governments, private land use restrictions, and system owner rights to unobstructed access to resources. The state's original laws, enacted in 1982, have subsequently been amended and expanded numerous times. Under the law, counties, towns, villages, and cities may not place any restriction on the installation or use of solar or wind energy systems unless the restriction:

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

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

INFRASTRUCTURE TO SUPPORT LOCAL GROWTH

Reliable capacity with respect to water, sewer, natural gas and electricity services is critical if growth is to be possible. Many of these services are reaching their capacity based on current infrastructure today. To address this issue, this plan recommends:

- Capacity studies be completed with respect to sewer and water service. These studies may be completed in coordination with the ECWPRC.

- Any recommendations from those studies should become part of a Village Capital Improvement Plan.
- Coordination with private providers (e.g. WE Energies, ANR natural gas and telephone service companies) to share anticipated growth and needs for service upgrades to support growth based on the recommendations in this plan.

WI-FI

A community that lacks adequate high-speed internet access will find itself at a competitive disadvantage in the economic development arena. One means of helping the Town and Village to better compete in a digitally based world is implementing Wi-Fi zones, or individual *hot spots*, within designated areas of the communities. Wi-Fi is a wireless networking technology that uses radio waves to provide wireless high-speed Internet and network connections. These zones allow free internet access to residents and visitors alike. Within publicly owned spaces such as parks, community centers, municipal buildings, and the like the cost of providing such a service is typically borne by the local government. Elsewhere, public-private partnerships work best, with the local government often funding the costs associated with equipment and installation while private businesses manage the ongoing cost of the internet connection.

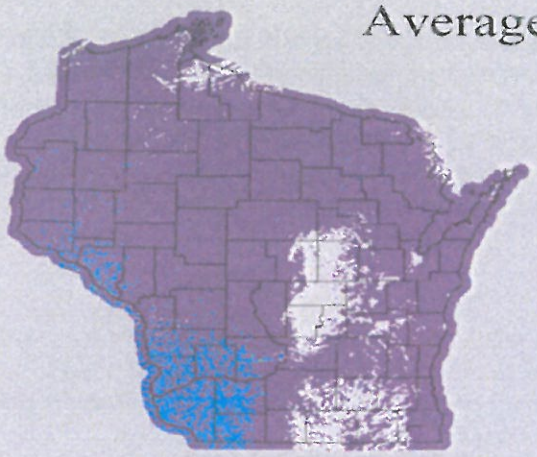
UTILITIES AND COMMUNITY FACILITIES FUNDING OPTIONS

Other governments and agencies (i.e. county and school district) provide many of the utilities and community facilities serving the Town and Village. As such, they are funded through their general budgets, tax revenues and referendums. The Town and Village are proud of the quality services they provide locally. The Village especially is proud of its "big city services." However, the Village also understands the financial commitments and challenges to maintain these amenities.
The Town and Village are constantly seeking opportunities to finance needed utilities and community facilities. There are numerous grant and loan programs that the Town may seek to help finance needed improvements. These programs are available through the State of Wisconsin and the U.S. Federal Government. What follows is a description of some of the major opportunities available to the Town and Village.

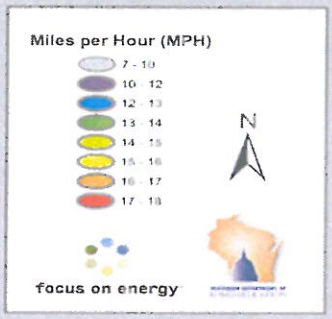
WATER AND WASTEWATER GRANT AND LOAN PROGRAM

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

Average Annual Wind Speeds



30 meters



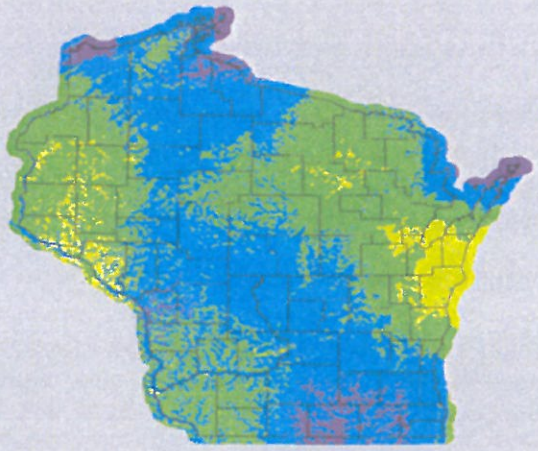
Average annual wind speeds depicted in these maps were calculated in February of 2003 using WindMap software. The State of Wisconsin Division of Energy was responsible for developing these maps.

Many factors help determine the wind resource in Wisconsin. Major factors include elevation, land cover, wind speed and wind direction. Wind data can come from a number of sources. Currently, the main source for wind data derives from tall tower data in Wisconsin collected through the Wisconsin Wind Resource Assessment Program. Other sources include tall tower data from Minnesota and data from navigation structures on Lake Superior and Lake Michigan.

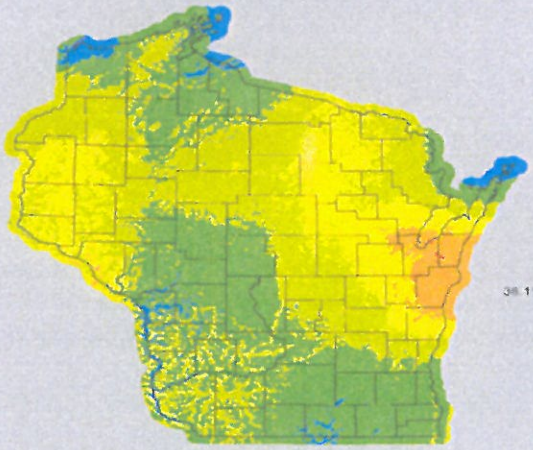
Use these maps as a guide or reference. Site assessment is always necessary for identifying sites with good wind resources.

Manifest Wind Farm

For more information regarding wind power, please visit www.focusonenergy.com or www.doa.state.wi.us. Copies of this map can be obtained through the Focus on Energy or Department of Administration Web site.

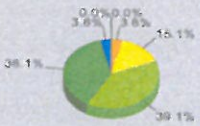


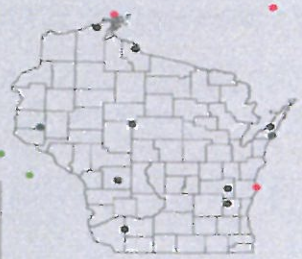
60 meters



Wind Monitoring Sites

100 meters





Anemometer

WISCONSIN COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM

The Wisconsin Economic Development Corporation administers the Wisconsin Community Development Block Grant Program to provide cities, villages and towns with a population of less than 50,000 and all counties except Milwaukee, Dane and Waukesha to obtain matching grants for the installation, upgrade or expansion of municipal drinking water and wastewater systems. Successful applications are based on a distress score, documentation of need, ability to repay, matching fund availability and project readiness. CDBG funds are also available to communities seeking to improve municipal fire protection services.

STATE TRUST FUND LOAN PROGRAM

The Board of Commissioners of Public Lands provides this loan program with terms of up to 20 years and deeply discounted interest rates. Loans may be used for a variety of purposes including: road improvements, community centers/halls, trail development, and property acquisition. The funds available fluctuate annually. The current annual loan limit is $3,000,000.

RURAL DEVELOPMENT COMMUNITY FACILITY GRANTS

The USDA Rural Development also offers grants to communities seeking to build or improve their community buildings (i.e. halls, libraries, community center, and fire departments). These grants are awarded to communities with a population up to 10,000 based on a competitive application process. The Village may want to consider these funds when remodeling or expanding facilities.

FIRE ADMINISTRATION GRANTS

Under the Federal Emergency Management Agency's Assistance to Firefighters Grant Program (AFGP), career and volunteer fire departments and other eligible organizations can receive funding through three different grants to:

- Enhance a fire department's/safety organization's ability to protect the health and safety of the public.
- Protect the health of first responders.
- Increase or maintain the number of trained, "front-line" firefighters available in communities.

STATE STEWARDSHIP FUND

The Stewardship Fund is the State of Wisconsin's land acquisition program for public outdoor recreation and habitat protection. Administered by the Department of Natural Resources, the fund makes millions of dollars a year available to buy land for parks, trails, habitat areas, hunting grounds and local parks and for site improvements, like trail building and campgrounds.

LOCAL FUNDING OPPORTUNITIES

Capital Improvement Program

The Town of Black Creek uses a Capital Improvements Program (CIP) to anticipate future expenses and plan accordingly. A CIP is a five to six year short-range plan with updates occurring annually. A CIP outlines a community's capital item needs and purchase plans, including: park acquisition and improvements, public buildings improvements and maintenance, emergency vehicle purchase and replacement, and streets.

Capital items are generally defined as those items that are expensive (cost $5,000 or more) and will last at least 3-5 years. The CIP also includes improvement projects required for the community's future and the appropriate timeline and funding to be followed to implement the improvements. The general steps involved in developing and maintaining a CIP include:

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

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

The Village of Black Creek may want to follow the model set by the Town to establish its own CIP. A CIP is as an important planning tool for implementation of this Smart Growth Comprehensive Plan, as well as other community objectives. The Town will continue to use its CIP approach to plan for future expenditures, thereby linking planning to the annual budgetary process. In the future, the Village should consider doing the same.

Utility Districts

Utility districts provide a variety of public services and improvements including roads, sewers, stormwater, electricity and water. Utility districts establish a "district fund" to finance district improvements. These funds are obtained through taxation of property within the district. Service costs are covered through direct billings. The sanitary district is an example of a successful utility in the Village. The creation of additional utility districts is another option available to fund needed improvements.

UTILITIES & COMMUNITY FACILITIES GOALS, OBJECTIVES & POLICIES

Utilities and community facilities goals, objectives, and policies can be found in *Chapter 12: Implementation*.