



TOWN & VILLAGE OF BLACK CREEK

2036

COMPREHENSIVE PLAN

July 2016



Community Planning & Consulting, LLC
Green Bay, Wisconsin
www.communityplanningandconsulting.com

Town of Black Creek
2015 Update Comprehensive Plan

PUBLIC PARTICIPATION PROCEDURES AND PLAN ADOPTION

Introduction

In order for the public to be kept informed throughout the process of updating the *2006 Town of Black Creek Comprehensive Plan*, and to meet the requirements of Wisconsin's Comprehensive Plan (Ch. 66.1001(4)(a) Wis. Stats.), the Town of Black Creek has prepared the following public participation plan.

Comprehensive Planning Law Requirements

"The governing body of a local government unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for wide distribution of proposed, alternative or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments."

Intent

The Town of Black Creek, in its comprehensive plan update process, desires to make the opportunity for public participation, input and contribution available to its residents and to all interested and/or potentially affected parties, public and private, within and surrounding the Town of Black Creek. The Town will develop a fair, consensus-based plan that balances private and community interests in order to achieve the desired future for the town.

Public Participation Procedures

The Town of Black Creek, Outagamie County, Wisconsin, in order to provide the greatest amount of public involvement possible, and to meet the provisions of Ch. 66.1001(4) (a) Wis. Stats., has adopted the following Public Participation Procedures. It is the intent of these procedures to provide opportunities for the public to be meaningfully involved in the planning process throughout the *2015 Update of the Town of Black Creek Comprehensive Plan*.

Town of Black Creek 2015 Update Comprehensive Plan

The Town Board designated the Town of Black Creek Plan Commission as the appropriate representative body to initiate this public involvement effort. The Plan Commission in accordance, with the requirements of Ch. 66.1001(4)(a) Wis. Stats., will:

- Hold a Kick-off Meeting to begin the plan update process
- Hold a public Intergovernmental Meeting
- Hold regularly scheduled meetings of the Plan Commission to review amended Comprehensive Plan Chapters and Maps
- Hold one Open House
- Hold one Public Hearing
- Post all meeting announcements and summaries and draft plan elements and maps to the Town of Black Creek and Community Planning & Consulting websites
- Make available to the public, information about the planning process and copies of plan documents. This information shall be made available in the most suitable variety of media possible, including postcards, newsletters, public meetings, and on the above mentioned websites
- Record meeting attendance through sign-in sheets as part of the record for all meetings. Each person attending plan process meetings, including Town Board members, Plan Commissioners, consultants, and the general public shall sign in
- Recommend to the Town of Black Creek Board of Supervisors the adoption of these Public Participation Procedures
- Actively solicit comments and suggestions from the residents and property owners of the town, neighboring towns, school districts, Outagamie County, East Central Wisconsin Regional Planning Commission, Wisconsin Department of Natural Resources, Wisconsin Department of Transportation, the general public and all other interested parties
- Accept written comments from residents, landowners, and other interested parties throughout the planning process
- Conduct the required public hearing on the plan

All meetings related to the comprehensive plan shall be open to the public and duly posted pursuant to Ch. 985.02(2) Wis. Stats. The public notice announcing the required public hearing on the plan shall be published as a Class 1 notice, pursuant to Ch. 985.02(1) Wis. Stats., at least 30 days prior to the hearing. The Class 1 notice shall include the following: (1) date, time and place of the hearing, (2) a brief summary of the *Recommended Town of Black Creek Comprehensive Plan*, (3) the name of the town representative who may provide additional information regarding the plan, and (4) where and when a copy of the updated comprehensive plan may be viewed prior to the hearing, and how a copy of the plan may be obtained.

Copies of the *2015 Update of the Town of Black Creek Comprehensive Plan* shall be made available for viewing by the general public at the same time as the hearing notice is published. Copies of the proposed plan shall be available at the office of the Town Clerk and on the websites. After the notice of the public hearing has been published, persons wishing to submit written comments on the plan may do so until one week prior

Town of Black Creek 2015 Update Comprehensive Plan

to the public hearing. Written comments on the plan should be submitted to the Town Clerk. Written comments received prior to the public hearing will be addressed at the hearing and will be given the same weight as oral testimony. A review of all proposed revisions to the *2015 Update of the Town of Black Creek Comprehensive Plan* will be completed at the public hearing. All approved revisions will be posted to the websites and included in the official minutes of the public hearing.

Plan Adoption

Town Board

The Town Board has established a Town Plan Commission in accordance with the requirements of Ch. 66.1001(4)(a) Wis. Stats. This Planning Committee will be responsible for the completion of the Town of Black Creek Comprehensive Plan update and a recommendation to the Town Board for its approval and adoption.

Based on the recommendation of the Plan Commission and comments received from persons in attendance, the Town Board, by majority vote, shall enact an ordinance adopting the *2015 Update of the Town of Black Creek Comprehensive Plan*. A copy of the ordinance and adopted plan shall be sent to neighboring units of government, local school districts, special purpose districts serving residents of the town, Outagamie County, Bay Lake Regional Planning Commission, Wisconsin Department of Natural Resources, Wisconsin Department of Transportation, Wisconsin Department of Administration and the nearest public library. A copy of the adoption ordinance shall be available with the plan for inspection at the office of the Town Clerk. CD copies of the updated plan may be purchased from the Town Clerk at a cost of \$7.50 each. Black and white bound copies of the updated plan may be purchased from the Town Clerk at a cost of \$45.00 each. Full color bound copies of the plan may be purchased from the Town Clerk at a cost of \$150.00 each.

Plan Commission

The Town of Black Creek Plan Commission shall assist the Town Board in implementing the provisions of the *2015 Update of the Town of Black Creek Comprehensive Plan*.

From time to time, but not less than once every five (5) years, the Plan Commission shall review the comprehensive plan for potential changes, additions, amendments, or corrections. The Plan Commission shall also be responsible for recommending comprehensive plan amendments to the Town Board on a majority vote of its entire membership.

Village of Black Creek
2015 Update Comprehensive Plan

PUBLIC PARTICIPATION PROCEDURES AND PLAN ADOPTION

Introduction

In order for the public to be kept informed throughout the process of updating the *2005 Village of Black Creek Comprehensive Plan*, and to meet the requirements of Wisconsin's Comprehensive Plan (Ch. 66.1001(4)(a) Wis. Stats.), the Village of Black Creek has prepared the following public participation plan.

Comprehensive Planning Law Requirements

"The governing body of a local government unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for wide distribution of proposed, alternative or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments."

Intent

The Village of Black Creek, in its comprehensive plan update process, desires to make the opportunity for public participation, input and contribution available to its residents and to all interested and/or potentially affected parties, public and private, within and surrounding the Village of Black Creek. The Village will develop a fair, consensus-based plan that balances private and community interests in order to achieve the desired future for the Village.

Public Participation Procedures

The Village of Black Creek, Outagamie County, Wisconsin, in order to provide the greatest amount of public involvement possible, and to meet the provisions of Ch. 66.1001(4) (a) Wis. Stats., has adopted the following Public Participation Procedures. It is the intent of these procedures to provide opportunities for the public to be meaningfully involved in the planning process throughout the *2015 Update of the Village of Black Creek Comprehensive Plan*.

Village of Black Creek 2015 Update Comprehensive Plan

The Village Board designated the Village of Black Creek Plan Commission as the appropriate representative body to initiate this public involvement effort. The Plan Commission in accordance, with the requirements of Ch. 66.1001(4)(a) Wis. Stats., will:

- Hold a Kick-off Meeting to begin the plan update process
- Hold a public Intergovernmental Meeting
- Hold regularly scheduled meetings of the Plan Commission to review amended Comprehensive Plan Chapters and Maps
- Hold one Open House
- Hold one Public Hearing
- Post all meeting announcements and summaries and draft plan elements and maps to the Village of Black Creek and Community Planning & Consulting websites
- Make available to the public, information about the planning process and copies of plan documents. This information shall be made available in the most suitable variety of media possible, including postcards, newsletters, public meetings, and on the above mentioned websites
- Record meeting attendance through sign-in sheets as part of the record for all meetings. Each person attending plan process meetings, including Village Board members, Plan Commissioners, consultants, and the general public shall sign in
- Recommend to the Village of Black Creek Board of Supervisors the adoption of these Public Participation Procedures
- Actively solicit comments and suggestions from the residents and property owners of the Village, neighboring towns, school districts, Outagamie County, East Central Wisconsin Regional Planning Commission, Wisconsin Department of Natural Resources, Wisconsin Department of Transportation, the general public and all other interested parties
- Accept written comments from residents, landowners, and other interested parties throughout the planning process
- Conduct the required public hearing on the plan

All meetings related to the comprehensive plan shall be open to the public and duly posted pursuant to Ch. 985.02(2) Wis. Stats. The public notice announcing the required public hearing on the plan shall be published as a Class 1 notice, pursuant to Ch. 985.02(1) Wis. Stats., at least 30 days prior to the hearing. The Class 1 notice shall include the following: (1) date, time and place of the hearing, (2) a brief summary of the *Recommended Village of Black Creek Comprehensive Plan*, (3) the name of the Village representative who may provide additional information regarding the plan, and (4) where and when a copy of the updated comprehensive plan may be viewed prior to the hearing, and how a copy of the plan may be obtained.

Copies of the *2015 Update of the Village of Black Creek Comprehensive Plan* shall be made available for viewing by the general public at the same time as the hearing notice is published. Copies of the proposed plan shall be available at the office of the Village Clerk and on the websites. After the notice of the public hearing has been published, persons wishing to submit written comments on the plan may do so until one week prior

Village of Black Creek 2015 Update Comprehensive Plan

to the public hearing. Written comments on the plan should be submitted to the Village Clerk. Written comments received prior to the public hearing will be addressed at the hearing and will be given the same weight as oral testimony. A review of all proposed revisions to the *2015 Update of the Village of Black Creek Comprehensive Plan* will be completed at the public hearing. All approved revisions will be posted to the websites and included in the official minutes of the public hearing.

Plan Adoption

Village Board

The Village Board has established a Village Plan Commission in accordance with the requirements of Ch. 66.1001(4)(a) Wis. Stats. This Planning Committee will be responsible for the completion of the Village of Black Creek Comprehensive Plan update and a recommendation to the Village Board for its approval and adoption.

Based on the recommendation of the Plan Commission and comments received from persons in attendance, the Village Board, by majority vote, shall enact an ordinance adopting the *2015 Update of the Village of Black Creek Comprehensive Plan*. A copy of the ordinance and adopted plan shall be sent to neighboring units of government, local school districts, special purpose districts serving residents of the Village, Outagamie County, Bay Lake Regional Planning Commission, Wisconsin Department of Natural Resources, Wisconsin Department of Transportation, Wisconsin Department of Administration and the nearest public library. A copy of the adoption ordinance shall be available with the plan for inspection at the office of the Village Clerk. CD copies of the updated plan may be purchased from the Village Clerk at a cost of \$7.50 each. Black and white bound copies of the updated plan may be purchased from the Village Clerk at a cost of \$45.00 each. Full color bound copies of the plan may be purchased from the Village Clerk at a cost of \$150.00 each.

Plan Commission

The Village of Black Creek Plan Commission shall assist the Village Board in implementing the provisions of the *2015 Update of the Village of Black Creek Comprehensive Plan*.

From time to time, but not less than once every five (5) years, the Plan Commission shall review the comprehensive plan for potential changes, additions, amendments, or corrections. The Plan Commission shall also be responsible for recommending comprehensive plan amendments to the Village Board on a majority vote of its entire membership.

Town of Black Creek
2015 Update Comprehensive Plan

PUBLIC PARTICIPATION PROCEDURES AND PLAN ADOPTION

Introduction

In order for the public to be kept informed throughout the process of updating the *2006 Town of Black Creek Comprehensive Plan*, and to meet the requirements of Wisconsin's Comprehensive Plan (Ch. 66.1001(4)(a) Wis. Stats.), the Town of Black Creek has prepared the following public participation plan.

Comprehensive Planning Law Requirements

"The governing body of a local government unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for wide distribution of proposed, alternative or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments."

Intent

The Town of Black Creek, in its comprehensive plan update process, desires to make the opportunity for public participation, input and contribution available to its residents and to all interested and/or potentially affected parties, public and private, within and surrounding the Town of Black Creek. The Town will develop a fair, consensus-based plan that balances private and community interests in order to achieve the desired future for the town.

Public Participation Procedures

The Town of Black Creek, Outagamie County, Wisconsin, in order to provide the greatest amount of public involvement possible, and to meet the provisions of Ch. 66.1001(4) (a) Wis. Stats., has adopted the following Public Participation Procedures. It is the intent of these procedures to provide opportunities for the public to be meaningfully involved in the planning process throughout the *2015 Update of the Town of Black Creek Comprehensive Plan*.

TOWN OF BLACK CREEK, OUTAGAMIE COUNTY, WISCONSIN

**AN ORDINANCE ADOPTING THE AMENDED
TOWN OF BLACK CREEK COMPREHENSIVE
PLAN.**

STATE OF WISCONSIN
Town of Black Creek, Outagamie County

SECTION I – TITLE AND PURPOSE

The title of this ordinance is the Town of Black Creek Comprehensive Plan Ordinance. The purpose of this ordinance is for the Town of Black Creek, Outagamie County, Wisconsin, to lawfully adopt an amended comprehensive plan as required under Chapter 66.1001(4)(c), Wis. stats.

SECTION II – AUTHORITY

The Town Board of the Town of Black Creek, Outagamie County, Wisconsin, has authority under its village powers under s. 60.22, Wis. stats., to appoint a town plan commission under Chapters 60.62(4) and 62.23(1), Wis. stats., and under Chapter 66.1001(4), Wis. stats., to adopt this ordinance. The comprehensive plan of the Town of Black Creek must be in compliance with Chapter 66.1001(4)(c), Wis. stats., in order for the Town Board to adopt this ordinance.

SECTION III – ADOPTION OF ORDINANCE

This ordinance, adopted by a majority of the Town Board on a roll call vote with a quorum present and voting and proper notice having been given, provides for the adoption by the Town of Black Creek a comprehensive plan under Chapter 66.1001(4), Wis. stats.

SECTION IV – PUBLIC PARTICIPATION

The Town Board has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by Chapter 66.1001(4)(a), Wis. stats.

SECTION V – TOWN PLAN COMMISSION RECOMMENDATION

The Plan Commission of the Town of Black Creek, by a majority vote of the entire commission, recorded in its official minutes, has adopted a resolution recommending to the Town Board the adoption of the Joint Town and Village of Black Creek Comprehensive Plan, which contains all of the elements specified in Chapter 66.1001(2), Wis. stats.

SECTION VI – PUBLIC HEARING

The Town of Black Creek has held at least one public hearing on this ordinance, with notice in compliance with the requirements of Chapter 66.1001(4)(d), Wis. stats.

SECTION VII – ADOPTION OF TOWN COMPREHENSIVE PLAN

The Town Board, by the enactment of this ordinance, formally adopts the document entitled Joint Town and Village of Black Creek Comprehensive Plan under Chapter 66.1001(4)(c), Wis. stats.

SECTION VIII – SEVERABILITY

If any provision of this ordinance or its application to any person or circumstance is held invalid, the invalidity does not affect other provisions or applications of this ordinance that can be given

ADOPTION ORDINANCE

effect without the invalid provision or application, and to this end the provisions of this ordinance are severable.

SECTION IX – EFFECTIVE DATE

This ordinance is effective on publication or posting.

The Town Clerk shall properly post or publish this ordinance as required under Chapter 60.80, Wis. stats., and a copy of the ordinance and the comprehensive plan, shall be filed with at least all of the entities specified under Chapter 66.1001(4)(b), Wis. stats.

Adopted this 11th day of July, 2016.

Dan Knutzen 7/11/16
Dan Knutzen, Chairman Date

Dan Rottler 7/11/16
Daniel Rottler, Supervisor Date

Tom Neubert 7/11/16
Tom Neubert, Supervisor Date

Attest:

Karen Herman 7/11/16
Karen Herman, Clerk Date

VILLAGE OF BLACK CREEK, OUTAGAMIE COUNTY, WISCONSIN

**AN ORDINANCE ADOPTING THE AMENDED
VILLAGE OF BLACK CREEK COMPREHENSIVE
PLAN.**

STATE OF WISCONSIN
Village of Black Creek, Outagamie County

SECTION I – TITLE AND PURPOSE

The title of this ordinance is the Village of Black Creek Comprehensive Plan Ordinance. The purpose of this ordinance is for the Village of Black Creek, Outagamie County, Wisconsin, to lawfully adopt an amended comprehensive plan as required under Chapter 66.1001(4)(c), Wis. stats.

SECTION II – AUTHORITY

The Village Board of the Village of Black Creek, Outagamie County, Wisconsin, has authority under its village powers under s. 61.34, Wis. stats., to appoint a Village plan commission under Chapters 61.35, Wis. stats., and under Chapter 66.1001(4), Wis. stats., to adopt this ordinance. The comprehensive plan of the Village of Black Creek must be in compliance with Chapter 66.1001(4)(c), Wis. stats., in order for the Village Board to adopt this ordinance.

SECTION III – ADOPTION OF ORDINANCE

This ordinance, adopted by a majority of the Village Board on a roll call vote with a quorum present and voting and proper notice having been given, provides for the adoption by the Village of Black Creek a comprehensive plan under Chapter 66.1001(4), Wis. stats.

SECTION IV – PUBLIC PARTICIPATION

The Village Board has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by Chapter 66.1001(4)(a), Wis. stats.

SECTION V – VILLAGE PLAN COMMISSION RECOMMENDATION

The Plan Commission of the Village of Black Creek, by a majority vote of the entire commission, recorded in its official minutes, has adopted a resolution recommending to the Village Board the adoption of the Joint Village and Village of Black Creek Comprehensive Plan, which contains all of the elements specified in Chapter 66.1001(2), Wis. stats.

SECTION VI – PUBLIC HEARING

The Village of Black Creek has held at least one public hearing on this ordinance, with notice in compliance with the requirements of Chapter 66.1001(4)(d), Wis. stats.

SECTION VII – ADOPTION OF VILLAGE COMPREHENSIVE PLAN

The Village Board, by the enactment of this ordinance, formally adopts the document entitled Joint Village and Village of Black Creek Comprehensive Plan under Chapter 66.1001(4)(c), Wis. stats.

SECTION VIII – SEVERABILITY

If any provision of this ordinance or its application to any person or circumstance is held invalid, the invalidity does not affect other provisions or applications of this ordinance that can be given

ADOPTION ORDINANCE

effect without the invalid provision or application, and to this end the provisions of this ordinance are severable.

SECTION IX – EFFECTIVE DATE

This ordinance is effective on publication or posting.

The Village Clerk shall properly post or publish this ordinance and a copy of the ordinance and the comprehensive plan, shall be filed with at least all of the entities specified under Chapter 66.1001(4)(b), Wis. stats.

Adopted this 9th day of May, 2016.

Steven Rettler 5-9-16
Steven Rettler, President Date

Andrew Schmidt 5/9/16
Andrew Schmidt, Trustee Date

Paul Rettler 5/9/16
Paul Rettler, Trustee Date

Terry Rettler 5/9/16
Terry Rettler, Trustee Date

John Minlschmidt 5/9/16
John Minlschmidt, Trustee Date

Andy Gleason 5/9/16
Andy Gleason, Trustee Date

Kathy Pasch 5/9/16
Kathy Pasch, Trustee Date

Attest:

Rochelle Oskey 5/9/16
Rochelle Oskey, Clerk Date

TABLE OF CONTENTS

CHAPTER 1: INTRODUCTION	1-1
INTRODUCTION	1-1
AREA HISTORY	1-2
HOW DID THIS PLAN GET STARTED	1-2
WHY DEVELOP A PLAN.....	1-3
WHAT’S INCLUDED IN THE PLAN?.....	1-3
PUBLIC INVOLVEMENT.....	1-4
CHAPTER 2: ISSUES & OPPORTUNITIES	2-1
INTRODUCTION	2-1
VISIONING PROCESS.....	2-1
CHAPTER 3: COMMUNITY PROFILE	3-1
DEMOGRAPHIC PROFILE.....	3-1
ECONOMIC PROFILE.....	3-8
CHAPTER 4: HOUSING	4-1
INTRODUCTION	4-1
EXISTING HOUSING SUPPLY.....	4-1
SENIOR HOUSING.....	4-2
AGE AND QUALITY OF HOUSING STOCK	4-3
OCCUPANCY	4-4
COST OF HOUSING	4-5
HOUSING AFFORDABILITY	4-7
HOUSING PLAN	4-8
HOUSING PROGRAMS.....	4-11
CHAPTER 5: TRANSPORTATION	5-1
INTRODUCTION	5-1
INVENTORY OF EXISTING TRANSPORTATION FACILITIES	5-2
SUMMARY OF EXISTING TRANSPORTATION PLANS	5-11
TRANSPORTATION ISSUES	5-13
CHAPTER 6: UTILITIES & COMMUNITY FACILITIES	6-1
INTRODUCTION	6-1
UTILITIES INVENTORY – LOCATION, USE, CAPACITY.....	6-1
COMMUNITY FACILITIES INVENTORY – LOCATION, USE, CAPACITY.....	6-6
UTILITIES AND COMMUNITY FACILITIES ISSUES & CONCERNS	6-12
UTILITIES AND COMMUNITY FACILITIES FUNDING OPTIONS.....	6-17
CHAPTER 7: AGRICULTURAL, NATURAL, & CULTURAL RESOURCES	7-1
INTRODUCTION	7-1
AGRICULTURAL RESOURCES.....	7-1
AGRICULTURAL PLAN.....	7-4

TABLE OF CONTENTS

NATURAL RESOURCES	7-10
NATURAL RESOURCES PLAN.....	7-18
CULTURAL RESOURCES	7-24
CULTURAL RESOURCES PLAN	7-26
AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES PROGRAMS.....	7-28
CHAPTER 8: ECONOMIC DEVELOPMENT	8-1
INTRODUCTION	8-1
ECONOMIC ENVIRONMENT.....	8-3
ECONOMIC DEVELOPMENT PLAN.....	8-4
ECONOMIC DEVELOPMENT PROGRAMS.....	8-14
CHAPTER 9: CURRENT LAND USE.....	9-1
INTRODUCTION	9-1
CURRENT LAND USE INVENTORY	9-1
CURRENT LAND USE ACREAGE	9-3
ZONING REGULATIONS	9-4
SUBDIVISION REGULATIONS	9-6
TRENDS IN SUPPLY, DEMAND, AND PRICE OF LAND	9-8
CHAPTER 10: FUTURE LAND USE	10-1
INTRODUCTION	10-1
THE FUTURE LAND USE CHAPTER.....	10-1
COMMUNITY DESIGN CONSIDERATIONS	10-2
COMMUNITY DESIGN APPROACHES.....	10-5
COMMUNITY DESIGN TOOLS.....	10-8
FUTURE LAND USE MAPS	10-12
DESCRIPTION OF PROPOSED LAND USE CHANGES	10-13
FUTURE LAND USE PROJECTIONS	10-15
CHAPTER 11: INTERGOVERNMENTAL COOPERATION.....	11-1
INTRODUCTION	11-1
EXISTING INTERGOVERNMENTAL AGREEMENTS	11-2
INTERGOVERNMENTAL PLANNING PROCESS	11-4
EXISTING AND PROPOSED PLANS.....	11-4
INTERGOVERNMENTAL CHALLENGES	11-5
CHAPTER 12: IMPLEMENTATION	12-1
INTRODUCTION	12-1
RESPONSIBILITIES	12-1
UPDATING THE COMPREHENSIVE PLAN	12-1
IMPLEMENTING THE PLAN.....	12-1
TOWN OF BLACK CREEK – GOALS, OBJECTIVES, AND POLICIES	12-2
VILLAGE OF BLACK CREEK – GOALS, OBJECTIVES, AND POLICIES	12-8

TABLE OF CONTENTS

PLAN MAPS

TOWN OF BLACK CREEK TRANSPORTATION	5-8
VILLAGE OF BLACK CREEK TRANSPORTATION	5-9
TOWN OF BLACK CREEK UTILITIES & COMMUNITY FACILITIES	6-14
VILLAGE OF BLACK CREEK UTILITIES & COMMUNITY FACILITIES	6-15
AGRICULTURAL PRODUCTIVITY AREAS	7-2
SOIL TYPES	7-19
BUILDING SUITABILITY	7-20
SANITARY SUITABILITY	7-21
TOWN OF BLACK CREEK CURRENT LAND USE	9-11
VILLAGE OF BLACK CREEK CURRENT LAND USE	9-12
TOWN OF BLACK CREEK FUTURE LAND USE.....	10-17
VILLAGE OF BLACK CREEK FUTURE LAND USE.....	10-18

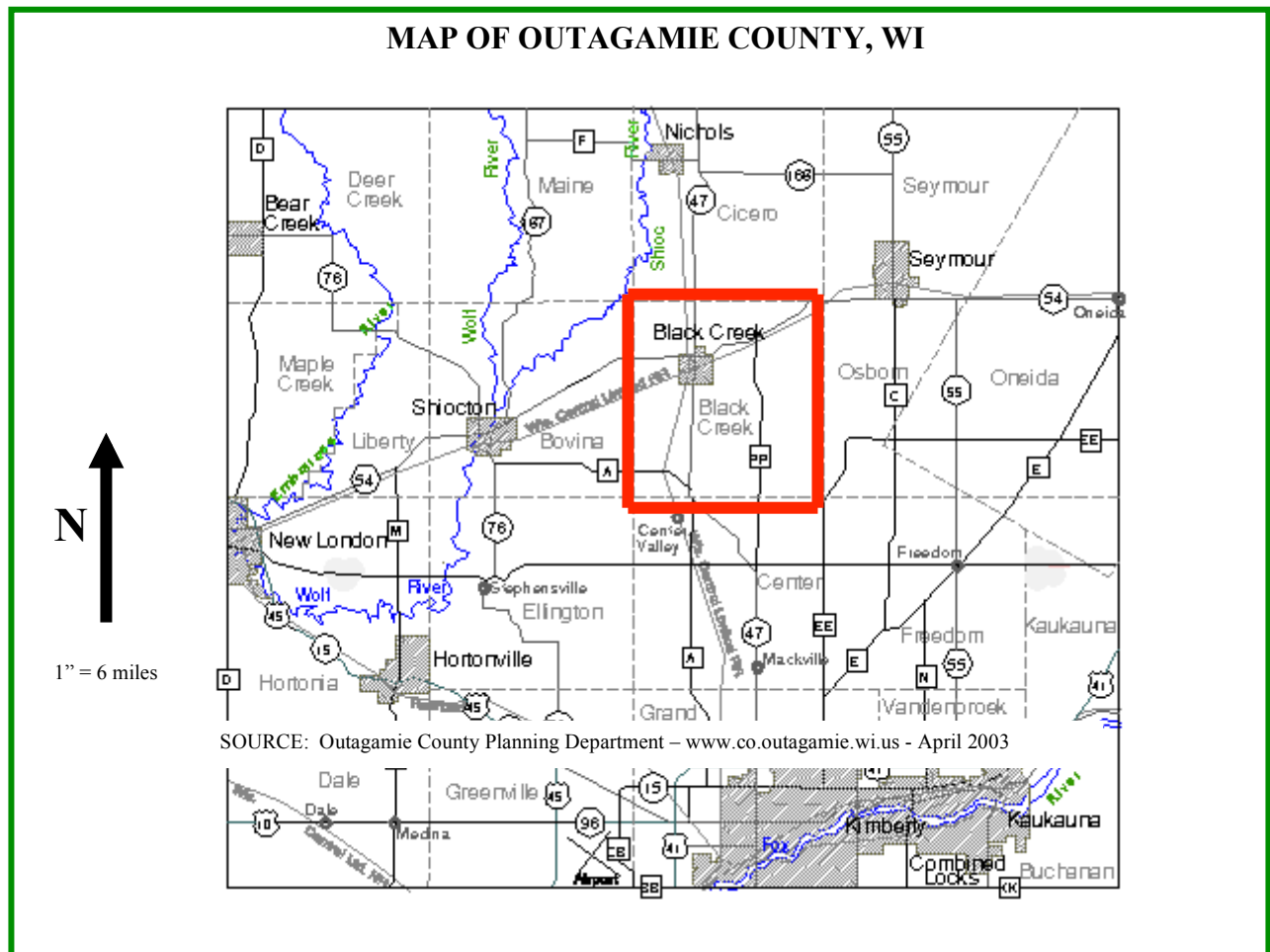
This page intentionally left blank.

INTRODUCTION

The Town and Village of Black Creek are located in central Outagamie County, Wisconsin. The Village is located in the north central portion of the Town. The Village offers an array of municipal services (i.e. schools, library, post office, etc.) in a quiet, friendly setting. As of the 2013 American Community Survey (ACS) the Village had a population of 1,311.

The Town enjoys a blend of family farming operations, woodlands, and rural residential development. The Township is approximately 36 square miles in size and was home to about 1,199 people as of the 2013 ACS. The Town of Black Creek shares borders with the Town of Cicero to the north, Town of Bovina to the west, Town of Center to the south, and Town of Osborn to the east.

STH 47 and STH 54 traverse the community and provide easy access to the Fox Cities and Green Bay. Most residents are only a 15-20 minute drive away from service and employment opportunities in nearby communities.



AREA HISTORY

The Town of Black Creek was created in 1851, when Outagamie County separated from Brown County. From its beginning, the Town of Black Creek has been a farming community. Today, farming is still important, but faces several challenges. In more recent decades, residential development has become more pervasive as people seek rural locations with easy access to the employment opportunities in the Fox Cities and Green Bay.

The Village of Black Creek was born under an alias on November 31, 1871. On that date, the county register's office in Appleton accepted and recorded a plat submitted by G.A. Randall, Dorr Clark and Thomas J. Burdick. The name of the proposed settlement was Middleburg. Why "Middleburg"? It could have been a reference to its location on the stagecoach route between Appleton and Shawano or its central location in Outagamie County.

At the time the village was being created, the railroad right of way had just been cleared and graded. Track had been laid and the first run was expected soon. In addition a state road running a mile west of the new village had been updated several times by the county board, providing new settlers easier access to the land north of Appleton.

The Village of Black Creek was incorporated in 1904. At the time it was a bustling a prosperous community – home to many businesses and nearly 450 residents.

Today, the Village stands at the crossroads of STH 54 and STH 47. Development along these corridors includes gas stations, a grocery store, restaurants, taverns and other local service businesses. The Village population has grown to more than 1,200 residents. However, the population gains by the Village have not kept pace with the rate of growth in the Town and Outagamie County. This plan is seen as an important tool to ensure the Village is a thriving community well into the 21st century.

HOW DID THIS PLAN GET STARTED?

In 2002, the Village of Black Creek and Town of Black Creek decided to initiate a multi-jurisdictional comprehensive planning process. To begin this effort, the Town and Village applied for comprehensive planning grant from the State of Wisconsin. The Town and Village learned in June of 2003 that their grant application was successful.

This decision to develop a Smart Growth Comprehensive Plan was made to ensure that the Town and Village will continue to have a say in land uses decisions after 2010, as is stipulated in the Wisconsin Comprehensive Planning Law (66.1001 Wis. Stats.). Town and Village leaders sought assistance from OMNNI Associates, a consulting firm based in Appleton, WI. OMNNI was selected to facilitate a community-based planning program including visioning, strengths and weakness identification, and the development of GIS-based maps. This community-based planning approach helped the community to identify and address important land use, resource protection and development issues facing Black Creek. The 2015 update process was facilitated by Community Planning & Consulting, a municipal planning firm located in Green Bay.

Why Develop a Multi-Jurisdictional Plan?

Early in the initial planning process, the Town and Village realized that to be successful in their planning efforts, it was imperative that they cooperate. The Village and the Town decided to work jointly in the development of their comprehensive plans. Working jointly on one Comprehensive Plan proved to be a cost-effective alternative to preparing separate plans. As a result of the success of the initial effort the two communities agreed to update the plan as a joint planning process.

WHY DEVELOP A PLAN?

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

WHAT'S INCLUDED IN THE PLAN?

This 20-year *Comprehensive Plan for the Town and Village of Black Creek*, includes four major components:

- A profile of the demographic, economic and housing characteristics
- An inventory and assessment of the environment, community facilities, and natural resources
- Visions, goals, objectives and implementation strategies
- A series of land use maps that depicts future land use pattern

The plan was developed under the authority of the Comprehensive Planning Law. The law requires that a 20-year comprehensive plan be developed and adopted by all units of government that wish to have a say in land use decisions. The law authorizes municipalities to prepare and adopt comprehensive plans, singly or in cooperation with other communities, to serve as guides for the development of their communities. The Smart Growth Law defines, for the first time, what is meant by a “comprehensive plan” in Wisconsin. It includes the following nine required elements:

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

DEFINITIONS

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

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

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

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

- Land Use
- Implementation

In addition, the state requires that these elements be developed in concert with Wisconsin's 14 goals for local planning. The goals include:

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
6. Preservation of cultural, historic and archeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient and economical transportation system that affords mobility, convenience, and safety that meets the needs of all citizens, including transit-dependent and disabled citizens.

PUBLIC INVOLVEMENT

The *Town and Village of Black Creek Comprehensive Plan* was developed in an environment rich with public input. To gain citizen understanding and support throughout the planning process, the public was

provided with a variety of meaningful opportunities to become involved in the process. Public input was facilitated through several meetings and activities and an internet web site. Copies of meeting agendas and attendance sheets, as well as, the *Public Participation Plan and Adoption Procedures* are provided in the appendices of this document. What follows is a description of some of the primary opportunities for public education and input in the planning program.

KICK-OFF AND VISION MEETINGS

Initial Plan Process

The Town “kick-off” meeting for the initial planning process was held on April 30, 2003 at the Town of Black Creek Hall. At that meeting, OMNNI Associates presented an overview of the planning process, and provided general information to the public about smart growth planning and its importance to the Town of Black Creek. The meeting concluded with a discussion of area values (presented at the end of this chapter) and a SWOT Exercise (presented in Chapter 2). Interested residents were advised on how they can keep informed about, and become involved with, the comprehensive planning process.

The Town hosted a Vision Meeting the following week on May 6, 2003 to discuss initial ideas for what the Town would look like in 20 years. An assignment developed by OMNNI was used to facilitate this discussion. The assignment had participants completing a series of statements to get an idea of what the Town would be like in 20-years. For example, one statement started, “*Looking down at the town from an airplane in 20-years one would see...*” This assignment allowed residents to be very creative in the way they looked at the Town.

The Village officially kicked-off the initial planning program on June 5, 2003 in the Village Community Room. The same activities completed at the Town “kick-off” meeting were repeated for the benefit of the Village. The Village Vision Meeting was held on June 12, 2003. Again, this meeting followed the same format as the Town meeting.

2015 Community Engagement Sessions

The 2015 update began with Community Engagement Sessions held at the Town Hall on November 20, 2014 and at the Village of Black Creek Community Center on February 2, 2015. Issues presented and discussed during the meetings included:

- Defining the role of the Comprehensive Plan
- Rationale for updating the plan
- Plan update timeline
- Updated demographic data for each community
- Visioning Session to guide the update process

Summaries of visions developed during the Engagement Session for each community are presented in Chapter 2: Community Profile.

JOINT PLANNING MEETINGS

The Town and Village Plan Commissions convened monthly to review draft text, maps, establish goals and establish priorities for plan implementation. Each of these meetings was duly posted and open to the public.

MID-COURSE MEETING

At the mid-point of the initial planning process, an informational meeting to share with the public what had been happening in the planning program and what was yet to be done was facilitated by OMNNI. At the meeting, OMNNI presented an overview of progress on the planning program, shared the vision statements developed by the Town and Village and encouraged the public to participate in the process to provide additional input.

MAP FORUM

At the map forum, a preliminary set of plan maps was displayed for residents, property owners and business owners to review and comment upon. This opportunity allowed residents to find “their property” and comment on what they liked or didn’t like about the maps they saw. This was also the first opportunity the Town and Village had to see the first *Draft Future Land Use Maps*.

OPEN HOUSE

The purpose of the plan “open house” was to display the plan maps and text in an informal setting. At the “open house,” there were no formal presentations, minutes, or voting. Rather, the maps and plan text were on display for interested residents to review at their own pace. The atmosphere was as casual as possible. Members of the Town and Village Plan Commissions and OMNNI staff were available to answer questions as needed. This meeting was a success in that it allowed the participants to share their ideas in a setting that was much less formal than the public hearing. As a result, more people were able to react to the plan than would have otherwise done so, if only a formal public hearing had been held.

Open houses were also held near the conclusion of the development of the 2015 update.

INTERNET WEB PAGE

The initial planning program was profiled on an interactive web page hosted on the OMNNI Associates Web Site. The page included meeting schedules, summaries of past meetings, draft maps and plan chapters, and general education materials about the Comprehensive Planning Law. The site was updated on a monthly basis to ensure that the information was current and would effectively inform the public. During the 2015 update process meeting schedules and summaries and copies of draft plan chapters and maps were posted to websites hosted by the Town of Black Creek, Village of Black Creek, and Community Planning & Consulting. Additional information was posted to the Community Planning & Consulting Facebook page.

INTERGOVERNMENTAL MEETING

As part of the initial planning program, the Town and Village hosted an intergovernmental meeting to present the draft *20-Year Town and Village of Black Creek Future Land Use Map* for initial comment and feedback. Existing or anticipated plans from neighboring units of government, school districts, Outagamie

County, the East Central Wisconsin Regional Planning Commission, WDNR and WisDOT were discussed in relation to the draft *Future Land Use Map*. A similar meeting was held during the 2015 update process.

VALUES

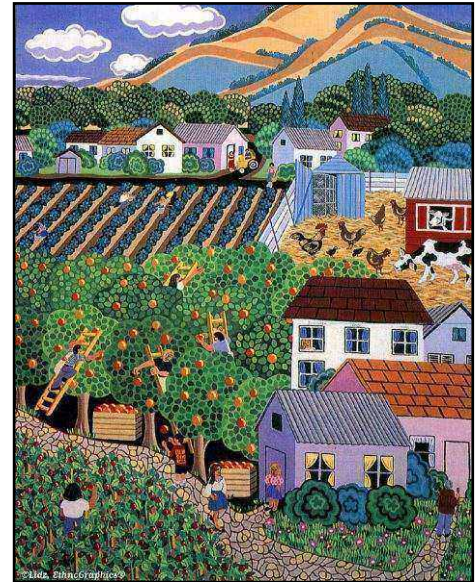
During the initial kick-off meetings, participants were asked to identify the values that influence residents to remain, take pride in, and become actively involved in the community. The complete list of those values is provided below. These value statements provided a clear direction for the development and implementation of the *Town and Village of Black Creek Comprehensive Plan*.

Town of Black Creek Values	Village of Black Creek Values
Town's rural atmosphere.	Small-community setting.
Central location in proximity to Green Bay and Appleton– close to employment, shopping, schools, medical facilities and churches.	Central location and highway access to Appleton and Green Bay.
Easy access to the amenities available in the Village of Black Creek.	The Village's "big city" services – library, video rental store, police and fire, grocery store, post office, etc.
Quality roads.	Quality schools.
Ease of transportation (i.e. can travel to places without having to drive through crowded cities).	Quiet, peaceful atmosphere.
Quality schools.	Sense of safety and low crime rates.
Superb fire and ambulance service.	The Village is a great place to raise children – lots of safe places for children to play and run and swim.
Quiet, peaceful environment.	Caring, friendly people.
Dark skies (i.e. no light pollution).	Clean environment and quality housing choices.
Slow population growth rate.	The Village has room to grow (for residential and industrial).
Sense of safety and low crime rate.	
Sense of community – everyone knows one another.	
Large lot size requirements (35 acres) to keep development to a minimum.	
The Town does not have a lot of industrial development.	
Exclusive Agricultural zoning.	

This page intentionally left blank.

INTRODUCTION

The Issues and Opportunities chapter provides the background information and the overall visions necessary to guide future development and redevelopment in the Town and Village of Black Creek. It includes an assessment of local strengths, weaknesses, opportunities and threats (SWOT) for the Town and Village of Black Creek. The community characteristics and general background information that form the basis for the Issues & Opportunities Element, is included in Chapter 3: Community Profile.



VISIONING PROCESS

To identify community issues and opportunities, a three-step process was utilized, which resulted in the development of individual vision statements for each of the nine required smart growth planning elements. This process included a community SWOT meeting, cognitive mapping and element vision development. What follows is a description of the activities and the major issues and opportunities identified during the development of the initial plan and its 2015 update..

SWOT MEETING

A SWOT meeting is a planning exercise used to get communities thinking about:

- Where they have been
- Where they are
- Where they want to be in the future
- How they want to get there.

The Town and Village of Black Creek held their SWOT Exercises on April 30, 2003 and June 5, 2003, respectively. The objective of the exercises was to find out how the Plan Commission members viewed various aspects of the communities including roads, utilities, housing, and quality of life issues, among others. OMNNI Associates, the Town's comprehensive planning consultant, facilitated each of the exercises.

The table that appears on the following page presented the results of the SWOT exercises. The numbers that appear in parenthesis indicate the number of people who voted for that particular issue.

Strength

Something that makes a community stand out when compared to other communities. Something that makes you proud to call the community home. A strength can be a physical asset, a program, or an environmental condition (i.e. friendly community atmosphere).

Weakness

Opposite of strength. Problem that needs to be addressed

Opportunity

Something that could be done to improve the community. A potential.

Threat

A threat may be internal or external. A threat can be anything that could jeopardize the future success of a community.

CHAPTER 2: ISSUES & OPPORTUNITIES

Table 2.1: Results of Town and Village of Black Creek SWOT Exercises.		
	Town of Black Creek April 30, 2003	Village of Black Creek June 5, 2003
Strengths	Location "Small Town" atmosphere Very good school system Good rating for Fire & Rescue Involved local government Available Housing Good farmland Low crime rate	Various businesses and churches to choose from Close to Appleton/Green Bay – central location Local medical services – doctor, dentist, chiropractor Decent infrastructure – streets, etc. Good police and fire departments Highways Opportunity for growth Parks People School Variety of housing
Weaknesses	No Town parks Lack of opportunities for various groups of young people* Limited of job opportunities Water quality Farmland loss to development* Ponds being created* Town vs. County vs. State Road maintenance and construction discrepancies Weekend traffic jams Wells being drilled Wetlands being filled	Lack of Industries Retaining businesses Housing – Need for more multi-family and low income Lack of community involvement STH 47 bypass
Opportunities	Availability of good well water Alternative use of farmland Business development at STH 47/CTH A interchange and along potential by-pass Development of a trail Farming – quality farming areas Planning to avoid farm and housing conflicts around Village Preservation of natural areas, including swamps Wind energy	Possibly the STH 47 bypass Room for residential growth Strengthen the downtown business community TIF developments
Threats	Expansion of Highway 47 to 4-lanes with interchange at CTH A Lack of operating dairy farms Over development Over-regulation Poor Agricultural Economy Rural sprawl/scattered housing development Unplanned Development Water Quality	Impact of the STH 47 bypass on downtown businesses Not growing/changing with the times State and County budget cuts
* Note: Responses presented during the development of the 2006 plan that may no longer be supported within the community.		

COGNITIVE MAPPING

A cognitive map, or mental map, is a map drawn by a person that geographically locates his or her memories, ideas and thoughts of a particular place. Since cognitive maps are based on individual's preferences and opinions there are no "right" or "wrong" maps. Cognitive maps are used to delineate

geographic areas of a community people like, dislike, frequently visit, feel are important, travel through regularly, feel safe, etc.

As part of the Mid-Course Meeting, the members of the Plan Commission and other residents in attendance were provided two maps of the Town of Black Creek. On the first map, participants were asked to delineate important travel routes and aesthetically pleasing areas of the Town. The most attractive places were colored in one shade, less attractive another, not attractive in yet another color.

On the second map, participants outlined those areas where they would like to see new commercial/industrial development, new residential development, new recreation areas and open space in the Town of Black Creek.

The maps, presented in Chapter 10, were used extensively in the development of the Future Land Use Maps presented later in that chapter. This approach helped to ensure that the Future Land Use Maps accurately reflect community concerns and priorities for the future.

VISION DEVELOPMENT

A visioning exercise was held at the Town Hall on May 6, 2003. The exercise involved completing a series of statements related to what the Town of Black Creek would look like in 20 years. The statements related to each of the nine (9) required plan elements. For example, participants were asked to complete the following statement, *“In 20 years, looking down from an airplane at the Town of Black Creek, one would see...”* OMNNI used the responses to develop draft vision statements, which the Plan Commission reviewed in July 2003. Each of the final vision statements is provided at the end of this chapter.

VISIONS

Rather than rely solely on a series of policy statements, the Plan Commission participated in an extensive visioning process to establish a framework from which to make future planning decisions for the Town of Black Creek. The result of this process was a vision statement for each of the nine required plan elements, including an overall vision statement. This process was critical to establish a unified vision for the Town of Black Creek and provide a direction and focus for the planning effort.

Below are the community vision statements, which represent the broad interests of Town residents, elected/appointed officials, business leaders and property owners. These visions establish the planning framework and a direction for subsequent planning efforts and decisions in the Town.

Supporting goals, objectives and program initiatives are described in Chapter 12 of this plan.

2015 UPDATE: TOWN OF BLACK CREEK KICK-OFF MEETING & VISIONING EXERCISE

The Town and Village of Black Creek held Community Engagement Sessions on November 20, 2014 and February 2, 2015, respectively. The meetings were facilitated by Jeffrey Sanders of Community Planning & Consulting. The first half of each meeting focused on the presentation of information related to the plan update process and included:

- Defining the role of the Comprehensive Plan
- Rationale for updating the plan

- Plan update timeline
- Updated demographic data for the Community
- Visioning Session to guide the update process

During the visioning sessions, Mr. Sanders led those in attendance through an exercise intended to visualize each community’s ideal future. Participants were asked to imagine that it was the year 2035 and describe, through a series of directed questions, how the community looks with respect to various land-use categories (housing, transportation, parks and recreation, etc.). The results of the visioning session will guide the development of amended plan chapters.

The visioning exercise focused on five general land use categories: housing, transportation, economic development, utilities & facilities (including parks and recreation), and preservation. The results of the exercise appear below and on the following pages.

Table 2.2: Results of Town and Village of Black Creek Visioning Exercises.		
	Town of Black Creek November 20, 2014	Village of Black Creek February 2, 2015
By 2035, housing includes...	Single-family homes Less housing, less demand Very limited multi-family More efficient	Single-family homes Subdivisions – larger lots, larger homes Upgraded ‘specific’ multi-family - retirement Apartments Mixed-use residential 1,800 sq. ft. houses on ¼-acre lots
By 2035, the transportation system includes...	Cars and trucks Senior buses, shuttles Reduced speeds on town roads Catering to farm equipment, bicyclists, pedestrians More accommodating of ATVs/snowmobiles No active RR lines [Highway] 47 bypass?	Off street parking Electric vehicles, plug-ins Charging stations Hydrogen, natural gas [fueled] Improved/expanded trail system UTVs/golf carts – roads, systems Transportation for seniors Drones Personal aircraft Bicycles Sidewalks, pedestrians Parking strategy
By 2035, economic development includes...	Agriculture, ag-related Organic agriculture Aquaculture Growing home-based businesses CSAs [Community Supported Agriculture]	New industrial park Mini-mall complex Businesses that cater to bike trails Guidelines to improve appearance of downtown Cheese factory Restaurants, food Destination business downtown Locally-focused business Hardware shop Brew house, meat market, coffee shops TIF Districts Attract new business – within and without ‘Village role’ in economic development, acquisition

CHAPTER 2: ISSUES & OPPORTUNITIES

By 2035, community facilities and park and recreational opportunities include...	Hi-speed/broadband internet Online/remote healthcare Hunting Increase in de-centralized energy production Shared park and rec services	Preserve and enhance existing parks Maintain trail, trail facilities Retirement facility Long-term viable schools Veterans' memorial Study/prepare future EMS needs New community building, Village Hall
By 2035, the Town/Village has successfully preserved...	Agriculture Rural character Open space Forests, woodlands Waterways Old barns 'Fallen Timbers' [Environmental Center] Trails Infrastructure Access to quality education Sense of safety Local government EMS [police, fire, rescue]	Parks, baseball history Stores Churches Brick's Supper Club Wagner's Market Cheese factory Maintain character of downtown – Look of old buildings, businesses, etc. We still "take care of each other" Salvation Army Middleburg Bakery Hotel Arlington Preserved [American] Legion building

This page intentionally left blank.

DEMOGRAPHIC PROFILE

The planning process for the Town and Village of Black Creek begins with a profile of the people who live, work and own property in the communities. The demographic profiles that are presented throughout this chapter analyze the size, composition, and trends of the population. This information is critical to forecasting the need for the development, community facilities, and services necessary to meet the needs of a growing population.



[Decennial Census vs. American Community Survey](#)

The information presented under the year ‘2000’ columns in the population tables that appear throughout this chapter is drawn from the 2000 US Census, the last to utilize the long survey census format. Beginning in 2010, the US Census Bureau distributed an abbreviated survey instrument that resulted in the collection of much more limited demographic data. The 2010 Census has since been supplemented with additional information gathered through the annual American Community Survey (ACS).

The ACS is an ongoing statistical survey by the U.S. Census Bureau that is sent to approximately 250,000 addresses monthly. It regularly gathers information previously contained in the long form of the decennial census. The data listed under the ‘2012’ or ‘2013’ columns in this chapter’s tables result from the most recent ACS survey for Wisconsin communities.

POPULATION TRENDS

The Town and Village of Black Creek have experienced slow but steady population gains since 1970, with a minor drop in the Town’s population during the past decade (see Table 3.1). In 2010, the combined populations of the two communities represented about 1.5% of the total population of Outagamie County, down from a high of 1.7% in 1980. The actual 2013 populations of the Town and Village, based upon the ACS, were 1,199 and 1,304, respectively.

Location	1970	1980	1990	2000	2010	Actual Change 1970-2010	% Change 1970-2010
Town of Black Creek	968	1,149	1,169	1,268	1,259	291	30.1%
Village of Black Creek	921	1,097	1,152	1,192	1,316	395	42.9%
Town’s Share of County Population	0.81%	0.89%	0.83%	0.79%	0.71%	NA	NA
Village’s Share of County Population	0.81%	0.85%	0.82%	0.74%	0.74	NA	NA
Outagamie County	119,398	128,730	140,510	160,971	176,695	57,297	50.0%

Source: WI Dept. Administration, Demographic Service Center and U.S. Census Bureau

Table 3.2: Population Projections, 2010-2040				
Year	Town of Black Creek		Village of Black Creek	
	Population	Persons Per Household	Population	Persons Per Household
2010	1,259	2.68	1,316	2.57
2015	1,250	2.62	1,325	2.50
2020	1,280	2.58	1,385	2.46
2025	1,300	2.54	1,435	2.43
2030	1,310	2.51	1,480	2.40
2035	1,300	2.48	1,500	2.37
2040	1,275	2.45	1,495	2.34
Actual Change 2010-2040	16	0.23	179	0.23

Source: Wisconsin Department of Administration, 2014.

Table 3.2 presents the projected population of each community through the year 2040. Population projections are developed by the Wisconsin Department of Administration Demographic Services Center (WDOA) and are based upon algorithms that consider past changes in population along with other county, state, and regional demographic and economic trends. WDOA projections tend to be conservative, with the majority of Wisconsin’s communities exceeding projected growth rates. In 2010, the Town and Village had 2.68 and 2.57 persons per household, respectively. This compares with 2.54 for Outagamie County and 2.50 for Wisconsin.

The information presented in Table 3.2 anticipates a steadily growing population for the Town and Village during the next 15-20 years followed by a decline. However, it is important to note that the accuracy of population projections tend to decline over time.

The Pros and Cons of Growth

Some residents may view growth and development as necessary and beneficial while others see them as threats to the “small town” character of the communities. Finding a balance between the ‘preservationists’ and ‘pro-growth’ advocates is a crucial component of every planning process.

An increasing population can have both positive and negative effects upon a community. Benefits may include an expanded tax base, additional consumer spending at local businesses, employment opportunities related to new home construction, and additional students in local school districts (with resulting increases in state and federal funding). Potential challenges may consist of strains on the current housing supply, increased costs of services (i.e., increased taxes), harmful effects to the natural environment resulting from unplanned or misguided development, and the loss of agricultural lands, among others. Population increases may change the culture of a community, in ways positive or negative depending upon how and where such growth occurs.

A primary purpose of this planning effort is to develop a community-supported strategy for addressing the challenges present today and those that must be faced during the next two decades.

POPULATION CHARACTERISTICS

The percentage of females to males was 47.9% to 52.1% in the Town and 50.1% to 49.9% in the Village as of the 2010 Census. Ninety-seven percent of Town residents identified themselves as white, with 96% of Village residents doing so. A detailed breakdown by race for each community is presented below.

Town of Black Creek

Stated Race	Number	Percent
White (non Hispanic)	1,215	96.5%
White (Hispanic)	5	0.4%
African American	2	0.2%
Asian	7	0.6%
American Indian or Alaska Native	7	0.6%
Native Hawaiian or Pacific Islander	0	--
Other	1	0.1%
Identified by two or more	22	1.7%

Village of Black Creek

Stated Race	Number	Percent
White (non Hispanic)	1,236	93.9%
White (Hispanic)	28	2.1%
African American	0	--
Asian	2	0.2%
American Indian or Alaska Native	19	1.4%
Native Hawaiian or Pacific Islander	0	--
Other	10	0.8%
Identified by two or more	21	1.6%

Figure 3.1a: Town of Black Creek – Population by Age Groups, 2000-2012

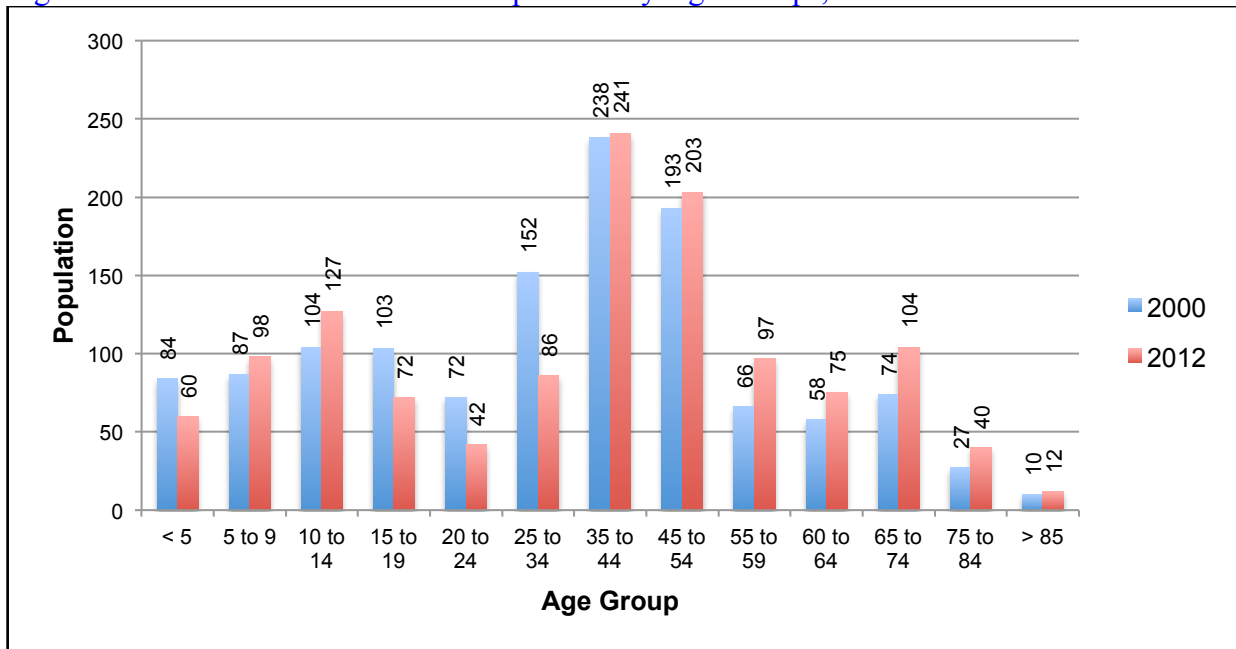
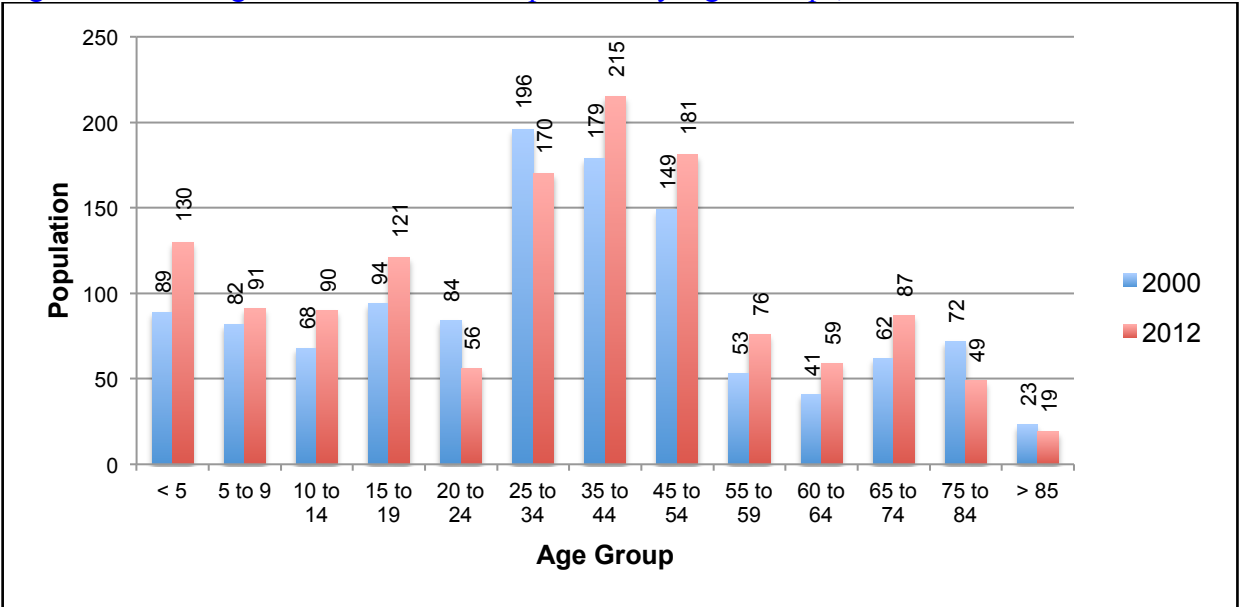


Figure 3.1b: Village of Black Creek – Population by Age Groups, 2000-2012



Note: The age groupings that appear in Figure 3.1a and 3.1b are those created from the tabulated results of the US Census and American Community Survey. Data related to alternative groupings (i.e., every five years, every ten years, etc.) are not distributed by through the Census.

Figure 3.2a: Town of Black Creek – Population by Select Age Groups, 2000-2012

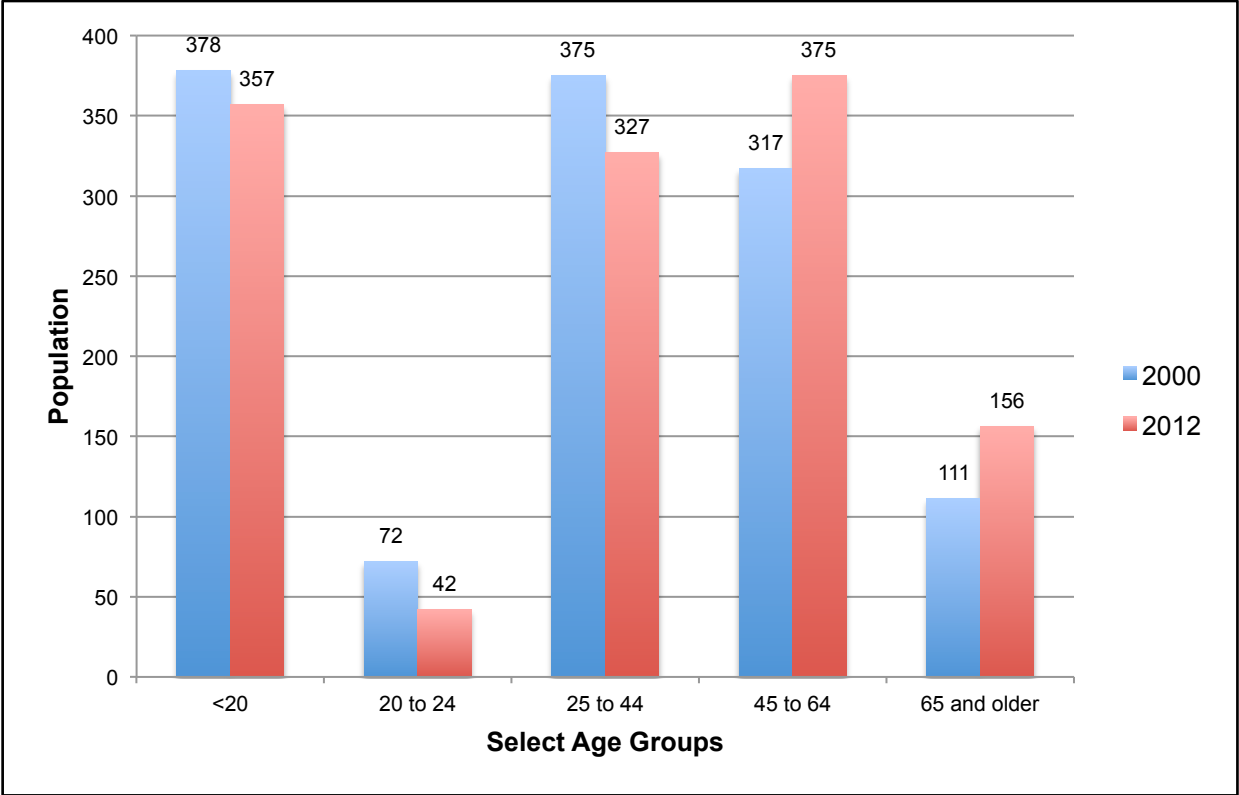
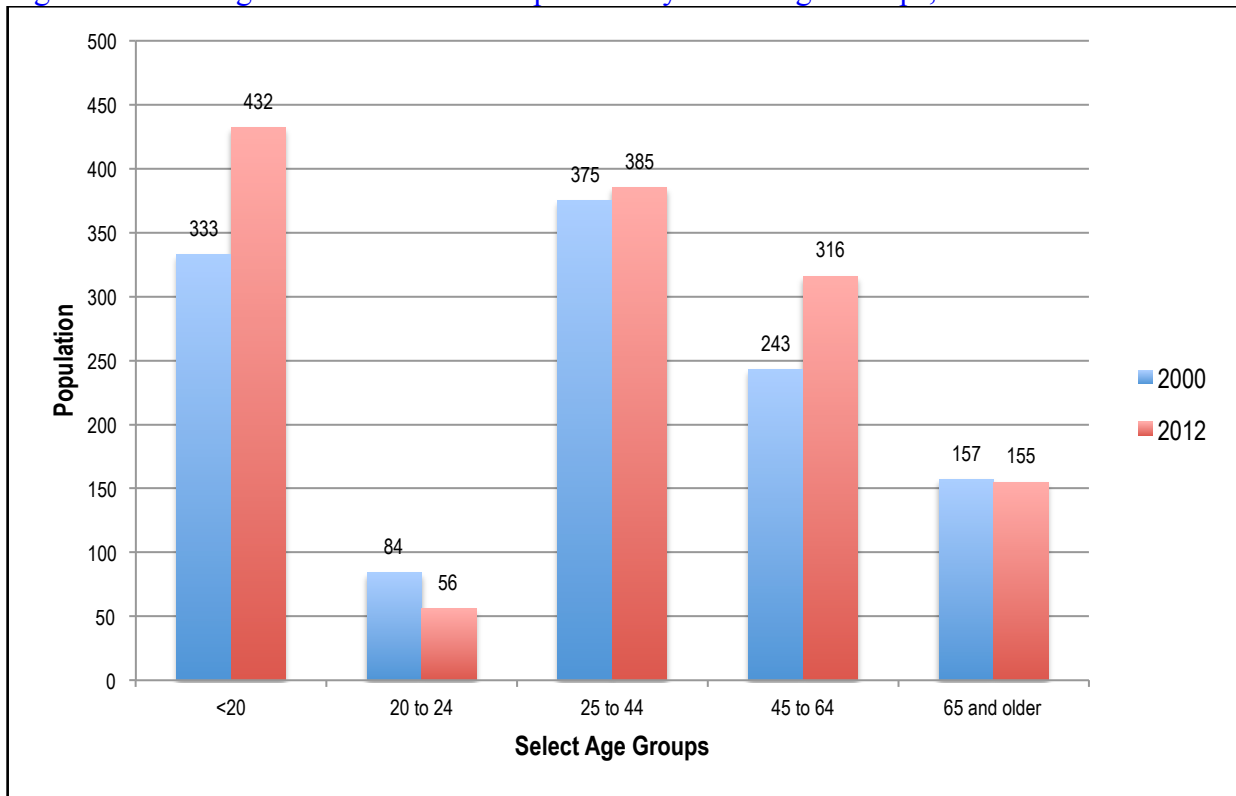


Figure 3.2b: Village of Black Creek – Population by Select Age Groups, 2000-2012



Figures 3.1a and 3.1b compare the population by census age group in the Town and Village for the years 2000 and 2012. Figures 3.2a and 3.2b present the same information combined into a select set of age groups beneficial for community planning:

- <20 – School aged children and young adults; residents dependent upon others for lodging, food, education, and most other needs; community needs include schools, play apparatus and sports fields/courts, safe pedestrian and bicycle facilities.
- 20 to 24 – Post high school young adults; job and career training (college, trades, military, etc.); somewhat dependent upon others for some needs; community needs include affordable housing, part- and full-time employment opportunities, multi-modal transportation systems, entertainment, coffee shops, high-speed/broadband internet access.
- 24 to 44 – Established adults; prime earning and spending years; traditional child-raising years; community needs include diversity in housing choices, safety, healthcare, dining alternatives, diverse retail, childcare services, career opportunities, banking and insurance.
- 45 to 64 – Mature adults; often “empty nesters”; community needs are similar to the 24 to 44 group with less emphasis on programs, facilities, and services for youth.
- 65 and older – Retirement-age; decreased earning; community needs include healthcare, multi-modal transportation opportunities, recreation, senior housing options.

HOUSEHOLD TRENDS

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

- A decrease in birth rate
- People waiting longer to get married
- An increased divorce rate
- An increase in the average life span (resulting in more elderly people living either alone or with a family member).

The number of persons per household in each community is decreasing (see Table 2). This is significant since a decrease in household size means that more housing units will be needed to support the population even if the overall population were to remain the same. While the populations of the Town and Village during the next twenty years are projected to increase by 3.2% and 14%, respectively, the number of total households is projected to increase from 469 to 525 (11.9%) in the Town and 513 to 634 (24.0%) in the Village. Additional information related to total housing units, particularly with respect to those added since the last ACS survey, are presented in Chapter 4: Housing.

EDUCATIONAL ATTAINMENT

The level of educational attainment in a community serves as a good indicator of the quality of life. Generally, a high level of educational attainment reflects a skilled population with higher earnings potential. It also allows a community to more effectively compete for the most sought-after industries, including technology and healthcare, among others.

Figures 3.3a and 3.3B on the following page provide a comparison of educational attainment in the Town and Village of Black Creek. Each column represents the percentage of the community that has reached its highest level of educational attainment within a given category for the years 2000 and 2012. For example, the educational attainment for 51.9% of the residents of the Town older than the age of 25 climaxed at a high school diploma (or its equivalency), whereas 91.8% of achieved *at least* a high school diploma.

As the charts demonstrate, both communities are becoming more highly educated. The percentage of residents with a 2-year, 4-year, or graduate degree each rose between 2000 and 2012, while the percentage of those without a high school diploma fell from 13.3% to 8.4% in the Town and 17.1% to 9.1% in the Village.

**CHAPTER 3:
COMMUNITY PROFILE**

Figure 3.3a: Town of Black Creek – Educational Attainment for Percentage of Population Age 25 Years and Older, 2000-2012

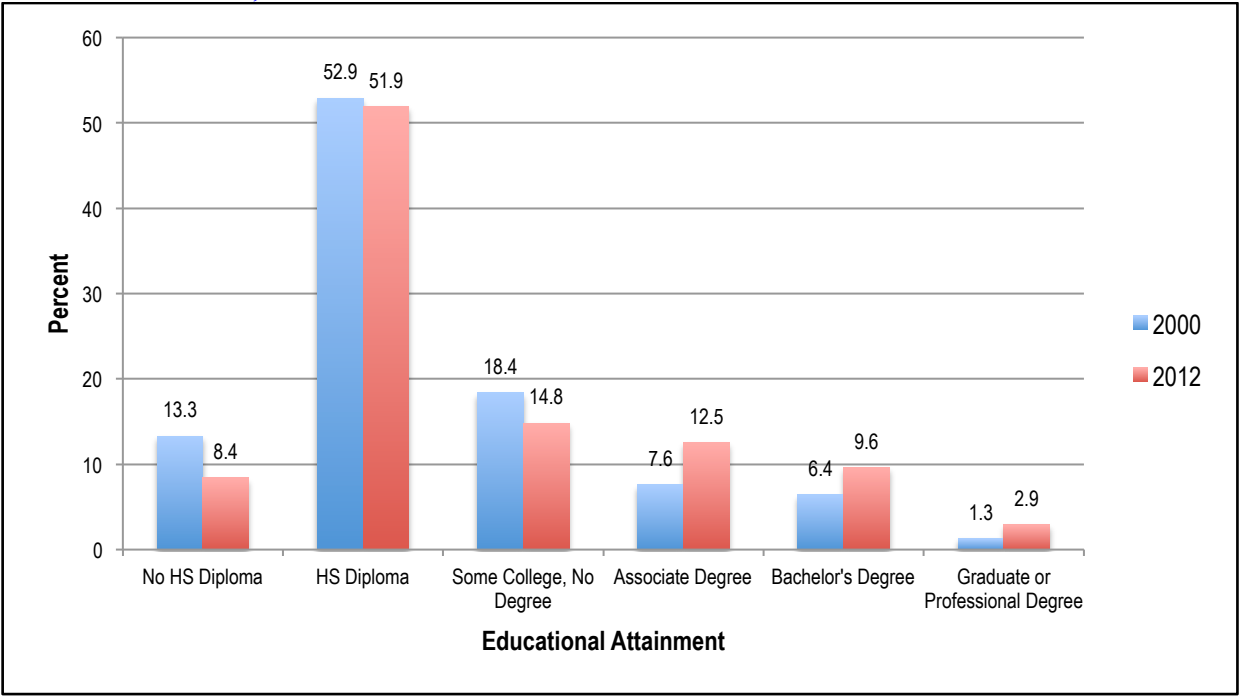
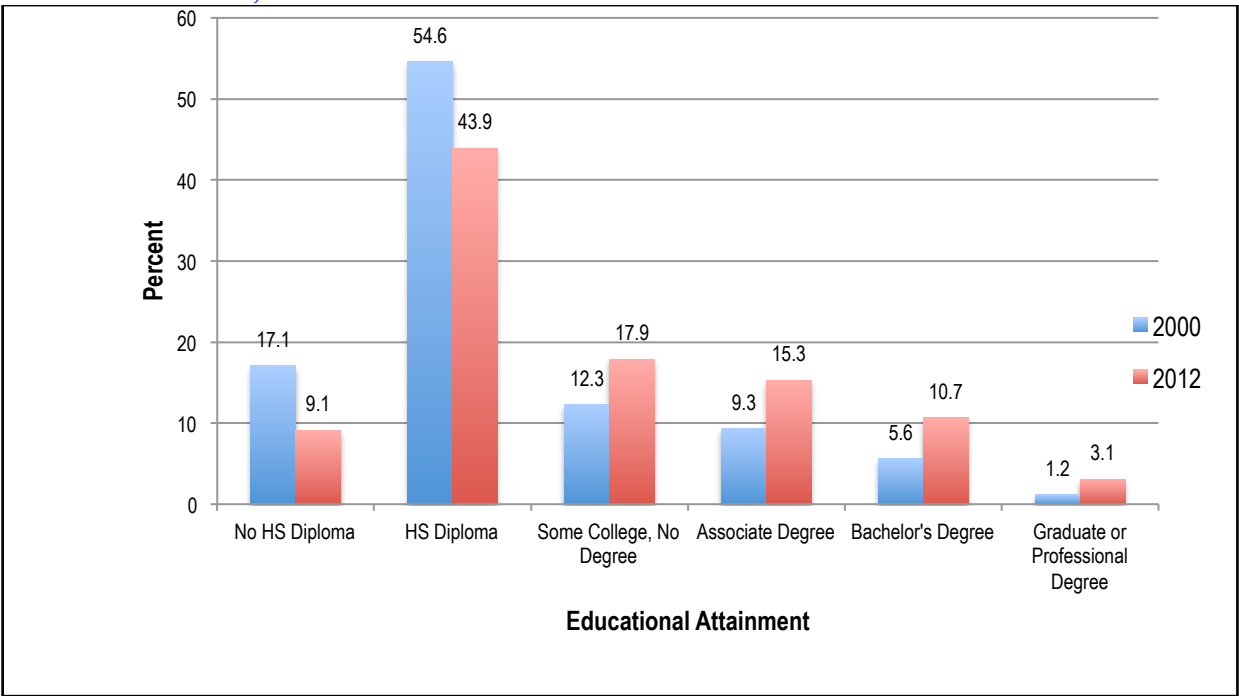


Figure 3.3b: Village of Black Creek – Educational Attainment for Percentage of Population Age 25 Years and Older, 2000-2012



ECONOMIC PROFILE

This section of the chapter profiles the local economic environment by presenting data and examining factors related to income, poverty rate, and employment. Economic conditions have a direct impact on the supply, demand, and costs of housing, infrastructure, and other services within a community. The information presented below and on the following pages offers a general description of key economic indicators as they exist today. For a more comprehensive look at the economy of the Town and Village please refer to Chapter 8: Economic Development.

Median vs. Mean Income

Census data related to income is reported as a median figure. This represents the middle point of all incomes reported. It is not the same as a mean (or average) income. For example, if four people reported their income at \$30,000 and one person reported their income at \$100,000, the median income would be \$30,000. In the same scenario, the mean income would be \$44,000, which does not accurately depict where the majority (i.e. four people versus only one) reported their income.

INCOME

The three most common categories of income used by demographers and economists to assess municipalities are per capita, median household, and median family. *Per capita income* is the sum of annual income divided by the total number of residents, including children and other groups of individuals who do not actually earn income. *Median household income* is the middle point of household incomes reported in a community (households include families, married couple households, and individual households). *Median family income* is the middle income reported by families.

	Per Capita Income		Median Household Income		Median Family Income	
	2000	2013	2000	2013	2000	2013
Town of Black Creek	\$20,481	\$24,787	\$53,472	\$60,556	\$59,196	\$62,344
Village of Black Creek	\$18,226	\$19,823	\$42,946	\$48,472	\$49,896	\$55,078
Outagamie County	\$21,943	\$27,396	\$49,613	\$56,433	\$57,464	\$71,327
Wisconsin	\$21,271	\$27,448	\$43,791	\$51,467	\$52,911	\$65,618

Source: 2000 U.S. Census; US Census American Community Survey, 2012.

Median household income (MHI) is the most widely used local income indicator. In contrast to per capita income, MHI accounts for the total income earned within occupied housing units in a community. Unlike median family income, the residents of the household do not have to be related to the head of the household for their earnings to be considered part of the household's income. The MHI for the Town of Black Creek exceeded that of Outagamie County and the State of Wisconsin in both 2000 and 2013. MHI for the Village during both years were slightly below the County average

POVERTY STATUS

Each year, the US Department of Health & Human Services (HHS) sets poverty guidelines for the nation (see Table 3.4 on the following page). The formula used to create the guidelines was originally developed in the early 1960s. It took the US Department of Agriculture's economy food plan for families of three or more persons and multiplied the costs by a factor of three. Different procedures were used to calculate thresholds for one and two-person households in order to allow for the relatively larger fixed costs that small family units face. Since its original

creation, the HHS prepares annual poverty guidelines based upon the previous year and updated for price changes using the Consumer Price Index.¹

[Town of Black Creek](#)

In 2000, 5.9% of families and 6.1% of individuals in the Town failed to breach the poverty guideline as defined by HHS. By the 2013 American Community Survey, those numbers had decreased to 4.4% for families but increased to 8.1% for individuals. Poverty levels in the Town of Black Creek as of 2013 include:

Category	Percent
All families	4.4%
Families with related children under 18 years	7.4%
All people	8.1%
Under 18 years	16.0%
18 years to 64 years	5.0%
64 years and older	7.3%

Persons in Family / Household	Poverty Guideline
1	\$11,670
2	\$15,730
3	\$19,790
4	\$23,850
5	\$27,910
6	\$31,970
7	\$36,030
8	\$40,090
For families/households with more than 8 persons, add \$4,060 for each additional person.	
Source: US Department of Health & Human Services, 2014.	

[Village of Black Creek](#)

In 2000, 5.2% of families and 7.1% of individuals in the Village failed to breach the poverty guideline as defined by HHS. By the 2013 American Community Survey, those numbers had increased to 9.4% for families and 13.2% for individuals. Poverty levels in the Village of Black Creek as of 2013 include:

Category	Percent
All families	9.4%
Families with related children under 18 years	16.2%
All people	13.2%
Under 18 years	18.2%
18 years to 64 years	10.9%
64 years and older	11.7%

[Outagamie County and State of Wisconsin](#)

Category	County Percent	State Percent
All families	5.8%	8.8%
Families with related children under 18 years	9.2%	15.1%
All people	8.7%	13.0%
Under 18 years	11.1%	18.1%
18 years to 64 years	8.0%	12.3%
64 years and older	7.7%	7.8%

¹ Source: US Department of Health & Human Services, <http://aspe.hhs.gov/poverty/index.cfm>, 2014.

LABOR FORCE

Table 3.5 presents the rate of employment and unemployment in Outagamie County from 2006 through 2013. In October 2013, the unemployment rate in Outagamie County was 6.4%, a 1.8% increase from 2006 but a decrease of 2.1% in the midst of the Great Recession. As of 2013, 90,571 residents of Outagamie County were employed out of a labor force of 96,713. This represents a *participation rate* of 93.7%. The participation rate indicates the number of people within the labor force who are actively employed (see Definitions at right).

Participation rates are the result of both economic and demographic conditions of an area. Job growth in Outagamie County during the past twenty years has consistently resulted in lower levels of unemployment than those found in the U.S. or Wisconsin. The high participation rate in the County indicates a diverse mix of employment opportunities and a population willing to work at those industries located in the county.

Definitions

Labor Force: The labor force is the sum of employed and unemployed persons who are 16 years of age and older and who are willing and actively seeking work. Institutionalized populations are not included in the labor force.

Unemployment: The actual unemployment rate is calculated by dividing the sum of the Labor Force by the total number of unemployed. The unemployment rate does not count those who have stopped looking for work.

Table 3.5: Civilian Labor Force Data for Outagamie County, 2006-2013								
	2006	2007	2008	2009	2010	2011	2012	2013
Labor Force	96,534	97,447	97,845	99,894	97,605	96,726	96,308	96,713
Employed	92,093	93,031	93,335	91,441	89,643	89,846	90,001	90,571
Unemployed	4,441	4,416	4,510	8,453	7,962	6,880	6,307	6,142
Unemployment Rate	4.6%	4.5%	4.6%	8.5%	8.2%	7.1%	6.5%	6.4%

Source: WI DWD, Bureau of Workforce Information. Local Area Unemployment Statistics Program, 2014.

EMPLOYMENT BY INDUSTRY SECTOR

Table 3.6a: Employment by Industry Sector in the Town of Black Creek, 2000 and 2012						
Sector	2000		2012		Change, 2000-2012	
	Number	Percent	Number	Percent	Number	Percent
Manufacturing	226	31.4%	217	28.0%	-9	-4.0%
Construction	85	11.8%	32	4.1%	-53	-62.4%
Educational services, health care, and social assistance	81	11.3%	130	16.8%	49	60.5%
Agriculture, forestry, fishing and hunting, mining	64	8.9%	106	13.7%	41	65.6%
Retail trade	60	8.3%	54	7.0%	-6	-10.0%
Finance, insurance, and real estate	42	5.8%	28	3.6%	-14	-33.3%
Transportation, warehousing, and utilities	36	5.0%	61	7.9%	25	69.4%
Other service, except public administration	33	4.6%	44	5.7%	11	33.3%
Professional, scientific, and management	32	4.4%	37	4.8%	5	15.6%
Arts, entertainment, and recreation	28	3.9%	51	6.6%	23	82.1%
Wholesale trade	19	2.6%	5	0.6%	-14	-73.7%
Public administration	10	1.4%	11	1.4%	1	10.0%
Information	4	0.6%	0	--	-4	-100%

Source: US Census Bureau, 2000; US Census Bureau-American Community Survey, 2013

Sector	2000		2012		Change, 2000-2012	
	Number	Percent	Number	Percent	Number	Percent
Manufacturing	206	31.5%	139	23.8%	-67	-32.5%
Educational services, health care, and social assistance	77	11.8%	95	16.3%	18	23.4%
Retail trade	73	11.2%	74	12.7%	1	1.4%
Construction	70	10.7%	68	11.6%	-2	-2.9%
Finance, insurance, and real estate	41	6.3%	15	2.6%	-26	-63.4%
Transportation, warehousing, and utilities	41	6.3%	38	6.5%	-3	-7.3%
Arts, entertainment, and recreation	30	4.6%	33	5.7%	3	10.0%
Professional, scientific, and management	30	4.6%	56	9.6%	26	86.7%
Other service, except public administration	23	3.5%	27	4.6%	4	17.4%
Wholesale trade	21	3.2%	15	2.6%	-6	-28.6%
Public administration	18	2.8%	10	1.7%	-8	-44.4%
Information	14	2.1%	6	1.0%	-8	-57.1%
Agriculture, forestry, fishing and hunting, mining	10	1.5%	8	1.4%	-2	-20.0%

Source: US Census Bureau, 2000; US Census Bureau-American Community Survey, 2013

Table 3.6a and Table 3.6b present a comparison of employment within industry sectors for the Town and Village in 2000 and 2012. Manufacturing remains the largest employer of residents for both communities; however, the sector employs seventy-six fewer people than it did in 2000. As of 2012, Education/Healthcare/Social Services is the second highest sector employing a combined 225 people. After Manufacturing, the greatest declines occurred within the Construction (-53), Finance/Insurance/Real Estate (-40), and Wholesale Trade (-20) sectors.

[Top Four Sectors – Growth in Population Employed, 2000-2012](#)

Town of Black Creek

- +49 Educational services, health care, and social assistance
- +41 Agriculture, forestry, fishing and hunting, mining
- +25 Transportation, warehousing, and utilities
- +23 Arts, entertainment, and recreation

Village of Black Creek

- +26 Professional, scientific, and management
- +18 Educational services, health care, and social assistance
- +4 Other service, except public administration
- +3 Arts, entertainment, and recreation

Top Four Sectors – Decline in Population Employed, 2000-2012

Town of Black Creek

- 53 Construction
- 14 Finance, insurance, and real estate
- 14 Wholesale trade
- 9 Manufacturing

Village of Black Creek

- 67 Manufacturing
- 26 Finance, insurance, and real estate
- 8 Information
- 8 Public administration

Table 3.7 compares the average annual wage by industry sector for Outagamie County and the State of Wisconsin. The sectors experiencing the greatest declines between 2000 and 2012 in the Town and Village of Black Creek are among those that provide the highest annual wage (manufacturing, construction, and finance). Table 3.8 lists the top ten employers in Outagamie County as of 2013.

Sector	Wisconsin	Outagamie County	County as Percent of Wisconsin
All industries	\$41,985	\$40,896	97.4%
Natural resources	\$33,047	\$32,938	99.7%
Construction	\$51,670	\$55,293	107.0%
Manufacturing	\$52,413	\$51,085	97.5%
Trade, transportation, & utilities	\$35,946	\$33,182	92.3%
Information	\$56,015	\$45,595	81.4%
Financial activities	\$58,493	\$54,112	92.5%
Professional & business services	\$49,451	\$40,977	82.9%
Education & health	\$43,781	\$48,032	109.7%
Leisure & other hospitality	\$15,221	\$12,598	82.8%
Other services	\$23,598	\$21,031	89.1%
Public administration	\$42,198	\$42,719	101.2%

Source: Wisconsin Department of Workforce Development, Workforce Training, QCEW, June 2013

Rank	Employer	Service or Product	Number of Employees
1	West Business Solutions, LLC.	Telemarketing bureaus	1,000 or more
2	TheDACare Group	General medical and surgical hospitals	1,000 or more
3	Thrivent Financial for Lutherans	Direct life insurance carriers	1,000 or more
4	Fox Valley Technical College	Junior colleges	1,000 or more
5	Faith Technologies, Inc.	Nonresidential electrical contractors	1,000 or more
6	County of Outagamie	Executive and legislative offices, combined	1,000 or more
7	St. Elizabeth Hospital, Inc.	General medical and surgical hospitals	1,000 or more
8	Nestle Pizza Services, LLC.	Frozen specialty food manufacturing	1,000 or more
9	Appleton Papers	Nonfolding sanitary food container mfg.	1,000 or more
10	The Boldt Company	Commercial building construction	500-999

Source: Wisconsin Department of Workforce Development, Workforce Training, QCEW, June 2013

STATE TRENDS²

The Wisconsin economy grew at a moderate pace in 2013 and will gain steam in 2014. The Wisconsin economy, as measured by personal income, grew 3.9% in 2012, just below the 4.2% growth nationwide. Wisconsin personal income should post growth of 2.9% in 2013 and will grow 4.0% in 2014. Employment in Wisconsin added around 30,000 jobs per year in 2012 and 2013. The forecast calls for increases of more than 40,000 jobs per year in 2014 and 2015. Wisconsin employment will grow 1.5% in 2014 and 1.7% in 2015 and 2016.

The forecast for Wisconsin and U.S. employment calls for an improvement of the recovery in 2014 and 2015. Several factors are in play to give some steam to the economic recovery: improved consumer sentiment and consumer spending, a recovering housing sector, and healthy exports growth. The state economy followed the national economy into the recession and it shows a similar pattern in the recovery. Total Wisconsin employment will return to its 2008 peak level of 2.9 million jobs by mid-2015. The national forecast expects the U.S. to recover its pre-recession employment level by late 2014.

² Text in this section was excerpted from the Wisconsin Department of Revenue, Wisconsin Economic Outlook: Winter 2014.

This page intentionally left blank.

INTRODUCTION

Traditionally, most towns and small villages have a high percentage of single-family homes, often with few other housing choices available. As new residents move in and the population ages, other types of housing must be looked at to provide the variety necessary to meet the needs of all residents. In developing the 20-year plan for the Town and Village of Black Creek, and its 2015 Update, the existing housing stock was reviewed and recommendations were made to meet the housing needs over the next 20 years. This chapter includes specific goals and objectives to ensure that local housing choices exist for all stages and conditions of life and the vision described below can be achieved.

HOUSING VISION

In 2035, the Village contains a wide variety of housing types, including multiple-family and senior housing, to meet the lifestyle, demographic and economic needs and desires of its residents. The Town maintains a mix of farm residences and single-family homes. Rural farming areas in the Town include a balance of exclusive agricultural areas, conservation subdivisions, historic farmsteads, and farmettes to accommodate the growth needs of the Town, provide profitable development options to landowners, and ensure a low-density rural landscape.

EXISTING HOUSING SUPPLY

TOWN OF BLACK CREEK

In 2000 there were 457 housing units in the Town of Black Creek. By 2013, the number had fallen to 454. Residential growth in the community has been concentrated along Town roads and is typically single home development on large lots. The housing supply in the Town consists almost entirely of single-family homes. However, single-family homes may not be suitable for everyone. Some people are not able to afford a single-family home. Others may not be able to physically handle the maintenance necessary to keep up a home and yard. Still others may simply prefer living in an alternative style of housing. Given the rural nature of the Town and limited facilities, it is not feasible to provide apartments, condominiums, and other higher density housing choices that would traditionally require water and sewer service. These types of housing options are available nearby in the Village.

The total number of rental-occupied housing units fell from 32 in 2000 to 25 in 2013. See Table 4.1 for a complete list of housing units by type in the Town of Black Creek as of the 2013 American Community Survey (ACS).

VILLAGE OF BLACK CREEK

In 2000 there were 519 housing units in the Village. By 2013 the community had added an additional 33 units bringing the total to 552 (an increase of 6.4%). The housing supply in the Village consists primarily of single-family homes with a mixture of multi-family and senior living options. Of the total units available in the Village as of the last Census, 497 were occupied units with 382 of those identified as owner-occupied. The remaining 115 were renter-occupied. See Table



Black Creek Estates – Village of Black Creek

4.1 for a complete list of housing units by type in the Village of Black Creek as of the 2013 American Community Survey (ACS).

Table 4.1: Total Housing Units by Type in the Town and Village of Black Creek, 2013				
Housing Type (Units in Structure)	Town of Black Creek		Village of Black Creek	
	Total Units	Percent of Total	Total Units	Percent of Total
Single Family Detached	436	96.0%	410	74.3%
Single Family Attached	0	--	9	1.6%
Duplex	2	0.4%	33	6.0%
3 or 4 unit	0	--	29	5.3%
5 to 9 unit	0	--	53	9.6%
10 to 19 units	0	--	9	1.6%
20 or more units	0	--	0	--
Mobile Homes	16	3.5%	9	1.6%

Source: US Census Bureau - American Community Survey, 2013

NEW HOME STARTS

During the past ten years the Town of Black Creek issued twenty-nine building permits for new home constructions. During the same period the Village issued thirteen. Table 4.2 presents the total number of building permits for residential construction annually for each year beginning with 2005.

Table 4.2: Total Building Permits for New Home Starts in the Town and Village of Black Creek, 2005-2014										
	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
Town	3	10	3	3	0	0	2	3	2	3
Village	0	5	2	1	2	0	0	1	1	1
Total	3	15	5	4	2	0	2	4	3	4

Source: Town of Black Creek and Village of Black Creek, 2015.

SENIOR HOUSING

Determining the need for senior housing in a community is not a simple task. Unfortunately, there are no clear formula or mathematical models available to determine need. This is largely due to the complexity of the marketplace. The majority of seniors in Wisconsin, in all age groups, live in their own homes or in mixed family congregate housing (e.g. apartments that have residents of all age ranges). This is true for seniors living in the Town and Village. The ability to remain in their own homes is enhanced by organizations and services that are becoming more common. Examples include: “meals on wheels,” parish nursing programs, home health care, etc. However, for a variety of reasons some elderly cannot or will not live in a private home or apartment, and will instead need to live in some type of senior housing arrangement.

There are no senior housing choices in Black Creek. Residents in need of nursing or retirement living environments must seek housing opportunities elsewhere. Fortunately, there are a wide variety of living options available in Outagamie and Brown Counties including: independent living condominiums, subsidized and non-subsidized independent living apartments, assisted living facilities and nursing facilities. The level of care offered to residents differentiates the facilities. The most intensive care environment is the nursing facility. The nearest facilities are located in the City of Seymour (Shady Acres, Good Shepard Nursing Home, and Meadowood Residential Care Apartments).

Between 2000 and 2012 the number of people aged 55 and older living in the Town increased from 235 to 328 (40.0%). The same population in the Village increased from 251 to 290 (15.5%). The demand for local senior housing options will grow during the next two decades. Options for addressing the demand are presented later in this chapter.

AGE AND QUALITY OF HOUSING STOCK

A good indicator of the quality of available housing in a community is the age of its housing stock. Table 4.3 lists the number of units and the corresponding percent of total housing stock by year built in the Town and Village. Nearly fifty percent of the homes in the Town and more than half of those in the Village were constructed prior to 1970 when modern building codes began to regulate new home construction. Many of these predate World War II and the post-war improvements in building construction (32.2% in the Town, 25.4% in the Village). While age does not indicate poor condition, it is assumed that older structures will require more frequent and expensive maintenance. However, there is a reason so many of these homes remain functional seventy-five or more years after they were constructed. Though they may not have been built to modern code they were built to last and they provide character to each community.



Restored Historic Home – 309 N. Maple
Village of Black Creek

Year Structure Built	Town of Black Creek		Village of Black Creek	
	Total Units	Percent of Total	Total Units	Percent of Total
2010 or later	2	0.4%	0	--
2000 to 2009	66	14.5%	57	10.3%
1990 to 1999	85	18.7%	50	9.1%
1980 to 1989	31	6.8%	62	11.2%
1970 to 1979	68	15.0%	85	15.4%
1960 to 1969	25	5.5%	76	13.8%
1950-1959	23	5.1%	46	8.3%
1940 to 1949	8	1.8%	36	6.5%
1939 or Earlier	146	32.2%	140	25.4%

Source: US Census Bureau – American Community Survey, 2013

A windshield survey of the Town and Village was conducted in the summer of 2003. Based on this assessment the following predominate types of homes were found:

- **Established Village Neighborhoods.** These areas include housing built on the original Village grid streets like Beech, Elm, Clark, Pine, Mary, Falk and Maple. Homes in these areas are modest in size and value. They were constructed mainly between the 1940s and 1980s. The condition of these homes vary from unit to unit, in some cases modest improvements (i.e. new roof, siding replacement, window replacement) and maintenance (i.e. painting) is necessary.



411 Mary Street – Village of Black Creek

- **Newer Village Subdivisions.** New residential development is found predominately in the south portion of the Village. New areas include Country Breeze Lane, Fieldcrest Lane, Meadow Heights Drive and High Ridge Lane. These homes, given their age, appear to be in excellent structural condition. They are constructed under current building, electrical, and plumbing code requirements.
- **Rural Subdivisions.** There are a couple subdivisions located in the Town. They are located off CTH PP and another one near CTH A near the intersection of STH 47. The subdivision along CTH PP is filling with newly constructed homes. The subdivision along CTH A has homes built in the 1980s. These homes were built to modern building, electrical and plumbing code requirements and are considered structurally sound.
- **Scattered, Rural Residences.** These homes are spread throughout the Town, primarily along Town Roads, where it is easier to secure a driveway permit (as compared to the state highway and county trunk highways). Some of these homes were built for the children of the farmer. Others were constructed more recently by outside purchasers. This type of development is not encouraged as it disrupts the rural landscape and creates potential conflicts with neighboring farmers. In many areas, exclusive agricultural zoning prevents this type of development from occurring. Most of the scattered, rural residences are concentrated along Twelve Corners Road and CTH A. These homes were built to modern building, electrical and plumbing code requirements and are considered structurally sound.
- **Historic Farmhouses.** The family farms in the rural areas of the Township include several examples of historic farmhouses.
- **Apartments and Duplexes.** A few apartment buildings and duplexes are located in the Village.



414 High Ridge Lane, Village of Black Creek



Rural Subdivision – CTH A & STH 47



Maple Street Mobile Home Park – Village of

OCCUPANCY

For a housing market to operate efficiently it must possess an adequate supply of available housing units for sale or rent. The supply must be sufficient to allow for the formation of new households by the existing population, to allow for immigration, and to provide opportunities for alternative housing resulting from a change in household size, status, or income. According to the US Department of Housing and Urban Development (HUD), an overall available vacancy rate of 6.5% (1.5% for owner-occupied; 5.0% for the renter-occupied) is required to allow for adequate housing choice among consumers. Low

vacancy rates indicate a shortage of available housing. High rates demonstrate an adequate supply, increased competition, and potentially lower housing prices.

Vacancy rates vary from one community to the next. The rate in Wisconsin as of the 2013 American Community Survey was 5.5% for rentals and 1.9% for owner occupants. Within Outagamie County, the rates were 4.7 and 1.9, respectively. The owner-occupied and rental vacancy rates for the Village of Black Creek were 17.9% and 2.3% in 2013. This indicates a large current supply of rental units and an adequate supply of owner-occupied units available within the community. The 2013 ACS indicated no vacancies for owner- or renter-occupied housing in the Town of Black Creek.

COST OF HOUSING

Table 4.4 compares median home values in the Town and Village of Black Creek with those of Outagamie County and the State of Wisconsin in 2000 and 2013. The median value of an owner-occupied home in Town following the 2013 ACS was \$190,500, an increase of nearly 58.1% from 2000. The cost of housing in the Village increased by 40.2%, from \$88,600 in 2000 to \$124,200 in 2013. By comparison, the median home values for the county and state increased by 47% and 49.9%, respectively.

The most probable reason for the large increases in median home values during the past decade was an overheated housing market, in Wisconsin and the rest of the nation. Were it not for the collapse of the ‘housing bubble’ in 2007 it is likely that the median value of owner-occupied homes would have been even higher. Wisconsin’s housing market outperformed the Midwest region and nation as a whole during the Great Recession. It is likely that historically low interest rates and federal tax incentives for new homebuyers resulted in increased home sales during the past three years though that information is not indicated within the ACS data.

Table 4.4: Comparison of Median Value of Owner-Occupied Homes in the Town and Village of Black Creek, Outagamie County, and State of Wisconsin, 2000-2013				
Municipality	2000	2013	Change, 2000-2012	
			Number	Percent
T. Black Creek	\$120,500	\$190,500	\$70,000	58.1%
V. Black Creek	\$88,600	\$124,200	\$35,600	40.1%
Outagamie County	\$106,000	\$155,700	\$49,700	47.0%
Wisconsin	\$112,200	\$167,100	\$54,900	48.9%
Source: US Census Bureau, Census 2000; US Census Bureau-American Community Survey, 2012.				

Three out of four single-family housing units in the Town of Black Creek in 2000 were valued at or below \$149,999 (see Table 4.5a). In the Village, more than seventy percent were valued at less than \$100,000 (see Table 4.5b). By 2013, nearly seven out of every ten units in the Town were valued at or above \$150,000, with four valued at a half-million dollars or more. For the Village of Black Creek, the total number of units valued below \$100,000 declined by more than fifty percent between 2000 and 2013. There were no homes valued higher than \$500,000 in the Village in 2000. By 2013, community gained nine units valued at or above that price with six of those valued at \$1,000,000 or more.

Table 4.5a: Comparison of Owner-Occupied Housing Units by Value in the Town of Black Creek, 2000-2013

Value	2000		2013		Change, 2000-2013	
	Number	Percent	Number	Percent	Number	Percent
Less than \$50,000	7	3.4%	9	2.1%	2	28.6%
\$50,000 to \$99,999	67	32.4%	27	6.4%	-40	-59.7%
\$100,000 to \$149,999	84	40.6%	92	21.9%	6	9.5%
\$150,000 to \$199,999	39	18.8%	122	29.0%	83	212.8%
\$200,000 to \$299,999	8	3.9%	106	25.2%	98	1,225.0%
\$300,000 to \$499,999	2	1.0%	60	14.3%	58	2,900.00%
\$500,000 to \$999,999	0	--	4	1.0%	4	--
\$1,000,000 or more	0	--	0	--	0	--

Source: US Census Bureau, Census 2000; US Census Bureau-American Community Survey, 2013.

Table 4.5b: Comparison of Owner-Occupied Housing Units by Value in the Village of Black Creek, 2000-2013

Value	2000		2013		Change, 2000-2013	
	Number	Percent	Number	Percent	Number	Percent
Less than \$50,000	18	5.9%	6	1.6%	-12	-666.7%
\$50,000 to \$99,999	199	65.0%	95	24.9%	-194	-97.5%
\$100,000 to \$149,999	71	23.2%	171	44.8%	100	140.8%
\$150,000 to \$199,999	14	4.6%	80	20.9%	66	471.4%
\$200,000 to \$299,999	2	0.7%	21	5.5%	19	950.0%
\$300,000 to \$499,999	2	0.7%	0	--	-2	-100%
\$500,000 to \$999,999	0	--	3	0.8%	3	--
\$1,000,000 or more	0	--	6	1.6%	6	--

Source: US Census Bureau, Census 2000; US Census Bureau-American Community Survey, 2013.

Tables 4.6a and 4.6b present a comparison of available rental units by value for the years 2000 and 2013 in the Town and Village, respectively. Both indicate that the cost of renting in the communities is rising. The median rent in the Town increased by 81% during the twelve-year period, from \$525 to \$950. In the Village the increase was a more moderate 27%, from \$471 to \$599. The disparity in median rent in the communities is largely attributed to the lack of multi-family housing within the Town.

Table 4.6a: Comparison of Rental Housing Units by Value in the Town of Black Creek, 2000-2013

Monthly Rent (excluding utilities)	2000		2013		Change, 2000-2013	
	Number	Percent	Number	Percent	Number	Percent
Less than \$200	2	7.4%	0	--	-2	-100%
\$200 to \$299	2	7.4%	0	--	-2	-100%
\$300 to \$499	4	14.8%	2	10.5%	-2	-50.0%
\$500 to \$749	11	40.7%	6	31.6%	-5	-45.5%
\$750 to \$999	4	14.8%	3	15.8%	-1	-25.0%
\$1,000 to \$1,499	0	--	4	21.1%	4	--
\$1,500 or more	0	--	4	21.1%	4	--
Median rent	\$525.00		\$950.00		\$425.00	81.0%

Source: US Census Bureau, Census 2000; US Census Bureau-American Community Survey, 2013.

Table 4.6b: Comparison of Rental Housing Units by Value in the Village of Black Creek, 2000-2013

Monthly Rent (excluding utilities)	2000		2013		Change, 2000-2013	
	Number	Percent	Number	Percent	Number	Percent
Less than \$200	13	%	7	6.1%	-6	-46.2%
\$200 to \$299	2	%	0	--	-2	-100%
\$300 to \$499	66	%	16	13.9%	-50	-75.8%
\$500 to \$749	56	%	79	68.7%	23	41.1%
\$750 to \$999	2	%	7	6.1%	5	250.0%
\$1,000 to \$1,499	0	%	6	5.2%	6	--
\$1,500 or more	0	%	0	--	0	--
Median rent	\$471.00		\$599.00		\$128.00	27.2%

Source: US Census Bureau, Census 2000; US Census Bureau-American Community Survey, 2013.

HOUSING AFFORDABILITY

Income is the primary factor, not price and availability, that determines housing affordability. Understanding housing affordability requires answering the question, “Does the cost of housing match the ability of residents to pay for it?” The most commonly used affordability calculator was developed by the US Department of Housing and Urban Development (HUD). The HUD method compares current income to existing housing costs.

Under HUD guidelines, housing is considered affordable when it costs no more than 30% of total household income, on a monthly and annual basis. Residents should be able to live in safe and decent housing for less than one-third of their household income. Families who pay more than 30 percent of their income for housing are considered cost burdened and may have difficulty affording necessities such as food, clothing, transportation and medical care.¹

Affordability

Beyond income and mortgage/rent costs, housing affordability also requires access to employment opportunities that provide a livable wage and a multi-modal transportation system that offers access to jobs, schools, healthcare, and other services. These issues are further discussed in Chapter 5: Transportation, Chapter 6: Utilities & Community Facilities, and Chapter 8: Economic Development.

Table 4.7: Percentage of Monthly Income Allocated to Owner-Occupied and Renter-Occupied Housing in the Town and Village of Black Creek, 2013

Percent of Income	Town of Black Creek		Village of Black Creek	
	Number of Households	Percent of Households	Number of Households	Percent of Households
Owner-Occupied Housing, with Mortgage				
Less than 20%	68	25.0%	74	30.6%
20% to 24.9%	45	16.5%	43	17.8%
25% to 29.9%	43	15.8%	35	14.5%
30% to 34.9%	29	10.7%	17	7.0%
35% or more	87	32.0%	73	30.2%
Total	272	100%	242	100%
Renter-Occupied Housing				
Less than 20%	5	26.3%	25	22.3%
20% to 24.9%	4	21.1%	23	20.5%
25% to 29.9%	2	10.5%	22	19.6%

¹ Excerpted from *Affordable Housing*, US Department of Housing and Urban Development website, 2015.

30% to 34.9%	0	--	4	3.6%
35% or more	8	42.1%	38	33.9%
Total	19	100%	112	100%

Source: US Census Bureau-American Community Survey, 2013

As of 2013, 42.7% of homeowners in the Town and 37.2% in the Village spent more than the HUD-recommended thirty percent of monthly income on mortgage payments. For renters, the numbers were 42.1% and 37.5%, respectively. By comparison, 27.3% of homeowners and 39.7% of renters in Outagamie County as a whole exceeded the HUD threshold.

HOUSING PLAN

The remainder of the chapter focuses on the categories of housing and forms of residential development that will allow the Town and Village of Black Creek to meet future needs. The pages that follow include a broad discussion of housing issues in the community, descriptions of various residential living alternatives, policy options to achieve housing goals, and a list of programs that can aid in achieving those goals.

The keys to achieving short- and long-term housing goals are diversity and flexibility, particularly in the Village of Black Creek. Diversity regarding the variety, cost, location, and style of available housing alternatives and flexibility in the manner in which future residential development occurs. A range of choices will allow a young family to rent, purchase a starter home, move into a larger home as the family grows, move to a smaller home when the parents retire, and move to an assisted living facility when the needs arises. Ideally, each of these transitions will occur within the Town and/or Village.

MANUFACTURED HOUSING

Manufactured housing is considered a viable affordable housing choice only if units are compatible in size, appearance and quality of area stick-built housing. Any manufactured housing unit must be constructed in accordance with local building and zoning restrictions. The manufactured home, once located on a property, *should* look like 70 percent of site built housing located within a half mile of it. In the Village, manufactured housing must have a similar roof pitch. Other requirements that should be considered include: attached garage facilities and placement on a foundation, basement, or crawlspace. Manufactured housing is far more affordable than site-built housing since homes are pre-constructed in a factory. This eliminates delays and improves efficiencies.

FLEXIBILITY IN LAND USE REGULATIONS

Current development patterns may fail to provide adequate housing choice in part due existing land use regulations. While local ordinances can achieve important development and planning goals, they may also prevent (or inhibit) the private sector from creating affordable housing and alternatives targeting singles, young families, and seniors. The removal of certain zoning and regulatory



Examples of Desirable and Affordable Manufactured Housing with attached garages, appropriate roof pitch, front porches, and located on a foundation, crawl space or basement.

barriers may eliminate the need for developers to procure variances and waivers through a lengthy (and costly in pre-development terms) planning process in order to create housing alternatives. Such regulatory barriers include minimum lot size requirements, minimum setback requirements, minimum square footage requirements, parking requirements, and prohibitions on accessory dwelling units or multifamily housing.² The zoning and subdivision ordinance are the two most effective land use tools available to local government. They are discussed in detail in Chapter 10: Future Land Use.

HOUSING FOR SENIORS

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

In recent years, a variety of alternative housing options for seniors and grants for retrofitting existing homes for disability access have become available. Although no one of these can be considered the preferred alternative, a combination of various housing types may provide a way for the Village of Black Creek to address the current and future challenges of providing adequate, affordable, and desirable housing for seniors. Among the various living options that might be appropriate for seniors in the Village are:³

- *Age Restricted Retirement Communities (ARRC)*. The ARRC is a desirable alternative for those that do not require assisted living and nursing care. Aging residents can benefit from a relaxed environment with similarly aged neighbors while avoiding the conventional maintenance and upkeep requirements that come with home ownership. Communities benefit from attracting active adult developments because they reduce the impact on the transportation network and schools while increasing tax revenue. The options available to create ARRCs include establishing senior housing districts in the zoning ordinance, utilizing planned unit developments or overlay districts, and offering density bonuses to willing developers under subdivision regulations.
- *Seniors Only Apartments*. For some seniors, selling their home and moving into an apartment may free equity that can then be used to supplement income, invest, or travel. The move frees seniors from home and yard maintenance. Living in a large senior complex may also afford a greater sense of security than living in a single-family home.

CONSERVATION SUBDIVISIONS

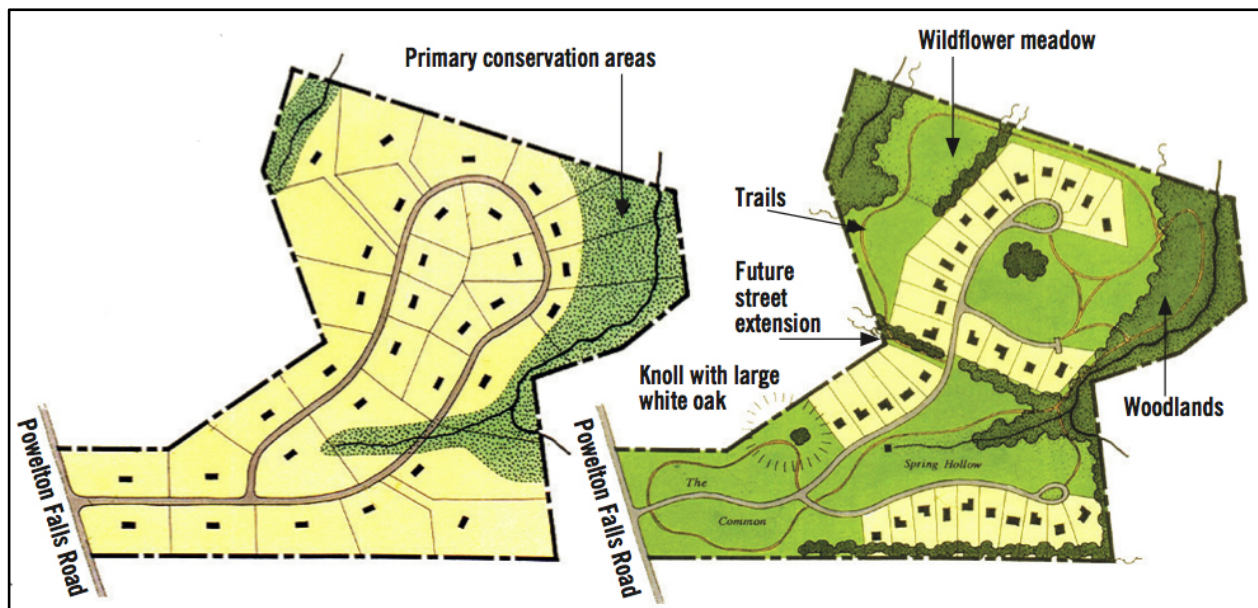
Residents view the Town and Village of Black Creek as special places to live. They do not want to see important natural features lost in order to make way for new residential and commercial development. However, the communities realize that additional homes will be necessary to meet the needs of a growing population. One method that may allow each to address these seemingly conflicting needs -- protecting

² Some of the text in this section was excerpted from *Affordable Housing and Smart Growth: Making the Connection*, Smart Growth Network and National Neighborhood Coalition, 2009.

³ Source: *American Planning Association Magazine*, December 2006.

the natural environment while allowing for additional residential development -- is through the use of conservation design for subdivisions.

Conservation subdivisions provide developers with a marketable alternative to conventional subdivision design. They allow for profitable and desirable development while simultaneously preserving the important natural and cultural features present on a given piece of property (woodland, farmland, historic structures, etc.). In a conservation subdivision, homes are clustered together on smaller lots so that the remainder of the parcel may be permanently preserved as open space or agricultural land. Typically, 40% or more of the site is protected through a conservation easement or similar method. Open spaces are maintained via a homeowners association or similar mechanism. Trails, community gardens, and other amenities are often included in the design of conservation subdivisions.



The images above compare a conventional subdivision (left) with a conservation subdivision (right). Both developments include 32 residential lots. The conventional subdivision adhered to a 2-acre minimum lots size, while the conservation development had a minimum lot size of one acre. By reducing the size of the lots, the developers were able to provide the same number of parcels while permanently preserving (through a conservation easement) important natural and cultural resources. The open space system in the conservation subdivision is accessible to everyone who lives in the development. Within the conventional development, the entirety of the area is parceled off with just eight having access to the woods.

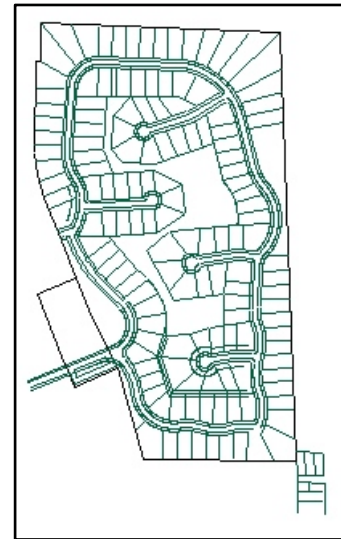
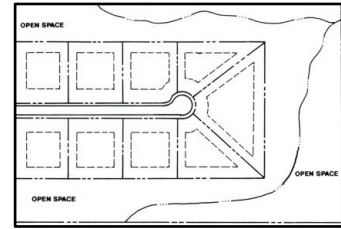
SINGLE-ACCESS SUBDIVISIONS

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

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

MIXED-USE DEVELOPMENT (VILLAGE)

Mixed-use development is the practice of allowing more than one type of use in a building or set of buildings, or incorporating complementary residential, commercial, and civic uses into a single parcel or adjoining parcels. It provides opportunities for an expanded and diversified housing supply. Mixed-use zoning sets standards for the blending of residential, commercial, cultural, institutional, and (where appropriate) industrial uses. It is closely linked to increased density, which allows for more compact development. Higher densities increase land-use efficiency and housing variety while reducing energy consumption and transportation costs. The mixed-use buildings that result can help strengthen or establish neighborhood character and encourage walking and bicycling.⁴



Courtesy American Planning Association

HOUSING PROGRAMS

The following pages describe the various federal and state housing programs that are available to aid the Town and Village in implementing the housing plan.

FEDERAL PROGRAMS AND REVENUE SOURCES

[U.S. Department of Housing and Urban Development](#)

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

[U.S. Department of Agriculture-Rural Development](#)

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

⁴ Source: *Zoning for Mixed Uses*, American Planning Association, 2010.

HOME Investment Partnerships Program

\$2.25 billion is included in the final economic stimulus package for the HOME Investment Partnerships Program. HOME provides formula grants to states and localities that are often used in partnership with local nonprofit groups to fund a wide range of activities that builds, buys and/or rehabilitates affordable housing for rent or homeownership or provides direct rental assistance to low-income people. Participating jurisdictions may choose among a broad range of eligible activities, such as: providing home purchase or rehabilitation financing assistance to eligible homeowners and new home buyers; building or rehabilitating housing for rent or ownership; or for "other reasonable and necessary expenses related to the development of non-luxury housing, including site acquisition or improvement, demolition of dilapidated housing to make way for HOME-assisted development, and payment of relocation expenses. The program's flexibility allows states and local governments to use HOME funds for grants, direct loans, loan guarantees or other forms of credit enhancement, or rental assistance.

HOME funds are awarded annually as formula grants to participating jurisdictions. HUD establishes HOME Investment trust funds for each grantee, providing a line of credit that the jurisdiction may draw upon as needed. The economic stimulus funds will be apportioned among the states based on the percentage of HOME funds distributed in fiscal year 2008. Housing agencies in each state will then distribute funds competitively to owners of projects who receive an award of low-income housing tax credits. Priority will be given to projects that can be completed within three years. Housing agencies shall commit not less than 75% of funds within one year of enactment and shall demonstrate that project owners will have expended 75% of the funds within two years and 100% within three years. Failure to meet these timelines will result in a recapture and redistribution of funds. Program funds are allocated to states and local housing authorities on the basis of a formula that considers the relative inadequacy of each jurisdiction's housing supply, its incidence of poverty, its fiscal distress and other factors. Funds are then awarded to homeowners on a competitive basis.

STATE PROGRAMS AND REVENUE SOURCES

Wisconsin Department of Administration–Division of Housing and Intergovernmental Relations

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

Wisconsin Housing and Economic Development Authority

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

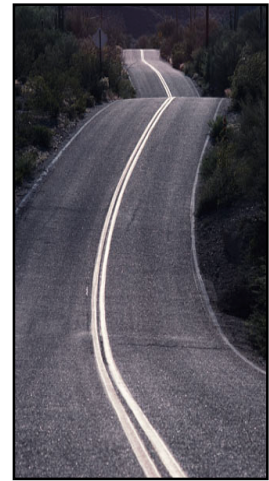
HOUSING GOALS, OBJECTIVES, AND POLICIES

Housing goals, objectives, and policies can be found in Chapter 12: Implementation.

INTRODUCTION

A community's transportation infrastructure supports the varied needs of its residents, local businesses, visitors, and through-traffic. This chapter summarizes the existing transportation system and, based on local input, provides a 20-year plan that will serve as a resource guide and implementation tool for creating a comprehensive multi-modal transportation system within the Town and Village of Black Creek.

A multi-modal system accommodates pedestrians, bicyclists, transit services, and rail travel in addition to motor vehicles. A diversified, well-balanced transportation system is a major factor affecting growth and quality of life. Planning for the various modes of transportation is one of the most important components of the Town and Village of Black Creek Comprehensive Plan. Opportunities for multi-modal enhancements to the current transportation system include bicycle and pedestrian facilities, equestrian facilities, *Complete Streets* planning, streetscape improvements and traffic calming, among others. Since the two communities span a relatively large geographical area, another important component of the plan is to maintain connectivity and a sense of community between the Town and the Village



This chapter provides information about existing transportation facilities, plans, and issues intended to aid the Town and Village of Black Creek in achieving their transportation goals.

TRANSPORTATION VISION

By 2035, Black Creek will welcome several significant transportation improvements (i.e. the widening of STH 47 and a new interchange at STH 47 & CTH A). The Town and Village use the Comprehensive Plan to ensure that development along these corridors does not deter from the rural character of the community.

Village residents enjoy well-maintained, paved streets with sidewalks in most areas. A network of quality local and county roads accommodate automobile and farm equipment needs in the Town. All residents enjoy easy and direct access to Appleton and Green Bay via STH 47 and STH 54.

Established local trails are an integral part of the transportation network and provide safe, efficient, and environmentally friendly transportation and recreation choices. The Town will evaluate the use of Town roads with respect to heavy vehicle traffic, ATVs, bicycles, and pedestrians.

INVENTORY OF EXISTING TRANSPORTATION FACILITIES

Transportation facilities in the Town and Village of Black Creek range from rural roads to state highways. Residents enjoy easy access to STH 47 and STH 54, which connect residents to Green Bay, Appleton and beyond. Opportunities for safe pedestrian travel are limited mainly to the Village, given a lack of sidewalks and trail facilities in the Town. Residents mainly rely on their personal vehicles to meet their transportation needs. Other modes of transit, including light rail and air transportation, are not available, nor are they likely to be developed in the next 20 years. Air transportation service is available to residents at the Outagamie County Regional Airport in Appleton and Austin Straubel Airport in Green Bay.

WALKING OPPORTUNITIES

Modern planning approaches recommend walkable neighborhoods to promote social interaction, community safety and physical fitness ideally located within ¼ mile, or a five- to ten-minute walk, of a destination point (i.e. school, shopping, park, church, etc.). Pedestrian opportunities vary greatly throughout the Town and Village. In the Town, most local roads have limited shoulder areas and the posted speed limits greater than 45 miles per hour. These conditions hinder safe pedestrian travel. Moreover, short site distances in some areas also present a danger to pedestrians.



Walking to places of work, shopping or entertainment is not realistic for most Town residents, given the low-density development pattern and that nearly all goods and services are located several miles away (in the Village and other nearby communities). This situation is not anticipated to change over the next 20 years. As a result, Town residents without access to vehicles face severe transportation challenges.

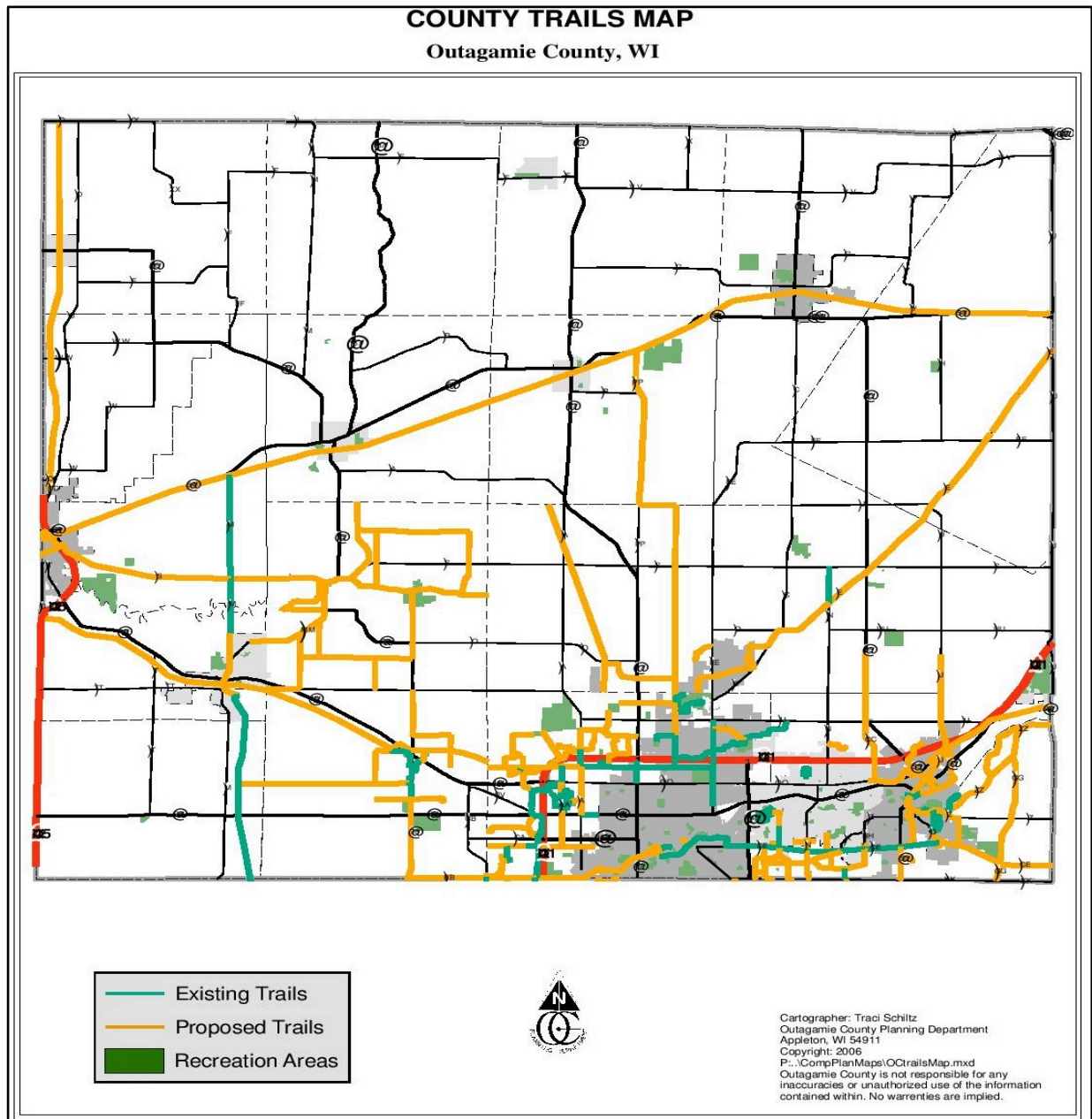
In the Village, sidewalks are common and speed limits are reduced in most areas. More importantly, the density and scale of development supports pedestrian travel throughout the community. Most Village residents enjoy this walkable environment; however, walkability may be less favorable in developments that extend outward away from the Village's center and other destination points. It is important that the Village consider pedestrian linkages when a new development is proposed to eliminate any negative impacts on the quality of life of residents living in the outermost neighborhoods.

TRAILS & CYCLING OPPORTUNITIES

In addition to recreational benefits, trails in northeast Wisconsin have been shown to increase property values for home located along established trail routes and increase exposure (and profits) for local businesses that have trail access.

Trails

The *Outagamie County Greenway Plan* (see map on following page) provides recommendations for bicycle and pedestrian trails in the county. The purpose of the plan was to identify desired trails and greenways in Outagamie County and provide connections between communities, existing parks, and other destination nodes. In 2015, the Outagamie County Planning Department created a 'Greenway Pilot Fund' to 25% reimbursement to local government for the design, engineering, acquisition, and development of trails and greenways. If the competitive grant program is deemed a success, it may be continued into future years.



In Black Creek, a trail route is recommended parallel to CTH PP between the southern limits of the Town and CTH B, and parallel to CTH B between CTH PP and the east side of the Village. This trail route would connect residents of the Village (via sidewalks) to trail routes extending south to the Fox Cities.

Long-term, a trail is also shown on the east side of the Village, extending north, across STH 54 adjacent to environmental corridor along Black Creek. The route extends north of the Village, across the width of the northern portion of the Town. This route is not supported locally due to issues with acquisition from private landowners, as well as, concern over the ability to locate trails in wetland areas. An alternative trail route is shown on the *Transportation Network Map*.

The Town and Village support the development of trails by the county. As such, trail locations have been included on the *Transportation Network* and *Future Land Use Maps*, including a trail route along the Wisconsin Central Limited railroad corridor (refer to the railroads section of this chapter for additional information about this segment.) The Town and Village also support additional trail connections to the Fallen Timbers Environmental Center.

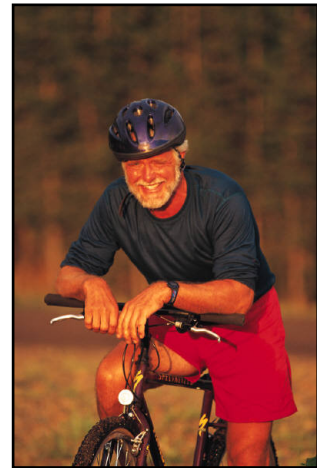
Snowmobile Trails

The Black Creek Railriders and the Dairyland Riders have snowmobile trails that pass through the Town and Village. The location of these trails is illustrated on the *Transportation Network Map*. These organizations work with local landowners and the Village to designate trail routes. They also maintain the trails each season.

Cycling

As part of its Corridors 2020 Plan, the Wisconsin Department of Transportation (WisDOT) completed a bicycling conditions assessment in conjunction with planned state highway priority corridors, to identify key linkages in Outagamie County (see the Outagamie County Wisconsin Bicycle Map on the following page). The map displays the rank of several roads in Outagamie County based on their appropriateness for bicycle traffic. These ratings are primarily based on:

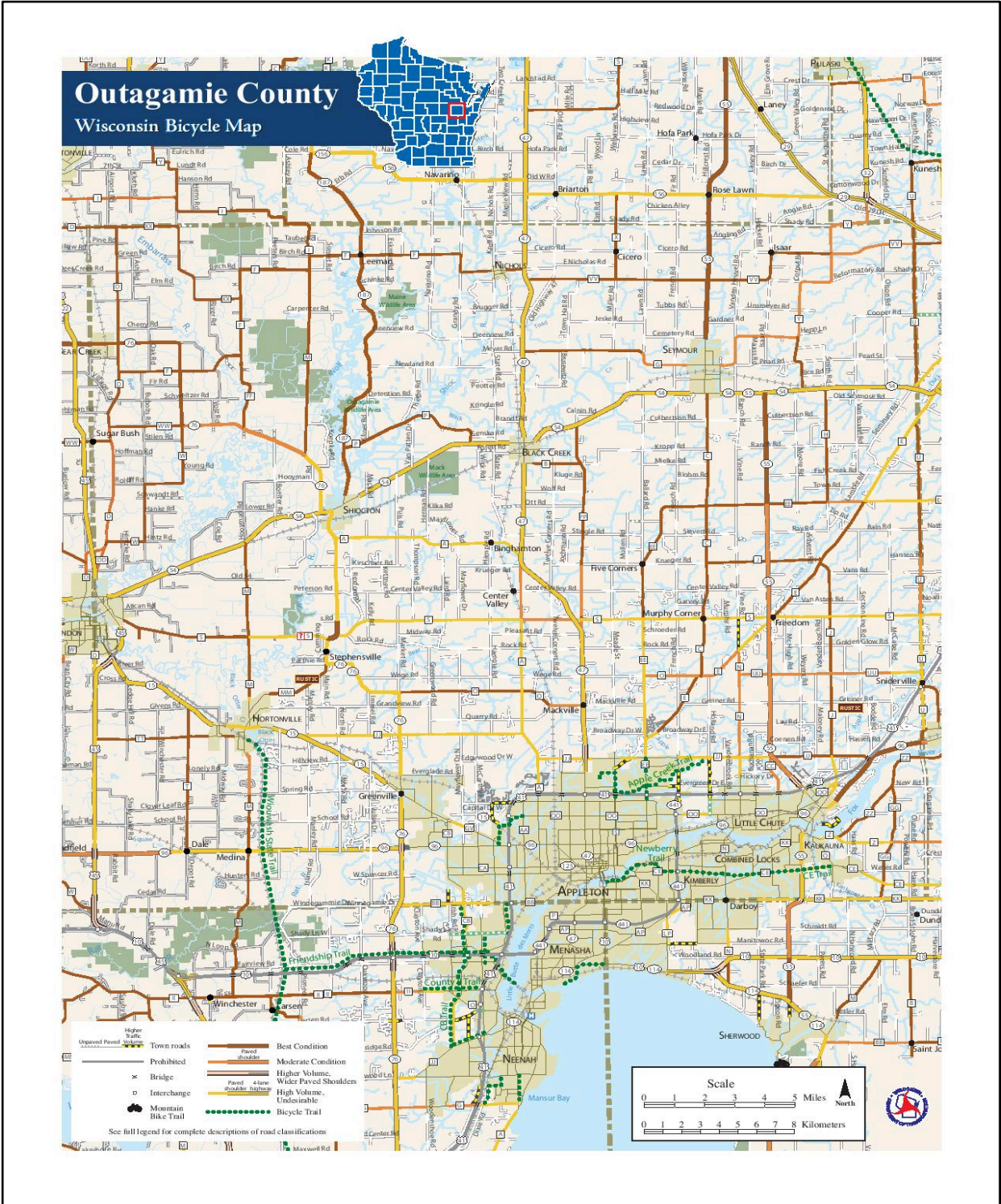
- Road width (i.e. ability to accommodate a shoulder path)
- Traffic volume
- Truck traffic as a percentage of all traffic (secondary consideration)
- Site distance restrictions (secondary restriction)



WisDOT limited the scope of its assessment to county and state corridors, and considers Town roads moderately acceptable for bicycling, given their limited traffic flows. However, due to the limited width and shoulder areas of these roads, they are not being considered “best.” WisDOT did not evaluate roads in the Village for bicycle traffic appropriateness.

WisDOT recommends that bicyclists be prohibited from STH 47 and STH 54 within the Black Creek Community. CTH PP is identified as a route that has moderate conditions in place for cycling. CTH B is the only road identified as having the best conditions for cycling in the Black

CHAPTER 5: TRANSPORTATION



Creek Community. All town roads in the Town of Black Creek are considered acceptable by WisDOT standards for cycling.

WisDOT suggestions for bicycle paths are not firm recommendations. The WisDOT suggestions for bicycle paths along county and town roads are simply suggestions. They are not firm recommendations. The *Outagamie County Greenway Plan* incorporates these recommendations and has additional bicycle and pedestrian trails in the county.

RAILROAD CORRIDORS

The Wisconsin Central Limited railroad (formerly the Wisconsin Central Railway, now owned by Canadian National) runs north - south through the Town and Village of Black Creek. This line extends between Thornton and Shawano. It provides the only rail link into Shawano. The maximum speed through the Town and Village is 35 miles per hour. According to the Federal Railroad Administration website, up to 6 trains per day (3 each way) operate on this line. A second railroad track, running east - west across the Town and through the Village has been abandoned and is currently being converted to a multi-use trail. There are no plans to establish additional rail corridors in the community. This situation is not anticipated to change over the life of the plan.

STREETS AND HIGHWAYS

Streets and highways are classified according to their primary function, either to move vehicles or to serve adjacent land. Arterials accommodate the movement of vehicles, while local roads are designed to provide direct access to individual parcels of land. Collectors serve both local and through traffic by providing a connection between arterials and local roads. Facilities classified under the Federal Aids Secondary System (county trunks and state highways) qualify for federal aid for capital projects involving construction, reconstruction or repair. State highway aid is available to communities for construction and maintenance. Aid cannot exceed 85% of expenditures based on a 3-year average.

Principal Arterials

STH 47 and STH 54 are classified as principal arterials in Black Creek.

Minor Arterials

Currently, there are no minor arterials in Black Creek.

Functional Classification

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

- **Principal Arterials** – serve interstate and interregional trips.
- **Minor Arterials** – accommodate inter-regional and inter-area traffic movements, often in conjunction with principal arterials.
- **Major Collectors** – provide service to moderate sized communities and other intra-area traffic generators. Many county trunk highways fall into this classification.
- **Minor Collectors** – these roads collect traffic from local roads and provide links to all remaining portions of smaller communities and other higher function roads.
- **Local Roads** – provide direct access to residential, commercial and industrial development.

Major Collectors

CTH A is considered a major collector in the Town of Black Creek.

Minor Collectors

CTH PP is a minor collector. CTH B is identified as a *future* minor collector between CTH PP and STH 47 on the *Transportation Map*.

Local Roads

The remaining roads in the community are local. They provide access to residential, commercial and industrial uses within the Town and Village.

All the roads described in this section are illustrated on the *Transportation Map* provided in this chapter. Available traffic count information at key intersections from Outagamie County is also provided on the map.

MASS TRANSIT

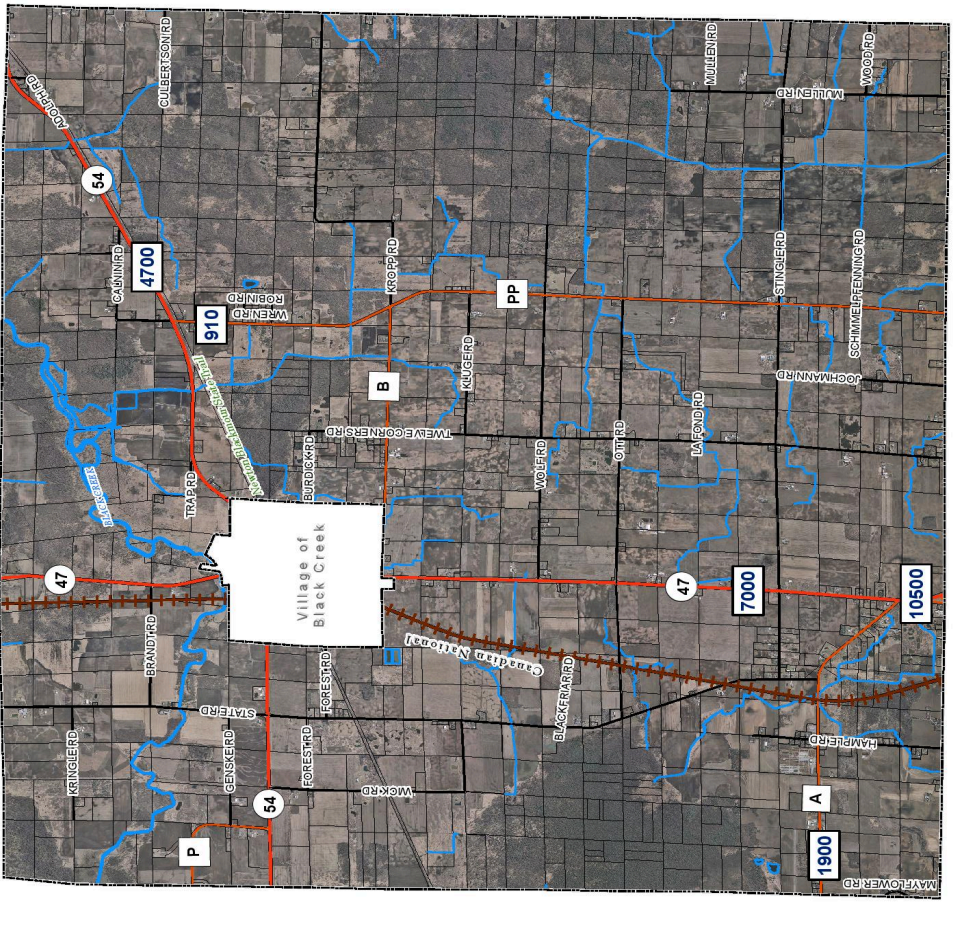
Mass transit via bus, high-speed rail, or other means is not available in the Town or Village. It is not likely to be established in the next 20 years given limited demand, low population density in the Town and a small overall population base. The current population and population density of the area cannot provide the ridership necessary to support a transit system. Neither the Town nor the Village has plans to establish transit service.

Outagamie County, through its Health and Human Services Department, provides door-to-door advance reservation transportation for all persons with disabilities and persons 60 years or older who reside in rural areas of Outagamie County (outside of the Fox Cities). This service is provided through a contract with Kobussen Buses, Ltd. Other (non-disabled or elderly) transit dependent residents (i.e. minors) must rely on the assistance of friends or family or hire private transportation providers to meet their transportation needs.

WATER TRANSPORTATION

The Black Creek, which flows across the northern portion of the Town, is the primary water feature in Black Creek. This creek is not deep enough or wide enough to support water-based transportation opportunities. The nearest major water access port is in Green Bay.

Town of Black Creek Outagamie County, Wisconsin

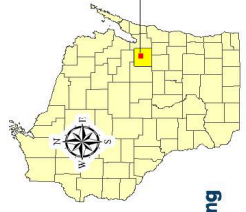


Transportation Map

- County Highway
- State Highway
- Town Roads
- Municipal Boundary
- Railroads
- Rivers & Streams
- Parcels
- Wisconsin DOT Traffic Counts

Created: 2/15/2015
Source: WisDOT, Outagamie County

The information shown on this map is for planning purposes only. It is not intended to be used as a legal document. The user assumes all liability for the use of this information. There is no guarantee of the accuracy of this data.



Village of Black Creek Outagamie County, Wisconsin

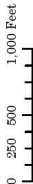


Transportation Map

- County Highway
- State Highway
- Roads
- Railroads
- Parcels
- Village Boundary
- Rivers & Streams
- 1234 Wisconsin DOT Traffic Counts

Created: 2/15/2015
Source: WisDOT, Outagamie County

The information shown on this map is for planning purposes only. It is not intended to be used as a basis for any legal responsibility of the user or to be used at their own risk. There is no guarantee of the accuracy of this data.



TRUCK TRANSPORTATION

STH 47 and STH 54 are the primary trucking routes through Black Creek. WisDOT has officially designated these corridors truck routes. This designation is based on the design of the roadway to withstand truck weight and traffic.

The Wisconsin Statutes define standards for the length, width and weight of trucks allowed on certain roadways to prevent road degradation and untimely maintenance. In Black Creek, the Town and Village do have the option of designating roadways as “Class B Highways” (see definition in box above). This can be done by ordinance.

CLASS B HIGHWAYS

Includes those county truck highways, town highways and city and village streets, or portions thereof, on which no person, without a permit, shall operate any vehicle or combination of vehicle and imposing wheel, axle, group of axels, or gross weight exceeding 60 percent of the listed capacity weight of the roadway. For additional information, refer to Wisconsin Statutes, Chapter 348.

At this time there are no Class B Highways in the Village. There are three Class B Roads in the Town:

- Ballard Road from STH 54 (the north Township boundary) south to CTH EE. The portion of this road through the Burma Swamp (from Mielke to Mullen Road) has year round posted weight limit of 6 tons.
- Twelve Corners Road from the Village Limits to the south Township boundary with the Town of Center.
- State Road from the north Township boundary shared with the Town of Cicero south to CTH A.

AIRPORTS

Residents of Black Creek have easy access to Outagamie County Regional Airport and Austin Straubel International Airport. Outagamie County Regional Airport is located three miles west of the City of Appleton in the Town of Greenville. The airport also offers fuel, charters, maintenance services, avionics services, aircraft sales/leasing/brokerage, hanger space rental, catering, pilot supply sales, courtesy transportation, parking and a flight school/flight training facility. Austin Straubel International, located 7 miles southwest of Green Bay, provides a full-range of air transportation services. It’s the third largest airport in the state of Wisconsin. It contains the physical facilities for up to 90,000 takeoff and landings annually, and serves approximately 370,000 commercial passengers and general aviation enthusiasts.

Runway Name	Length	Width	Surface Material
Outagamie County Regional Airport RWY 3-21	7,001 feet	150 feet	Grooved Concrete
Outagamie County Regional Airport RWY 11-29	6,501 feet	150 feet	Grooved Concrete
Austin Straubel RWY 6-24	7,699 feet	150 feet	Grooved Concrete
Austin Straubel RWY 18-36	8,200 feet	150 feet	Grooved Concrete

Source: AirNav.com

In addition to these major airport facilities there are two small airstrips located in the Town, neither of which is paved or lighted.

SUMMARY OF EXISTING TRANSPORTATION PLANS

WISDOT STATE HIGHWAY PLAN 2020

Wisconsin's State Trunk Highway system, consisting of approximately 11,800 miles of roads, is aging and deteriorating at the same time traffic is increasing. In response to this critical issue, WisDOT, in partnership with its stakeholders, developed the *WisDOT State Highway Plan 2020*, a 21-year strategic plan which considers the highway system's current condition, analyzes future uses, assesses financial constraints and outlines strategies to address Wisconsin's traffic movement and safety needs. The plan is updated every six years to reflect changing transportation technologies, travel demand and economic conditions in Wisconsin.

STH 54 and STH 47 are the only corridors in Black Creek impacted by the *WisDOT State Highway Plan 2020*. According to the plan, neither corridor is expected to experience a congestion problem. As a result, no major expansions or improvements are planned. However, this is not to say that the corridors will not experience an increase in traffic. To address this situation:

- WisDOT enforces access limitations along the corridors to limit the number of points of direct access to the highways. The theory being that each point of access creates a potential point of conflict along the corridor.
- WisDOT also encourages communities along the corridor to direct access to adjacent (intersecting) streets and develop additional internal road networks away from the highway to accommodate local traffic demands.

OUTAGAMIE COUNTY GREENWAY PLAN

Adopted in March of 1995 as an addendum to the *Outagamie County Outdoor Recreation and Open Space Plan*, the *Outagamie County Greenway Plan* is a guide for developing a trail network throughout the county with connections to trails in neighboring counties and beyond. The objectives for the plan include:

- To enhance the quality of life for residents of the county
- To provide additional recreation opportunities for the residents of the county
- To develop an alternative means of transportation through the county

Implementation of the plan began with the CE Trail in the eastern portion of Outagamie County. Work continues today with trail segments being developed through the Fox Cities.

MIDWEST REGIONAL RAIL SYSTEMS

The Midwest Regional Rail Initiative is a cooperative, multi-agency effort that began in 1996 and involves nine Midwest states (Indiana, Illinois, Iowa, Michigan, Minnesota, Missouri, Nebraska, Ohio, and Wisconsin) as well as the Federal Railroad Administration. The Midwest Regional Rail System Plan elements include:

- Use of 3,000 miles of existing rail right of way to connect rural and urban areas
- Operation of a hub and spoke passenger rail system
- Introduction of modern, high-speed trains operating at speeds up to 110 mph
- Provision of multi-modal connections to improve system access



The goal of the initiative is to develop a passenger rail system that offers business and leisure travelers shorter travel times, additional train frequencies, and connections between urban centers and smaller communities.¹

EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION²

The East Central Wisconsin Regional Planning Commission's (ECWRPC) primary role in highway corridor studies is to provide a multi-jurisdictional forum for stakeholders and promote coordination and cooperation between state and federal agencies, local units of government and the public. This includes public involvement and informational meeting activities and the creation of local advisory committees. The goal is to ensure that everyone that may be impacted by, or is interested in, the project is notified so that the opportunity to provide input and comment on the plan(s) is available.

ECWRPC's transportation program maintains long-range transportation planning studies, plans and programs as valid, up to date information that identify future needs, current priorities and available resources. The scope of the long-range plan has been expanded to include all modes of transportation. Thus, in addition to motorized transportation, the long-range plan also acknowledges the role of bicycles and pedestrians in meeting transportation needs. All modes are evaluated within a framework of alternative land use development patterns to determine the most effective mix of modal choices and land development practices to achieve the goals set forth in ISTEPA, TEA 21, SAFETEA-LU, MAP-21, Connections 2030, and other Wisconsin Department of Transportation (WisDOT) modal plans.

Long-range planning efforts are based on the collection and analysis of socioeconomic information. Continuing efforts to update with the year 2010 census data includes significant revisions to the transportation analysis zone (TAZ) and socioeconomic data structure based on the Block Boundary Suggestion Program and integration with the Census Transportation Planning Package (CTPP) at the

¹ Excerpted from Midwest Regional Rail Initiative website, 2015.

² Excerpted from East Central Wisconsin Regional Planning Commission website, 2015.

federal level. The program requires developing TAZs countywide where urbanized areas are present in the county. Land use, dwelling units, population, employment, motor vehicles, and traffic volumes continue to be compiled and integrated with census data when it becomes available. Population forecasting is ongoing in concert with the urbanized area’s sewer service area program and the 2010 census.

PASER RATING SYSTEM REPORT

All Town and Village roads are evaluated in accordance with WisDOT requirements using Pavement Surface Evaluation and Rating (PASER). PASER is a visual inspection system to develop a condition rating for community roads. It is an important tool for planning because it gives a picture of road conditions on all roads and can identify candidates for maintenance and rehabilitation. Surface defects, cracking and potholes are all examined during a typical PASER evaluation. Paved roads are rated 1 – 10 based on their condition. Gravel Roads are rated 1-5.

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

Gravel Roads	Rating	Need(s)
	Rating 5	no maintenance required
	Rating 4	good; routine maintenance
	Rating 3	fair; ditch improve. & culvert maintenance; gravel in some areas
	Rating 2	Poor; new aggregate; ditch reconstruction & culvert maintenance
	Rating 1	Failed; rebuilding

The Town and Village of Black Creek each maintain a record of PASER ratings for all roads within their respective jurisdictions. Please contact the Town or Village Clerk to obtain a copy of the latest PASER ratings.

TRANSPORTATION ISSUES

The land use patterns and transportation system in the Town and Village of Black Creek are largely oriented toward motorized vehicles. This section of the chapter identifies the major aspects of communities’ transportation network and recommends methods of developing it over the next 20 years to accommodate a comprehensive multi-modal transportation system.

STATE HIGHWAY 47

STH 47 is the primary means of access to the northwoods for residents of the Fox Cities and delays are increasingly common, particularly on weekends and over holidays. WisDOT utilizes *Level of Service* (LOS) categories to evaluate traffic loading on major transportation routes. The scale measures the amount of traffic that a roadway can accommodate and is based on factors such as maneuverability, driver dissatisfaction, and delay. LOS ratings range from A through F on a declining scale with ‘A’ being the

optimum level and 'F' being the least desirable. STH 47 through the Town and Village is currently classified as a LOS C roadway. Conditions on LOS C roadways include:

- Traffic flow still stable – no slow-and-go, no stop-and-go.
- Beginning of range of flow whereby the driver is significantly affected by presence of other vehicles.
- Maneuvering requires considerable vigilance by driver.

Options to address current and future conditions on STH 47 include:

- Requiring larger setbacks to accommodate roadway expansion. This will require revisions in the Town Zoning Ordinance to create an overlay highway setback zone.
- Supporting WisDOT efforts to limit the number of driveways on STH 47 and encourage property owners with access to consider managed access techniques (discussed later in this section) and the use of frontage roads.
- Directing local traffic toward CTH B to create a local collector that may eventually become a controlled (i.e. traffic light, roundabout, or other means) access point to STH 47.
- When feasible, requiring the development of additional roads in the Town and Village that provide access to existing Village, Town and County roads, rather than directing access to STH 47.
- Coordinating with WisDOT to install a right turn lanes for Stingle Road, CTH B & Burdick Street intersections with STH 47.
- Coordinating with WisDOT to study the intersection of STH 47 and Forest Street to consider the opportunity to establish a left turn lane on STH 47.
- Coordinating with WisDOT with respect to the intersections of STH 47 and Stingle and Ott Roads. These intersections may need grade separation (e.g. overpass/underpass), turn lane improvements, or possibly even cul-de-sacs to improve safety.
- Coordinating with WisDOT to improve the signal timing at the intersection of STH 54 and STH 47. The goal would be to provide a more specific program schedule to better accommodate weekend, packer game and other peak traffic demands.

MANAGED ROADWAY ACCESS

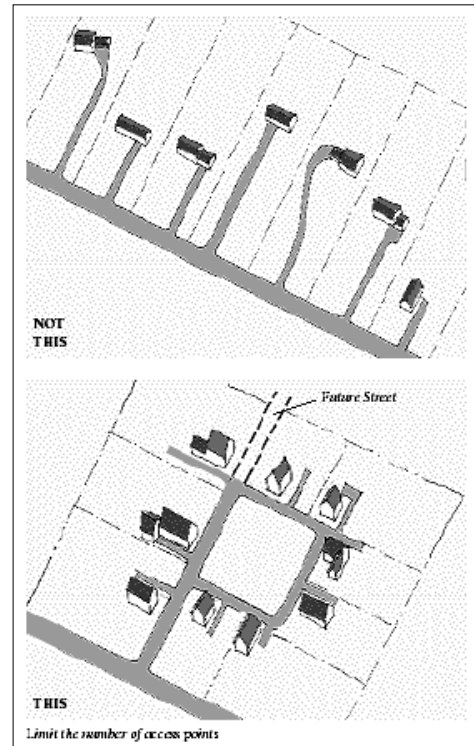
Another tool available to control traffic along STH 47 and STH 54, and to maintain rural roadside character along other Town and County Roads, is the use of access control techniques. Roadway access refers to the number of points of ingress and egress from a roadway. Managing roadway access points helps to promote safe and efficient travel and minimize disruptive and potentially hazardous traffic conflicts. Managed roadway access involves minimizing the number of driveways along a roadway and

establishing standards for driveway spacing. Rather than promoting driveway after driveway along rural roadways and highways, shared driveways are encouraged (see diagram).

This approach has the added benefit of limiting impervious surface and its associated impacts on groundwater quality. Driveway spacing is determined based on the posted speed limit, not property lines (See box).

POSSIBLE STH 47 BYPASS

During the development of the initial comprehensive plan the Town and Village understood that there was some potential for a STH 47 bypass, at least in the long-term. A bypass is not part of current WisDOT plans. Contact with WisDOT and ECWRPC in March of 2015 confirms that no funds are allocated for this project. The standard state approval process, including review by the Transportation Projects Commission (TPC), preparation of an environmental impact statement, design, and adding the project to the 6-year funding schedule would require at least 14-years from the moment of introduction. No such proposal has been introduced.



STH 47 AND CTH A INTERCHANGE

During the development of the initial comprehensive plan a concept design was developed for the STH 47 and CTH A interchange in the Town of Black Creek. This interchange would be a diamond shape and it is illustrated on the *Transportation Network Map*. The concept design was agreed upon by the Towns of Black Creek and Center, Outagamie County, and WisDOT. Although a report commissioned by WisDOT was completed in 2005, there are no plans to proceed with the project at this time.

LIMITED TOWN ROAD SHOULDER AREAS

Many roads in the Town of Black Creek have limited or no shoulder areas. Vegetation literally grows to the edge of the pavement in some areas. This situation presents some issues with stormwater drainage, pedestrian and cyclist use of the right-of-way, and limited sight distances. To address this issue, the Town should pursue a more aggressive brush removal effort to clean ditches. This effort will help to better control stormwater. Many surrounding towns have programs to annually (or semi-annually) clear ditches.

DOWNTOWN PARKING

The need for additional downtown Village parking was expressed as a concern at the on-set of the planning program. Given that the businesses along the corridor are built with no setback, if STH 47 is ever widened, parking will be lost. To address this concern several strategies can be pursued, including:

- Conducting a downtown parking study to understand parking demand and customer parking habits, with a focus on retaining the two-lane route through the Village.

- Identifying vacant lots to utilize for downtown parking.
- Pursuing opportunities to establish a parking district along the former double track segment of the Wisconsin Central Limited railroad right-of-way on the east side of STH 47.

INTERSECTION ACCESS AND SAFETY

There are three intersections in Black Creek that are of particular concern to residents.

- Stingle Road and STH 47
- Mary Street and STH 54
- STH 47 and CTH B

The intersection of STH 47 and Stingle Road has the highest accident rate in the Town. WisDOT has indicated that unless this situation changes, it is possible Stingle Road may be required to become a cul-de-sac. The Town does not believe this is a long-term solution to the issue, as traffic will simply move to the next intersection to the north (Ott Road) or south (CTH A). The Town believes that when the diamond interchange is constructed at CTH A, the accident rate at Stingle Road will probably increase.

The issue surrounding the intersection of Mary Street and STH 54 is the angle at which Mary Street intersects the highway. This angle presents a visibility issue. The safest way to address this issue, from a traffic control standpoint, would be to cul-de-sac Mary Street to eliminate the direct access to STH 54. This would push motorists to use Maple, Beech, Main, or Clark streets to access STH 54. An alternative would be to realign the intersection of Mary Street with STH 54. However, given existing development patterns (i.e. existing homes and businesses), as well as, the curve of STH 54 in this area this does not seem feasible. The situation should be monitored with respect to accident rates. If a pattern of elevated accident rates is determined, the Village should coordinate with area property owners to discuss the potential for a cul-de-sac.

The intersection of STH 47 and CTH B was identified as an intersection of concern by the fire department. During emergencies accessing STH 47 from CTH B has become very difficult, resulting in slower response times. It is strongly recommended that signs with signal lights (with flashing warnings lights during calls), or other mechanisms to slow traffic and improve emergency vehicle access be installed.

TRAIL DEVELOPMENT

The Town especially, but also the Village, is interested in improving opportunities for walking, cycling and snowmobiling. Presently, opportunities are limited. However, the *Outagamie County Greenway Plan* and the *Transportation Network Plan* illustrate potential trail routes. Currently, efforts are underway to convert the east-west Wisconsin Central Limited railroad right of way into a multi-use trail. Ideally, any trail network established would also provide trail access to the Fallen Timbers Environmental Center.

FARM TRAVEL NEEDS

The Town of Black Creek has historically been a farming community. The Town takes great pride in its farming operations and believes farming should be an important part of the Town's future. Modern agricultural operations often require farmers to access local roads with farm equipment. These large, slow moving vehicles may present a potential hazard for other motorists.

Wisconsin Implement of Husbandry

All farm equipment and custom operators are subject to the requirements of the Wisconsin implement of Husbandry law. Local government officials have the authority to pass resolutions or ordinances setting the maximum gross vehicle and axle weight limits for Implements of Husbandry and Agricultural Commercial Motor Vehicles operating upon roads under their jurisdiction.

STH 54 FLOODING

Where the Wisconsin Central Limited Railroad and STH 54 intersect, the highway is below grade. A pumping station is maintained at this location to keep water from accumulating on the highway. However, on occasion (during severe storms and if power is lost), the roadway becomes flooded. When this occurs, traffic is diverted to State Road and Brandt Road in the Town. Given the impracticality of raising the railroad tracks and the inability to raise the highway to a height that would be necessary to meet standards for train crossings, this situation is not anticipated to change.

TRAFFIC CALMING

Traffic calming is a method of street design, using physical measures (in concert with signage), to encourage people to drive more slowly. It creates physical and visual cues that induce drivers to travel at slower speeds. In essence, it is self-enforcing. The design of the roadway results in the desired effect without relying on enforcement or compliance with traffic control devices such as signals and signs.



Courtesy Autoevolution

While elements such as landscaping and lighting cannot force a change in driver behavior, they do provide visual cues that encourage people to drive more slowly. Traffic calming tools include edgelines, chokers, chicanes, traffic circles, speed humps, and raised crosswalks. In commercial areas, such measures can provide increased economic opportunities since drivers, once slowed down, are more likely to stop and shop than those driving at higher rates of speed.

Traffic calming as a transportation network tool would be most applicable along the more highly travelled streets in the Village. Although these techniques are viable options STH 47 and STH 54 within Village boundaries it would be difficult to secure WisDOT support for such efforts.

FUTURE COLLECTORS

The *Transportation Network Map* shows CTH B as a future collector street. This street was selected for the following reasons:

- It is accessible to the sanitary district and industrial park.
- It is accessible to both the Village and the Town so it can accommodate traffic (and development) from both communities.

To fully utilize CTH B as a future collector, the following potential improvements should be considered. Final improvement decisions would be based on specific traffic studies and available funding. Private developers, the Town, Village and County should finance these improvements.

- Provide acceleration lanes and right turn lanes along STH 47 at the intersection with CTH B.
- Provide a center left turn lane for traffic on STH 47 to access CTH B.
- Provide a right turn lane and center (left) turn lane on CTH B for traffic accessing STH 47.

It should be noted that Outagamie County is considering turning CTH B over to the Town/Village. If this action is taken it would provide more local control for signalization (including signals for emergency vehicles) at the STH 47 intersection and also provide the Village with more direct ability to negotiate with the railroad with respect to future crossings if CTH B is extended to State Road as is illustrated on the *Transportation Network Map*.

To support the use of CTH B as a future collector, the *Future Land Use Maps* direct most Town residential development toward this corridor by encouraging development within (not simply along existing roads) sections 15 and 16. The plan also encourages any non-residential development in the Town to locate along frontage roads developed adjacent to STH 47 with access provided to CTH B. Likewise, this plan encourages Village growth from the southern half of the Village extending to the east and west. A new north-south collector is also shown on the east side of the Village between Burdick and CTH B. This route will become increasingly important as additional subdivision development occurs on the east side of the Village.

RAILROAD ABANDONMENT

The potential exists over the long-term for the north-south railroad line passing through the Town and Village of Black Creek to be abandoned. Currently, this railroad corridor accommodates 6 trains per day. The route extends from Thornton to Shawano. North of Shawano the line has been abandoned. It is *possible*, but not currently probable, that maintenance costs of this line, combined with the limited number of trains passing through, *may* eventually cause the railroad to consider disinvestment and abandonment.

If this railroad corridor were to be abandoned, an opportunity exists to convert the railroad right-of-way to a vehicle route through the Village. While not a by-pass, this route could provide a right-of-way that could accommodate traffic through the Village. Moreover, as an existing railroad right-of-way, this corridor:

- Already crosses the wetlands that are a challenge to the development of a by-pass.
- Has a grade that can accommodate traffic.

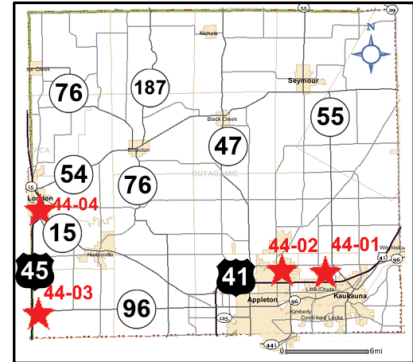
- Is located in close proximity to STH 47 so merging traffic back to STH 47 is somewhat easier than the challenges presented by a new by-pass.

PARK AND RIDE

Park and ride facilities allow commuters to park personal vehicles at no cost and share rides with others travelling to the same destination. Outagamie County currently has four park and ride facilities available for commuters (see map at right). A fifth facility would be desirable in Back Creek.

TRANSPORTATION GOALS, OBJECTIVES AND POLICIES

Transportation goals, objectives, and policies can be found in Chapter 12: Implementation.



This page intentionally left blank.

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.

CHAPTER 6: UTILITIES & COMMUNITY FACILITIES

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

CHAPTER 6: UTILITIES & COMMUNITY FACILITIES

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.

CHAPTER 6: UTILITIES & COMMUNITY FACILITIES

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 wells¹, 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.

CHAPTER 6: UTILITIES & COMMUNITY FACILITIES

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.

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.



Lake Park, Village of Black Creek

CHAPTER 6: **UTILITIES & COMMUNITY FACILITIES**

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.

CHAPTER 6: UTILITIES & COMMUNITY FACILITIES

Tri-County Partnership

Brown, Outagamie, and Winnebago Counties (commonly called the BOW) signed an agreement in 2007 to develop a 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 all 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 publicly 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 Cemetery², Emmanuel Lutheran Cemetery, and Sassman Cemetery. Most of these cemeteries are affiliated with area churches. Many people from the area also choose to use 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.

CHAPTER 6: UTILITIES & COMMUNITY FACILITIES

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

CHAPTER 6: UTILITIES & COMMUNITY FACILITIES

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.

CHAPTER 6: UTILITIES & COMMUNITY FACILITIES

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.

CHAPTER 6: **UTILITIES & COMMUNITY FACILITIES**

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.

CHAPTER 6: UTILITIES & COMMUNITY FACILITIES

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.

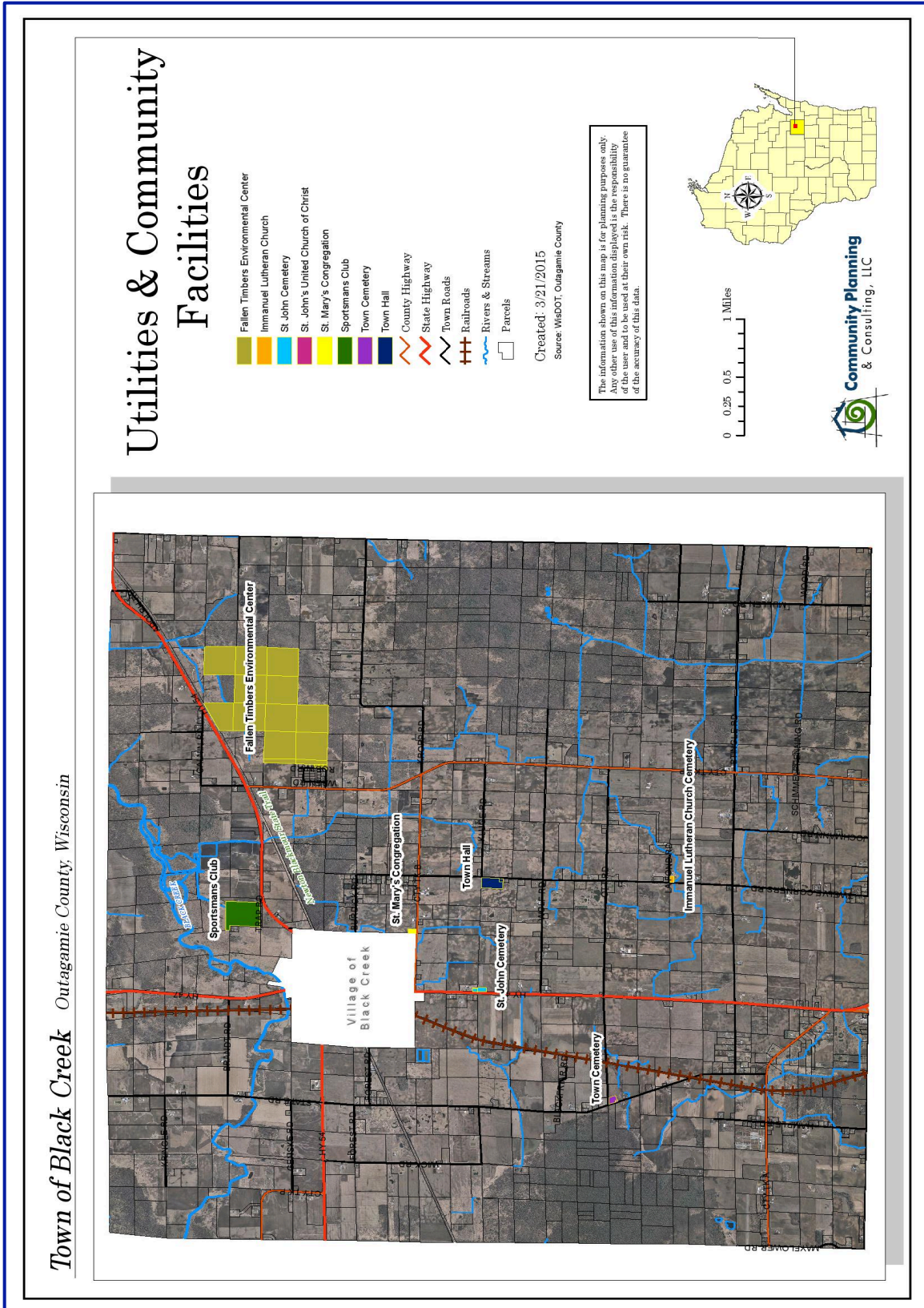
Wind Power³

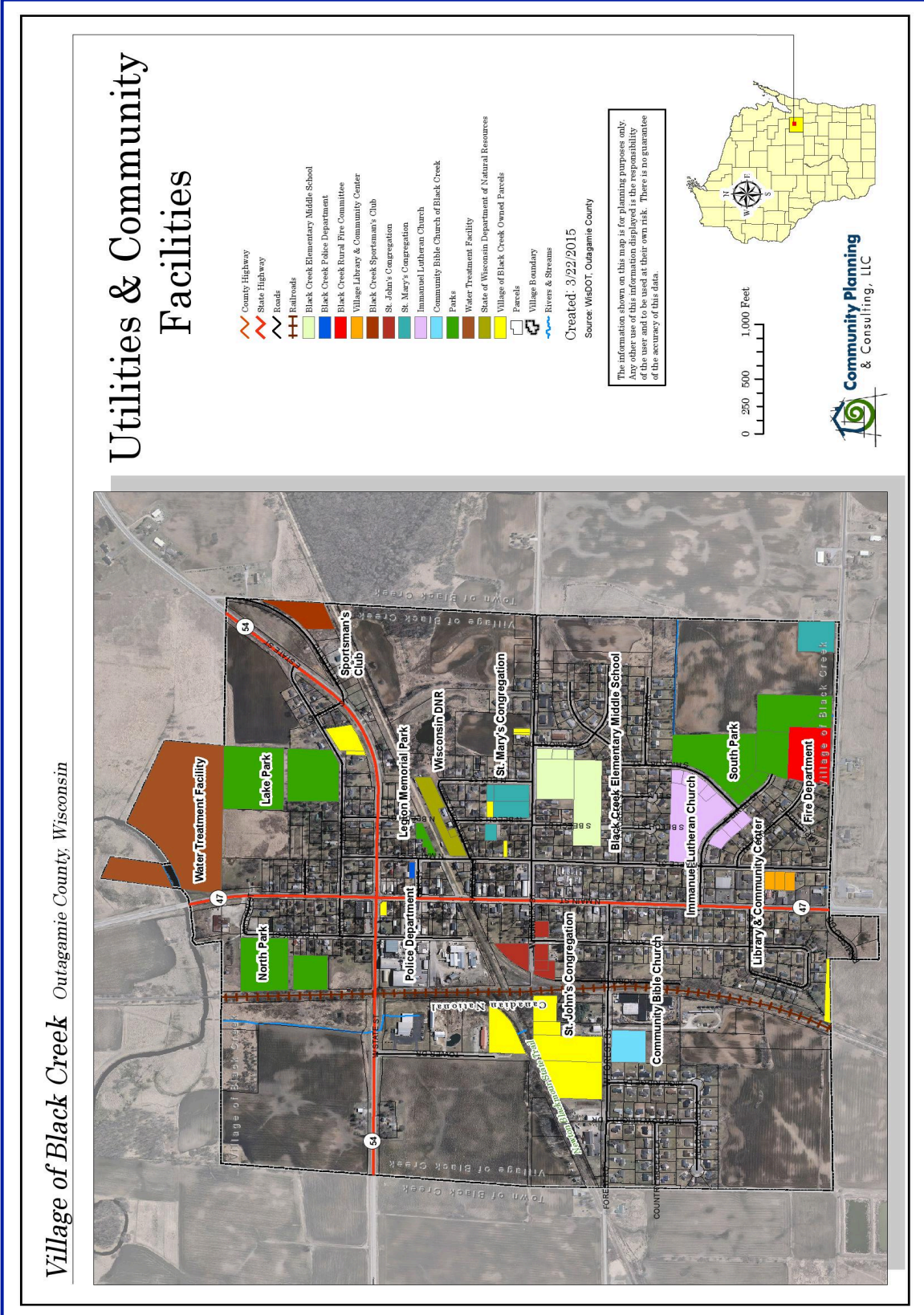
Wind power has great potential as an alternative energy source. Unlike fossil fuel dependent technologies, wind power does not pollute the environment. Depending on wind speeds, each turbine is designed to produce a maximum flow of 660 kilowatts of electricity, enough electricity to supply about 300 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.



WE Energies Wind Turbines, Fond du Lac County, WI

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





Village of Black Creek Outagamie County, Wisconsin

CHAPTER 6: UTILITIES & COMMUNITY FACILITIES

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 its efficiency.
- Allows for an alternative system of comparable cost and efficiency.

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

CHAPTER 6: UTILITIES & COMMUNITY FACILITIES

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

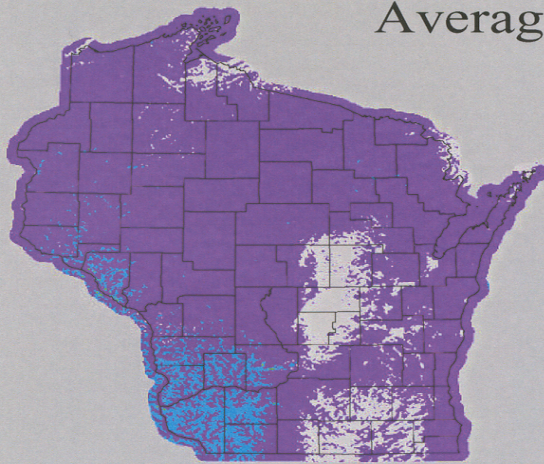
Other governments and agencies (i.e. county and school district) provide many of the utilities and community facilities serving the Town and Village. As such, they are funded through their general budgets, tax revenues and referendums. The Town and Village are proud of the quality services they provide 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.

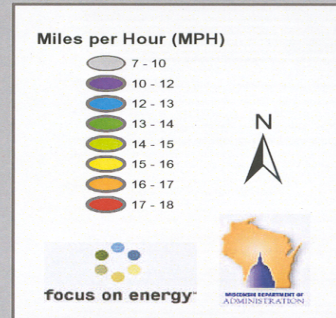
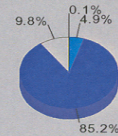
WATER AND WASTEWATER GRANT AND LOAN PROGRAM

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.

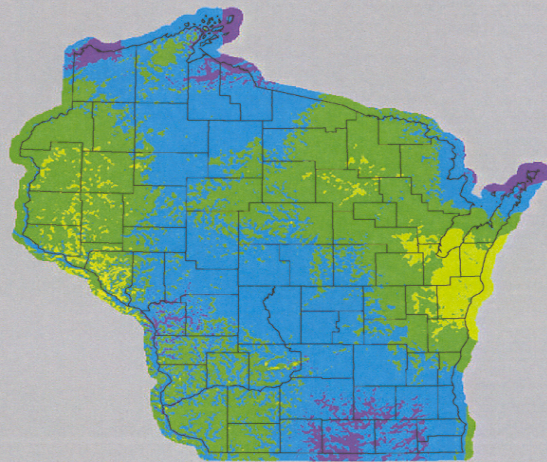
Many factors help determine the wind resource in Wisconsin. Major factors include elevation, land cover, wind speed and wind direction. Wind data can come from a number of sources. Currently, the main source for wind data derives from tall tower data in Wisconsin collected through the Wisconsin Wind 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.

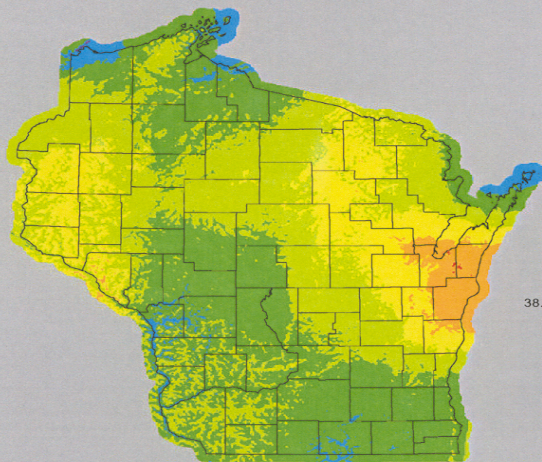
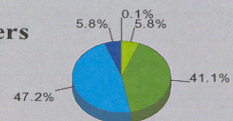


Montfort Wind Farm

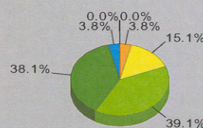
For more information regarding wind power, please visit www.focusonenergy.com or www.doa.state.wi.us. Copies of this map can be obtained through the Focus on Energy or Department of Administration Web site.



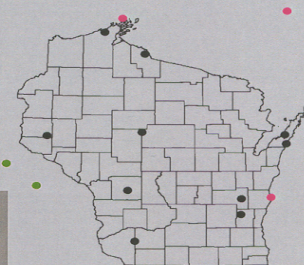
60 meters



100 meters



Wind Monitoring Sites



Anemometer

CHAPTER 6: **UTILITIES & COMMUNITY FACILITIES**

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.

CHAPTER 6: UTILITIES & COMMUNITY FACILITIES

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*.

INTRODUCTION

Residential, commercial, and industrial development is changing the face of communities throughout Wisconsin. Most new construction outside of urban environments occurs on agricultural lands and open spaces. Without the need to demolish or rebuild existing structures, development costs are much lower in these areas. As the Town and Village of Black Creek grow over the next two decades each will need to consider how to preserve the agricultural, natural, and cultural resources most valued by residents to ensure that they remain available for the benefit and enjoyment of future generations.



The purpose of the Agricultural, Natural, and Cultural Resources chapter is to describe the resources present in the community and prepare a plan for their long-term preservation.

AGRICULTURAL, NATURAL, & CULTURAL RESOURCES VISION

In 2035, woodlands, wetlands, streams, and productive agricultural lands remain the dominant landscape features in the Town of Black Creek. Natural areas and open spaces provide recreational opportunities for residents and habitat for wildlife. Farming continues to be a productive and economically viable source of income residents. Residential and limited commercial areas have been developed with protected open spaces, preserving the scenery and panoramic views that define the community. Residents and visitors enjoy access to the natural environment via a network of local and county trails

The Village of Black Creek has expanded its park system to meet growing needs and includes permanently preserved open spaces as part of all residential development projects. The community embraces its history and culture through a variety of community events held throughout the year. Residents have access to a number of local and regional trail systems connecting them to the natural landscapes available in nearby communities.

AGRICULTURAL RESOURCES

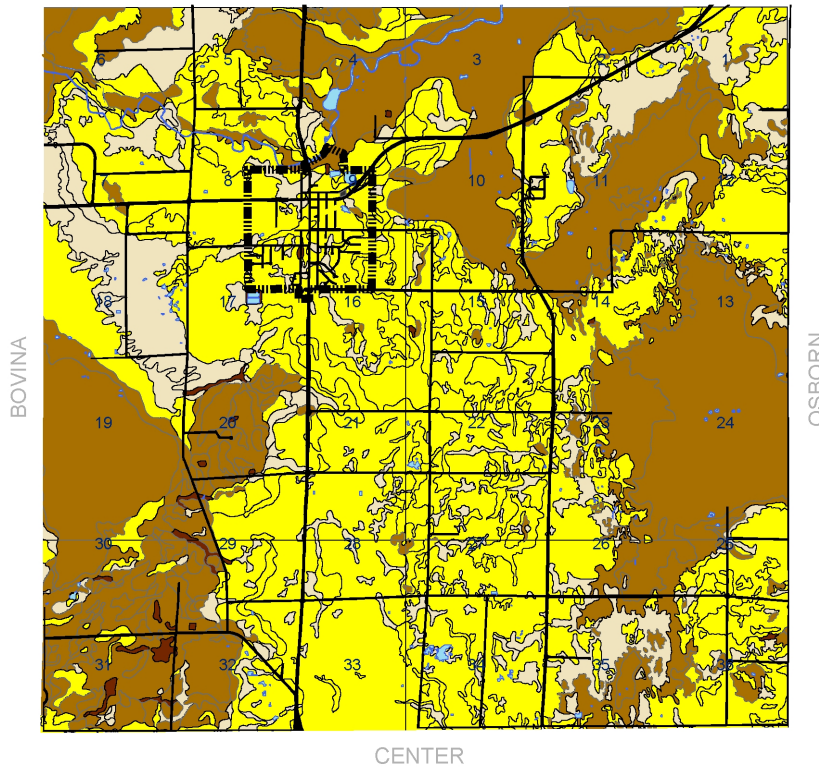
Agricultural land remains the dominant landscape feature of the Town of Black Creek. As development pressure grows it becomes the most threatened, since farm land is highly sought after for residential and commercial uses. Poorly planned and unguided development can result in significant decreases in available agricultural acreage. This chapter identifies the available tools that can be used to preserve farming as both a viable land use and as an income producer for farm families.

However, the removal of land from agricultural use is not always avoidable. Roads need to be built and people need places to live and work. Considering that agriculture requires land in order to operate, and that land is one commodity that cannot be manufactured, it seems logical to make some effort to assure that there will be sufficient farmland available in the future. Development in the Town should occur in a manner that preserves, to the greatest extent practicable, prime agricultural soils and established farm operations.

AGRICULTURAL PRODUCTIVITY AREAS

BLACK CREEK

CICERO



1"= 6100'

OMNI ASSOCIATES
 PROJECT #M020A02
 DATE: 11/07/03
 DRAWN BY: JAL
 REVISED: 12/13/04

ONE SIX THREE FIVE SIX SEVEN NINE
 PHONE: (820) 756-9202 FAX: (820) 756-9195

Legend

- ROADS
- HIGH
- MODERATE
- LOW
- UNPRODUCTIVE
- WATER
- VILLAGE BOUNDARY

Areas in yellow indicate soil types which are capable of producing high yields of crops typically grown in the county under a high level of management. Productive soils are considered to be those which are capable of producing an average of 4 tons per acre per year of grass-legume hay, or 100 bushels per acre of corn. The Soil Conservation Service considers a "high level of management" to include provisions for adequate drainage, appropriate tillage, planting and seeding with high yielding varieties, control of weeds, diseases, insects, optimum fertilizer application and timely, efficient harvesting techniques.

LOCATION: F:\GIS\M\BMAZDR\AWNSAG_1117.mxd
 SOURCE: EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION
 OUTAQUANE COUNTY

PRODUCTIVE AGRICULTURAL AREAS

Prime farmlands (productive agricultural areas) are determined by soil types that are capable of producing high yields of crops under a high level of management.

Productive soils are considered to be those soils that are capable of producing an average of 4 tons per acre per year of grass-legume hay, or 100 bushels per acre of corn.

The United States Department of Agriculture Soil Conservation Service

considers a “high level of management” to include provisions for adequate drainage, appropriate tillage, planting and seeding with high yielding varieties, control of weeds, diseases, insects, optimum fertilizer application and timely, efficient harvesting techniques. Productive agricultural soils are illustrated on the *Agricultural Productivity Areas Map*. The soils in the Town of Black Creek are considered highly productive and have an estimated crop yield of 110 bushels per acre of corn.



CONCENTRATED ANIMAL FEEDING OPERATIONS

Concentrated Animal Feeding Operations (CAFOs) or “mega farms” are increasing in number in Wisconsin. CAFOs are farms with over 1,000 animal units. An “animal unit” is equivalent to 1,000 pounds. In 1985, there was one such operation in the state. By 1990, 24 operations and by 2000 there were 77 mega farms in Wisconsin. Generally, CAFOs locate in rural areas where conflicts with neighboring property owners can be minimized. Based upon current land use and land availability, it is unlikely that the Town of Black Creek would provide a desirable location for such a facility.

Recent changes to Wisconsin State and local (county) regulations mean more livestock and cash grain producers are following nutrient management plans (NMP). In addition, the USDA and EPA are proposing changes that will reduce the number of animal units that a farm may have before a WPDES permit is required. Those farms currently required to have a nutrient management plan include:

- Farms with more than 1,000 animal units;
- Farms under county conditional use permits;
- Farms that have taken cost sharing money for a manure system since 1990; and
- Farms that have had a DNR notice of discharge (NOD).

A CAFO WPDES permit requires a field-specific, phosphorus-based nutrient management plan (NMP) that outlines the amounts, timing, locations, methods and other aspects related to land application of manure and process wastewater. Implementation of a NMP helps prevent or minimize manure or other wastewater runoff from fields to surface waters or groundwater. Nutrient management planning also ensures applied nutrients meet crop needs.¹

Nutrient management planning can be complicated and take a considerable amount of time and effort. One NMP may cover thousands of acres and contain over 100 fields. Planning may be for areas with

¹ Excerpted from WDNR Nutrient Management Plannings website, August 2015.

CHAPTER 7:

AGRICULTURAL, NATURAL, & CULTURAL RESOURCES

multiple crops and different soils with different nutrient requirements and limitations. Nutrient management plans require:

- Field soil testing reports;
- Planned or actual application rates, methods and timing for manure and process wastewater;
- Field soil erosion and phosphorus delivery to surface waters calculations;
- Nutrient crediting;
- Maps showing field-specific spreading restrictions and soils;
- Manure spreading field-specific reports and procedures; and
- Detailed plan narratives.

An ATCP 50.48 qualified nutrient management planner must develop or review and sign a CAFO's NMP. DNR approval of a CAFO NMP requires submitting a plan that is consistent with all NR 243.14, Wis. Adm. Code requirements.

THE CHANGING FARMING DYNAMIC

The loss of farms and farmland is a problem that affects all Wisconsin communities. However, the pace and severity of agricultural decline varies considerably across the state. The major livestock sectors – poultry, hogs, dairy and beef – have been at the leading edge of change in U.S. agriculture. In recent decades, four trends in the national livestock industry have been particularly striking:

- Dramatic rates of decline in the numbers of all types of livestock producers.
- The emergence of “industrial-type” confinement systems that permit extremely large scales of production.
- Increased reliance on hired labor rather than family labor.
- A new emphasis on contractual relationships among producers, suppliers and buyers.

Reflecting nationwide trends, Wisconsin has lost substantial numbers of livestock farms over the past two decades. Overall livestock numbers and sales in Wisconsin have also declined. While modest-scale family farms continue to be the mainstay of Wisconsin agriculture, there has been growing debate about the desirability of expanding existing farms or creating new larger scale enterprises to restore or boost livestock production levels.

The Black Creek community understands the challenges associated with modern farming operations. To support a strong local farm economy, the Black Creek community will:

- Support the local farmers “Right to Farm”.
- Consider applications for properly permitted CAFOs.

AGRICULTURAL PLAN

The primary concern with farmland preservation in Black Creek is that individual farmers faced with development pressures, retirement needs, and a fluctuating farm economy, may view the sale of their land

CHAPTER 7:

AGRICULTURAL, NATURAL, & CULTURAL RESOURCES

for development, as an attractive financial opportunity. Moreover, there seems to be an endless supply of urban dwellers that want to fulfill their dream of living in the “country.”

A variety of tools are available to local governments and farmers to preserve prime agricultural lands. These include Wisconsin’s Farmland Preservation Program (Chapter 91, Wis. Stats.), various Natural Resource Conservation Service and WDNR programs, and the purchase or transfer of development rights, among others. These tools are most effective in communities where farming will remain a primary land use over time. Successful farmland preservation efforts are dependent upon the support of local farmers and their ability to pursue new markets to sustain operations over time.

SUSTAINING FARMLAND AND NATURAL AREAS IN A GROWING COMMUNITY

Given the projected rate of population growth in the Town, there is a moderate concern about the impact the future development may have on open space and agriculture. Preservation of natural resources and farmland is important to sustaining the local economy, maintaining wildlife habitat, and providing the ‘green infrastructure’ (e.g., wetlands and floodplains for stormwater management, scenic areas, etc.) necessary in recharging groundwater and reducing the impact of flood events. They are also important landscape features contributing to the area’s high quality of living.

FARMLAND PRESERVATION ZONING²

Under the Farmland Preservation Program (Chapter 91, Wis. Stats.) administered by the Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP), local governments may choose to adopt and have certified a farmland preservation zoning ordinance to ensure that landowners covered by the ordinance are eligible to claim farmland preservation tax credits. The credits are applied against tax liability on an annual basis. Tax credit amounts are as follows:

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

Certification of a zoning ordinance must be obtained through application to DATCP. Landowners must be residents of Wisconsin and their agricultural operations must meet the following criteria:

1. Acres claimed must be located in a farmland preservation area identified in a certified county farmland preservation plan. Eligible land includes agricultural land or permanent undeveloped natural resource areas or open space land that is in an area certified for farmland preservation zoning, and/or is located in a designated agricultural enterprise area and under a farmland preservation agreement.
2. Claimants must have \$6,000 in gross farm revenue in the past year or \$18,000 in the past three years. Income from rental receipts of farm acres does not count toward gross farm revenue.

² Source: Wisconsin Department of Agriculture, Trade, and Consumer Protection, Farmland Preservation website, 2015.

CHAPTER 7:

AGRICULTURAL, NATURAL, & CULTURAL RESOURCES

However, gross farm revenue produced by the renter on the landowner's farmland can be used to meet this eligibility requirement.

3. Claimants must be able to certify that all property taxes owed from the previous year have been paid.
4. Farmers claiming farmland preservation tax credits must certify on their tax form that they comply with state soil and water conservation standards. New claimants must also submit a certification of compliance with soil and water conservation standards that has been issued by the county land conservation committee.

The Town of Black Creek participates in the Farmland Preservation program. The Town's zoning ordinance was certified By DATCP under Chapter 91 in April of 2014 and adopted by the Town Board.

LAND TRUSTS

Another option available to landowners seeking to protect natural areas and farmland is through the activities of land trusts. Land trusts provide landowners with advice on protection strategies that best meet the landowner's conservation and financial needs. Land trusts accept lands donated by landowners for conservation purposes. Land trusts can also work with landowners to establish *conservation easements* (see below). The Northeast Wisconsin Land Trust is an example of a local land trust serving the area.

CONSERVATION EASEMENTS

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

Donated conservation easements that meet federal tax code requirements can provide significant tax advantages to landowners since their land will be taxed as undevelopable land, which is a much lower rate than developable land. Qualified easements may also generate charitable contribution deductions for income and transfer tax purposes.

SPECIALTY FARMING

On average, close to 3,000 acres of productive farmland are lost to development in the U.S. each day. Adapting to survive, many farmers have embraced a new paradigm that focuses on agricultural models custom-fit to changing markets and filling local niche markets with specialty produce and value-added products. Specialty (or niche) farming provides an alternative to conventional agricultural practices, particularly for smaller farmers attempting to compete with larger operations. The movement seems to be working.

According to Agricultural Census data nearly 300,000 new farms have begun operations during the past decade. Compared with all farms nationwide, these new arrivals tend to have more diversified production,

CHAPTER 7: AGRICULTURAL, NATURAL, & CULTURAL RESOURCES

fewer acres, lower total-dollar sales, and operators who also work off-farm. Interestingly, many of these operations are located in decidedly urban and suburban areas. Black Creek's proximity to the Fox Cities and Green Bay provides opportunities for directly marketing specialty agricultural products to local consumers.

Examples of specialty agricultural products include:

- Agroforestry
- Aquaculture products
- Alternative Grains and Field Crops
- Industrial, Energy and Non-food Crops
- Native Plants and Ecofriendly Landscaping
- Organic milk and cheese
- Organic produce
- Ornamental and Nursery Crops
- Post-harvest Handling and Processing
- Medicinal and Culinary Herbs
- Raising of non-traditional farm animals (llama, ostrich, bison, etc.)
- Seeds and Plant Breeding
- Specialty, Heirloom, and Ethnic Fruits and Vegetables

ORGANIC AGRICULTURE

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

COMMUNITY SUPPORTED AGRICULTURE³

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



Courtesy Kellner Back Acre Garden CSA,
Denmark, WI

³ Excerpted from United States Department of Agriculture, Alternative Farming Systems Information Center, 2015.

CHAPTER 7: AGRICULTURAL, NATURAL, & CULTURAL RESOURCES

working capital in advance, growers receive better prices for their crops, gain some financial security, and are relieved of much of the burden of marketing.

NO-TILL FARMING

In conventional tillage, soil is turned to a depth of eight to twelve inches with a plow. Subsequently, the plot is disked at least twice more to prepare the seedbed before planting takes place. In no-till, the first three steps in conventional cultivation are dispensed with. Planting is done right *through* the residues of previous plantings and weeds with a device (usually a coulter) that cuts a slot a few inches wide, followed by equipment that places the seeds and closes the trench.



Courtesy University of Wisconsin-Extension

Extensive field-scale research and more than five hundred farm operations in the U.S. have demonstrated how diverse crop rotations can make no-till profitable. Crop diversity keeps pests such as weeds, insects and diseases in check, and techniques such as precise nutrient placement, accurate seeding, and proper variety selection enhance crop competitiveness. No-till farming also conserves soil moisture allowing for enhanced crop production. A properly implemented no-till saves water, uses little or no fertilizers and pesticides, increases yield, and is more profitable than conventional techniques.

PURCHASE AND TRANSFER OF DEVELOPMENT RIGHTS

Another means of preserving agricultural (and natural) land is through the establishment of a purchase of development rights (PDR) or transfer of development rights (TDR) program. Such programs ‘send’ development from farmland and natural resource areas to designated ‘receiving’ areas within a community. Advantages of these approaches include just and fair compensation for landowners, permanent protection of farmland and natural resources, and voluntary participation.

Purchase of Development Rights

In a PDR program, a land trust, local government, or other organization offers to purchase the development rights on a parcel. The landowner is free to decline the offer or negotiate a higher price. When the development rights to a farm are sold, the landowner typically receives payment equal to the difference between the fair market value of the land and the price the land would command for agricultural use. Upon payment, a conservation easement is recorded on the property deed. The easement stays with the land in perpetuity.

The landowner retains the right to occupy and make economic use of the land for agricultural purposes, but gives up the right to develop the property in the future. Farmers are not compelled to sell their development rights. The main disadvantage of PDR is cost. Development rights can be expensive, so funding for a PDR program must be selectively targeted in order to protect the agricultural land that is most worthy of preservation. As a result, not every farmer who wants to sell his or her development rights will be able to do so.

CHAPTER 7:

AGRICULTURAL, NATURAL, & CULTURAL RESOURCES

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

Transfer of Development Rights

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

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

SHORELAND AND WETLAND ZONING

Shorelands and wetlands are often viewed as valuable recreational and environmental resources. These areas provide for storm water retention and habitat for various types of fish and wildlife. Development in these areas may have an adverse effect on water quality, wildlife habitat and storm water drainage. In addition, it may also result in increased development and maintenance costs to protect from the occurrence of flooding and high water, increased flood insurance premiums, extensive site preparation, and maintenance and repairs of roads and sewers.

The State of Wisconsin requires that every county adopt a Shoreland/Wetland Ordinance to address the problem associated with development in these areas. *Development in shoreland areas is generally permitted, but specific design techniques must be considered. Development in floodplain areas is strictly*

CHAPTER 7:

AGRICULTURAL, NATURAL, & CULTURAL RESOURCES

regulated and in some instances, not permitted. The authority to enact and enforce these types of zoning provisions is set forth in Ch. 59.97 Wisconsin Statutes and Wisconsin Administrative Codes NR115.116 and NR 117, and is established in the Outagamie County Zoning Ordinance.

Outagamie County administers its Shoreland/Wetland Ordinance in unincorporated areas of the County. These areas would include those areas along Black Creek, Duck Creek and the Burma Swamp that are within the Town Black Creek. Moreover, the Town's *Future Land Use Map* seeks to preserve these valuable resources and wildlife habitats by directing development elsewhere.

NATURAL RESOURCES

The variety and abundance of natural resources within a community play a significant role in attracting development, providing recreational opportunities, and maintaining a high quality of life among residents. A correlation exists between the presence and prevalence of open space and the positive feelings people have about their community. The Town and Village of Black Creek benefits from a rich mosaic of landscapes, with a greater diversity of ecosystems than most communities in the region. Its natural environment includes upland hardwood forests, riparian systems, wetlands, glacial features, mineral deposits, and large expanses of prime agricultural soils, among others.

The purpose of this section of the chapter is to describe the natural resources present within the two communities, identify those at greatest risk of loss due to development pressure, develop a plan for their sustainable use, and identify a means by which to preserve them for the future.

ECOLOGICAL LANDSCAPE

The state has been divided into sixteen ecological landscapes. Ecological landscapes have unique combinations of physical and biological characteristics that make up the ecosystem, such as climate, geology, soils, water, vegetation. These landscapes differ in the levels of biological productivity, habitat suitable for wildlife, and the presence of rare species and natural communities. The characteristics of the ecological landscape should be considered in land use and management.

The Black Creek community is primarily located in the Central Lake Michigan Coastal ecological landscape; however, a portion of the northwest corner of the community lies in the Northern Lake Michigan Coastal ecological landscape.

For more information on Black Creek's unique ecological landscape and how ecological landscapes affect land use and management, visit: <http://dnr.wi.gov/landscapes/>.

GEOLOGY AND TOPOGRAPHY

Outagamie County is located in the Eastern Ridges and Lowlands geographic province of Wisconsin. The topography is characterized as flat to gently rolling with several northeasterly trending escarpments as the dominant landscape features. The topography of Black Creek can be characterized as flat to gently rolling uplands interrupted by broad depressions. Elevation in the Village is approximately 800 feet above mean sea level. Elevations in the Town range from about 850 feet above mean sea level to about 780 feet along Duck Creek and about 765 feet above mean sea level along Black Creek.

Sedimentary rocks underlie the land surface in Outagamie County. The Black Creek community and surrounding area has dolomitic limestone and sandstone as the uppermost layers below the land surface.

CHAPTER 7:

AGRICULTURAL, NATURAL, & CULTURAL RESOURCES

WATER FEATURES AND WATERSHEDS

The state is divided into three major river basins each identified by the primary water body into which the basin drains. These three basins are the Lake Superior Basin, Mississippi River Basin, and the Lake Michigan Basin. Black Creek is located in the Lake Michigan Basin. There are 24 hydrological based subdivisions of the larger major basins of the state. These subdivisions are classified as *water management units*. The Black Creek community is located in two of these *water management units*, the Wolf River and the Lower Fox. The *water management units* are further subdivided into watersheds. Black Creek is located in three watersheds, Shioc River, Duck Creek, and Wolf River/New London and Bear Creek.

The Wolf River/New London/Bear Creek watershed spans over west central Outagamie County and covers 145 square miles. This watershed includes the mainstream of the Wolf River from the confluence of the Shioc River to the City of New London.

The Shioc River watershed holds the east, west and mainstream Shioc River and is approximately 53 miles in its entirety. The Shioc River is a tributary to the Wolf River, having its headwaters in Shawano County and flowing south and west to meet the Wolf River in Outagamie County, north of Shiocton.

The watershed is 152 square miles in size; approximately 62 percent lies within Outagamie County and 38 percent is located in Brown County. The Duck Creek watershed was selected as a Priority Watershed Project in 1994 and a Priority Watershed Plan was completed in 1997. This watershed includes Beaver Dam Creek, Duck Creek, Lancaster Creek, Trout Creek, and an unnamed creek, locally known as Thornberry Creek.

Duck Creek originates in Burma Swamp, a large wetland (approximately 2000 acres) located in central Outagamie County, significant portions of which are in the Black Creek Community. Approximately 64 miles of named and unnamed streams are located in the watershed and all enter Green Bay at or near the mouth of Duck Creek.

SHORELINES

Shoreland areas in the Black Creek community are limited. The *Shoreland/Wetland Ordinance* adopted by Outagamie County regulates shoreland uses and development by requiring a permit for any filling or grading activity within 300' of any navigable stream as a minimum to protect the stream from harmful impacts. Black Creek supports the county's efforts to protect shorelands.

GROUNDWATER AND AQUIFERS

Groundwater resources in Black Creek are generally plentiful. The groundwater is linked directly to the surficial glacial deposits and underlying bedrock structure. The Black Creek area contains two groundwater aquifers: the water table aquifer and the Cambrian sandstone aquifer. The water table aquifer is present in all areas of the Town and consists of glacial sediments deposited by several glacial advances that covered portions of Outagamie County. The thickness of this aquifer is variable, being greatest in pre-glacial bedrock valleys and least over topographic highs in the bedrock surface. Ancient glacially deposited sand and gravel streambeds typically can transmit adequate amounts of water for private well systems.

CHAPTER 7:

AGRICULTURAL, NATURAL, & CULTURAL RESOURCES

The sandstone aquifer is present below the water table aquifer, and consists of sandstone bedrock overlain by Prairie du Chien dolomite bedrock. The dolomite acts as a leaky confining layer over the sandstone aquifer. The Cambrian sandstone aquifer is the thickest and most widely used aquifer in the Township.

Along the Town's east border outcrops the St. Peter sandstone, which is present in townships east and south of the Town of Black Creek. The St. Peter sandstone is a major drinking water aquifer in those townships. The water level in both the Cambrian and the St. Peter sandstone aquifers in northeast Wisconsin has been lowered significantly, as population pressures have resulted in increased pumping of these aquifers. The drawdown created by the high capacity wells in the lower Fox River Valley almost approaches the Black Creek area.

Water levels in the aquifer in the Green Bay area will rise in the future, as a number of the suburbs are planning to change over to surface water sources. Increased groundwater pumping, however, in the Kaukauna to Neenah area could eventually affect water levels in the sandstone aquifer in the Black Creek area.

Arsenic

Elevated arsenic levels are associated with wells near the western outcroppings of the St. Peter sandstone. The Black Creek Community is located within a WDNR defined "Arsenic Advisory Area," which coincides with the western edge of the St. Peter Sandstone formation. Numerous residents within the Town have had high levels of naturally occurring arsenic show up in their wells. In fact, the testing demonstrates that the concentration of arsenic in residential wells in Black Creek is quite significant. The 2000-2003 sample testing results are presented in the table below.

The arsenic problem has been caused by high capacity wells drawing down the St. Peter sandstone aquifer's water level so that the top of the St. Peter sandstone is exposed to oxygen. This frees arsenic to move through the water table into private local wells. The decision by the Green Bay suburbs to change over to surface water sources will result in a rebound of the water level in the sandstone aquifer, which will improve the arsenic situation in some wells.

The Wisconsin Geological and Natural History Survey prepared a statewide map of groundwater susceptibility for contamination. This map is intended to illustrate the ease with which a contaminant can enter the groundwater based on depth to bedrock, bedrock type, depth to water table, soil characteristics and surface deposits. Although the map is not intended for site-specific use, it indicates that area groundwater is not readily susceptible to contamination. This does not mean that groundwater cannot be polluted, only that the likelihood of it being polluted from within the Town is not highly probable. It is possible groundwater could be contaminated by a pollutant entering the groundwater in an area of recharge beyond the Town limits

Raingardens

Residential development can have many impacts on both the quality of local groundwater and the amount of water needed by a community. Good planning can balance the need for residential development with

protection of both the health of well being of residents and the quality and quantity of water resources. Techniques to minimize the effects of development on groundwater resources include:⁴

- Using raingardens to encourage infiltration of stormwater and recharge to groundwater.
- Minimizing paved surfaces such as driveways. This can be achieved with driveway maximum length standards that have the added benefit of providing better access to residences for fire and police protection.
- Requiring the use of advanced wastewater treatment systems, such as nitrate removal systems, in vulnerable groundwater areas.
- Educating homeowners on the need for proper maintenance of private well and onsite wastewater treatment systems, periodic testing of private well water, and planning for eventual well, pump or drain field replacements.
- Placing private wells upgradient from onsite wastewater treatment system on the same or neighboring property to prevent recycling of wastewater into private wells.
- Strongly encouraging or require water conservation and use of water saving devices such as low-flow showerheads and toilets within homes.
- Strongly encouraging conservation or cluster subdivisions due to their groundwater benefit associated with less developed and that requires less fertilized lawns and landscaping.
- Providing education on natural landscaping and other low water demand vegetation.
- Providing opportunities, such as Clean Sweep Programs, for residents to properly dispose of hazardous household products.
- Requiring periodic maintenance of onsite wastewater treatment systems if they are used.

WHAT IS A RAINGARDEN?

A raingarden is an attractive native plant garden with a special purpose; to reduce the amount of stormwater entering our beautiful Wisconsin waters. It is constructed as a place to direct stormwater from your roof, and landscaped with beautiful native Wisconsin plant species.

By creating a raingarden on your property, you can help reduce the amount of stormwater that enters local streams, rivers and lakes. You can use rain the way nature intended, instead of throwing this resource away. A raingarden is a natural way for you to help solve our stormwater pollution problems.

Given the relatively low density of development in the Town, it is not feasible to establish a municipal water system. Monitoring and education will be critical to addressing arsenic issues. Additional information about this issue is presented in the “Issues and Concerns” section of this chapter.

WETLANDS

Wetlands act as a natural filtering system for sediment and nutrients such as phosphorus and nitrates. They also serve as a natural buffer, protecting shorelines and stream banks from erosion. Wetlands are also essential in providing wildlife habitat, flood control, and groundwater recharge. Due to these

⁴ Groundwater and its Role in Comprehensive Planning, Comprehensive Planning and Groundwater Fact Sheet 3, Wisconsin Groundwater Coordinating Council, July 2002.

CHAPTER 7:

AGRICULTURAL, NATURAL, & CULTURAL RESOURCES

benefits, county and state regulations place limitations on the development and use of wetlands and shorelands. Wetland areas in Black Creek are shown on the *Natural Features Map*.

The *Shoreland/Wetland Ordinance* adopted by Outagamie County regulates shoreland uses and development within 1,000 feet from the ordinary high water mark of a lake, pond or flowage, and within 300 feet from the ordinary high water mark of a navigable river or stream.

For almost three decades, the U.S. Army Corps of Engineers has had the authority over the placement of fill materials in virtually all wetlands of five acres or greater. However, on January 9, 2001, the U.S. Supreme Court limited federal jurisdiction over isolated wetlands under the Clean Water Act of 1972. This Court decision now limits the jurisdiction of the U.S. Army Corps of Engineers to cover only wetlands that are directly associated with navigable waterways-lakes, streams and rivers. Since the State of Wisconsin's jurisdiction over wetlands is tied to federal statutes, as many as 4 million acres of wetland were affected by this decision, including some wetland areas in the Black Creek community.

In response to this U.S. Supreme Court decision the State of Wisconsin passed legislation giving the Wisconsin Department of Natural Resources (DNR) authority to regulate those wetlands that were formerly tied to federal legislation. As in the past, anyone interested in filling a wetland is required to obtain a permit.

Wetlands in the Town and Village of Black Creek principally occupy stream bottoms. Those mapped by the WDNR on its *Wisconsin Wetland Inventory Maps* are primarily found along Duck Creek and Black Creek. Other isolated wetlands are found in depressions or along drainageways, and typically occupy less than 100 acres. These wetlands exhibit diversity in hydrologic and vegetative characteristics. The most extensive wetlands are forested areas with wet soils. These lowland areas support mixed hardwood deciduous plant communities.

As part of the Outagamie County Stormwater Management Ordinance developed to address the additional EPA Phase II requirements, the County proposed that wetland delineation be required on all new development projects.

FLOODPLAINS

Floodplains serve many important functions related to flood and erosion control, water quality, groundwater recharge and fish and wildlife habitats. Areas susceptible to flooding are considered unsuitable for development because of risks to lives and property. The Federal Emergency Management Agency (FEMA) updated flood maps in Outagamie County in 2012-13. FEMA maps are available online or from the Outagamie County land and Water Conservation Department.

Outagamie County has adopted a floodplain zoning ordinance requiring certain land use controls in designated flood hazard areas. The existence of this ordinance makes residents of the Town eligible to participate in the Federal Flood Insurance Administration's Insurance Program. The flood insurance program requires all structures constructed or purchased in a designated flood hazard area, with loans from federally insured banks, to be covered by a flood insurance policy. Generally, areas susceptible to flooding are considered unsuitable for development due to potential health risks and property damage.

WOODLANDS

Prior to settlement, the vegetation of Outagamie County was entirely forested with areas of mixed conifer-northern hardwood forest. As people moved to the area, much of the forests were cleared for agricultural crops. This pattern is also true for the Black Creek area. In the Town, the extensively farmed uplands are interspersed with woodlots. Areas of depression in the Town include several significant wetlands that are covered by forest and shrub-scrub vegetation.

The *Natural Features Map* delineates the location of these areas. Because woodlands are an important natural feature to residents, woodland areas should be protected from future encroachment through the use of easements, conservation subdivisions and other preservation techniques.

WILDLIFE HABITATS

Unfortunately there is not a source of comprehensive habitat information for the Town and Village of Black Creek. Resident observation is the best available local resource about wildlife habitat areas. Primary wildlife habitat areas correspond to the forested areas and wetland areas shown on the *Natural Features Map*, including the Black Creek and Duck Creek corridors. These areas provide food and cover for deer, raccoons, skunk and other small creatures common in the area. The local farm fields also serve as a food source for deer in the area. The remaining areas (i.e. residential areas, road corridors, and other developed areas) are not classified as primary wildlife habitat areas - though certainly animals do wander into these areas.

Some information about wildlife habitats is also available from the WDNR. Much of the available information about rare plant and animal species is based on watershed areas. For example, in the Wolf River Basin (a small portion of which is in Black Creek), there are over 143 rare animal species and 57 rare plant species. Similarly, numerous endangered, threatened and otherwise rare species live in the Lower Fox Basin (a small portion of which is in Black Creek), including the endangered Barn Owl and the threatened Small White Lady's Slipper. It is important to understand that not all of these plants and animals are found in the Town and Village of Black Creek. However, given the environmentally sensitive areas in the community, consideration must be given to wildlife habitats and rare/endangered species when development projects (e.g. subdivisions, road construction, etc.) occur in the community.

The WDNR is concerned about loss of wetlands, aquatic habitat and open land to development, as well as, pollution to surface and groundwater. Moreover, simplification of diverse habitat and loss of special places that support rare species are also major concerns of the WDNR.

THREATENED AND ENDANGERED SPECIES

Based on information contained in Wisconsin's Natural Heritage Inventory, there are 24 aquatic animal and six aquatic plant species that are threatened, endangered or a species of special concern in Outagamie County. There are an additional 13 terrestrial (land based) animals and seven terrestrial plant species that are threatened, endangered or a species of special concern in Outagamie County.

WILDLIFE HABITAT FRAGMENTATION

A primary threat to wildlife is fragmentation -- the breaking up of larger habitat areas into smaller sections. Fragmentation decreases wildlife population sizes, isolates habitat areas and creates more edges -- where two dissimilar habitats meet (i.e. grassland and residential subdivisions). The Town and Village of Black Creek support rural development patterns that maintain contiguous wildlife corridors.

CHAPTER 7:

AGRICULTURAL, NATURAL, & CULTURAL RESOURCES

EXOTIC AND INVASIVE SPECIES

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

METALLIC AND NON-METALLIC MINING RESOURCES

The geologic and glacial history of Outagamie County is reflected in its mineral resources that provide a substantial volume of total aggregate material used in construction activities throughout the county and the region. Many of the larger quarries in the county are located to the south of Black Creek, in the Town of Center. Currently, there are no pits or quarries in the Village and two sand and gravel pits in the Town as described below:

- Reihl Pit, Section 31, owned by Jule & Joan Vanhandel. 7 Acres Active. 71 Acres in Reserve. Reclamation plan approved by East Central Wisconsin Regional Plan Commission (ECWRPC) Closed.
- Ott Road Pit, Section 20, owned by MCC. 6 Acres Active. 22 Acres in Reserve. Reclamation plan approved by ECWRPC. Active.

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

ECWRPC, under an agreement approved in July 2001 is the regulatory authority for administering five individual, county-adopted, Non-Metallic Mining Reclamation Ordinances for Winnebago, Calumet, Outagamie, Waupaca and Shawano Counties. This agreement transfers permit issuance and reclamation plan review/approval authority to the ECWRPC for the program, however, the individual counties are responsible for the actual enforcement of the ordinance requirements should any problems arise with a site/operator/landowner. It is important to understand that the ECWRPC only oversees the reclamation aspect of active sites in these counties as it relates to the NR135 requirements. Zoning or other operational issues of sites are still handled by the counties, cities, villages and towns under their existing zoning regulations. The four quarries/pits in Black Creek do not have reclamation permits with the ECWRPC at this time.

The process of siting a mine continues to be a local matter governed under existing zoning procedures by local authorities. The reclamation requirements through NR 135 add to the status quo, but do not replace or remove any other current means of regulation. The requirements neither regulate active mining process nor have any effect upon local zoning decisions like those related to the approval of new mine sites.

CHAPTER 7:

AGRICULTURAL, NATURAL, & CULTURAL RESOURCES

Under the law, any landowner of a demonstrated “marketable non-metallic deposit” may register the site for mining. Local zoning authority can object to the application if the zoning does not permit it. Registration expires after a 10-year period and may be extended for a single 10-year period if it is demonstrated that commercially feasible quantities continue to exist at the property. Otherwise, remediation action is required.

Towns rezoning property in a manner consistent with a Comprehensive Plan are not required to permit non-metallic mining operations that are inconsistent with the plan.

SOILS

Soils are the physical base for development and agriculture. The more than 40 soil types found in Black Creek are identified on the *Soil Types Map*. Five soil associations (grouping of individual soil types based on geographic proximity and other characteristics) are present in the Black Creek community: Hortonville-Symco, Carbondale-Keowns-Cathro, Menominee-Grays-Rousseau, Winneconne-Manawa, and Onaway-Solona.⁵

Occupying the majority of the Town and Village are the loam soils of the Hortonville-Symco association. Formed under mixed hardwood forests, the surface layer of these soils is a black silt loam. Hortonville soils are well drained occupying gently to steeply sloping plains and ridges. Symco soils are somewhat poorly drained and lie on flat to gently sloping plains. Both soils are well suited for crop production, although Symco soils often require drainage improvements.

Generally, soils near the Duck Creek and Black Creek are the soils of the Carbondale-Keowns-Cathro association. This association consists of nearly level soils in depressional areas and drainageways. These soils are poorly drained and nearly level. Most areas of this association remain in wooded wetlands and are best suited for wildlife habitat.

Soils of the Menominee-Grays-Rousseau association are found in the southwest corner of the Township. Rousseau loamy fine sand is the predominant soil in this grouping. This soil is gently sloping and is moderately well to well drained. Low natural fertility somewhat limits the productivity of these soils for raising crops.

Soils of the Winneconne-Manawa association are found to the west of the Village. Winneconne soils are well drained and nearly level to sloping. These silty clay loams are found somewhat higher on the landscape than the similar Manawa soils that formed in drainageways and depressions. Both soils are extensively cropped, but inadequate drainage limits productivity in some areas.

Soils of the Onaway-Solona association are found in the northwest corner of the Township. This association consists of nearly level to moderately steep soils on glacial till plains. Most crops commonly grown in the county do well on soils of this classification. Most of this association is used for crops, permanent pasture, or woodlands. There are limitations with this soil association for septic tank adsorption and other non-farm uses.

The maps illustrate the different soil types in Black Creek and their ability to support development. Knowledge of their limitations and potential difficulties is important in evaluating crop production capabilities and other land use alternatives, such as residential development. Soil problems that limit

⁵ *Soil Survey of Outagamie County*, United States Department of Agricultural Soil Conservation Service, 1978.

CHAPTER 7:

AGRICULTURAL, NATURAL, & CULTURAL RESOURCES

development potential include: slumping, compaction, erosion and high water tables. Severe soil limitations do not always mean a site cannot be developed, but rather that more extensive construction measures may have to be taken to prevent damage to the land or structures. These maps are important reference tools for predicting development patterns. These maps should not be used as the primary data source when developing a parcel. Individual soil surveys and other tools should be used.

The soils that are capable of supporting building development (i.e. dwellings with basements) are illustrated on the *Building Suitability Map*. In the Black Creek community, areas identified as “severe risk” are not recommended for development given wet conditions.

The *Sanitary Suitability Map* is very similar to the *Building Suitability Map*, but more areas are classified as able to accommodate on-site sanitary systems than building foundations in the southwest corner of the Town.

AIR QUALITY

The following information is from the Wisconsin Department of Natural Resources:

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

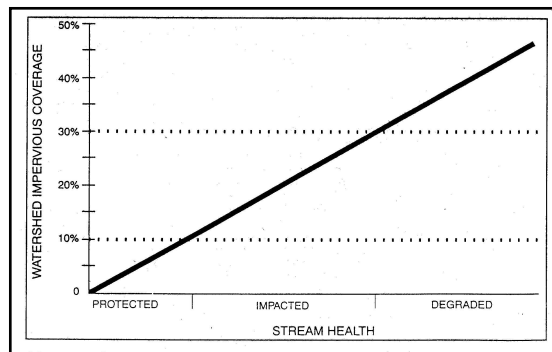
Outagamie County is an attainment area. The nearest air quality monitoring stations are located in the cities of Appleton and Green Bay.

NATURAL RESOURCES PLAN

NONPOINT SOURCE WATER POLLUTION

Impervious Surface

A correlation exists between the percentage of impervious surface in a watershed and surface water quality (see graph). Stormwater runoff from impervious surfaces such as roads and roofs has an adverse effect on surface waters. As the percentage of impervious surfaces increases in a watershed, lakes and streams experience greater degradation from stormwater runoff.



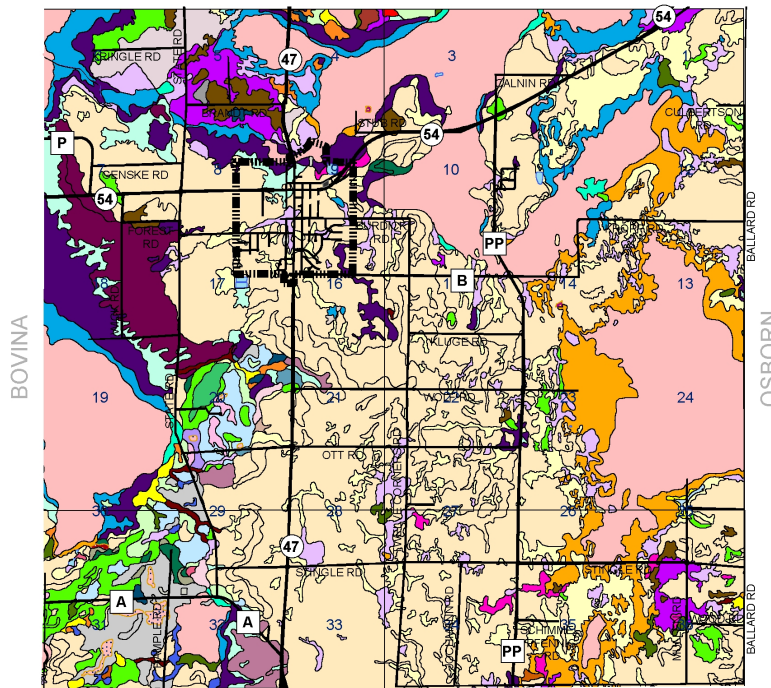
Courtesy Center for Watershed Protection

CHAPTER 7:
 AGRICULTURAL, NATURAL, & CULTURAL RESOURCES

SOIL TYPES

BLACK CREEK

CICERO



CENTER



1" = 6100'

OMNI ASSOCIATES
 ONE SYSTEM DRIVE, APRIL, WI 54911
 PHONE: 920.704.6100 FAX: 920.704.6101

PROJECT # M105442
 DATE: 10/07/03
 DRAWN BY: KAL
 REVISED: 12/13/04

LOCATION: FIGS\M105442\DRAWING\SS04_11-17.mxd
 SOURCE: EAST CENTRAL WFO; ONSI REGIONAL PLANNING COMMISSION
 OLSHANSKI COUNTY

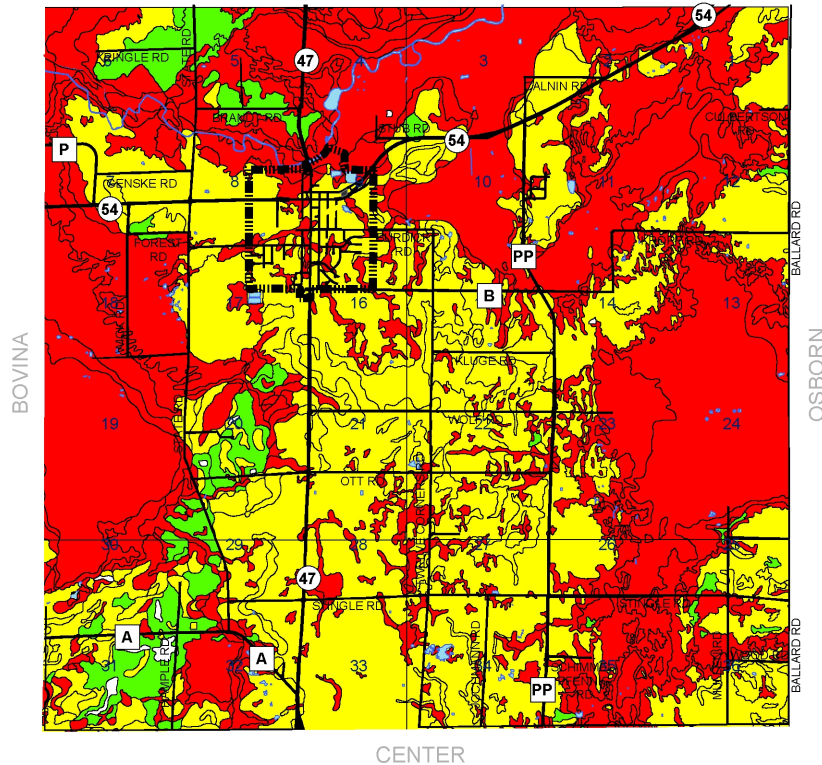
LEGEND

ALLEDALE	KEOWNS	POYGAN
BRIGGSVILLE	KEWAUNEE	ROCK OUTCROP
BONDUEL	KOLBERG	ROUSSEAU
BORTH	LANDFILL	SHAWANO
BOYER	MANAWA	SHIOCTON
CARBONDALE	MANISTEE	SUAMICO
CASCO	MARKEY	SYMCO
CATHRO	MENOMINEE	SYMCO VARIANT
CHANNAHON	MOSEL	UDORTHENTS
DEFORD	MUNDELEIN	WAINOLA
FLUVAQUENTS	NAMUR	WATER
GRAVEL PITS	NICHOLS	WILL
GRAYS	LIMESTONE QUARRIES	WINNECONNE
HEBRON	ONAWAY	ZITTAU
HORTONVILLE	PELLA	ROADS
KAUKAUNA	POY	VILLAGE BOUNDARY

BUILDING SUITABILITY

BLACK CREEK

CICERO



1" = 6100'

Legend

- SEVERE RISK
- MODERATE RISK
- SLIGHT RISK
- NOT RATED
- SURFACE WATER
- ROADS
- VILLAGE BOUNDARY

OMNI ASSOCIATES

PROJECT #M103442
 DATE: 10/07/03
 DRAWN BY: PAL
 REVISED: 12/14/04

ONE (715) 594-1200 FAX: (715) 594-1100
 PHONE: (608) 755-9400 FAX: (608) 755-9100

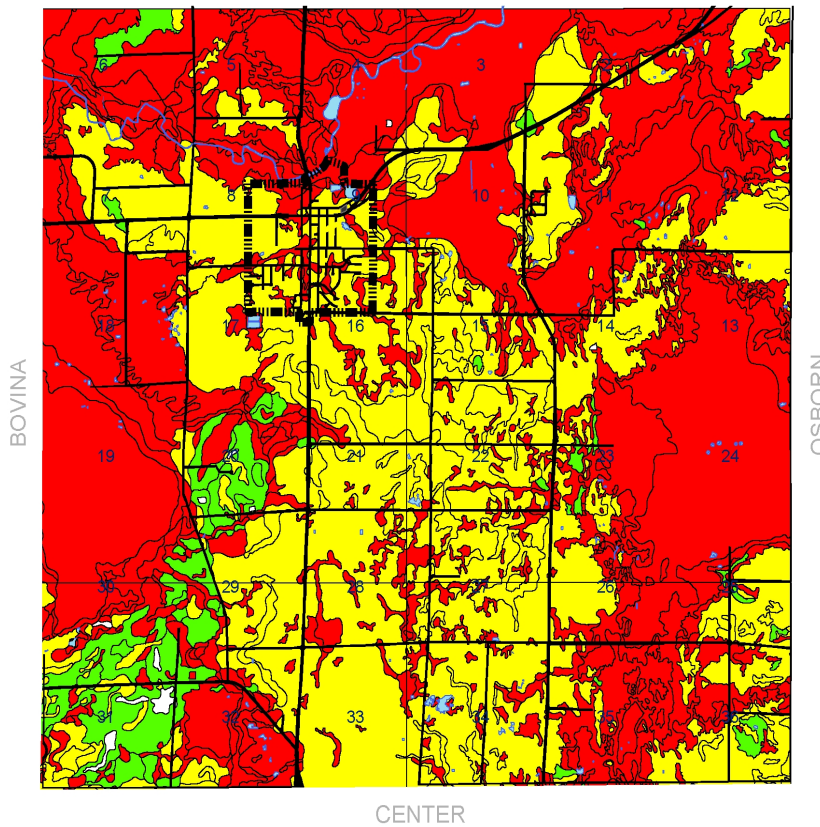
The Building Suitability Classifications illustrated on this map are based on information obtained from the *Outagamie County Soil Survey*. The Soil Survey evaluates soil types based on their ability to support buildings with basements. Areas identified as **Severe Risk** are not recommended for development given sloping, steepness, wetness or other limitations. **Moderate Risk** areas may be suited for development if certain precautions or mitigation techniques are used. Areas of **Slight Risk** are well-suited for dwellings with basements.

LOCATION: F:\GIS\103442\DRAWINGS\646_Bldg_Suit_1147.mxd
 SOURCE: EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION
 OUTAGAMIE COUNTY

SANITARY SUITABILITY

BLACK CREEK

CICERO



1"= 6100'

Legend

- SEVERE RISK
- MODERATE RISK
- SLIGHT RISK
- NOT RATED
- SURFACE WATER
- ROADS
- VILLAGE BOUNDARY

Omni Associates
 PROJECT #11028402
 DATE: 10/16/03
 DRAWN BY: XAL
 REVISED: 12/14/04

ONE 010 TRAIL DRIVE APLETON, WI 54911
 PHONE: (920) 754-9600 FAX: (920) 755-9192

LOCATION: F:\GIS\MYO\LAND\DRAWINGS\SS\SS\Hc_Shrmty_11117.mxd
 SOURCE: EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION
 OUTAGAMIE COUNTY

The Sanitary Suitability Classifications illustrated on this map are based on information obtained from the *Outagamie County Soil Survey*. The Soil Survey evaluates soil types based on their ability to support septic tank absorption fields. Areas identified as **Severe Risk** are not recommended for development given sloping, steepness, wetness or other limitations. **Moderate Risk** areas may be suited for development if certain precautions or mitigation techniques are used. Areas of **Slight Risk** are well-suited for septic tank absorption fields. Future annexation by New London will provide residents with access to city sewer and water.

CHAPTER 7:

AGRICULTURAL, NATURAL, & CULTURAL RESOURCES

According to the Center for Watershed Protection (CWP) in Ellicott City, Maryland, more than 30 different scientific studies have documented that stream, lake, and wetland quality declines sharply when impervious cover in upstream watersheds exceeds ten percent.

Agricultural Fields

Conventional agricultural practices expose topsoil to erosion from wind and precipitation. Plowed fields, row crops, the conversion of wetlands, and the overuse of commercial pesticides and fertilizers all intensify nonpoint source pollution loading to surface waters. By utilizing techniques such as conservation tillage, nutrient management planning, wetland restoration, grazing management, cover crops, and agricultural buffers, farmers can dramatically reduce nonpoint source pollution as well as the cost of farming.

Lawn Fertilizers, Herbicides, and Pesticides

Wisconsin and Minnesota residents use more fertilizers and pesticides on their lawns per capita than those of any other state.⁶ Upwards of 95% of the chemicals applied to residential lawns are washed into storm drains and then into nearby creeks and streams following rain events. In northern climates, turf grass effectively utilizes fertilizer only during the fall. Fertilizers applied during spring and summer months contribute to algae blooms and eutrophication of surface waters. Moreover, many turf grass herbicides/pesticides, even those that claim to be focused on specific weeds or pests, kill beneficial organisms and are suspected causal factors in a number of autoimmune and endocrine illnesses in people and pets.

On April 1, 2010, state regulations took effect that restrict the use, sale and display of turf fertilizer that is labeled as containing phosphorus or available phosphate. This type of fertilizer cannot be applied to lawns or turf in Wisconsin except in certain cases.

CONSERVATION-BASED DEVELOPMENT

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

The goal is to successfully integrate a development with its environment and unique natural surroundings, rather than having the environment functioning apart from the development altogether. Such an approach minimizes the site disturbance footprint by confining development to within existing open spaces and taking advantage of site topography by constructing roads on natural ridgelines. A conservation-based development typically involves a developer and his/her team of surveyors, engineers, and landscape architects conducting site assessments to identify features of interest to preserve from which a design layout is generated.

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

- Preservation and protection of natural drainage patterns.
- Maintenance of existing topography.

⁶ Source: USEPA, Fertilizer and Pesticide Use on Turf Grasses in the U.S. and their Effects on Surface Waters, 1998.

CHAPTER 7: AGRICULTURAL, NATURAL, & CULTURAL RESOURCES

- Clearing and grading as little as possible.
- Minimize the amount of impervious cover.
- Maintaining a community determined ratio of preserved open space to developed area.

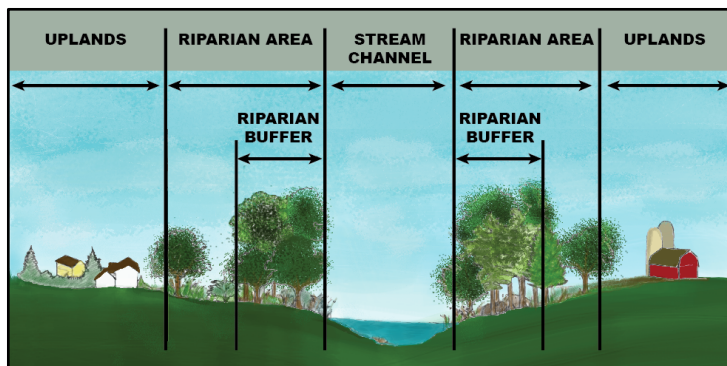
Local governments may implement conservation-based concepts for residential development within the zoning and subdivision ordinances and for commercial and industrial development through the site plan review process. For additional information related to conservation-based development for subdivisions please refer to *Chapter 2: Housing*.

RIPARIAN BUFFERS⁷

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

Buffers can include a range of complex vegetation structure, soils, food sources, cover, and water features that offer a variety of habitats contributing to

diversity and abundance of wildlife such as mammals, frogs, amphibians, insects, and birds. Buffers can consist of a variety of canopy layers and cover types including: ephemeral (temporary-wet for only part of year) wetlands, ponds, and spring pools; shallow and deep marshes; wetland meadows; wetland mixed forests; grasslands; forests; and prairies. Riparian zones are areas of transition between aquatic and terrestrial ecosystems that provide numerous benefits to wildlife and people including pollution reduction and recreation. Riparian buffers are widely considered to be the single most effective protection for water resources.



Courtesy USEPA

NATIVE LANDSCAPES

A native landscape is generally defined as one comprised of species that occur naturally in a particular region, ecosystem, or habitat and that were present prior to European settlement. Landscaping with native wildflowers, grasses, shrubs, and trees improves the environment. Natural landscaping brings a taste of wilderness to urban, suburban, and corporate settings by attracting a variety of birds, butterflies, and other animals. Once established, native plants do not need fertilizers, herbicides, pesticides or watering, thus benefiting the environment and reducing maintenance costs.⁸ The benefits of native landscapes include:

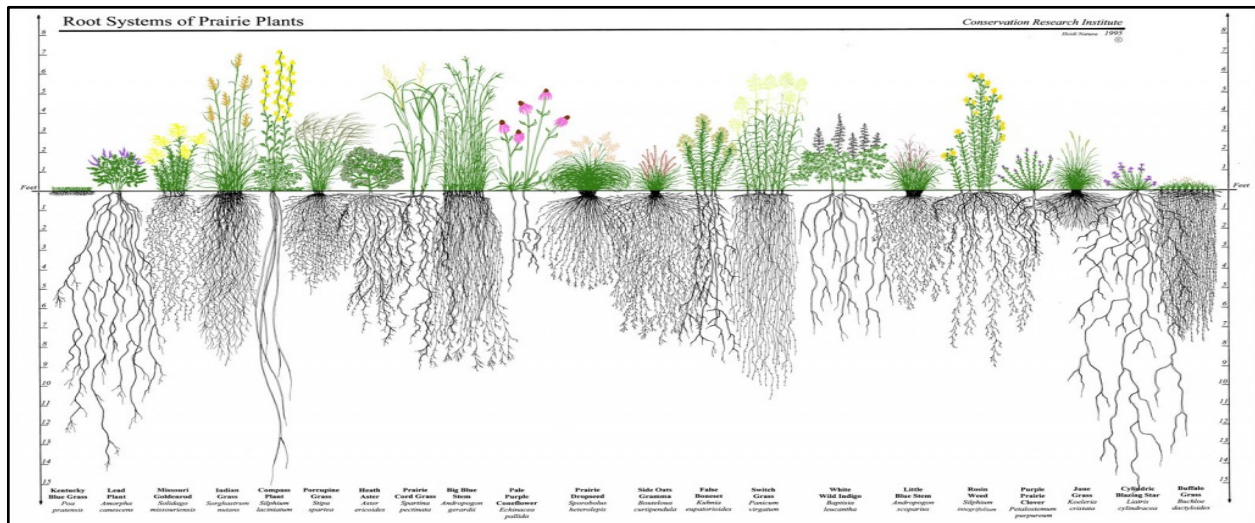
- Environmental - Once native plants are returned to the land, many species of birds, mammals, reptiles and beneficial insects return as well, restoring a vital part of the web of life. Landscaping with natives enriches the soil, decreases water run-off, and filters the pollution caused by nonpoint source pollution from commercial sites, subdivisions, parks, and farms.

⁷ Excerpted from *Managing the Water's Edge: Making Natural Connections*, USEPA

⁸ Excerpted from *Landscaping with Native Plants in the Great Lakes Region*, USEPA.

CHAPTER 7: AGRICULTURAL, NATURAL, & CULTURAL RESOURCES

- Economic - Over the long term, native landscaping is more cost-effective than traditional landscaping and requires no fertilizers, pesticides, or irrigation. Natives also increase infiltration reducing the need for expensive stormwater management infrastructure (see image above).
- Aesthetic - While traditional landscapes use one or two species of grass, native landscape designs can include dozens of species of trees, shrubs, grasses, and wildflowers. Each is unique and constantly evolving, and thrives in wet, dry, sunny, and shaded locations.
- Educational - Native landscapes provide hands-on opportunities for people of all ages to learn about habitats and ecosystems.



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

CULTURAL RESOURCES

Historical and cultural resources are valuable community assets warranting preservation. The term “cultural resources” typically refers to historic buildings and structures and archaeological sites; however, municipalities are granted the authority to identify the places that are cultural significant within their boundaries irrespective of the National Register of Historic Places or the State Historical Preservation Office. One of the most effective ways to do so is through a local historic preservation ordinance. A historic preservation ordinance can establish procedures to designate historically and culturally sensitive properties and places and to review projects that have the potential to negatively affect these important places.

Another way in which local governments can protect historically significant structures and places is through the use of overlay zoning in the zoning ordinance. An overlay zone is an additional layer of regulations for a particular area that is laid atop the underlying or base zoning regulations. A design review board, site plan review committee, or historic preservation commission administers the regulations within the historic overlay zone.

CHAPTER 7: AGRICULTURAL, NATURAL, & CULTURAL RESOURCES

Finally, the designation of ‘secondary conservation areas’ within the conservation subdivision components of a local subdivision ordinance allows a community to identify structures and places that should be preserved during the residential development process.

CHURCHES

There are four churches in the Black Creek Community. The churches are identified on the *Utilities and Community Facilities Map*.

- St. Mary’s Church
- Immanuel Evangelical Lutheran Church
- Community Bible Church
- St. John’s United Church of Christ

Numerous facilities also exist beyond Black Creek in nearby communities. Residents have easy access to these nearby facilities via town and county roads and the STH 47 and STH 54 corridors.



St. Mary’s Church, Village of Black Creek, WI

CEMETERIES

There are six cemeteries in the Black Creek Community. The cemeteries are identified on the *Utilities and Community Facilities Map*.

- St. Mary’s Cemetery
- Lutheran Cemetery
- Lutheran Cemetery
- Sassman Cemetery
- St. John’s Cemetery
- Town Cemetery

LIBRARIES

The Black Creek Village Library is located at 507 South Maple Street. Information about this facility is provided in the *Utilities and Community Facilities Chapter*.

MUSEUMS

Museums protect valuable historic resources for community enjoyment. There are several museums and other historic resources located nearby in Appleton and Green Bay. Residents are welcome to visit these facilities and enjoy the exhibits and other amenities they have to offer. Likewise, additional historic resources can be found in other nearby communities accessible via STH 47, STH 54, and I-41. There are no museums or historic districts currently located in the Town or Village.

CHAPTER 7: AGRICULTURAL, NATURAL, & CULTURAL RESOURCES

WISCONSIN STATE HISTORICAL SOCIETY⁹

The mission of the Wisconsin State Historical Society (WSHS) is to maintain, promote and spread knowledge relating to the history of North America, with an emphasis on the state of Wisconsin. WSHS helps people connect to the past by collecting, preserving, and sharing stories. Its guiding principles are to:

- Reach out and partner with the broadest possible public.
- Present and promote sound and authentic history.
- Share its riches of staff, collections and services in ways that captivate and respect its many audiences.
- Collect and safeguard evidence of Wisconsin's diverse heritage according to the highest standards of stewardship

Architecture and History Inventory

The Wisconsin Architecture and History Inventory (AHI) is a digital source of information on more than 140,000 historic buildings, structures and objects throughout Wisconsin. Each property has a digital record providing basic information about the property and most include exterior images. The AHI contains information on buildings, structures, and objects that illustrate Wisconsin's unique history. It documents a wide range of historic properties such as round barns, log houses, cast iron bridges, small commercial buildings, and Queen Anne houses, among others. As of April 2015, the AHI listed thirty structures within the Town and/or Village of Black Creek.

Inclusion in the AHI conveys no special status or advantage. The inventory is merely a record of the property resulting from site reconnaissance conducted by staff of the Wisconsin State Historical Society.



Local structures listed on the AHI

CULTURAL RESOURCES PLAN

SECONDARY CONSERVATION AREAS

As discussed in *Chapter 4: Housing*, conservation subdivisions provide a means by which local government, landowners, and developers may preserve important natural and cultural features present on a given piece of property. They do so by identifying *secondary conservation areas* (SCA) to be preserved during the residential development process. Unlike primary conservation areas (wetlands, flood plains, steep slopes, etc.), SCAs are cultural, natural, and agricultural resources that hold particular value within a given community. Examples of cultural SCAs may include architecturally significant homes, structurally

⁹ Excerpted from Wisconsin State Historical Society website, 2015.

CHAPTER 7: AGRICULTURAL, NATURAL, & CULTURAL RESOURCES

sound barns, fencerows, and windmills, among others. Most importantly, SCAs are determined at the local level based upon local values. The local government has the authority to require or encourage SCAs.

HISTORIC PRESERVATION

The term historic preservation refers to the protection, rehabilitation, restoration, and reconstruction of cultural resources. Cultural resources can include structures, sites, and objects having historical, archaeological, social, or cultural significance within a community. Historic preservation ordinances are the tool typically utilized by local government to protect cultural resources.

Historic preservation ordinances provide protection to individual sites and structures or historic districts through a permitting process that requires advance review of proposed projects by a preservation commission or other administrative body. While similar in many respects, preservation ordinances can differ widely from place to place. Variations arise due to differing levels of political support for preservation. The most effective ordinances are tailored to meet the individual needs of the community and the resources being protected.

CERTIFIED LOCAL GOVERNMENT PROGRAM¹⁰

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

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

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



Courtesy Wisconsin Historical Society

¹⁰ Excerpted from Wisconsin Historical Society website.

AGRICULTURAL, NATURAL, AND CULTURAL RESOURCE PROGRAMS

The following pages describe the various federal, state, and local programs that are available to aid the Town and Village in implementing its agricultural, natural, and cultural resources plan.

UNITED STATES DEPARTMENT OF AGRICULTURE

Conservation Reserve Enhancement Program

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

Natural Resource Conservation Service – Environmental Quality Incentives Program

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

Natural Resource Conservation Service - Farm and Ranch Lands Protection Program

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

Natural Resource Conservation Service – Financial Assistance Program

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

CHAPTER 7:

AGRICULTURAL, NATURAL, & CULTURAL RESOURCES

Natural Resource Conservation Service – Landscapes Initiatives Program

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

FARM SERVICES AGENCY – CONSERVATION RESERVE PROGRAM

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

WISCONSIN DEPARTMENT OF NATURAL RESOURCES

Knowles-Nelson Stewardship Program – Acquisition and Development of Local Parks Program

The Knowles-Nelson Stewardship Program (KNSP) sets aside fifty percent of the funds in the Local Assistance Program for projects that improve community recreation areas and acquire land for public outdoor recreation. Funds are allocated on a regional basis with seventy percent distributed on the basis of each county's proportionate share of the state population and thirty percent distributed equally to each county. Applicants compete against other applicants from their region. Funds may be used for both land acquisition projects and development projects for nature-based outdoor recreation.

Under all KNSP programs, eligible local governments are only those towns, villages, cities, counties, and tribal governments that have a DNR accepted comprehensive outdoor recreation plan or master plan that has been approved by resolution by the local governing unit. Local governments with qualifying plans receive eligibility to apply for grants for up to five years.

Knowles-Nelson Stewardship Program – Acquisition of Development Rights Program

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

Knowles-Nelson Stewardship Program – Urban Greenspace Program

The intent of the Urban Green Space Program (UGS) is to provide open natural space within or in proximity to urban areas; to protect from urban development areas within or in proximity to urban areas that have scenic, ecological or other natural value; and to provide land for noncommercial gardening for the residents of an urbanized area.

CHAPTER 7:

AGRICULTURAL, NATURAL, & CULTURAL RESOURCES

Managed Forest Law

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

Land and Water Conservation Fund Program

The Land and Water Conservation Fund is a federal program administered in all states that encourages creation and interpretation of high-quality outdoor recreational opportunities. Funds received by the DNR for this program are split between DNR projects and grants to local governments for outdoor recreation activities. Grants cover fifty percent of eligible project costs. Eligible projects include:

- Land acquisition or development projects that will provide opportunities for public outdoor recreation.
- Property with frontage on rivers, streams, lakes, estuaries, and reservoirs that will provide water based outdoor recreation.
- Property that provides special recreation opportunities, such as floodplains, wetlands, and areas adjacent to scenic highways.
- Natural areas and outstanding scenic areas, where the objective is to preserve the scenic or natural values, including wildlife areas and areas of physical or biological importance. These areas shall be open to the general public for outdoor recreation use to the extent that the natural attributes of the areas will not be seriously impaired or lost.
- Land or development within urban areas for day use picnic areas.
- Land or development of nature-based outdoor recreation trails.
- Development of basic outdoor recreation facilities.
- Renovation of existing outdoor recreation facilities which are in danger of being lost for public use.

Urban Forestry Grants

WDNR offers urban forestry grants to cities, villages, towns, counties, tribes, and 501(c)(3) nonprofit organizations in or conducting projects in Wisconsin. These grants fall into three categories: Regular grants, startup grants and catastrophic storm grants.

- Regular grants are competitive cost-share grants of up to \$25,000. Grants are to support new, innovative projects that will develop sustainable urban and community forestry programs, not to subsidize routine forestry activities.
- Startup grants are competitive cost-share grants of up to \$5,000. These simplified grants are available to communities that want to start or restart an urban forestry program.
- Catastrophic storm grants fund tree repair, removal or replacement within urban areas following a catastrophic storm event for which the governor has declared a State of Emergency under s. 323.10, Wis. Stats.

CHAPTER 7:

AGRICULTURAL, NATURAL, & CULTURAL RESOURCES

Urban Nonpoint Source & Storm Water Management Grant Program

The Urban Nonpoint Source & Storm Water Management Grant Program offers competitive grants to local governments. Grants reimburse costs of planning or construction projects controlling urban nonpoint source and storm water runoff pollution. Eligible recipients include cities, villages, towns, counties, regional planning commissions, tribal governments and special purpose lake, sewage, or sanitary districts may apply. The local government must have either jurisdiction over the project area or be required to control storm water discharge with an inter-governmental agreement between the municipality and the Department of Natural Resources.

Wisconsin Forest Landowners Grant Program

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

WISCONSIN COASTAL MANAGEMENT PROGRAM

Approximately \$1,500,000 is available through the Wisconsin Coastal Management Program (WCMP) to enhance and restore coastal resources within the state's coastal zone--all counties adjacent to Lakes Superior and Michigan.

Projects eligible for WCMP funding include:

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

WISCONSIN HISTORICAL SOCIETY

Historic Home Owner's Tax Credits

The Wisconsin Historical Society's Division of Historic Preservation (DHP) administers a program of twenty-five percent state income tax credits for repair and rehabilitation of historic homes in Wisconsin. To qualify, the residence must be one of the following:

- Listed in the state or national register.
- Contributing to a state or national register historic district.
- Be determined through the tax credit application process to be eligible for individual listing in the state register.

CHAPTER 7:

AGRICULTURAL, NATURAL, & CULTURAL RESOURCES

And, the property owner must spend at least \$10,000 on the following types of eligible work within a 2-year period:

- Work on the exterior of the house, such as roof replacement and painting, but not including site work such as driveways and landscaping.
- Electrical wiring, not including electrical fixtures.
- Plumbing, not including plumbing fixtures.
- Mechanical systems, such as furnaces, air conditioning, and water heaters; and Structural work, such as jacking up floors.

Historic Preservation Tax Credits for Income-Producing Historic Buildings

Owners of historic income-producing properties in Wisconsin may be eligible for two income tax credits that can help pay for their building's rehabilitation. DHP administers both programs in conjunction with the National Park Service (NPS). The programs are:

- Federal Historic Preservation Credit. This program returns 20 percent of the cost of rehabilitating historic buildings to owners as a direct reduction of their federal income taxes.
- Wisconsin Supplemental Historic Preservation Credit. This program returns an additional 5 percent of the cost of rehabilitation to owners as a discount on their Wisconsin state income taxes. Owners that qualify for the Federal Historic Preservation Credit automatically qualify for the Wisconsin supplement if they get NPS approval before they begin any work.

GOALS, OBJECTIVES, AND POLICIES

Agricultural, natural, & cultural resources goals, objectives, and policies can be found in Chapter 12: Implementation.

INTRODUCTION

The purpose of the Economic Development chapter of the comprehensive plan is to promote the stabilization, retention and expansion of the economic base, and quality employment opportunities. Economic development refers to the sustained actions of elected and appointed officials, generally in partnership with the private sector, intended to promote the standard of living and economic health of a community. Economic development can also be referred to as the quantitative and qualitative changes in the economy over time. Such actions can involve multiple areas including development of human capital (through higher education and job training), critical infrastructure, regional competitiveness, environmental sustainability, social inclusion, and health and safety, among others.

Some of the keys to successful local economic development efforts include:

- Strong collaboration between the public and private sectors oriented around agreed-upon goals.
- A common vision within the general public about what a community should be and where it wants to go.
- Resilience, or the ability of the community to adapt quickly to change based on regional, national, and global economic conditions.
- Cooperation, not competition, between neighboring municipalities.

This chapter includes descriptions of the current economy of the Town and Village of Black Creek, options for future economic development within the two communities, and a list of tools that can aid in achieving future goals.

ECONOMIC DEVELOPMENT VISION

The Village of Black Creek is an important economic activity center in northern Outagamie County. It offers a mixture of local businesses (i.e. hardware, grocery, laundromat, professional services), restaurants, industrial park development, and businesses catering to motorists. By 2035, will expand its commercial and light industrial sectors to provide employment opportunities for its own residents and those of nearby communities. Coordination between the Village and the Black Creek Business Association has enhanced the appearance of the downtown to create a safe, attractive, and vibrant business district.

By 2035, farming and agriculture-related services continue to be the largest industry sectors, with limited commercial and light industrial development located along STH 47 near the Village. Town businesses do not require municipal water or sewer systems. All economic development is in harmony with the Town's natural environment and residential areas; this includes farming operations of all scales.

WHAT TYPE OF ECONOMY?

Two questions communities must ask themselves when preparing an economic development plan:

1. What kind of economic development do we have now?

2. What type of development do we want in the future?

The first is the easier of the two to answer.

What Kind of Economic Development Do We Have Now?

In general, there are five types of economies typically found in a small community¹. They include:

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

The Town of Black Creek can best be characterized as a hybrid of the Resource-Based and Dependent communities. Given its proximity to the Village of Black Creek and the Fox Cities and Green Bay metropolitan regions it is unlikely that the community will compete for conventional retail development or large-scale industry. However, opportunities exist for additional agricultural-related growth and agri-tourism, with limited commercial and light industrial catering to local users. See Chapter 7: Agricultural, Natural, and Cultural Resources for other options related to farming.

The Village of Black Creek comfortably fits within the confines of an Industrial Economy, with some aspects of a Resource-Based economy present within the community. Opportunities exist to create industry clusters and the core elements of a Lifestyle economy, particularly along Main Street.

What Type of Development Do We Want in the Future?

The second question requires more careful consideration on the part of elected and appointed officials, local businesses, and the general population. Shall we stay the course, with minor market-based additions and enhancements? Do we play to our strengths and seek industry clusters that further our brand? Or,

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

should we aggressively change direction and solicit development from industry sectors not currently present within the communities? These questions will be considered throughout the Economic Development chapter.

Additional information related to the economies of the Town and Village is presented in *Chapter 3: Community Profile*.

ECONOMIC ENVIRONMENT

Chapter 3: Community Profile provides an analysis of the local economy and labor force. Highlights from that chapter include:

- Local workers are very mobile. Residents take advantage of the communities' proximity to nearby employment centers (particularly the Fox Cities and Green Bay, for employment, shipping, dining, and recreation).
- Median incomes are rising, though slower than the historic rate.
- The Town and Village are emerging from the effects of the 2007-10 Great Recession, with improving economies, employment, and home values.

With an economy primarily focused on agricultural activities, the Town of Black Creek possesses a relatively limited commercial and industrial base. With the Village of Black Creek wholly enclosed within its boundaries there is little need within the Town for the types of economic development more commonly associated with incorporated communities. Essentially, the Village's downtown, STH 47 and 54 corridors, and industrial development near the rail line function as the economic core for both communities.

HISTORIC VILLAGE DOWNTOWN

The Village of Black Creek's Historic Downtown is the heart of the community (both communities, in fact). It extends along Main Street (STH 47) between STH 54 and Pine Street. The area has an urban character created by its dense mix of historic buildings with minimal setbacks. Parallel on-street parking is provided on the Main Street and along several side streets in the vicinity. Sidewalks are provided throughout this area which makes it possible to park in one location and walk to several businesses in close proximity. Most of the historic structures are located between STH 54 and Burdick Street. Wagner's Market, a vegetable market on the corner of STH 47 and STH 54, brings many visitors to the community on weekends. The new trail corridor also has potential to bring visitors to the area.



Historic Structures in the Village of Black Creek

As is common with many small, rural villages, the Village has experienced the ebb and flow of the state and regional economy. A number of small businesses have shuttered during the past decade with more being added. The goal of the Village is to sustain a strong, vibrant downtown providing residents and visitors with necessary amenities and services.

STH 47 & STH 54 CORRIDORS

STH 47 is Main Street as it passes through the Village. Near the southern limits of the Village, development along the corridor is very much auto-oriented. South of the Village limits, there are a couple businesses located in the Town. The most notable of which is Black Creek Garden and Gifts. Given access limitations enforced by WisDOT, future business locations along STH 47 in the Town should be located adjacent to intersecting Town and County Roads and provide access from the intersecting streets as opposed to the highway. STH 54 is a smaller business corridor with potential for growth during the coming decades.

VILLAGE INDUSTRIAL AREA

Industrial development in the Village is concentrated along the Canadian Central Limited Railroad Corridor, WEST of STH 47 and south of STH 54. Opportunities exist for new development, the expansion of existing operations, and industry clusters based upon those operations.

ECONOMIC DEVELOPMENT PLAN

The Town and Village of Black Creek desire new business development that enhances quality of life and employs the local workforce. Businesses and industries should:

- Provide living wages.
- Be respectful of the cultural history and natural environment of the area.
- Be committed to the long-term success of the two communities.

ATTRACTING AND RETAINING BUSINESS AND INDUSTRY

Though the population of the Town exceeds the population of the Village, the primary center for the area's business community and cultural opportunities is the Village of Black Creek. As such, the Village represents the Smart Growth area of this Comprehensive Plan. This is appropriate and consistent with the Comprehensive Planning Law because:

- The Village of Black Creek is committed to redevelopment and infill.
- The area is a walkable environment with sidewalks and pedestrian crossings in close proximity to residential neighborhoods, schools, churches and medical facilities.
- The Village of Black Creek has sewer and water capacity to accommodate growth.
- The Village of Black Creek wishes to enhance its downtown to better serve residents.

The Town and Village of Black Creek have several positive attributes to offer potential businesses, including:

- An affordable tax rate.

- A rural setting.
- A great location - central to Green Bay and the Fox Cities.
- Safe community atmosphere.
- A quality school district.
- Affordable housing to accommodate local workers.

While Black Creek certainly enjoys its share of advantages, there are several challenges that the community must contend with when seeking to attract new businesses and industry. In particular:

- Residents are very mobile and can easily drive to nearby communities to purchase services and products.
- There is currently a lack of variety of businesses to meet people's everyday needs, so residents shop elsewhere.
- Poor utilization of downtown parking creates shortages in some areas.

The Village recognizes the need to revitalize its downtown so it can retain its status as a rural destination point. The Village understands that in a successful downtown, historic preservation plays an important role, along with sound urban design principles (e.g., streetscaping, walkability, etc.).

To better capitalize on the tourist traffic that passes along STH 47, visiting residents from nearby communities seeking rural businesses services, as well as, the new trail access from the abandoned railroad corridor, historic streetscaping is recommended. Streetscaping can enhance the historic character of the area, making the Village's Downtown a destination point for economic activity and an attractive area for residents to enjoy. Streetscaping improvements would include:

- Sidewalk enhancements like colored and stamped concrete and bumpouts to improve crosswalk visibility and invite pedestrians to use the area.
- Character signage (including incentives for business owners to provide such signage to create a theme for the corridor).
- Building façade improvements (e.g. materials, awnings, etc.).
- Landscaping, including street trees and planters.
- Historic lampposts and banners.

ECONOMIC GARDENING

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

The focus of a municipal economic gardening plan is on providing accurate, timely and relevant information to local entrepreneurs about key areas such as their competitors, customers, markets, and industry trends. Armed with this kind of information, a small business owner can make better strategic decisions, avoid costly mistakes, and successfully grow his or her enterprise. Economic gardening strategies help local small businesses discover how to reach markets outside the region. In turn, these exporting growth-oriented companies can spur the formation of local business suppliers and service firms

to support them. More and better-paid workers also increase the demand for local goods and services, recirculating wealth throughout the local and regional economy.²

The basic elements of economic gardening include:

- Providing critical information needed by businesses to survive and thrive.
- Developing and cultivating an infrastructure that goes beyond basic physical infrastructure and includes quality of life, a culture that embraces growth and change, and access to intellectual resources, including qualified and talented employees.
- Developing connections between businesses and the people and organizations that can help take them to the next level - business associations, universities, roundtable groups, service providers and more.³

BUSINESS INCUBATOR

The primary goal of a business incubator is to produce successful businesses that are able to operate independently, are financially viable, and provide new jobs and tax revenue within the community. Many entrepreneurs do not possess the capital necessary to acquire adequate facilities for their start-ups. Finding space, whether purchased or rented, can be financially overwhelming and energy draining at a time when resources are most needed for development of the business itself. Business incubators are designed to help start-up firms. They typically provide:

- Flexible space and leases, many times at very low rates.
- Fee-based business support services, such as telephone answering, bookkeeping, secretarial, fax and copy machine access, libraries, and meeting rooms.
- Group rates for health, life, and other insurance plans.
- Business and technical assistance either on site or through a community referral system.
- Assistance in obtaining funding.
- Networking with other entrepreneurs.

The Wisconsin Entrepreneurs' Network (WEN) provides entrepreneurs with access to a statewide network of resources and expertise, identifies high-potential entrepreneurs and helps move their businesses forward, facilitates collaboration between entrepreneurs and between organizations that assist entrepreneurs, and helps create and grow minority-owned businesses.⁴

The Wisconsin Business Incubation Association (WBIA) also provides assistance to local communities interested in starting an incubator. The WBIA is a 501(c) 3 non-profit corporation founded in 1998. The organization sponsors comprehensive surveys of Wisconsin's incubation programs and state entrepreneurship/incubation conferences. Business incubators are located throughout the state of Wisconsin... from Racine to Ashland to La Crosse to Milwaukee and communities in between. Many of these incubators are mixed-use while others have targeted programs. Most incubators have a facility while

² Excerpted from "Economic Gardening," Growing Local Economies, 2011.

³ Excerpted from "Second Stage Entrepreneurs: Economic Gardening," PEERspectives, 2011.

⁴ Excerpted from Wisconsin Entrepreneurs' Network website, <http://www.wenportal.org/About.htm>, 2011.

others are incubators "without walls". Additionally there are a number of agencies throughout Wisconsin that support entrepreneurship and foster business incubation.⁵

Seven Components of a Successful Business Incubator⁶

1. Clear and Well Communicated Goals - Government's reasons for starting incubators vary, but can include jump-starting the economy, job creation, sector development, etc. Other communities may choose to create an incubator to fill a missing piece of the economic mix whether it is a retail, office or light industrial incubator. Regardless, it is important to determine whether the goal is simply filling the incubator or graduate tenants to larger, market rate spaces in the downtown. Other goals may include developing a complementary mix of retail and service business, a revitalized downtown, a specific level of job creation, promoting entrepreneurship within the community and increasing earnings among residents. Determining specific goals is essential to developing the application process and communicating the benefits of locating within the incubator to potential tenants.
2. Incubator Manager - An incubator manager is involved in tenant selection, day-to-day operations and coordination and facilitation of business services. The manager would be responsible for all the key components of an incubator and will serve as a facilitator, mentor, coordinator and colleague of all the incubator tenants.
3. Business Services - Below are some services that may be important for tenants, potential tenants or other entrepreneurs who may not locate their business in the incubator, but pay a membership fee to use the facilities and services:
 - Business Plan Development
 - Promotional Assistance
 - Business Network
 - Technical Support
 - Funding for Startup and Maintenance
 - Customer Service
 - Hiring and Managing Employees
 - Accounting and Finance
4. Shared Resources - Shared services can include: duplicating and faxing, answering service, secretarial/receptionist services, conference rooms, shipping and receiving, warehousing, computer support, insurance, joint purchasing agreements, incubator manager or staff, an integrated sound, alarm and music system, credit reports, joint marketing and promotional assistance, high speed Internet service and an e-commerce website.
5. Physical Space - Space needs will vary with the focus of the incubator. Flexible layout and size will encourage the longevity of the incubator as will the ability for tenants to grow by occupying a larger space or by expanding their current site.
6. Financing - The incubator manager or incubator support team should work to gain access to capital for tenants by developing partnerships and pursuing grants and other funding

⁵ Excerpted from Wisconsin Business Incubation Association website, <http://www.wbiastate.org/>, 2011.

⁶ Excerpted from "Seven Component of a Successful Business Incubator," UW-Extension, 2011.

opportunities. Support for tenants seeking capital in the form of resource lists and contact information is essential. While access to capital might not be an initial part of the incubator project, developing a Micro Loan Program or other long-standing fund may be best suited for a long-term project such as the business incubator. An ongoing fund can assist with entrepreneurial training and financial support. Access to information and practices on accounting and maintaining cash flow will also be essential for many tenants.

7. Application and Acceptance Process - The goals of the incubator will help determine the application and acceptance process. The criteria selected should provide room for flexibility and creativity. The idea-oriented entrepreneur may not be able to put together the plan, while the detailed businessperson may be able to run a shop but not come up with the exciting product or service to market. Understanding that each entrepreneur will have a different skill set and that all ideas will be at various levels of development will allow the incubator manager or support team to match potential tenants with appropriate business services.

MARKET TRADE ANALYSIS

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

The local marketplace is divided into the elements of supply and demand. Opportunities for business development arise when there is a mismatch between the products and services consumers are demanding and those that suppliers are producing or providing... both today and into the future. The MTA provides a tool to evaluate existing industry sectors and identify product and service supply gaps and surpluses.

Beyond the boundaries of the reference community, the regional market provides competition for goods and services similar to that of the local marketplace. When a product or service is not available at the local level, or is available but at a lower cost or at higher quality in a nearby community, consumers will travel outside the local market to transact business. In order to effectively evaluate the economic environment of the Town and Village of Black Creek and to identify opportunities for future economic development, the MTA incorporates a number of *cohort communities* into the analysis. Cohorts are communities of similar size, demographic composition, economic diversity, and/or geographic location that will serve as bases of comparison for the reference community at the center of the MTA.

TAX INCREMENT FINANCING

Tax Incremental Financing (TIF) allows communities to undertake a public project to stimulate beneficial development or redevelopment that would not otherwise occur. It is a mechanism for financing local economic development projects in underdeveloped and blighted areas. Taxes generated by the increased property values pay for land acquisition or needed public works. In the past, the Village created a TIF district to finance the development of an industrial park (that was subsequently redeveloped into a residential subdivision). An opportunity exists to establish a TIF to support redevelopment (e.g. streetscaping, etc.) of Main Street.

CAPITAL IMPROVEMENTS PROGRAM

Through its Capital Improvements Program (CIP), the Town is able to responsibly plan for future improvements. The Village does not currently utilize this tool. As is recommended in the Utilities and Community Facilities Element of this Plan, the Village should consider developing a CIP to aid in planning for improvements that can support additional development.

ADDITIONAL LOCAL RETAIL CHOICES

To be successful, these ventures will require a unique merchandise selection based on local market demand. Otherwise, potential customers will continue to patronize choices available in nearby communities, including “big box” discount retail stores. Since families and homeowners dominate the local market, potential business may include: bookstores, music stores, furniture stores, craft/quilt shops, hardware stores, etc. To expand the potential customer base, local retail establishments will also need to market to the small surrounding communities (e.g. Shiocton, Seymour, Nichols) and capitalize on the potential the Internet provides.

SERVICE BUSINESSES

Service businesses (e.g. restaurants, coffee shops, ice cream parlor, grocery stores, and real estate office development) are also desired in the downtown. These businesses, like retail choices, should seek to capitalize on the local family market and high percentage of homeowners. Potential businesses might include food for the home businesses (i.e. bakery, winery, pizzeria) movie theaters and movie rental stores, interior decorators, and the like.

EXPANDED INDUSTRIAL DEVELOPMENT

Industries are needed to provide quality jobs to local residents. Ideally, industries would capitalize on Black Creek’s central location and available infrastructure.

A limited amount of commercial and light industrial development is recommended within the Town in order to retain its rural character. Future commercial and light-industrial development lining the STH 47 corridor through the Town is not desired. New development along STH 47 must not interfere with the traffic flow along the highways. Therefore, development in an industrial or business park is preferred with access provided from intersecting streets rather than direct access driveways along STH 47. The opportunity exists to extend water and sewer from the Village to portions of the Town to accommodate development. Through an intergovernmental agreement, both communities could share the tax benefits of new development.

General Procedure for Establishing a TIF

The Village may define a TIF district. It may range in size from a single Village block to the entire Downtown area. Under a TIF:

- Tax assessments for the district are frozen at their current value.
- The Village, through its tax-increment finance authority, can acquire land and make capital improvements in the district (e.g. streets, lighting, landscaping, etc.) to make it more desirable to developers.
- When development occurs, the value of the land in the district increases. This increased value is taxed, but for a period of time while the TIF district is in effect, the additional tax revenues go to the TIF.
- This additional tax revenue is used to pay off the expenses incurred by the Village in land acquisition and installation of capital improvements.

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

An opportunity exists for expanded industrial development on the west side of the Village near STH 54. This area could be organized as an industrial / business park.

HOME OCCUPATIONS

Home occupations of a professional nature to take advantage of the Internet and other technologies that permit people to work from the privacy of their homes are desired in Black Creek. Such uses can be compatible in both the Town and the Village.

NEIGHBORHOOD DEVELOPMENT

Within new residential subdivisions in the Village, the potential exists to establish areas for neighborhood commercial development (e.g. daycare centers, convenience stores, dentist offices, etc.) that would contribute to the creation of walkable neighborhoods. Some neighborhood commercial development exists today (e.g. library and medical clinic).

SPECIALTY FARMING

As is discussed in the Agricultural, Natural and Cultural Resources Chapter, there is an opportunity to promote specialty farming in the Town to ensure that farming can remain a productive part of the Town's future. Opportunities in this market include: organic farming, wineries, orchards, aquaculture, tree farms, and horse farms (offering boarding, riding, etc.)

TOURISM

As specialty farming is pursued and as the trail is completed along the abandoned railroad corridor the potential increases for tourists to travel to Black Creek. To capitalize on this opportunity, the Village should pursue the following:

- Establishment of a farmers market specializing in organics.
- Development of a park & ride lot to provide additional downtown parking, a lot for resident commuters to utilize, and if located appropriately, a lot for cyclists to use who are accessing the new trail.
- Expanded festivals and events to draw visitors to the community.
- Eco-tourism (e.g. biking, hiking, horseback riding) and supporting businesses (e.g. bike shops, etc.).

STH 47 is also an important north-south travel route through northeast Wisconsin. This route is used by weekend travelers and other tourists as a means to get "up north" via STH 29. This traffic supports local tourist business opportunities catering to these motorists (e.g. food, gas).

COMMUNITY IDENTITY: GATEWAYS FEATURES AND IMAGE CORRIDORS

An image corridor gateway, in conjunction with a wayfinding system and landscaping theme, can be a major identifying element for the Town and Village of Black Creek. Gateway features provide a visual sense of place and are often related to a community's natural resources, existing architecture, or local cultural heritage. Wayfinding systems allow residents and visitors to easily navigate to key destination points within the community.

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

As the primary ingress and egress routes through the two communities, highways 47 and 54 may serve as scenic, visually appealing entrances or run-of-the-mill transportation corridor. The commercial development patterns associated with conventional highway corridors would conflict with the scenic agricultural beauty of the area. This type of development, referred to as corridor creep, results in linear development patterns that dramatically reduce views of surrounding agricultural lands and open spaces. An alternative to corridor creep is commercial node development. With node development, commercial and residential land uses are concentrated and accessible by limited ingress/egress, thereby preserving view sheds and scenic views of surrounding landscapes.

Within an image corridor, standards are set regarding signage, landscaping, open space preservation, and building design and spacing, among others, to ensure that future development occurs consistent with the community's goal of preserving and enhancing rural character. Image corridors are typically implemented through the use of a zoning overlay.

ENVIRONMENTALLY CONTAMINATED SITES

Development efforts can sometimes encounter the challenge of potentially contaminated properties, which are commonly referred to as brownfield sites. Brownfield sites vary in size, location, age, and past use. A brownfield site can be a former corner gas station or an empty manufacturing plant. There are an estimated 10,000 brownfields across Wisconsin. These sites pose a number of problems for communities, including:

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

The term "brownfield" was first used to distinguish developed land from unused suburban and rural land, referred to as "greenfield" sites. The EPA, states, and municipalities believe that choosing brownfield redevelopment over greenfield development yields several benefits for communities and for commerce. Brownfield redevelopment encourages the cleanup of contaminated sites. This is the major goal of most modern environmental regulations. The fewer the number of contaminated sites, the less the cumulative impact to the environment. Another benefit of brownfield redevelopment is that it revitalizes urban areas. (Many brownfields are centrally located in urban areas.) This leads to another perceived benefit -- the minimization of green space development. When brownfields are redeveloped or revitalized in urban areas, less farmland on the urban fringe is developed, maintaining green space and reducing the need for expanding infrastructure and utilities. Finally, when brownfields are redeveloped and new businesses begin operating, these properties return tax base and provide jobs. This is a major financial incentive for municipalities to develop and encourage programs for brownfield redevelopment.

Using one of several databases, interested residents can search for properties in Black Creek that have been impacted by environmental contamination (and have been reported). The WDNR Bureau for Remediation and Redevelopment Internet web site tracking list is one such database. This database tracks identified sites from first reporting through closure or no further action. Records are kept in perpetuity regardless of whether or not contamination was actually found, the size of the incidence, and whether or not the site has been cleaned.

Governments at all levels have recognized that brownfield redevelopment is an important issue. Numerous programs have been created to encourage brownfield redevelopment including grants, loans, and tax incentives. In the future, the Town and Village will encourage landowners to pursue the clean up and redevelopment of any contaminated or brownfield site. Likewise, to minimize future environmental impacts, the Town and Village will encourage environmentally friendly business development that is properly permitted and regulated to protect the Town and Village's natural environment.

DESIGN STANDARDS ORDINANCE

The Village does not currently have a design standards ordinance to provide specific standards for signage, lighting, and façade improvements (including building materials, colors, and decorative elements like awnings) to enhance the historical integrity of the area. As a result, development designs have been approved that are not in character with the historic structures along Main Street. Development of a design standards ordinance must be coordinated with local business owners and interest groups.

STREETSCAPE PLAN

A traditional streetscape offers safety, comfort, beauty, and a lasting image of a vibrant and dynamic community. It extends outward from the street itself over adjoining properties, both public and private. As a result, a streetscape plan requires broad community consensus to be fully implemented. A well-designed streetscape, particularly within a core area, serves as a magnet attracting new residents, visitors, and businesses. Elements of streetscaping include:

- Sidewalk enhancements like colored and stamped concrete and bumpouts to improve crosswalk visibility and invite pedestrians to use the area.
- Character signage (including incentives for business owners to provide such signage to create a theme for the corridor).
- Building façade improvements (e.g. materials, awnings, etc.).
- Public gathering spaces.
- Landscaping, including street trees and planters.
- Historic lampposts and banners.
- Focusing on node-style development and avoiding “corridor creep,” wherein linear development patterns spread outwards from the community center along roads and highways.

FAÇADE ENHANCEMENT PROGRAM

The purpose of a Façade Enhancement Program (FED) is to encourage visual improvements to commercial façades in order to improve the physical appearance and economic marketability of downtown Black Creek. The development of a FED typically requires the creation of a local financial assistance program to provide incentives to business owners to make improvements within the streetscape environment. Under such a program, the Town would partner with property owners and businesses to

‘spruce up’ their exteriors in order to become more inviting to customers and residents. Eligible businesses must be located within a defined area (the town core, for instance).

FED programs are often implemented by Business Improvement Districts that are responsible for creating an evaluation process to ensure that all applicants are evaluated based upon consistent and pre-approved criteria. Grants and no-interest or low-interest loans are then made available to selected businesses to help fund desired improvements. Projects eligible for funding under a conventional FED include:

- Masonry cleaning.
- Work on cornices, gutters and downspouts.
- Exterior siding repair or replacement.
- Exterior painting.
- Accessibility improvements.
- Repair, removal or installation of canopies or awnings.
- Window repair or replacement.
- Signage.
- Structural Upgrades.

Projects typically ineligible for FED funding include:

- Refinancing of existing debt.
- Interior improvements.
- Non-permanent fixtures.
- Security systems.
- Sidewalk or parking improvements.
- Installation of bike racks or fences.
- Previously completed design or construction work.
- Properties for residential use, unless it is a mixed-use development.

MAIN STREET REVITALIZATION

In 2014 Taylor Polenske, a student in the Department of Landscape Architecture College of Agricultural and Life Sciences at the University of Wisconsin - Madison, completed a Capstone project entitled “Bringing Back the Pulse: A Main Street Revitalization.” The project entailed the creation of a master plan for the Village of Black Creek downtown. The report included many of the elements of described in this section of the chapter aimed at enhancing the Village core. It should serve a useful guide for any future efforts to reinvigorate the community.

For an electronic copy of “Bringing Back the Pulse: A Main Street Revitalization”, please contact the Village Clerk.

ECONOMIC DEVELOPMENT PROGRAMS

STATE AGENCIES/PROGRAMS

- Wisconsin Economic Development Corporation (formerly Department of Commerce) –This department is the state’s primary agency for delivery of integrated services to businesses.
- Wisconsin Department of Transportation – The Office of Disadvantaged Business Enterprise Programs encourages firms owned by disadvantaged individuals to participate in all federal and state transportation facility contracts.
- Forward Wisconsin – Forward Wisconsin markets outside Wisconsin to attract new businesses, jobs, and increase state economic activity.
- Department of Workforce Development – This department builds and strengthens Wisconsin’s workforce by providing job services, training and employment assistance, and helping employers find necessary workers.
- Wisconsin Small Business Development Centers – These centers help ensure the state’s economic health and stability. They offer formative business education, counseling, and technology training.

FEDERAL AGENCIES/PROGRAMS

- Department of Agriculture Rural Development Administration
- US Small Business Administration
- US Department of Commerce
- US Department of Transportation

NEW NORTH⁷

New North, Inc. is a 501(c)3 nonprofit, regional marketing and economic development organization fostering collaboration among private and public sector leaders throughout the 18 counties of Northeast Wisconsin, known as the New North region. New North is a regional partner to the Wisconsin Economic Development Corporation (WEDC) and the State of Wisconsin, as well as local economic development partners, and represents more than 100 private investors.

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

The Six Key Initiatives of the organization are to:

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

⁷ Excerpted from NEW North website, 2015.

- Promote the regional brand

GOALS, OBJECTIVES, AND POLICIES

Economic development goals, objectives, and policies can be found in Chapter 12: Implementation.

This page intentionally left blank.

INTRODUCTION

To understand the character of the Town and Village of Black Creek one only needs to look at the landscape. From the scenic, open farmlands, and quality housing development, Black Creek is a beautiful community, with a strong farming tradition and expanding development potential. These attributes are echoed in the value statements presented in Chapter 1 and the strengths, weaknesses, opportunities and threats listed in Chapter 2.

CURRENT LAND USE INVENTORY

The *Current Land Use Map* was created from information provided by Outagamie County and the East Central Wisconsin Regional Planning Commission (ECWRPC). The Town and Village of Black Creek provided additional updates in 2004. What follows is a description of the land use categories illustrated on the Current Land Use Map.

INDUSTRIAL

Industrial land uses, as shown on the *Current Land Use Map*, include all industrial activities. Industrial properties are currently concentrated the Village of Black Creek. To learn more about the area economic development opportunities, refer to Chapter 8.

RIGHT-OF-WAY

All roadways are shown in black on the *Current Land Use Map*. To learn more about transportation facilities, refer to Chapter 5.

RAILROAD

Canadian National Railroad is the only railroad corridor in the community. To learn more about transportation facilities, refer to Chapter 5.

WATER FEATURES

Water features include ponds, streams, creeks, and drains. The primary water features in the Town and Village are streams and creeks. To learn more about surface waters see Chapter 7.

WOODLANDS/WETLANDS

The woodlands and wetlands are grouped together in one category, since most of the wetlands are incorporated into the woodland areas. These areas cover much of the community and limit development to certain areas. Refer to Chapter 7 for more information.

UNDEVELOPED AREAS

Areas classified here consist of residential subdivision lots that are not yet developed and areas that are not wooded, wetland or farmland (Note: 'Undeveloped' is a term applied by Outagamie County GIS to a certain set of land uses).

UTILITIES

Utilities include electricity, natural gas, communications, and other service providers. More information is provided in Chapter 6.

COMMERCIAL

Commercial land uses are concentrated primarily within the Village and the southwest section of the Town. Commercial land uses include retail business, restaurants, gasoline stations and service businesses like travel agencies, banks, and auto repair establishments. Chapter 8 profiles economic development opportunities.

CEMETERIES

Cemetery locations are also illustrated on the *Current Land Use Map*. A detailed profile of each cemetery is included in the Utilities and Community Facilities Element (Chapter 6).

INSTITUTIONAL

Institutional uses include churches and schools and medical facilities. For more information about area churches refer to the Culture Resources portion of Chapter 7. For information about the local school districts refer to the Utilities and Community Facilities Chapter, Chapter 6.

QUARRIES

There are a few small quarry/pit operations located around the Town. These areas are shown in dark grey. Refer to the Agricultural, Natural and Cultural Resources Element (Chapter 7) for more information.

RECREATION

Town and Village Parks, as well as privately owned forests, wetlands, and sportsmen clubs fall in this category. For more information on these areas, see Chapters 6 and 7.

AGRICULTURE

The vast majority of the Town is classified as agricultural land. Agricultural lands include all non-irrigated cropland and rented cropland. For additional information about the local agricultural land uses, refer to Chapter 7.

FARMSTEADS/OUTBUILDINGS

Farmsteads/Outbuildings are defined as the residence, barn and other outbuildings associated with a farming operation. Farmsteads do not include cropland areas. For more information about the area farming operations, refer to Chapter 7.

SINGLE FAMILY HOMES

Single-family residential development is spread throughout the Town with the vast majority on individual plots lining roadways and a growing number forming in planned subdivisions. In the Village, residential subdivisions cover a very significant portion of the community. Information about the characteristics and quality of the housing supply is available in Chapter 4.

MULTI-FAMILY HOMES

Multi-Family homes are consist of more than one family unit per structure. Apartments, duplexes, quadplexes, and senior housing are each examples of multiple family homes. Information about the characteristics and quality of the housing supply is available in Chapter 4.

MOBILE HOMES

There is a small mobile home parks in the Village of Black Creek. There are a few mobile homes scattered around the Town. These mobile homes are illustrated in pink on the *Town/Village Current Land Use Map*, and the mobile home park is shown on the Village map.

CURRENT LAND USE ACREAGE

Table 9.1: Town of Black Creek Current Land Use by Category, 2015

Land Use	Acreage	Percent of Total
Agricultural	13,980	64.04%
Cemeteries	7	0.03%
Commercial	37	0.17%
Industrial	55	0.25%
Potential Village Park	5	0.02%
Public / Institutional	4	0.02%
Recreational	67	0.31%
Residential	755	3.46%
Transportation & Utilities	64	0.29%
Water	107	0.49%
Woodlands	6,748	31.90%
Total	21,830	100%

Source: Outagamie County Planning & Zoning Department.

Table 9.2: Village of Black Creek Current Land Use by Category, 2015

Land Use	Acres	Percent of Total
Agricultural/Vacant/Open Space	246	38.08%
Commercial	15	2.31%
Industrial	24	3.70%
Public / Institutional	22	3.40%
Recreational	34	5.32%
Residential	143	22.21%
Transportation	75	11.61%
Roads	25	3.89%
Utilities	<1	0.02%
Water	4	0.63%
Woodlands	57	8.87%
Total	646	100%

Source: Outagamie County Planning & Zoning Department.

ZONING REGULATIONS

The Town and Village of Black Creek each administer and enforce zoning regulations within their respective jurisdictions. The Town’s ordinance was recently updated to comply with Wisconsin’s new Farmland Preservation zoning regulations (Chapter 91, Wis. Stats.). Each community utilizes a conventional zoning ordinance based upon the designation of zoning districts within which a number of permitted and conditional uses are permissible. Tables 9.3 and 9.4 list the districts within the ordinances and provide brief descriptions of district regulations.

Table 9.3: Town of Black Creek Zoning Districts.							
District Name	Permitted Uses	Minimum Size	Minimum Width	Max. lot buildings coverage	Front Yard Setback	Side Yard Setback	Rear Yard Setback
FP/AED Farmland Preservation/ Exclusive Agricultural District	Productive agricultural lands by limiting encroachment of non-agricultural development.	No minimum lot size. Minimum lot size for Nonfarm Residences is one acre.	Farm = NA Home = 120 ft	NA	37 ft for homes	12 ft for homes	25 ft for homes.
AGD General Agricultural District	Farming and agricultural related uses with the knowledge that some non-agricultural uses will develop.	4 Acres Existing residential structure and farm dwellings not less than 43,556 sq. ft.	200 ft Home = 120 ft	NA	37 ft 37 ft for homes	12 ft for homes	25 ft for homes
RSF Single Family Residential District	Single Family Uses in a subdivision plat with public sewer.	7,200 sq. ft.	60 ft.	30%	25 ft.	6 ft.	25 ft.
	Single Family Uses in a subdivision plat without public sewer.	43,556 sq. ft.	120 ft.	15%	37 ft.	12 ft.	35 ft.
	Single Family Uses not in a subdivision plat with public sewer.	9,000 sq. ft.	75 ft.	20%	25 ft.	7 ft.	25 ft.
	Single Family Uses not in a subdivision plat without public sewer.	43,556 sq. ft.	120 ft.	15%	37 ft.	12 ft.	35 ft.
RTF Residential Two-Family District	Two Family Uses served by public sewer.	10,800 sq. ft.	150 ft.	30%	37 feet	12 ft	25 ft.
	Two Family Uses not served by public sewer	65,334 sq. ft.	240 ft	15%	37 ft.	12 ft.	25 ft.
RMF Multi-Family Residential District	High density residential areas with multi- family or apartment development	10,000 sq ft 3+ stories 20,000 sq ft	90 ft. 3 + stories 100 ft.	Not less than 30% of lot shall be landscaped	25 ft	20 ft 3+ stories 25 ft	25 ft.
CL Local Commercial District	Localized commercial markets by encouraging grouping of commercial establishments	10,000 sq. ft No sewer 43,556 sq. ft.	90 ft.	25%.	37 ft.	20 ft.	50 ft.
CR Regional Commercial District	Commercial market in areas that are highly developed or expected to be.	12,000 sq. ft.	100 ft.	25%	37 ft	20 ft	50 ft.
CP Planned Commercial Office District	Large-scale commercial development with access to major arterial streets	2 acres	200 ft.	35%	25 ft.	25 ft	25 ft.

CHAPTER 9: CURRENT LAND USE

IND Industrial District	Manufacturing located next to major thoroughfares.	12,000 sq. ft.	100 ft.	35%	37 ft	20 ft.	25 ft
CAO Critical Areas Overlay	Same as underlying zoning district.	Same as underlying zoning district.	Same as underlying zoning district.	Same as underlying zoning district.	Same as underlying zoning district.	Same as underlying zoning district.	Same as underlying zoning district.

Table 9.4: Village of Black Creek Zoning Districts.							
District Name	Permitted Uses	Minimum Lot Size	Minimum Lot Width	Min. lot buildings coverage	Front Yard Setback	Side Yard Setback	Rear Yard Setback
R-1 Single Family Residential District	Single-family dwellings with one (1) private garage for per parcel.	10,000 sq. ft.	90 ft.	1,100 sq. ft.	25 ft.	10 ft.	30 ft.
R-2 Two-Family Residential District	Single or Two family dwelling with private garage space for up to four (4) cars per parcel.	6,000 sq. ft.	90 ft.	1 bedroom-600 sq. ft. 2 bedroom-800 sq. ft. 3 bedroom-1,000 sq. ft.	25 ft.	10 ft.	25 ft.
R-3 Multiple-Family Residential District	All R-1 uses plus Multiple-family residential buildings with rooming for up 4 guests.	Single Family – 8,500 sq. ft. Two Family – 6,000 sq. ft. Multi-Family – 3,500 sq. ft.	90 ft.	1 bedroom-600 sq. ft. 2 bedroom-800 sq. ft. 3 bedroom-1,000 sq. ft.	30 ft.	10 ft.	25 ft.
C-1 General Commercial District	An area located within a compact and centralized area to meet the business and commercial needs of the Village.	N/A	70 ft.	Maximum of 15,000 sq. ft.	15 ft.	9 ft.	25 ft.
C-2 Highway Commercial District	Provide goods to travelers or business associated with motor vehicle or highway transportation.	N/A	100 ft.	N/A	25 ft.	10 ft.	20 ft.
I-1 Industrial	An area for manufacturing and industrial activities.	N/A	100 ft.	N/A	40 ft.	20 ft.	20 ft.
PUD Planned Unit Development District	Designed to promote environmental design in the Village, while allowing diversification and variation in implementing a comprehensive and cohesive unified project	N/A	N/A	N/A	N/A	N/A	N/A
CON Conservation District	Preserve the natural state of scenic areas and prevent uncontrolled residential development.	N/A	N/A	N/A	N/A	N/A	N/A
A-1 Agricultural District	Help conserve good farming areas and prevent uncontrolled residential development.	N/A	150 ft.	N/A	40 ft.	9 ft.	25 ft.

SUBDIVISION REGULATIONS

The purpose of a subdivision ordinance is to regulate and control the division of land to:

- Further the orderly layout and use of land;
- Prevent the overcrowding of land;
- Lesson the congestion on streets and highways; and
- Facilitate adequate provision for water, sewage and other public improvements.

A subdivision ordinance includes technical requirements, design standards for plats and certified survey maps, and required improvements (i.e. stormwater detention, public and private sewage, land dedication).

The Outagamie County Subdivision Ordinance outlines procedures for land division, technical requirements, design standards for plats and certified survey maps, and outlines required improvements (i.e. stormwater detention, public and private sewage, land dedication). The county ordinance also includes provisions for cluster developments (i.e. conservation-subdivisions), but provides little guidance for such development design and objectives. To obtain a copy of the county ordinance, contact the Outagamie County Planning / Zoning Department.

The Town of Black Creek has drafted, but not yet adopted, a Land Division and Subdivision Regulations ordinance. Once adopted, the ordinance will govern the creation of parcels through Certified Survey Maps and subdivision plats consistent with state statutes. The document includes procedures for the review and approval of conservation subdivisions in the Town.

The Village of Black Creek has a rudimentary subdivision ordinance that was adopted in the 1980s. The Village uses its zoning ordinance to establish minimum lot sizes and use requirements. The Village also has ordinances specifying road design requirements, utility connection requirements and the like. The development of a separate subdivision ordinance is seen as duplicative and unnecessary in the Village.

Each time an application for a new subdivision is prepared, the Village Plan Commission reviews it for consistency with local codes. The Plan Commission will then make a recommendation to the Village Board. Typically, these recommendations include conditions deemed necessary to protect public health, safety and welfare. This site plan review-based model works well for the Village.

EXTRATERRITORIAL PLAT REVIEW

Extraterritorial plat review (EPR) is granted by statute to all villages and cities in Wisconsin. Authority under EPR allows for the review of subdivision plats within 1.5 miles of city/village boundaries (for cities and villages of less than 10,000 persons), or 3 miles for those with populations of 10,000 or more. EPR applies automatically if the city or village adopts a subdivision ordinance or an official map. The town does not approve the subdivision ordinance for the city or village. The city or village may waive its extraterritorial plat approval jurisdiction if it does not want to exercise it.

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

EXTRATERRITORIAL ZONING

Under Section 62.23(7a) of State Statutes, a city or village may enact an extraterritorial zoning ordinance and map for adjoining unincorporated areas lying within its extraterritorial area (3 miles for those with populations of 10,000 and more; 1.5 miles for those less than 10,000). The limits of extraterritorial zoning are the same as those for extraterritorial plat review. Unlike extraterritorial plat review authority, which is automatically granted by statute, a city or village must follow a procedure that involves the adjoining town before enacting a permanent extraterritorial zoning ordinance and map,

In order to exercise their extraterritorial zoning powers, a city or village must have created a plan commission and adopted a zoning ordinance for the land within its corporate limits. Three major steps are involved in the adoption of an extraterritorial zoning ordinance:¹

1. Adoption of Extraterritorial Resolution

The governing body of the city or village adopts and publicizes a resolution which establishes its intent to exercise its zoning authority within all or part of its extraterritorial jurisdiction. The resolution must include a description of the area to be zoned.

2. Development of Extraterritorial Plan and Recommendations

The governing body directs its plan commission to formulate tentative recommendations for the extraterritorial district plan and regulations. The statute requires referral of the extraterritorial zoning resolution to the adopting municipality's plan commission. Actual hearings, recommendations, and decisions regarding the final zoning plan are made and conducted by a joint extraterritorial zoning committee.

The joint extraterritorial zoning committee is composed of three city or village representatives and three members from each of the towns included within the area proposed to be zoned. Representatives from the city or village may be the three citizen members of the local plan commission or any three plan commissioners designated by the mayor or village president. The three representatives from each town involved are appointed by the respective town boards. They must be residents of the town and possess "recognized experience and qualifications." and must be residents of the appointing town.

Once a tentative or recommended plan has been formulated, the joint committee must hold a public hearing on its proposal. The joint committee must approve the recommendations by vote of a majority of the six members. The zoning plan and district regulations are then sent to the governing body of the municipality.

3. Adoption

The final plan and regulations need to be adopted. Once it has received the extraterritorial zoning plan as approved by the joint committee, the governing body of the municipality may adopt the regulations as received or request changes. Any changes proposed by the legislative body must be reapproved by the joint committee and go through a process of notice and public hearing.

¹ Excerpted from Guide to Community Planning in Wisconsin, Brian Ohm, University of Wisconsin-Madison, 1999.

The governing body of the municipality adopting the initial resolution to zone outside its corporate limits may adopt an interim extraterritorial zoning ordinance. The interim ordinance freezes existing zoning or uses in the area during the period in which the extraterritorial ordinance is being prepared. It is valid for two years after its enactment and may be extended for another year if the joint committee so recommends.

OFFICIAL MAP

The official map is one of the oldest plan implementation devices at the disposal of the local communities. It is also one of the most effective and efficient devices to manage the problem of reserving land for future public use. Section 62.23(6) of the Wisconsin Statutes provides that the governing body of any local municipality may establish an official map for the precise identification of right-of-way lines and site boundaries of streets, highways, waterways, and parkways, and the location and extent of railway right-of-ways public transit facilities, and parks and playgrounds. Such a map has the force of law and is deemed to be final and conclusive with respect to the location and width of both existing and proposed streets, highways, waterways, and parkways, the location and extent of railway right-of-ways public transit facilities, and parks and playgrounds. The Statutes further provide that the official map may be extended to include areas beyond the corporate limits but within the extraterritorial plat approval jurisdiction of the municipality.

The official map is thus intended to implement the community's master plan of streets, highways, parkways, parks, and playgrounds. Its basic purpose is to inhibit the construction of buildings or structures and their associated improvements on land that has been designated for future public use. The official map is a plan implementation device that operates on a communitywide basis in advance of land development and can thereby effectively assure the integrated development of the street and highway system. Unlike subdivision control, which operates on a plat-by-plat basis, and acts on development proposals, the official map can operate over the entire community in advance of development proposals. The official map is a useful device to achieve public acceptance of long-range plans, since it serves legal notice of the government's intention to all parties concerned well in advance of any actual improvements. It thereby voids the altogether too common situation of development being undertaken without knowledge or regard for the long-range plan. Thus it can help avoid public resistance when plan implementation becomes imminent.

Neither the Town, nor the Village, of Black Creek have adopted an official map. Soon after adoption of this plan, an official map should be developed to facilitate the proper implementation of this plan and any supporting extraterritorial zoning regulations. The Official Maps developed by each community should show all existing property and street right-of-way lines, as well as proposed right-of-way lines and site boundaries of streets, future collectors, highways, waterways, and parkways, railways, public transit facilities, parks and playgrounds within the extraterritorial boundaries.

TRENDS IN SUPPLY, DEMAND, AND PRICE OF LAND

RESIDENTIAL DEVELOPMENT

The Town has a strong desire to carefully regulate the location of future residential development to ensure that future growth will not have a negative impact on the Town's rural character, interfere with farming operations, or result in significant increases in service needs and costs. Scattered rural development

translates directly into increased potential for conflicts with adjacent farms (i.e. odors, lighting, etc.), interrupts scenic views and character of rural areas, and may also increase the potential impacts of arsenic. It also costs more for the Town to provide road maintenance (including snowplowing), garbage collection and other amenities to residents that are scattered throughout the Town than it does for residents living in a more compact area.

Areas immediately adjacent to the Village provide the greatest opportunity for new housing in the Town. While some of this development may be annexed to the Village, the Town will continue to enjoy the tax benefits of any such annexations in accordance with SB 87 (2003 Wisconsin Act 317), which prohibits a City or Village from annexing any Town territory unless the City or Village agrees to pay the Town, for five years, an amount equal to the property taxes that the Town imposed on that land in the year in which the annexation was finalized.

Development immediately adjacent to the Village could have access to water and sewer service. Additional space is available for expansion, but current policies do not allow for service extension beyond the Village limits. In order for development to remain in the Town and receive municipal water and sewer service a shared services agreement between the Town and Village needs to be developed.

SUPPLY/TRENDS IN FARMING

As discussed in the Agricultural, Natural and Cultural Resources Element Chapter, older area farmers are retiring. Furthermore, the poor farm economy discourages people from becoming farmers. The result is a diminished pool of local family farmers. This leads to pressure to sell and convert farmland to more profitable uses to improve the sale price.

Fortunately, the Black Creek Community sees this plan as a tool to protect farmland by directing development to the Village and outlining strategies for cost-effective farming. It is hoped that this strategy will improve demand for farmland acreages in the Town in order to prevent sprawling residential development patterns.

COMMERCIAL AND INDUSTRIAL DEVELOPMENT

Commercial and industrial development is concentrated primarily in the Village. In particular, these uses are found along STH 47 and STH 54. This pattern of development is expected to continue in the future. Accordingly, the *Future Land Use Maps* recommend a pattern of development that supports infill and expansion of these areas. For this reason, the Village will seek to:

- Infill new commercial/industrial development along STH 47 and STH 54;
- Enhance the appearance of the STH 47 corridor;
- Promote additional Downtown development; and
- Utilize any new business park development as a means to grow the local economy.

DEMAND

Quality schools, parks and the small town atmosphere bring people to Black Creek. As is reflected in state and local population projections, the population is expected to steadily, though modestly, increase over the next 20 years.

Given low vacancy rates, new housing construction will be important to meet local demand. Moreover, providing housing for all stages of life will also be important to address changing demand from the aging population base. Offering a variety of local housing types, including single-family homes, duplexes and multiple family housing is necessary. By providing choices, Black Creek can accommodate the housing demands of families, single individuals, retirees, young professionals and others in need of local housing.

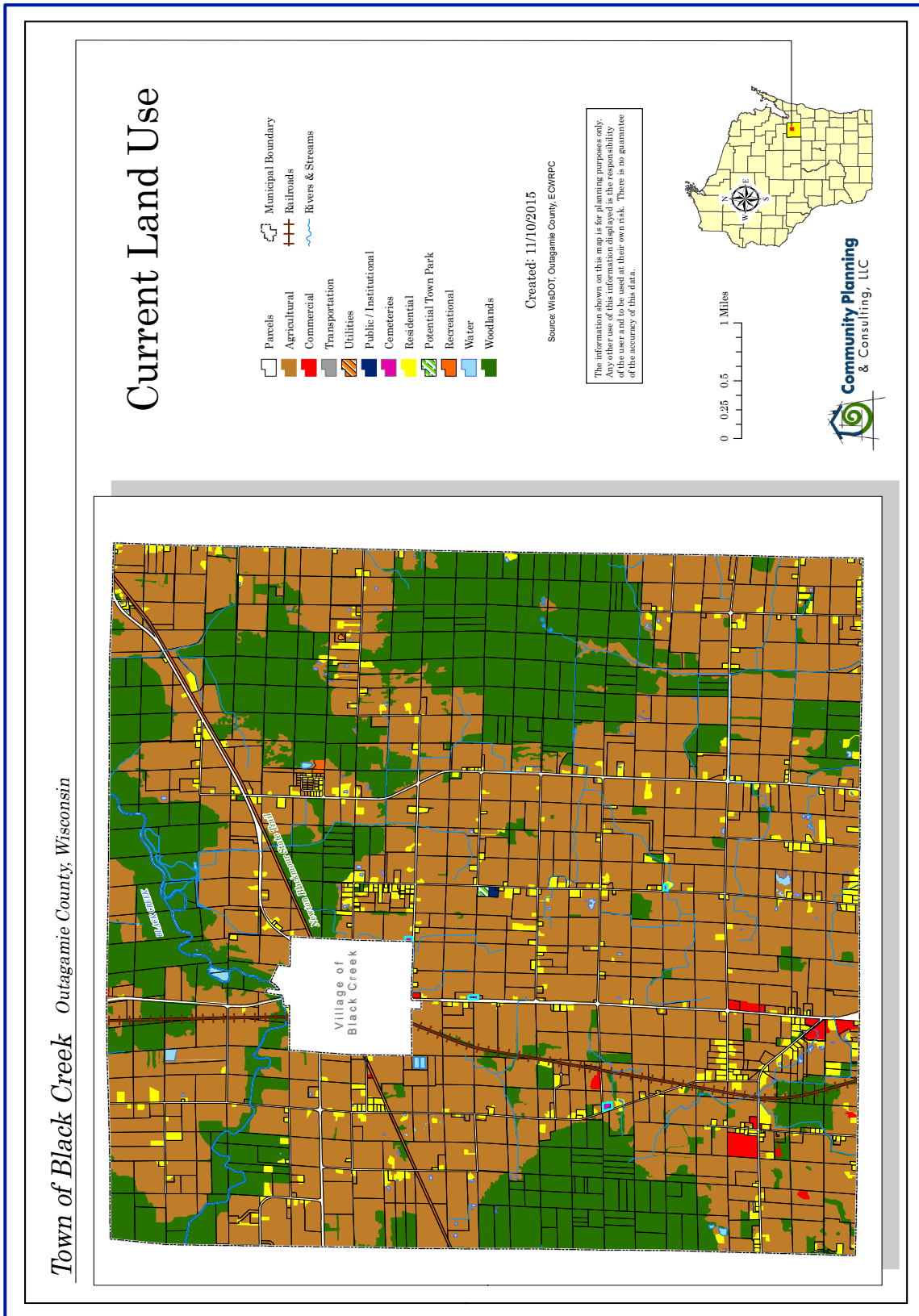
With a growing residential base, demand for additional businesses will soon follow. The greatest challenge to the Village will be to entice industrial development to the community to support the local tax base and provide quality employment opportunities for employment. Providing space in an industrial park is only one element in attracting industrial development. To be effective, the community will need to market itself. More specific attributes and strategies are outlined in the Economic Development Element.

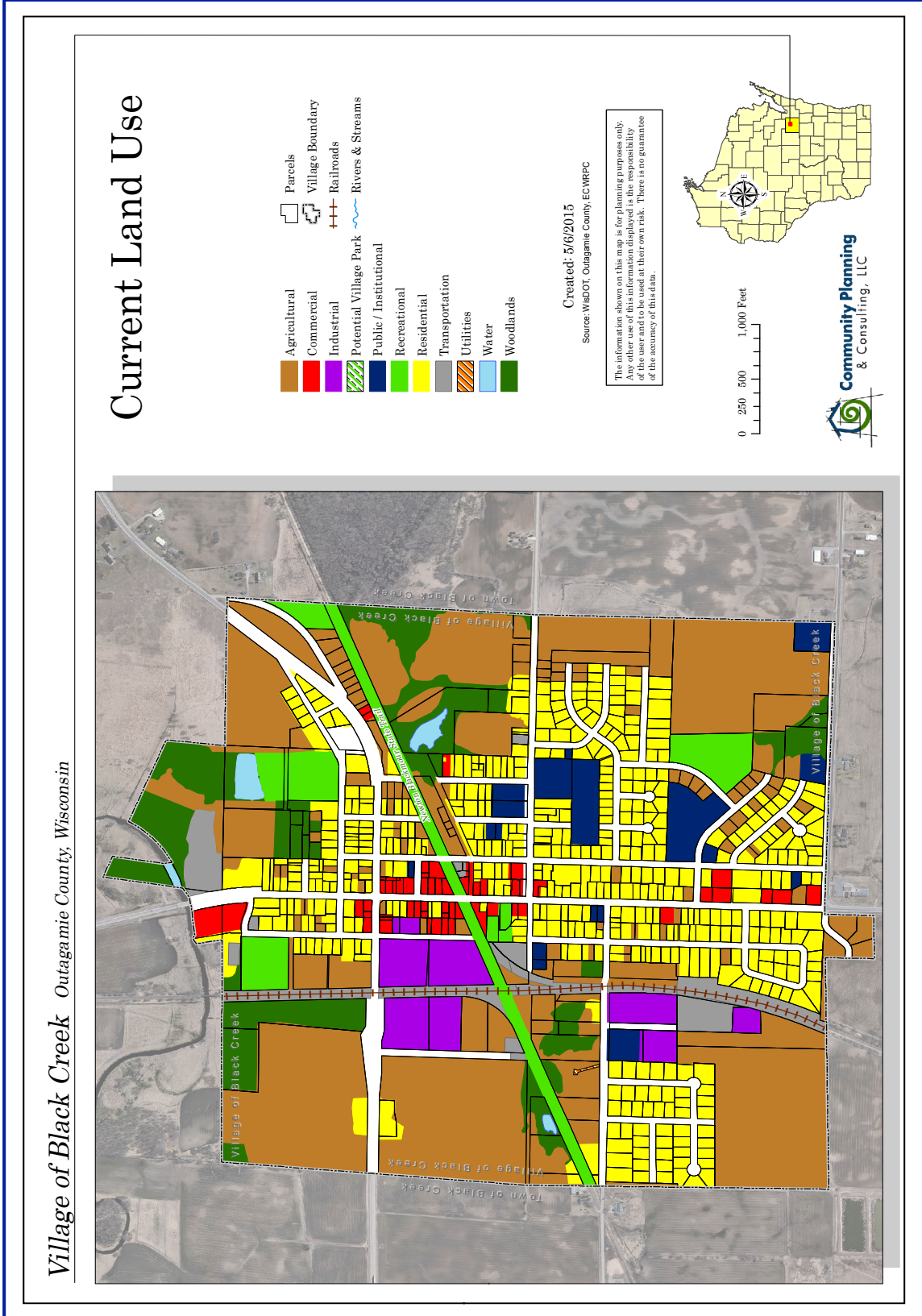
OPPORTUNITIES FOR REDEVELOPMENT

In the Black Creek community, opportunities for redevelopment are most prevalent in the Village. Specifically, opportunities for redevelopment exist along STH 47, the new rail to trail development and in industrial development expansion. Additional information about these opportunities is discussed in the Economic Development and Future Land Use Chapters.

Most areas of the Town are classified as undeveloped (as per Outagamie County GIS) or farmland areas. Accordingly, opportunities for redevelopment are limited.

When redevelopment opportunities arise, the Town and Village will rely on zoning requirements, site plan review, and other existing tools to oversee such events.





INTRODUCTION

Land use is the central element of a comprehensive plan. The Future Land Use chapter and map represent a culmination of the comprehensive planning process. It describes the proposed changes to the landscape that reflect the desires, expectations, and demands of residents and landowners in the Town and Village of Black Creek. The Future Land Use maps presented at the end of this chapter illustrate a desired 20-year future for each community. Essentially, the maps provide a target at which to aim. As per the requirements of Wisconsin's Comprehensive Planning Law, decisions related to land use through the administration of a zoning ordinance, subdivision ordinance, and official map must be consistent with the direction provided in this chapter and its maps.

LAND USE VISION

In 2035, residents of the Town and Village of Black Creek take pride in the community's small town atmosphere, high-quality and diverse housing choices, schools, parks, and services. Compact Village development patterns allow residents to easily walk to places of interest (e.g. stores, schools, parks, down). The farmland and natural areas of the Town support the agricultural economy, maintain important wildlife habitat, and keep Town taxes low. The Town and Village have an established industrial development area that takes advantage of its proximity to important rail and highway corridors and its central location between Appleton and Green Bay. Quality industrial and business park space brings new development to the area at a steady pace.

THE FUTURE LAND USE CHAPTER

The future land use chapter is the key element of the comprehensive plan. It will serve as the primary guidance tool for the Town and Village Boards and Plan Commissions in implementing the plan. Information related to the review and revision of the comprehensive plan appears in Chapter 12: Implementation. Like a blueprint for a building renovation, a comprehensive plan serves as a guide to construct, or *design*, the future Town and Village of Black Creek. As such, this chapter is segmented into three broad focus areas:

- **Community Design Considerations.** The underlying issues guiding future development in the community. Presented and discussed in earlier chapters, these are the primary areas of focus for the comprehensive plan.
- **Community Design Approaches.** The broad strategies and philosophies used to guide future development in the Town and Village and to address the community design considerations.
- **Community Design Tools.** The specific tools used to affect the change desired by the community. The two most important of these are the subdivision and zoning ordinances, although design, lighting, landscaping, signage ordinances, streetscaping, and others tools may prove useful.

COMMUNITY DESIGN CONSIDERATIONS

Community design is an important component of planning and plays a significant role in determining quality of life in a community. Elements of community design may include architectural standards, open space and natural resource protection, signage and lighting guidelines, and building setbacks, among others. Ordinances provide the primary means by which local governments can implement community design requirements. Of those, the zoning and subdivision ordinance are the two most influential.

PROPERTY RIGHTS

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

COMMUNITY CHARACTER

Community character is defined differently for each community. In the Town of Black Creek it means:

- Single-family residential development.
- Agricultural operations and wooded areas.
- Streams, creeks, wetlands, and environmental corridors.
- Abundant natural resources and wildlife.
- Limited commercial and industrial development.

For the Village of Black Creek, community character includes:

- Small town charm.
- A vibrant downtown.
- Safe and friendly neighborhoods.
- A balanced and diverse economy.
- A well-integrated mixture of old and new building stock

To maintain these features, the Future Land Use chapter and maps provide a preferred development pattern and the tools necessary to achieve community goals.

THRIVING DOWNTOWN¹

Research shows that a healthy and vibrant downtown boosts the economic health and quality of life in a community. It creates jobs, incubates small businesses, reduces sprawl, protects property values and increases the community's options for goods and services. A healthy downtown is a symbol of

¹ Excerpted from Solutions for American, 2009.

community pride and history. Survey data collected directly from citizens and landowners identified a thriving downtown district as a high priority.

Strategies for revitalizing and maintaining a healthy, vibrant downtown include:

- **Aim for a multifunctional downtown.** Successful downtowns attract a wide range of individuals and provide housing, employment, shopping, culture, and entertainment, among others.
- **Develop a broad strategy for revitalizing downtown areas.** Blueprints for improving downtowns must address several areas: the human, social, and economic dimensions as well as the physical environment. Successful revitalization efforts include new housing and commercial businesses, after-school programs, anticrime initiatives, youth development and employment services, arts, recreational opportunities, and public transit, among others.
- **Create partnerships.** Downtown revitalization encompasses a wide range of activities. It requires the cooperation of local government, chambers of commerce, the private sectors, civic organizations, and other key institutions.
- **Pay particular attention to attracting commercial business.** Businesses are often more comfortable and familiar working in suburban areas than downtown. Downtowns should provide guidance with financing, parking areas, zoning, and building design.
- **Focus on developing the unique qualities of downtowns.** Downtowns have an advantage in terms of their historical value and compact, pedestrian-friendly size. Development should focus on these strengths by preserving historical architecture through zoning and the adaptive reuse of existing structures. Downtowns should also improve and standardize pedestrian walkways through installation of attractive lights, benches, landscaping, WiFi, and other amenities in order to draw shoppers and other traffic.
- **Maintain and develop genuine public spaces.** Careful planning through widening sidewalks, encouraging mass transit, and landscaping can encourage “on-street” activities such as commerce and dining and widen the public sphere, promoting community. Include ‘pocket parks’ on underutilized vacant lots.
- **Make strategies locally based and flexible.** Downtown revitalization programs must be flexible in terms of goals and adapt their strategies to local needs. Market research aids in helping communities determine which projects match local demand.
- **Secure multiple sources of funding.** Although it is important to secure funding from a variety of sources, assistance from local governments is particularly important for long-term project sustainability.

HEALTHY NEIGHBORHOODS

Design, access, safety, beauty, recreation and nature are all crucial elements in sustaining healthy neighborhoods. The *American Planning Association* and *Urban Land Institute* have identified seven benchmarks of a great neighborhood:

- A variety of functional attributes that contribute to a resident's day-to-day living (residential, commercial or mixed uses).
- Accommodates multimodal transportation (pedestrians, bicyclists and drivers).
- Has design and architectural features that are visually interesting.
- Encourages human contact and social activities.
- Promotes community involvement and maintains a secure environment.
- Promotes sustainability and responds to climactic demands.
- Has a memorable character.

GATEWAY FEATURES

Gateway features provide a visual sense of place and are often related to a community's natural resources, existing architecture or local cultural heritage. They identify entry points and, when used in conjunction with a wayfinding system, allow residents and visitors to easily navigate to key destination points within the community. Thematic landscaping, or landscaping utilizing a consistent design and species mix, when located at entry points and along major transportation routes, provides an effective means of enhancing local identity. This may be particularly important at the periphery of the Village and at key entry points



to the Town, where an identifiable landscape would aid in informing residents and visitors that they are entering the Black Creek community. A unifying landscape theme, based upon regionally native species, will provide one component of identifiable and inexpensive gateway features for the Town.

SENIOR HOUSING

The issue of adequate, affordable and desirable housing for an aging population is one facing nearly every community in the country (see Chapter 4: Housing). As the next generation reaches retirement, communities across the country are scrambling to develop strategies to serve the needs of this demographic group, the largest generation in American history. Chapter 4 describes a variety of alternative housing strategies for the Village of Black Creek.

DARK SKIES

In recent years, a movement has spread across the country related to outdoor lighting and its effect on nighttime darkness. Through the public participation components of this planning efforts, residents have indicated the value they place on dark skies overhead making it possible to enjoy the stars at night. To that end, the Town and Village will promote lighting choices that:

- Keep glare to a minimum.
- Discourage the use of direct 'up lighting' in any application.
- Put outdoor lighting only where it is needed and when it is needed (i.e., use motion detectors).
- Use alternatives to constant dusk-to-dawn lighting whenever possible.
- Eliminate light trespassing onto neighboring properties and roadways.

These restrictions may be enforced through the zoning or subdivision regulations or a stand-alone ordinance.

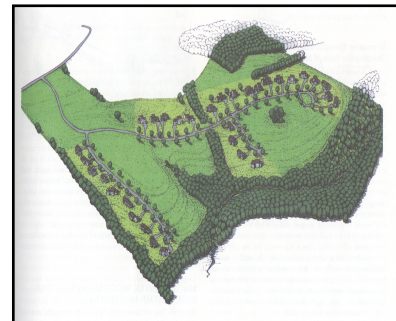
COMMUNITY DESIGN APPROACHES

Community design principles are integral to the future of both the Town and Village of Black Creek. Their use can ensure that new development blends harmoniously with the existing built and natural environment, while providing for land use patterns that promote a high quality of living.

CONSERVATION DESIGN

The natural landscape of the Town and Village offers an array of natural features that defines its character. Preserving rural character is a primary goal of the comprehensive plan. To accommodate future growth while maintaining the integrity of the natural environment, both communities will encourage *conservation design* approaches to new development. Conservation design will allow the Town and Village to:

- Protect rural character by maintaining natural areas, woodlands, scenic views, and farm fields, while addressing desired residential and commercial development needs.
- Lower the cost of development by reducing the amount of impervious surface, minimizing stormwater management requirements, shortening permit review time frames, and addressing the desire for community parks and open space.
- Create natural corridors of green space between developments that can be utilized by wildlife and have the potential to be used as trail or walkway areas to improve connections between developments.
- Preserve agricultural lands, including orchards, to ensure that they remain an economically viable component of the Town landscape.



Conventional (top) and conservation (bottom) subdivision design, Arendt, 1995

The principles of conservation design may be applied to rural and urban environments and for residential, commercial, industrial, and other land uses.

NEW URBANISM

As discussed previously, new urbanism is an international planning movement to reform the design of the built environment. Its goals are to raise the quality of life and standard of living by creating better places to live. New urbanism is the revival of the lost art of place making, not just developing. Communities that conform to the principles of new urbanism possess:

- **Walkability.** Most things are accessible within a 10-minute



Example of a New Urbanist streetscape.

walk (1/4 mi.). Pedestrian friendly street designs encourage walking and bicycling as a daily transportation mode.

- **Connectivity.** An integrated grid network of streets with few or no dead ends and cul-de-sacs.
- **Mixed Uses.** A variety of differing land uses within the community, within neighborhoods, and within downtown structures.
- **Housing Diversity.** A variety of housing alternatives providing residential living choices for all demographic groups.
- **Quality Architectural and Design Guidelines.** Emphasizing beauty, comfort, quality of life and sense of place.
- **Sustainability:** Energy-efficient structures and proximity of residential to commercial that encourage walking and bicycling; development that occurs in harmony with the existing natural and built environment.

TRADITIONAL NEIGHBORHOOD DEVELOPMENT

The comprehensive planning law defines a traditional neighborhood development (TND) as compact, mixed-use neighborhoods where residential, commercial and civic buildings are in close proximity to one another. TND is a planning concept based on the principles of new urbanism and promotes a development scheme similar to traditional small towns. TND principles advocate:

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

What Makes a Neighborhood Walkable?

A center: Walkable neighborhoods have a discernable center, whether it's a shopping district, a main street or a public space.

Density: The neighborhood is compact enough for local businesses to flourish and for public transportation to run frequently.

Mixed income, mixed use: Housing is provided for everyone who works in the neighborhood: young and old, singles and families, rich and poor. Businesses and residences are located near each other.

Parks and public space: There are plenty of public places to gather and play.

Pedestrian-centric design: Buildings are placed close to the street to cater to foot traffic, with parking lots relegated to the back.

Nearby schools and workplaces: Schools and workplaces are close enough that most residents can walk from their homes.

Provision of adequate open spaces, well-planned design guidelines, the use of indigenous vegetation and the incorporation of environmentally responsive wastewater treatment and stormwater management systems allow for land uses conducive with the rural landscape.

COMPLETE STREETS²

A design strategy growing increasingly popular in America's cities and towns is the *complete streets* movement. Complete streets aim to better integrate people and transportation systems (primarily roads). Incomplete streets – those designed with only cars in mind – limit transportation choices by making walking, bicycling, and taking public transportation inconvenient, unattractive, and, too often, dangerous. Complete Streets are streets for everyone. They are designed and operated to enable safe access for all users, including pedestrians, bicyclists, motorists and transit riders of all ages and abilities.



Courtesy HART TMA

- **Complete streets make economic sense.** A balanced transportation system that includes complete streets can bolster economic growth and stability by providing accessible and efficient connections between residences, schools, parks, public transportation, offices, and retail destinations. Complete streets can reduce transportation costs and travel time while increasing property values and job growth. Research shows that building walkable streets and lowering automobile speeds can improve economic conditions for both residents and business owners, and anecdotal evidence indicates that home values increase on streets that have received complete streets treatments.
- **Complete streets improve safety.** They reduce crashes through safety improvements. One study found that designing for pedestrian travel by installing raised medians and redesigning intersections and sidewalks reduced pedestrian risk by 28%. Complete streets also improve safety indirectly, by increasing the number of people bicycling and walking. A recently published international study found that as the number and portion of people bicycling and walking increases, deaths and injuries related to motor vehicle accidents decline.
- **Complete streets encourage more walking and bicycling.** Public health experts are encouraging walking and bicycling as a response to the obesity epidemic, and complete streets can help. One study found that 43 percent of people with safe places to walk within 10 minutes of home met recommended activity levels, while just 27% of those without safe places to walk were active enough. Residents are 65% more likely to walk in a neighborhood with sidewalks.
- **Complete streets can help ease transportation woes.** Streets that provide travel choices can give people the option to avoid traffic jams, and increase the overall capacity of the transportation network. Several smaller cities have adopted complete streets policies as one strategy to increase the overall capacity of their transportation network and reduce congestion.
- **Complete streets help children.** Streets that provide room for bicycling and walking help children get physical activity and gain independence. More children walk to school where there

² Much of this section was excerpted from Let's Complete America's Streets, www.completestreets.org, 2009.

are sidewalks. And children who have and use safe walking and bicycling routes have a more positive view of their neighborhood.

- **Complete Streets are good for air quality.** Air quality in our urban areas is poor and linked to increases in asthma and other illnesses. Yet if each resident of an American community of 100,000 replaced one car trip with one bike trip just once a month, it would cut carbon dioxide (CO₂) emissions by 3,764 tons of per year in the community. Complete streets allow this to happen more easily.
- **Complete streets make fiscal sense.** Integrating sidewalks, bike lanes, transit amenities, and safe crossings into the initial design of a project spares the expense of retrofits later.

COMMUNITY DESIGN TOOLS

This section of the chapter identifies the various tools available to the Town and Village to implement the community design approaches presented in the previous section. These include regulatory options, like ordinance, which carry the full force of law as well as guidance documents used to encourage landowners and developers to create environments consistent with the goals of the comprehensive plan.

ZONING ORDINANCE

The primary purpose of zoning is to identify the permitted and conditional land uses allowed on a given parcel or within a given district. It does not guide the process by which a parcel transitions from one land use to another. That process is governed by the subdivision ordinance.

As discussed in Chapter 9: Current Land Use, the Town and Village each administer and enforce their own zoning regulations. Both ordinances are based upon a traditional (or Euclidean) model of zoning. Euclidean zoning focuses on the separation of uses (i.e., residential separated from commercial separated from industrial, etc.). Alternatives to this model include *performance* and *form-based* zoning. The advantage of performance and form-based zoning strategies is particularly relevant to mixed-use districts. Under a Euclidean model, a Planned Unit Development (PUD) or similar zoning overlay is used to allow for mixed-use and other nontraditional forms of development. This is necessary since the mixing of land uses runs contrary to the principles of conventional zoning. A PUD is essentially a tool that disregards the existing zoning requirements in order to allow for a desired development pattern. In other words, the PUD recognizes the ineffectiveness of the traditional zoning model, at least as it relates to development outside of pure conventional zoning classifications.

Performance and form-based zoning regulate the impact and design characteristics of different uses, rather than limiting the types of uses allowed, in a district or community. Under these zoning regimes a

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

Zoning is a regulatory tool established to identify the permitted and conditional uses allowed on a given parcel within a specific zoning district. It is a very specific document. Comprehensive plans are vision-based guidance documents developed with high levels of public participation. The Future Land Use Map provided at the conclusion of this chapter presents a vision for future development patterns. It will serve as a guide for addressing rezoning requests.

Wisconsin's Comprehensive Planning law requires that all land-use decisions be consistent with an adopted comprehensive plan.

commercial or industrial use may be compatible with residential uses as long as the former does not negatively affect the latter (through noise, pollution, increased traffic, etc.). As a result, local governments relying on these newer models are creating mixed-use communities with a variety of different land uses established in close proximity. This pattern of development creates an environment that promotes walking and bicycling as well as increasing opportunities for community interaction. It also expands the local tax base more effectively than purely residential development.

Another tool useful in implementing plans, particularly those based upon the preservation of open space and historical places is *overlay zoning*. Overlay zones were initially intended to protect important resources and sensitive areas (Wisconsin's mandated floodplain zoning program is an example of overlay zoning). However, they may also be used to achieve design goals. The requirements of overlay zoning apply in addition to the underlying zoning regulations. The underlying zoning regulates the type of uses permitted, such as residential or commercial, while the overlay zone imposes specific requirements to provide additional protection. Overlay zoning may also be used to allow for mixed-use and infill development within established zoning districts.

SUBDIVISION ORDINANCE

Unlike zoning, which describes the allowable uses for a parcel of land, subdivision regulations govern the manner in which land transitions from one use to another (typically from agricultural or open space to residential). A subdivision ordinance provides the procedures and standards for dividing a large parcel of into smaller parcels for sale and development. Subdivision regulations require a developer to meet certain conditions in order to record a plat. As with zoning, subdivision regulation is a tool used to carry out a community's plan. However, the regulations governing the division of land differ from zoning regulations in two important ways.

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

Second, the requirements and procedures for regulating subdivisions provided under Wisconsin statutes are very different from the statutory requirements for zoning. Though it has three separate zoning enabling laws for cities/villages, towns and counties, Wisconsin has only one local enabling law for local subdivision regulation (Chapter 236, Wis. Stats.). This single enabling law provides the authority to adopt subdivision regulations and is very different from the authority for zoning. For example, towns do not require county approval to adopt subdivision regulations. Likewise, counties do not need town approval for the county subdivision regulations to apply within that town unless the town in question has adopted its own subdivision ordinance.

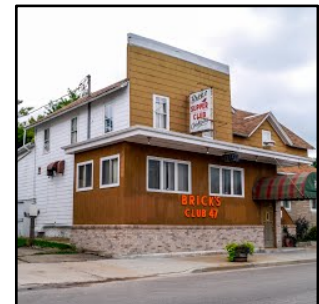
The design standards included within a subdivision ordinance provide a community with the tools necessary to protect public health and safety, preserve natural resources, and enhance quality of life. Design standards may be included in narrative or graphic form to provide developers and other interested

parties with examples of the types of development and design acceptable to the community. At a minimum, such an ordinance will govern how a subdivision is laid out (lot size and shape, access, open space, etc.), and the design of necessary improvements (road widths, sidewalk locations, tree plantings, etc.). A land division ordinance may also incorporate a variety of design standards including, but not limited to:

- **Protecting Open Space.** The ordinance may specify standards that limit construction on natural features that are unsuitable or undesirable for development.
- **Roads and Streets.** The ordinance may specify the standards for the design and construction of streets and related improvements within the subdivision. These standards may include street widths, intersection design, maximum grades, and length of cul-de-sacs, among others.
- **Configuration of blocks and lots.** The ordinance may provide standards for the size and location of blocks and lots.
- **Parks and Open Space.** The ordinance may specify the amount and type of open space dedication required for new development and the location and dimensional standards for different types of parks.
- **Water and Wastewater.** The ordinance may encourage or require the use of community wells and alternative wastewater treatment facilities for proposed subdivisions.

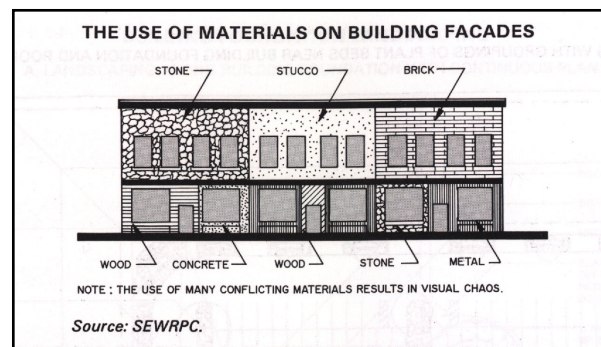
HISTORIC/CULTURAL PRESERVATION ORDINANCE³

Many Wisconsin communities have a rich assortment of properties with architectural, historical, archeological and/or cultural significance. These may include Native American sites, residences, public or commercial buildings, barns, and bridges, among others. A community may only have one property of historic significance or several that together may constitute a historic district. The presence of historic properties provides community identity and helps foster a special sense of place and association with the past. The most important thing to consider in the development of a historical and cultural resource ordinance is that the resources to be protected need not be eligible for the National Register of Historic Places. They should be those resources that hold special meaning to the residents of Black Creek, resources that may or may not hold special significance to other communities.



DESIGN ORDINANCE

A design ordinance sets architectural and design requirements for building materials, colors, styles, sizes, roof types, building lines (similar to setbacks), landscaping, lighting, signage, and other elements. Design ordinances can be used to promote traditional neighborhood new urbanist approaches to development. Municipalities use design ordinances to ensure that new development is functionally and



³ Excerpted from Guide to Community Planning, Brian Ohm, 1999.

visually compatible with the existing built environment.

A design ordinance may provide specific parameters to regulate building location (e.g., to preserve scenic views of lakes and open spaces, allow for adequate light infiltration, etc.). They may also be used to implement standards intended to revitalize existing areas that have deteriorated, or are in the process of deterioration. An important aspect of successful design ordinances is ensuring the flexibility to allow for new materials and ideas that are compatible with the overall community image. This is best achieved with the creation of a design review committee charged with the responsibility of weighing conformance with the code against originality in design, harmony with surrounding structures, and other considerations.

DESIGN REVIEW⁴

The design review process involves the review of individual development proposals by a plan commission or design review committee. Design review allows a community to influence the layout and appearance of buildings and open space as an area is developed. Traditional zoning and planning address community character and design in limited and indirect ways. Design review processes require that the community outline the purpose of the guidelines and the review process in a manner that assures objectivity, consistency, and fairness of process. Aspects of a design review process should include the following:

- Design guidelines should clearly define what the community means by compatibility with its character or harmony with existing surroundings.
- A community-wide design study should precede the determination of community character or image that is to be protected, enhanced or created.
- Surveys of citizens' perceptions of the character or image of the community should be conducted to form a basis for design guidelines.
- Content and organization of design guidelines should be simple and focused, with clear priorities for criteria and standards, but they should not be overly specific.
- Descriptive design criteria and standards should be illustrated.
- The interpretation of compatibility with community character or harmony should be broad enough to include various contextual relationships.

To be successful, design review programs need to have the support of the community. Members of the design review committee need to involve the entire community in the development of the guidelines. Members of the design review committee should also continually educate elected officials, developers and the public about the importance of design review on the character of the community.

STREETSCAPING

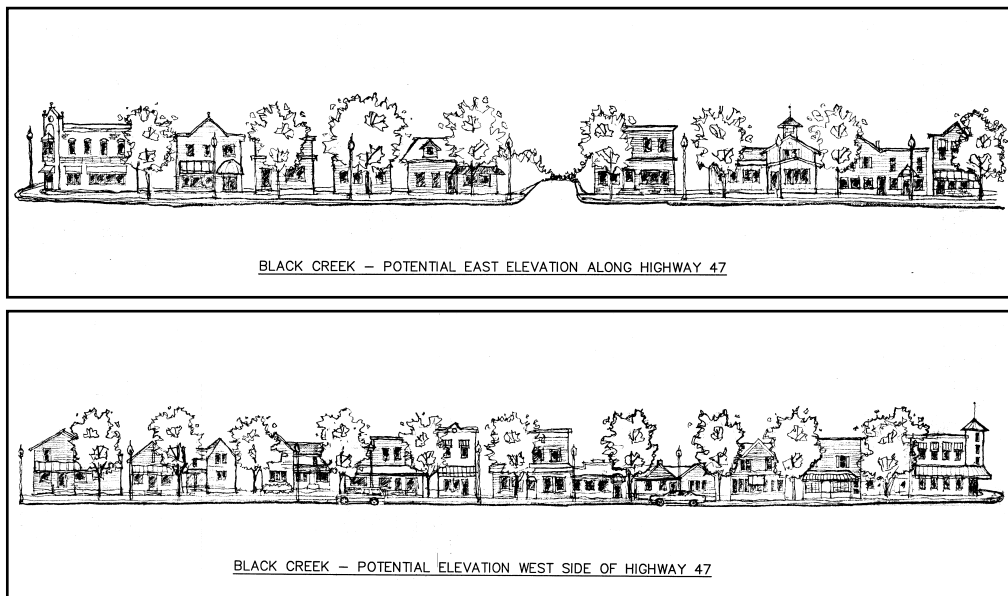
The term 'streetscape' generally refers to the visual elements of a street, including the road, adjoining buildings, sidewalks, street furniture, trees and open spaces that, when taken in their entirety, form the street's character. The goal of a streetscape plan is to develop and promote a set of design guidelines

⁴ Text excerpted from Guide to Community Planning in Wisconsin, Brian Ohm, UW-Extension, 2009

CHAPTER 10: FUTURE LAND USE

based upon existing and desired architectural elements and the historic character of a community that, when implemented, will create an attractive, high quality commercial environment. A well designed streetscape plan will improve the quality of life for residents; expand economic viability, and increase the desirability of a community as a destination. The main elements of a streetscape plan include:

- Architectural design recommendations and guidelines for structures located along primary transportation corridors and street enhancements to provide increased safety to pedestrians.
- Landscaping elements to be utilized within the downtown, at key entry points, and throughout the community.
- Integrated pedestrian and bicycle amenities, including resting areas, street furniture, Wi-Fi hotspots, bike racks, planters, water fountains, and trash receptacles, among others.
- A wayfinding system intended to assist visitors in navigating between key destinations.



Design concepts developed by OMNI Associates, 2005.

FUTURE LAND USE MAPS

The future land use maps appearing at the end of this chapter will be used to guide development in the Town and Village of Black Creek over the next twenty years. Wisconsin's comprehensive planning law requires that land use decisions related to zoning, subdivision development, and official mapping be consistent with an adopted comprehensive plan... and the future land use map.

HOW WERE THE FUTURE LAND USE MAPS DEVELOPED?

The future land use maps began with the current land use maps as a foundation. From those base maps:

- Natural resource areas were identified to delineate existing development limitations including wetlands, floodplains, and surface water.
- The existing housing supply and future population and household projections were examined to understand the extent of future residential development.
- Utility and community facility capacities plans were reviewed to understand future community needs.
- The results public participation exercises from the 2015 planning process were reviewed to guide future land uses.
- Market considerations were used to guide the most appropriate locations for future commercial and industrial development.
- New Urbanism and TND approaches were used as a framework for planning future uses in the Village.

HOW WILL THE FUTURE LAND USE MAPS BE USED?

The future land use maps are planning tools to be used by the Town and Village Boards and their respective Plan Commissions to guide future zoning revisions, land and subdivision applications, and other local land-use decisions in accordance with the Comprehensive Planning law. Landowners and developers will consult the plan when making development decisions, and should be confident that an application for development that is consistent with the comprehensive plan will be approved.

It is important to note, however, that a plan is not a static document. It must evolve to reflect current conditions. If not regularly reviewed and amended, it will become ineffective over time. Applications for rezoning and development that are inconsistent with the plan and future land use maps must be given due consideration, not rejected out of hand. In some situations, it may be desirable to amend the plan (and maps) to accommodate a compatible but previously unplanned use. Likewise, a change in county or regional policy, technological advances, the economy, or the natural environment may affect the plan.

Any change to the plan (including the plan maps) must be considered in the context of all nine required plan elements, including the visions, goals, and policies expressed in this document. If an amendment is to be approved, the process must include a formal public hearing and distribution per the requirements of the Wisconsin Comprehensive Planning law. Any amendment must be reviewed by the Plan Commission and approved by the Town Board before such development is permitted.

DESCRIPTION OF PROPOSED LAND USE CHANGES

The following section provides a more detailed description of each of the proposed land uses presented on the future land use maps. The total acres or miles associated with each proposed element are provided in Tables 10.1 and 10.2.

PROPOSED ALTERNATIVE HOUSING

Alternative housing includes multi-family rentals (triplexes, quadplexes, and apartments), multi-family owner-occupied (townhouses, condominiums), and senior housing options, among others.

PROPOSED BICYCLE & PEDESTRIAN FACILITIES

The proposed trail system appearing on the future land use maps will provide linkages between key destinations nodes and increased access for bicyclists, pedestrians, and other nonmotorized transportation modes.

PROPOSED COMMERCIAL

Proposed commercial includes conventional commercial development at specific locations within the Town and multiple locations throughout the Village.

PROPOSED COMMUNITY PARKS

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

PROPOSED GATEWAY FEATURES

As described earlier in this chapter, gateway features are intended to inform travellers that they have entered the Town and Village of Black Creek. Main entry points (STH 47 and 54) utilize larger features, with smaller version associated with county highways and town roads. The most important element of a gateway system is consistency in design, materials, and landscaping.

PROPOSED INDUSTRIAL

Conventional industrial development, including light and heavy manufacturing, primarily located in the Village of Black Creek.

PROPOSED MIXED USE

The proposed mixed-use area is intended to allow for desirable development and redevelopment within the Village core, implemented through the creation of a Mixed Use Zoning Overlay. The overlay would not supplant existing zoning districts, but allow for compatible residential and commercial development as a conditional use on a site-by-site basis. The mixed-use area will also support ‘pocket parks’ on vacant and underutilized lots within the downtown.

PROPOSED NEIGHBORHOOD PARKS

The areas identified for proposed neighborhood parks are located adjacent to current and proposed residential development. Although total acreage of the parks will be determined over time, it can be assumed that they will be relatively small (each less than ½-acre in size) and will cater to residents in the nearby neighborhoods.

PROPOSED RIPARIAN CORRIDOR

The proposed 200’ stream corridor would extend 100’ from the high-water mark on each side of perennial streams (encompassing County shoreland setbacks) and will improve water quality, preserve wildlife habitat, and mitigate flooding.

PROPOSED SINGLE-FAMILY RESIDENTIAL

Additional single-family residential development, through conventional subdivision development, to accommodate projected population growth.

PROPOSED STREETSCAPING

The boundaries of the proposed streetscaping project in downtown Black Creek.

PROPOSED TRANSITIONAL RESIDENTIAL

The purpose of the Transitional Residential District (TRD) is to create an intermediary buffer between the more densely developed Village and the less densely developed agricultural areas within the Town. The TRD allows for market-based residential development consistent with the goal of preserving rural character and functional open space. All minor land divisions (through certified survey maps) and subdivision plats within the TRD would be required to follow the principals of conservation design.

FUTURE LAND USE PROJECTIONS

Tables 10.1 and 10.2 provide a breakdown of select land uses in five-year increments as required under the planning law. As with any long-term planning document, these projections are tentative and based upon existing and past trends. Actual changes in land use may occur at a rate slower or more rapid than currently anticipated.

Land Use	Total Acreage				
	Current	2020	2025	2030	2035
Agricultural	11,269	11,832	12,395	12,958	13,521
Commercial	37	122	207	291	375
Industrial	55	44	33	21	10
Mixed Commercial/Industrial	0	24	48	71	95
Residential	752	846	939	1,033	1,126

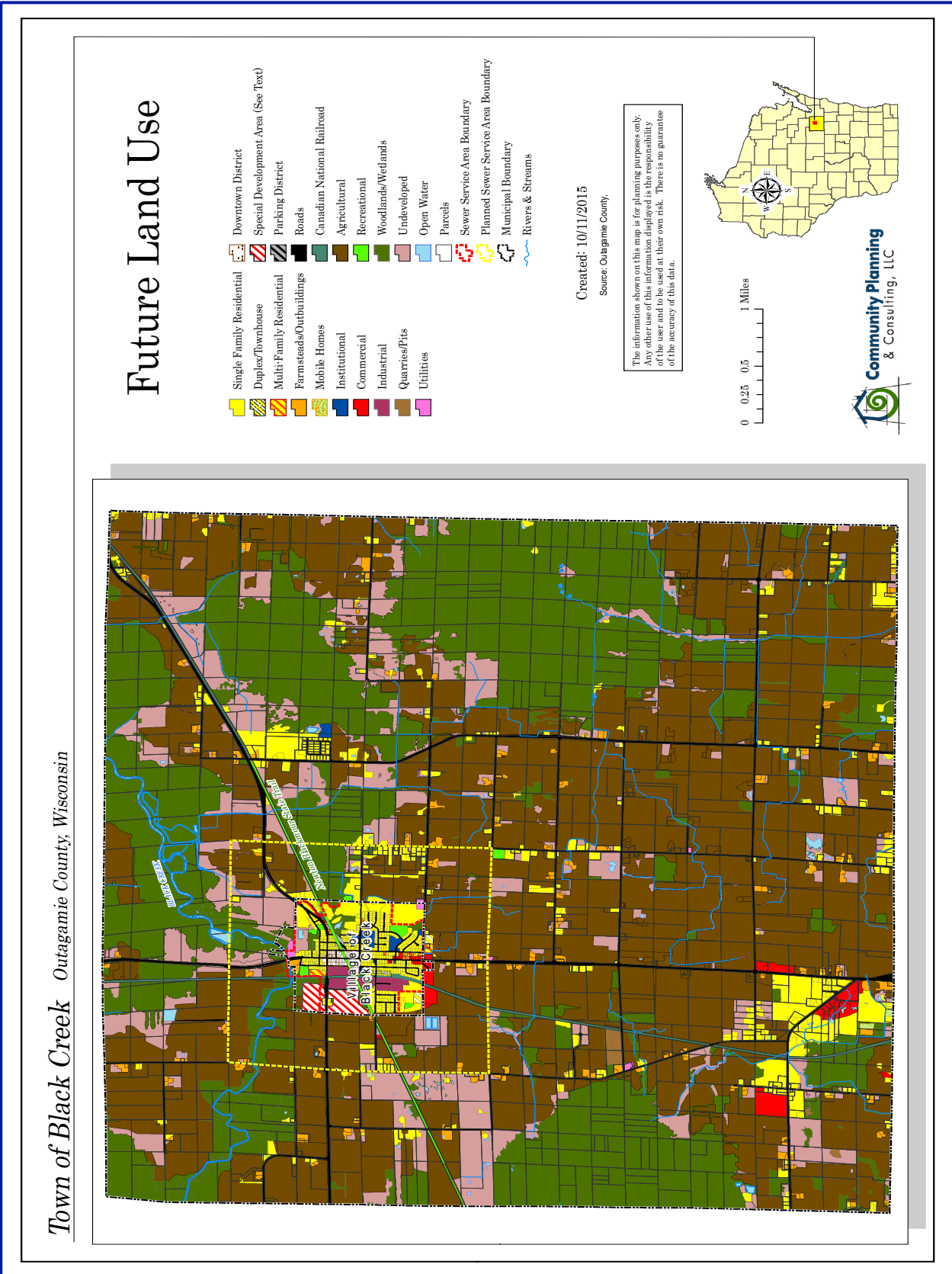
CHAPTER 10: FUTURE LAND USE

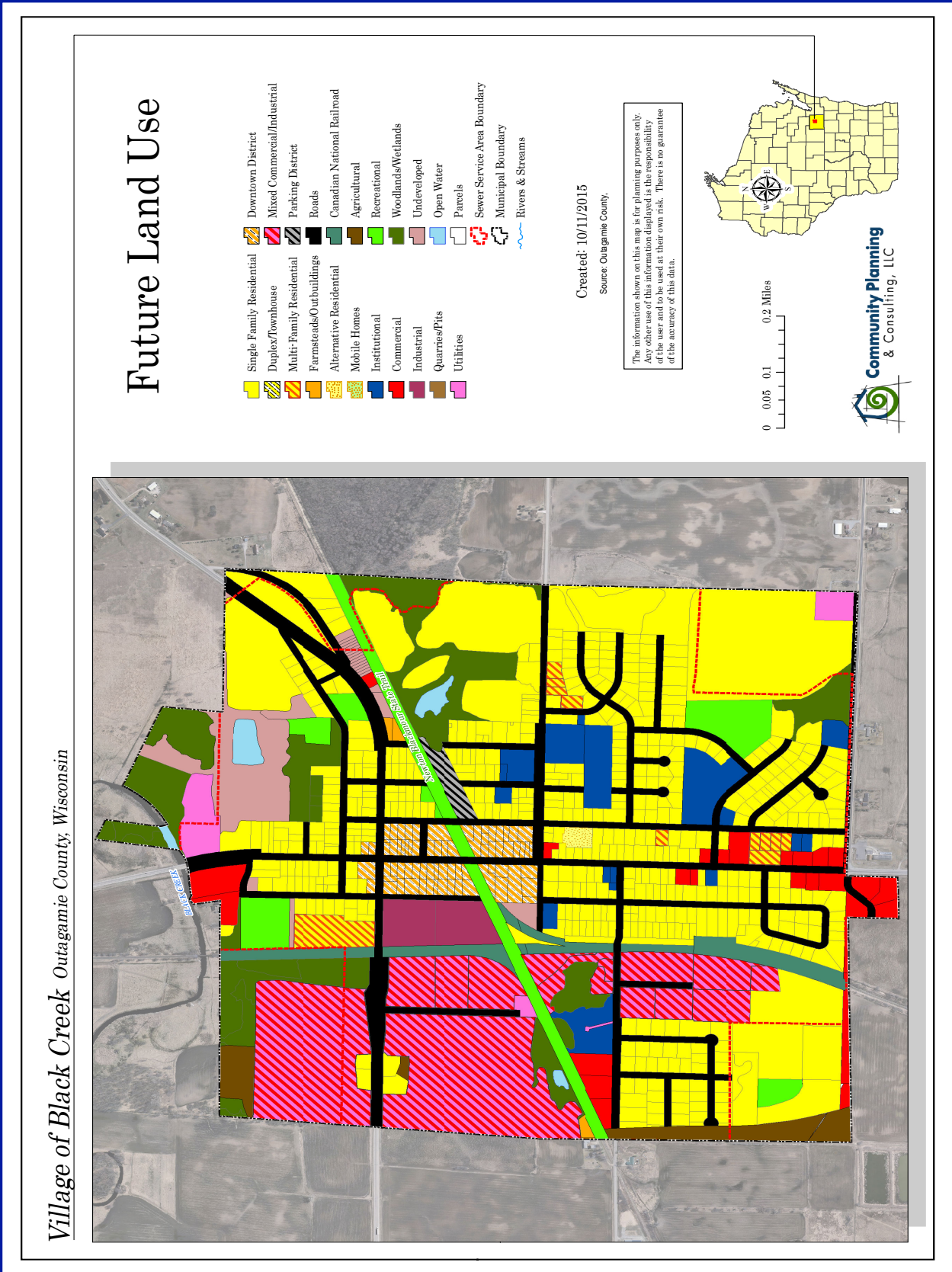
Table 10.2: Projections for Future Land Use by Acreage in the Village of Black Creek, 2015-2035.

Land Use	Total Acreage				
	Current	2020	2025	2030	2035
Agricultural	211	161	112	62	12
Commercial	15	20	26	31	36
Industrial	24	20	17	13	9
Mixed Commercial/Industrial	0	23	46	69	92
Residential	143	173	203	233	263

LAND USE GOALS, OBJECTIVES & POLICIES

Land use goals, objectives, and policies can be found in Chapter 12: Implementation.





INTRODUCTION

Intergovernmental cooperation may be defined as any arrangement through which two or more municipalities communicate visions and coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can include the sharing of information, facilities, and equipment or involve entering into formal intergovernmental agreements.¹ The purpose of the intergovernmental cooperation chapter of the comprehensive plan is to describe existing intergovernmental agreements, explore opportunities for future collaboration, and identify potential areas of conflict between the Village and its governmental neighbors.



For the Town and Village of Black Creek, intergovernmental cooperation was key to the development of this plan. By deciding to work together to develop a multi-jurisdictional comprehensive plan the Town and Village have made a commitment to intergovernmental cooperation. The Town and Village realize their relationship with neighboring communities, school districts, state agencies, and Outagamie County can significantly impact residents in terms of planning, the provision of services, and the siting of public facilities. An examination of these relationships and the identification of potential conflicts will help the Town and Village address these situations in a productive manner.

INTERGOVERNMENTAL COOPERATION VISION

In 2035, the Town and Village communicate openly. This communication has allowed the Town and Village, as well as Outagamie County and other neighboring communities, to work cooperatively through border and shared service agreements, to provide residents with a wide variety of cost-efficient, non-duplicative services for the betterment of all involved. Elected officials keep residents informed on all matters pertinent to government operations and land development issues.

The Comprehensive Planning Law requires that the Town and Village of Black Creek coordinate with:

- Towns of Center, Cicero, Bovina, Osborn
- Outagamie County
- Seymour Community School District
- Shiocton School District
- Wisconsin Department of Transportation
- Wisconsin Department of Natural Resources
- Wisconsin Department of Administration
- East Central Wisconsin Regional Plan Commission

¹ Excerpted from Guide to Preparing the Intergovernmental Element of a Comprehensive Plan, Wisconsin Department of Administration, 2002.

EXISTING INTERGOVERNMENTAL ACTIVITIES AND PARTNERS

Many intergovernmental programs already in effect impact the Town and Village of Black Creek. This section highlights programs that are currently in place.

ADJACENT GOVERNMENTAL UNITS

- Towns of Bovina, Center, Cicero, and Osborn

The Village of Black Creek lies within the limits of the Town of Black Creek. That is one reason why this multi-jurisdictional approach to planning between the Town and Village was pursued. Currently, the Town and Village coordinate with one another to provide fire protection service, first responders, and ambulance service.

The Town of Black Creek is centrally located within Outagamie County and shares borders with several townships (listed above). The Town's relationship with all other neighboring towns can be characterized as one of mutual respect and compatibility from a land use and political standpoint. The communities around Black Creek share a common rural history, with a strong farming tradition. However, several surrounding towns, under county zoning, are experiencing residential development pressure that the Town of Black Creek has been able to minimize through its exclusive agricultural zoning and larger minimum lot size requirements.

At this time, surrounding communities manage their own public service programs (e.g., road maintenance and construction, garbage collection, snowplowing). However, as mutually beneficial opportunities for shared service contracts arise, the Town and Village of Black Creek are open to considering these options. The Towns of Black Creek, Center, and Osborn are parties to a number of intergovernmental agreements with respect to snow plowing and maintenance on shared roads.

SCHOOL DISTRICTS

The district offices for both school districts serving the Town and Village of Black Creek are located in Seymour and Shiocton, respectively. The only school building within the Town and Village is the Black Creek Elementary, which is part of the Seymour School District. The Shiocton School District has no facilities located within the Town or the Village. This situation has limited interaction between the Town, Village and both local school districts. Nevertheless, the Town and Village's relationship with the Seymour and Shiocton School Districts can be characterized as cooperative. The Town and Village appreciate the quality service provided by the school districts and the fact that the schools are an important location decision for prospective residents. Regular and open communication is critical to ensure that a cooperative relationship will continue and be strengthened in the future.

To address the minor challenge that the geographic separation between the Town and Village leadership and the school district leaderships presents, some specific ideas for improved coordination are outlined below:

- The Town and Village can provide a copy of all residential development proposals to the appropriate school districts for review and comment. This will open lines of communication and provide the school districts with an opportunity to plan for growth.

CHAPTER 11: INTERGOVERNMENTAL COOPERATION

- The Village can coordinate with the Seymour School District about opportunities to share office facilities, clerical staff, and maintenance services (e.g. janitorial, yard, plowing, computer support) in order to reduce costs.

OUTAGAMIE COUNTY

The Town and Village of Black Creek are located in Outagamie County. Outagamie County provides many programs, services, and facilities (e.g., parks) that are available to Black Creek residents.

Outagamie County programs that most directly impact Black Creek include:

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

In those areas where Outagamie County has jurisdiction, the County attempts to get input from the Town and Village before making decisions affecting the Town and Village. Likewise, the Town and Village have attempted to maintain communication with Outagamie County by providing recommendations. During the planning process, additional communication with the County was identified as a priority, particularly with respect to County road improvement projects. Future communication will also be especially important as it relates to:

- Stormwater management
- Coordination with the Outagamie County Comprehensive Plan
- Economic development
- Public safety

EAST CENTRAL WISCONSIN REGIONAL PLAN COMMISSION

The Town and Village are part of the East Central Wisconsin Regional Planning Commission (ECWRPC). Historically, there has been little interaction between these parties. However, with the initiation of this planning effort, ECWRPC provided mapping data, demographic statistics, policy information and advice (particularly with respect to transportation improvements). Moreover, the ECWRPC is coordinating with the WisDOT to prepare a STH 47 corridor study. The Town, Village and ECWRPC are working together to share information in this important study.

STATE AGENCIES

- Wisconsin Department of Natural Resources (WDNR)
- Wisconsin Department of Transportation (WisDOT)

WDNR and WisDOT are the primary state agencies with which the Town and Village must coordinate to achieve the goals and objectives of this plan. WDNR takes a lead role in wildlife protection and the sustainable management of woodlands, stormwater regulations, wetlands and other natural wildlife habitat areas. Given the abundant areas of wetland in the Town, the WDNR has a particular interest in the Town of Black Creek. WisDOT is responsible for the planning and development of highways in Wisconsin. The Town and Village are beginning to work more closely with WisDOT as long-term planning for STH 47 moves forward (refer to the Transportation Element for more information).

INTERGOVERNMENTAL COMPREHENSIVE PLANNING PROCESS

To facilitate a planning environment open to intergovernmental coordination, the Town and Village sent all adjacent municipalities, state agencies, school districts, Outagamie County and the ECWRPC a letter early in their joint planning effort. This letter was intended to notify these agencies and communities of the Town and Village's planning process. Likewise, this letter extended an open invitation for participation in the development of this plan and a review of draft chapters on the project web site. Letters were also sent to intergovernmental partners at the onset of the 2015 comprehensive plan update process. A second set of letters was mailed prior to the Public hearing to provide neighboring communities, the County, ECWRPC, and state agencies an opportunity to provide testimony related to draft plan chapters and maps.

In January 2005 as the draft comprehensive plan was nearing completion, the Town and Village hosted an intergovernmental meeting. The purpose of this first meeting was to discuss the plans of other local agencies and governments and attempt to coordinate the *Town and Village of Black Creek Comprehensive Plan* with the goals and objectives of other local plans. The participants were also given the opportunity to view and comment on the *Draft Future Land Use Map*. This collective "meeting of the minds" provided a unique opportunity to discuss area growth, development, transportation, education, and other concerns. A draft copy of this chapter was presented and discussed in detail during the meeting as well. A similar meeting was held during the process of developing the 2015 update of the plan.

EXISTING AND PROPOSED PLANS

ADJACENT/NEARBY GOVERNMENTAL UNITS

Each of the adjoining municipalities has developed and adopted a comprehensive plan as per the requirements of Wisconsin's Comprehensive Planning Law.

OUTAGAMIE COUNTY

In addition to a countywide comprehensive plan adopted in 2008, there are many other plan documents that the County has prepared that were reviewed in order to develop this plan. These documents include: *Outagamie County Park, Outdoor Recreation and Open Space Plan, Outagamie County Land and Water Conservation Plan*, and others. Information from these documents is profiled in the corresponding element chapter of this plan. For example, pertinent recommendations from the *Outagamie County Park, Outdoor Recreation and Open Space Plan* are highlighted in the Utilities and Community Facilities Chapter and Transportation Chapter (related to trails).

STATE AGENCIES

The WDNR maintains property management plans for all lands they own. The WDNR has also provides a wealth of data for local communities to use in the preparation of comprehensive plans. Moreover, the WDNR has programs and policies in place to protect these state's natural resources. Given the abundant wetland areas within the Town, coordination with the WDNR was important to this planning effort. In recent years, WisDOT has completed a series of statewide planning documents for use in the development of local comprehensive plans. These documents include plans for the state

CHAPTER 11: **INTERGOVERNMENTAL COOPERATION**

highway corridors, bicycle corridors, rail corridors, and air transportation. These plans were used as an important reference when preparing the Transportation Chapter of this plan. Furthermore, WisDOT's 6-Year Capital Improvement Plan was used for identifying immediate projects in the Town and Village of Black Creek and surrounding areas.

INTERGOVERNMENTAL CHALLENGES

By preparing this plan together, the Town and Village have recognized their importance to one another. The Village offers an array of services and businesses that serve both communities. The Town provides a rural, country setting that protects natural resources, maintains farmland, and buffers the Village from sprawling development and growth patterns that can jeopardize needed Village expansions. These attributes allow the Village to remain a self-sufficient community that is easily distinguished from its rural surroundings and therefore, offers residents a sense of community identity and place. This is consistent with the Comprehensive Planning Law, which encourages residential development in areas with municipal services and the associated preservation of natural areas and farmland.

The primary challenges with respect to intergovernmental cooperation between the Town and Village lie within two areas: annexation and budgeting. The Village of Black Creek periodically annexes property from the Town to accommodate development requests. This situation has the potential to challenge relations between the Town and Village. A limited Village budget impairs the ability of the Town and Village to share expenses on projects. To overcome this issue, the plan outlines grant funding sources, expanded opportunities for coordinated services between the Town and Village to reduce costs, and tools like capital improvements planning to ensure that available money is spent wisely.

INTERGOVERNMENTAL GOALS, OBJECTIVES, AND POLICIES

Intergovernmental goals, objectives, and policies can be found in Chapter 12: Implementation.

CHAPTER 11:
INTERGOVERNMENTAL COOPERATION

This page left intentionally blank.

INTRODUCTION

Chapter 12: Implementation is the “how to” portion of the plan. It describes the actions necessary to realize the visions presented in this document. The information included in the chapter represents the commitment the town and Village have made to achieve their desired future. The plan may be revised at any time based upon the needs of the respective communities, consistent with the requirements of the Comprehensive Planning Law.

RESPONSIBILITIES

Implementation of this comprehensive plan will be the primary responsibility of the Town/Village Plan Commissions. The Plan Commissions will make decisions and recommendations pertaining to development issues in accordance with this document.

UPDATING THE COMPREHENSIVE PLAN

Wisconsin’s Comprehensive Planning Law (Section 66.1001(2)(i), Wis. Stats.) requires that an adopted comprehensive plan be updated at least once every ten years. The next complete update of the document will be due in 2025. The Town and Village Plan Commission shall undertake a cursory review of the plan five years after its adoption. This shall entail a discussion of the relevant aspects of the plan and its implementation schedule and a determination as to whether modifications are required in order to meet changing needs.

Upon any substantive amendments to the plan, copies of the revised document must be provided to the intergovernmental partners identified in Chapter 11: Intergovernmental Cooperation.

IMPLEMENTING THE PLAN

The goals, objectives, and policies for each comprehensive plan chapter are presented on the following pages. Each table is comprised of a broadly focused goal, a more narrowly focused objective, and specific policies aimed at achieving the objectives. The ‘Funding’ column lists potential sources of funding to pay for the specified policy; though, in most cases the costs associated with each task will be borne by the general fund. The ‘Responsible Party’ identifies the individuals or groups primarily responsible for implementing the policy. Finally, the ‘Milestone Date’ identifies the date by which the process of implementing the policy should commence.

TOWN OF BLACK CREEK - GOALS, OBJECTIVES, AND POLICIES

HOUSING GOALS

Housing Goal #1: Utilize the Future Land Use Map to guide future residential development in the Town.			
Objective: Establish policies to ensure that Town and Village actions conform to the consistency requirements of Section 66.1001(3) Wis. Stats.			
Policy	Funding	Responsible Party	Milestone Date
Review and, if necessary, revise all application forms related to the administration of local land use regulations (zoning, subdivision, official mapping, etc.) to ensure that proposed actions are consistent with the comprehensive plan and future land use map.	n/a	Plan Commission Consultant	2016
Provide each member of the Town Board, Plan Commission, and Board of Appeals and the Building Inspector with a copy of the adopted comprehensive plan.	n/a	Town Clerk	2016
Ensure that the plan is incorporated into all review and decision processes related to housing.	n/a	Plan Commission	2016

Housing Goal #2: Ensure that the Town possesses the local land use tools necessary to manage and guide future residential development.			
Objective: Adopt land division and subdivision regulations to guide the residential development process.			
Policy	Funding	Responsible Party	Milestone Date
Adopt a land division & subdivision ordinance to ensure that future residential development occurs in a manner consistent with the comprehensive plan.	n/a	Plan Commission Consultant	2017
Define what constitutes a conservation subdivision within the subdivision ordinance, including: <ul style="list-style-type: none"> ▪ Setting minimum preserved open space requirements. ▪ Identifying preferred mechanism(s) for managing open space and common facilities. 	n/a	Plan Commission Consultant	2017
Consider utilizing density bonuses within the subdivision ordinance to encourage developers to: <ul style="list-style-type: none"> ▪ Design and develop conservation subdivisions. ▪ Incorporate alternative wastewater treatment systems in areas not served by municipal sewer. ▪ Provide the infrastructure necessary to support personal energy systems. ▪ Include trail systems within proposed subdivisions. 	n/a	Plan Commission Consultant	2017
Encourage pedestrian and bicycle facilities as an integral component of all future subdivisions.	n/a	Plan Commission Consultant	2017
Consider requiring traffic impact analyses for all proposed subdivisions to ensure that the local road network is adequate to support future residential development.	n/a	Plan Commission Consultant	2017
Objective: Review existing land use ordinances and application forms for new residential development to ensure a clearly understood process for application, review, and approval.			
Provide clear explanations of decision processes and expectations to developers, builders, owners, and property managers as they become involved in those processes.	n/a	Plan Commission Consultant	Continuous

CHAPTER 12: IMPLEMENTATION

Housing Goal #3: Provide a diverse array of housing options to meet the needs of a growing and evolving demographic base.			
Objective: Ensure that local land use tools allow for diversity in lot sizes.			
Policy	Funding	Responsible Party	Milestone Date
Consider utilizing density bonuses to encourage developers to include a variety of lot sizes in proposed subdivisions.	n/a	Plan Commission Consultant	2018

Housing Goal #4: Ensure that future residential development occurs in harmony with the natural and cultural landscape of the Town.			
Objective: Protect locally valued ecosystems and natural resources during and following the development process.			
Policy	Funding	Responsible Party	Milestone Date
Ensure that all relevant permitting procedures include confirmation of compliance with county, state, and federal environmental ordinances, regulations, and statutes.	n/a	Plan Commission	2018

TRANSPORTATION

Transportation Goal #1: Develop the transportation network in accordance with adopted plans, economic considerations, physical constraints, and community desires in order to meet local travel needs.			
Objective: Correspond with Outagamie County, ECWRPC, and WisDOT to plan and coordinate transportation improvements.			
Provide copies of the comprehensive plan to Outagamie County, ECWRPC, and WisDOT.	n/a	Town Clerk	2016
Request that Outagamie County, ECWRPC, and WisDOT to provide regular updates of pending and in-progress transportation projects to the Town Board.	n/a	Town Board	Continuous
Objective: Minimize environmental impacts resulting from future street and road construction.			
Consider policies to create transportation infrastructure that promotes land use patterns that encourage the sustainable use of resources and reduces demands on the natural environment.	n/a	Town Board	2017-18
Consider requiring traffic impact analyses for all proposed residential subdivisions and commercial/industrial development.	n/a	Town Board Plan Commission Consultant	2017

Transportation Goal #2: Maintain and improve streets and roads in a timely and well-planned manner.			
Objective: Utilize plans and maps to guide transportation system development.			
Policy	Funding	Responsible Party	Milestone Date
Ensure that transportation projects are consistent with the official map.	n/a	Town Board	Continuous
Use the capital improvements plan, PASER ratings, traffic counts, and accident rates to coordinate and plan for annual roadway improvements and maintenance.	n/a	Town Board	Continuous
Objective: Seek funding opportunities to offset the cost of road construction and maintenance.			
Partner with Outagamie County and adjoining municipalities to identify and secure state and federal transportation funding.	USDOT WisDOT	Town Board OC Highway Dept.	Continuous

CHAPTER 12: IMPLEMENTATION

Transportation Goal #3: Keep residents and local business owners informed of pending transportation improvements.			
Objective: Utilize website, social media, and other tools to inform stakeholders of road and street projects.			
Policy	Funding	Responsible Party	Milestone Date
Provide information about pending projects at public meetings, via newsletters, on the Town website, and through other means at the early planning stage.	n/a	Town Clerk	Continuous

Transportation Goal #4: Create a diverse multi-modal transportation system to provide for the efficient, safe, and convenient movement of people, goods, and services.			
Objective: Create an integrated pedestrian and bicycle system comprised sidewalks, trails, paths, and other facilities to meet both transportation and recreation needs.			
Policy	Funding	Responsible Party	Milestone Date
Consider developing a pedestrian & bicycle plan emphasizing connectivity with key destination nodes and local and regional trail systems.	n/a	Plan Commission Consultant	2021
Consider identifying proposed elements of the pedestrian & bicycle plan on the official map and incorporate them into the capital improvements plan.	n/a	Plan Commission Consultant	2021
Consider pursuing grant funding to develop recommended trail and bicycle routes.	WisDOT WDNR	Plan Commission Consultant	2021
Utilize the pedestrian & bicycle plan to create multi-modal links between the Town and Village.	n/a	Plan Commission Consultant	2021
Consider retrofitting streets and roads with excess capacity to provide pedestrian and bicycle access.	n/a	Plan Commission Consultant	2021
Require that residential developers design streets that provide for traffic movement, while ensuring a safe and attractive pedestrian and bicycle friendly neighborhood environment.	n/a	Plan Commission Consultant	2021
Within the zoning and subdivision ordinances, encourage or require that residential and commercial developers incorporate trails and paths within proposed development projects with links to adjacent trail systems to provide safe and convenient opportunities to walk and bike and to ensure the creation of a network of pedestrian and bicycle trails and paths.	n/a	Plan Commission Consultant	2021
Work with WisDOT and Outagamie County Highway Department to ensure that all transportation facilities have adequate pedestrian and bicycle facilities when they are constructed or reconstructed.	n/a	Town/Village Board OC Highway Dept.	Continuous

Transportation Goal #5: Ensure that new road construction conforms to State standards for flow and safety.			
Objective: Utilize the subdivision and zoning ordinances to ensure that developers do not create unnecessarily wide streets in future commercial and residential development projects.			
Policy	Funding	Responsible Party	Milestone Date
Incorporate State of Wisconsin Design Standards for Streets and Roads into the zoning and subdivision ordinances.	n/a	Plan Commission Consultant	Continuous

CHAPTER 12: IMPLEMENTATION

UTILITIES & COMMUNITY FACILITIES

Utilities & Community Facilities Goal #1: Utilize the Future Land Use Map to guide the development of municipal infrastructure.			
Objective: Establish policies to ensure that Town actions conform to the consistency requirements of Section 66.1001(3) Wis. Stats.			
Policy	Funding	Responsible Party	Milestone Date
Monitor the comprehensive plan to ensure that it is incorporated into all review and decision processes related to land use.	n/a	Plan Commission	Continuous

Utilities & Community Facilities Goal #2: Provide public utilities and services in a manner that will promote efficient and orderly growth and development.			
Objective: Promote the availability of state-of-the-art utilities including on-site wastewater treatment, stormwater management, personal energy systems, telecommunications, and broad band internet, among others.			
Policy	Funding	Responsible Party	Milestone Date
Consider incorporating density bonuses in the subdivision ordinance to encourage developers outside of sewer service areas to utilize clustered alternative wastewater treatment systems.	n/a	Plan Commission Consultant	2017
Review the zoning ordinance to ensure compliance with Section 66.0404, Wis. Stats.	n/a	Plan Commission Consultant	Continuous
Consider developing a personal energy systems ordinance to regulate the installation and operating of photovoltaic solar, personal wind, geothermal, and other small energy systems.	n/a	Plan Commission Consultant	2018
Continue to pursue opportunities for cooperation and consolidation of services between neighboring units of government.	n/a	Town Board	Continuous
Encourage the use of native prairie plants as a critical component of future stormwater management plans.	n/a	Plan Commission Consultant	Continuous
Objective: Utilize the Capital Improvements Plan to ensure long range financial planning for anticipated public improvements.			
Pursue grants to fund necessary and desired improvements.	n/a	Plan Commission Consultant	Continuous
Objective: Promote the fair and equitable distribution of benefits and costs for future public utility extensions.			
Consider requiring the completion of infrastructure impact statements for all new commercial and residential development projects.	n/a	Plan Commission Consultant	2017-18

Utilities & Community Facilities Goal #3: Ensure that future development occurs in harmony with the natural environment.			
Objective: Review all proposed development projects for their potential environmental impact.			
Policy	Funding	Responsible Party	Milestone Date
Support and participate in county, regional, and state efforts regarding groundwater protection.	n/a	Town Board	Continuous
Pursue grants to fund necessary and desired improvements.	USDA WDNR	Town Board Plan Commission Consultant	Continuous

CHAPTER 12: IMPLEMENTATION

AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

Agricultural, Natural, and Cultural Resources Goal #1: Preserve the agricultural, natural, and cultural heritage of the Town for the enjoyment and benefit of future generations.			
Objective: Incorporate 'conservation design' into the Subdivision Ordinance			
Policy	Funding	Responsible Party	Milestone Date
Identify the minimum percentage of preserved open space for each proposed subdivision.	n/a	Plan Commission Consultant	2017
Update land division and subdivision ordinance application forms to ensure that the process of review and approval is clearly understood by all parties.	n/a	Plan Commission Consultant	2017

Agricultural, Natural, and Cultural Resources Goal #2: Preserve the cultural heritage of Black Creek.			
Objective: Establish tools to maintain historically significant architecture as a long-term component of the landscape.			
Policy	Funding	Responsible Party	Milestone Date
Consider compiling an inventory of historically and culturally significant structures and places.	n/a	Plan Commission Local Historians School Districts	2018
Consider developing a historical preservation ordinance, or incorporating historical preservation procedures within the zoning and subdivision ordinances.	n/a	Plan Commission Consultant	2019
Utilize zoning overlays as a tool to protect important historical and cultural buildings and sites.	n/a	Plan Commission Consultant	2019

ECONOMIC DEVELOPMENT

Economic Development Goal #1: Utilize the Future Land Use Map to guide future commercial development in the Town.			
Objective: Establish policies to ensure that Town actions conform to the consistency requirements of Section 66.1001(3) Wis. Stats.			
Policy	Funding	Responsible Party	Milestone Date
Review and, if necessary, revise all application forms related to economic development to ensure that proposed development is consistent with the comprehensive plan and future land use map.	n/a	Plan Commission Consultant	2017
Provide each member of the Town Board, Plan Commission, and Board of Appeals with a copy of the adopted comprehensive plan.	n/a	Town Clerk	2016
Ensure that the plan is incorporated into all review and decision processes related to economic development.	n/a	Plan Commission	Continuous
Annually review the future land use map and utilities & community facilities chapter to ensure that adequate land and infrastructure is available for desired commercial development.	n/a	Plan Commission	As needed

LAND USE

Land Use Goal #1: Utilize the Future Land Use Map to guide development in the Town and implement the comprehensive plan.			
Objective: Establish policies to ensure that Town actions conform to the consistency requirements of Section 66.1001(3) Wis. Stats.			
Policy	Funding	Responsible Party	Milestone Date
Consult the Future Land Use map as the first point of review when considering applications for rezone, certified survey map, subdivision plats, and the like	n/a	Plan Commission	Continuous
Deny any application inconsistent with the Comprehensive Plan and Future Land Use map, unless the plan/map is amended to allow for the proposed action.	n/a	Plan Commission	Continuous
Provide applicants with a clearly defined process for requesting amendments to the plan/map.	n/a	Plan Commission	Continuous
Work with the Village of Black Creek to identify locations for Gateway Features.	n/a	Plan Commission V. Plan Commission Consultant	2017-18

INTERGOVERNMENTAL COOPERATION

Intergovernmental Goal #1: Continue to pursue opportunities for intergovernmental cooperation with neighboring communities, Outagamie County, the school districts, ECWRPC, WDNR, and WisDOT.			
Objective: Explore opportunities to coordinate local land use planning.			
Policy	Funding	Responsible Party	Milestone Date
Provide copies of the comprehensive plan to all intergovernmental partners.	n/a	Town Clerk	2016
Review the comprehensive plans of neighboring communities and the county to identify opportunities for collaboration and potential areas of conflict.	n/a	Plan Commission	Continuous
Provide notification of any future changes to the comprehensive plan or future land use map to adjoining municipalities.	n/a	Plan Commission	As needed
Notify the school districts of pending residential development projects within their respective boundaries.	n/a		As needed
Objective: Increase governmental efficiency and reduce costs for taxpayers.			
Identify opportunities for sharing services, facilities, equipment, and staff with neighboring governments.	n/a		Continuous

Intergovernmental Goal #2: Maintain the cordial and productive relationship that exists between the Town and Village of Black Creek			
Objective: Continue joint planning efforts following the adoption of the amended comprehensive plan.			
Policy	Funding	Responsible Party	Milestone Date
Consider holding annual or bi-annual joint Plan Commission meetings.	n/a	Plan Commission	Annual
Consider partnering on local marketing and branding efforts.	n/a	Town Board Plan Commission	Continuous

CHAPTER 12: IMPLEMENTATION

Investigate opportunities for shared services agreements in areas adjoining the Village.	n/a	Town Board	Continuous
Consider establishing a 10-year boundary agreement.	n/a	Town Board	2016

VILLAGE OF BLACK CREEK - GOALS, OBJECTIVES, AND POLICIES

HOUSING GOALS

Housing Goal #1: Utilize the Future Land Use Map to guide future residential development in the Town and Village.			
Objective: Establish policies to ensure that Village actions conform to the consistency requirements of Section 66.1001(3) Wis. Stats.			
Policy	Funding	Responsible Party	Milestone Date
Review and, if necessary, revise all application forms related to the administration of local land use regulations (zoning, subdivision, official mapping, etc.) to ensure that proposed actions are consistent with the comprehensive plan and future land use map.	n/a	Plan Commission Consultant	2016
Provide each member of the Town/Village Board, Plan Commission, and Board of Appeals and the Building Inspector with a copy of the adopted comprehensive plan.	n/a	Village Clerk	2016
Ensure that the plan is incorporated into all review and decision processes related to housing.	n/a	Plan Commission	2016

Housing Goal #2: Ensure that the Village possess the local land use tools necessary to manage and guide future residential development.			
Objective: Adopt land division and subdivision regulations to guide the residential development process.			
Policy	Funding	Responsible Party	Milestone Date
Adopt a land division & subdivision ordinance to ensure that future residential development occurs in a manner consistent with the comprehensive plan.	n/a	Plan Commission Consultant	2017
Define what constitutes a conservation subdivision within the subdivision ordinance, including: <ul style="list-style-type: none"> ▪ Setting minimum preserved open space requirements. ▪ Identifying secondary conservation areas. ▪ Identifying preferred mechanism(s) for managing open space and common facilities. 	n/a	Plan Commission Consultant	2017
Consider utilizing density bonuses within the subdivision ordinance to encourage developers to: <ul style="list-style-type: none"> ▪ Design and develop conservation subdivisions. ▪ Incorporate alternative wastewater treatment systems in areas not served by municipal sewer. ▪ Provide the infrastructure necessary to support personal energy systems. ▪ Include trail systems within proposed subdivisions. 	n/a	Plan Commission Consultant	2017
Encourage or require that pedestrian and bicycle facilities be an integral component of all future subdivisions.	n/a	Plan Commission Consultant	2017
Consider requiring traffic impact analyses for all proposed subdivisions to ensure that the local road network is adequate to	n/a	Plan Commission Consultant	2017

CHAPTER 12: IMPLEMENTATION

support future residential development.			
Objective: Provide multi-modal transportation opportunities to connect residential neighborhoods to employment centers and local commercial nodes.			
Promote the development and operation of multi-modal transportation systems so that residents have access to desired destinations.	n/a	Plan Commission Consultant	2017
Objective: Review existing land use ordinances and application forms for new residential development to ensure a clearly understood process for application, review, and approval.			
Provide clear explanations of decision processes and expectations to developers, builders, owners, and property managers as they become involved in those processes.	n/a	Plan Commission Consultant	Continuous

Housing Goal #3: Provide a diverse array of housing options to meet the needs of a growing and evolving demographic base.			
Objective: Ensure that local land use tools allow for diversity in lot sizes.			
Policy	Funding	Responsible Party	Milestone Date
Consider utilizing density bonuses to encourage developers to include a variety of lot sizes in proposed subdivisions.	n/a	Plan Commission Consultant	2018
Evaluate (through survey and Census Data) and monitor the need for alternative housing and support services for residents.	n/a	Plan Commission	2018
Consider amendments to land use ordinances that provide incentives to developers to create affordable housing options for seniors and people with disabilities.	n/a	Plan Commission Consultant	2018
Objective: Encourage the principals of Traditional Neighborhood Design within future subdivisions.			
Encourage the design of residential neighborhoods that promote a variety of lifestyle choices and household types and contribute to livable and sustainable environments.	n/a	Plan Commission Consultant	Continuous

Housing Goal #4: Ensure that future residential development occurs in harmony with the natural and cultural landscape of the Village.			
Objective: Protect locally valued ecosystems and natural resources during and following the development process.			
Policy	Funding	Responsible Party	Milestone Date
Ensure that all relevant permitting procedures include confirmation of compliance with county, state, and federal environmental ordinances, regulations, and statutes.	n/a	Plan Commission	2018
Review local ordinance to ensure that residential development is prohibited within and immediately adjoining floodplains, wetlands, and environmentally sensitive areas.	n/a	Plan Commission	2018
Determine what constitutes a secondary conservation area (i.e., diverse upland wood lots, fencerows, wildlife habitat, structurally-sound barns, etc.), and incorporate procedures to protect such areas within the subdivision ordinance.	n/a	Plan Commission Consultant	2018
Encourage that new developments provide abundant green space and access to open spaces for residents.	n/a	Plan Commission	2018
Adopt policies to encourage the principles of low impact development during and following residential development to reduce stormwater runoff and flooding.	n/a	Plan Commission Consultant	2018

CHAPTER 12: IMPLEMENTATION

Objective: Protect locally valued cultural and historic places and structures during and following the development process.			
Conduct an inventory of cultural and historical places within the Town and Village.	Grants	Plan Commission Local Historians School Districts	2019
Consider the means by which the Town and Village may identify and preserve dwellings and buildings of distinctive character that add to the identity or embody the heritage of each community.	Grants	Plan Commission Consultant	2019
Include provisions within the subdivision ordinance to ensure that historic and cultural resources are preserved during residential development.	n/a	Plan Commission Consultant	2019
Encourage developers to incorporate existing farm structures into future residential development projects in the Town.	n/a	Plan Commission	Continuous

Housing Goal #5: Preserve the quality of existing housing and maintain housing values over time.			
Objective: Develop the appropriate land use tools and Village programs necessary to maintain a desirable housing stock.			
Policy	Funding	Responsible Party	Milestone Date
Develop, administer, and enforce the residential codes and ordinances necessary to ensure that properties are well maintained.	n/a	Plan Commission Consultant	2017
Conduct an internal review of Town/Village codes and ordinances every five years to consider amendments to address housing concerns.	n/a	Plan Commission	2021
Promote inspection, maintenance, and rehabilitation programs that aid homeowners in maintaining current dwellings.	n/a	Village Board	Continuous
Encourage the creation of neighborhood associations in the Village that advocate for and organize activities within residential areas.	n/a	Village Board	Continuous

TRANSPORTATION

Transportation Goal #1: Develop the transportation network in accordance with adopted plans, economic considerations, physical constraints, and community desires in order to meet local travel needs.			
Objective: Adopt an Official Map.			
Policy	Funding	Responsible Party	Milestone Date
Utilize the future land use map to guide the development of the official map.	n/a	Village Board Consultant	2017
Delineate existing and future streets, highways, and other public facilities such as parks and drainage systems on the official map to ensure their proper location and economical acquisition.	n/a	Village Board	2017
Review the future land use map and official map at least once every five years to ensure that each remains an effective tool in guiding development of the transportation network.	n/a	Village Board	2022
Objective: Correspond with Outagamie County, ECWRPC, and WisDOT to plan and coordinate transportation improvements.			
Provide copies of the comprehensive plan and official map to Outagamie County, ECWRPC, and WisDOT.	n/a	Village Clerk	2016
Encourage Outagamie County, ECWRPC, and WisDOT to provide regular updates of pending and in-progress transportation projects to	n/a	Village Board	Continuous

CHAPTER 12: IMPLEMENTATION

the Town/Village Board.			
Objective: Minimize environmental impacts resulting from future street and road construction.			
Adopt policies to create transportation infrastructure that promotes land use patterns that encourage the sustainable use of resources and reduces demands on the natural environment.	n/a	Village Board	2018
Consider requiring traffic impact analyses for all proposed residential subdivisions and commercial/industrial development.	n/a	Village Board Plan Commission Consultant	2018

Transportation Goal #2: Maintain and improve streets and roads in a timely and well-planned manner.			
Objective: Utilize plans and maps to guide transportation system development.			
Policy	Funding	Responsible Party	Milestone Date
Ensure that transportation projects are consistent with the official map.	n/a	Village Board	Continuous
Use the capital improvements plan, PASER ratings, traffic counts, and accident rates to coordinate and plan for annual roadway improvements and maintenance.	n/a	Village Board	Continuous
Objective: Seek funding opportunities to offset the cost of road construction and maintenance.			
Partner with Outagamie County and adjoining municipalities to identify and secure state and federal transportation funding.	USDOT WisDOT	Village Board OC Highway Dept.	Continuous
Objective: Ensure adequate parking within downtown Black Creek.			
Undertake parking needs analysis for the downtown.	USDOT WisDOT	Village Board Consultant	2017
Consider alternative parking accommodations for downtown businesses, including rear access, diagonal parking, community parking lots, and other options.	n/a	Village Board WisDOT OC Highway dept. Consultant	2018

Transportation Goal #3: Keep residents and local business owners informed of pending transportation improvements.			
Objective: Utilize website, social media, and other tools to inform stakeholders of road and street projects.			
Policy	Funding	Responsible Party	Milestone Date
Provide information about pending projects at public meetings, via newsletters, on the website, and through other means at the early planning stage.	n/a	Village Clerk	Continuous

Transportation Goal #4: Create a diverse multi-modal transportation system to provide for the efficient, safe, and convenient movement of people, goods, and services.			
Objective: Create an integrated pedestrian and bicycle system comprised sidewalks, trails, paths, and other facilities to meet both transportation and recreation needs.			
Policy	Funding	Responsible Party	Milestone Date
Develop a pedestrian & bicycle plan emphasizing connectivity with key destination nodes and local and regional trail systems.	n/a	Plan Commission Consultant	2017
Identify proposed elements of the pedestrian & bicycle plan on the official map and incorporate them into the capital improvements plan.	n/a	Plan Commission Consultant	2017
Pursue grant funding to develop recommended trail and bicycle routes.	WisDOT	Plan Commission Consultant	2018

CHAPTER 12: IMPLEMENTATION

	WDNR		
Utilize the pedestrian & bicycle plan to create multi-modal links between the Town and Village.	n/a	Plan Commission Consultant	2020
Identify existing and potential barriers to pedestrian mobility, particularly with respect to the mobility of seniors and people with disabilities, and prioritize locations where improvements are necessary.	n/a	Plan Commission Consultant	2020
Consider traffic calming improvements and strategies for use on streets in more densely develops areas of the Village that will encourage pedestrian and bicycle travel.	n/a	Plan Commission Consultant	2017
Consider retrofitting streets and roads with excess capacity to provide pedestrian and bicycle access.	n/a	Plan Commission Consultant	2020
Require that residential developers design streets that provide for traffic movement, while ensuring a safe and attractive pedestrian and bicycle friendly neighborhood environment.	n/a	Plan Commission Consultant	2020
Within the zoning and subdivision ordinances, encourage or require that residential and commercial developers incorporate trails and paths within proposed development projects with links to adjacent trail systems to provide safe and convenient opportunities to walk and bike and to ensure the creation of a network of pedestrian and bicycle trails and paths.	n/a	Plan Commission Consultant	2017
Work with WisDOT and Outagamie County Highway Department to ensure that all transportation facilities have adequate pedestrian and bicycle facilities when they are constructed or reconstructed.	n/a	Village Board OC Highway Dept.	Continuous
Objective: Encourage the development of infrastructure for electric vehicles.			
Study opportunities to engage in public/private partnerships to provide EV infrastructure within the Village.	n/a	Village Board Plan Commission	2020

Transportation Goal #5: Ensure that new road construction conforms to State standards for flow and safety.			
Objective: Utilize the subdivision and zoning ordinances to ensure that developers do not create unnecessarily wide streets in future commercial and residential development projects.			
Policy	Funding	Responsible Party	Milestone Date
Incorporate State of Wisconsin Design Standards for Streets and Roads into the zoning and subdivision ordinances.	n/a	Plan Commission Consultant	2017
Undertake an assessment of all streets and roads to determine the appropriate speed limit for each based on the standards identified in Chapters 346.57(4) and 349.11(3), Wis. Stats. of the Wisconsin Statutes.	n/a	Village Board Consultant	2020

Transportation Goal #6: Ensure the safety of all users on rural roads.			
Objective: Seek to minimize the potential for farming vehicle conflicts on local roadways.			
Policy	Funding	Responsible Party	Milestone Date
Encourage farmers to provide adequate warning signage and lighting on their vehicles. Include information about these practices in newsletters and on the Town/Village web site.	n/a	Town Board	Continuous
Provide additional signs notifying motorists that the Town is a farming community and to beware of farm vehicles on the roads.	n/a	Town Board OC Highway Dept.	2017
Consider opportunities to provide gravel pull-offs on particularly congested roads as a means for farm equipment to pull off and allow	n/a	Town Board OC Highway Dept.	2017

CHAPTER 12: IMPLEMENTATION

faster moving vehicles to safely pass.			
--	--	--	--

UTILITIES & COMMUNITY FACILITIES

Utilities & Community Facilities Goal #1: Utilize the Future Land Use Map to guide the development of municipal infrastructure.			
Objective: Establish policies to ensure that Town/Village actions conform to the consistency requirements of Section 66.1001(3) Wis. Stats.			
Policy	Funding	Responsible Party	Milestone Date
Review and, if necessary, revise all application forms related to the installation of utilities under existing and future land use regulations (stormwater management ordinance, construction site erosion ordinance, etc.) to ensure that proposed actions are consistent with the comprehensive plan and future land use map.	n/a	Plan Commission Consultant	2017
Ensure that the plan is incorporated into all review and decision processes related to land use.	n/a	Plan Commission	2017
Utilize the future land use map, official map, zoning ordinance, and subdivision ordinance to ensure that development at higher densities other than conservation subdivisions are permitted only in areas that can be efficiently and economically served by public utility systems.	n/a	Plan Commission	Continuous
Utilities & Community Facilities Goal #2: Provide public utilities and services in a manner that will promote efficient and orderly growth and development.			
Objective: Promote the availability of state-of-the-art utilities including on-site wastewater treatment, stormwater management, personal energy systems, telecommunications, and broad band internet, among others.			
Policy	Funding	Responsible Party	Milestone Date
Consider incorporating density bonuses in the subdivision ordinance to encourage developers outside of sewer service areas to utilize clustered alternative wastewater treatment systems.	n/a	Plan Commission Consultant	2017
Amend the zoning ordinance to ensure compliance with Section 66.0404, Wis. Stats.	n/a	Plan Commission Consultant	2017
Develop a personal energy systems ordinance to regulate the installation and operating of photovoltaic solar, personal wind, geothermal, and other small energy systems.	n/a	Plan Commission Consultant	2019
Continue to pursue opportunities for cooperation and consolidation of services between neighboring units of government.	n/a	Village Board	Continuous
Identify areas within the Village to provide free WiFi hotspots.	USDA Local Businesses	Plan Commission	2019
Develop and adopt a stormwater management & construction site erosion control ordinance.	n/a	Plan Commission Consultant	2017
Utilize native prairie plants as a critical component of future stormwater management plans.	n/a	Plan Commission Consultant	2020
Incorporate uniform garbage and recycling containers into the waste management program.	n/a	Village Board	2021 / 2017
Objective: Utilize the Capital Improvements Plan to ensure long range financial planning for anticipated public improvements.			
Identify potential sites for community facilities, such as schools, parks, fire stations, community center, and municipal buildings.	n/a	Plan Commission Consultant	Continuous
Evaluate the cost effectiveness of rational extension of the water,	n/a	Plan Commission	Continuous

CHAPTER 12: IMPLEMENTATION

storm and sanitary sewer system to service urbanizing areas where a need and interest are present.		Consultant	
Pursue grants to fund necessary and desired improvements.	n/a	Plan Commission Consultant	Continuous
Consider developing a community resilience plan to prepare for and respond to future events related to hazardous weather, economic downturns, and other local and regional crises.	n/a	Town/Village Board Plan Commission Consultant	Continuous
Objective: Promote the fair and equitable distribution of benefits and costs for future public utility extensions.			
Consider requiring the completion of infrastructure impact statements for all new commercial and residential development projects.	n/a	Plan Commission Consultant	2017
Create a Village Site Plan Review process to require that developers install the infrastructure necessary to offset site-specific or regional impacts (stormwater, transportation systems, etc.) from proposed development.	n/a	Plan Commission Consultant	2017

Utilities & Community Facilities Goal #3: Ensure that future development occurs in harmony with the natural environment.			
Objective: Review all proposed development projects for their potential environmental impact.			
Policy	Funding	Responsible Party	Milestone Date
Support and participate in county, regional, and state efforts regarding groundwater protection.	n/a	Town/Village Board	Continuous
Protect significant storm drainageways from development to allow for natural drainage.	WDNR	Plan Commission	Continuous
Identify significant stormwater infiltration areas to be protected from development to allow for natural infiltration and groundwater recharge.	WDNR	Plan Commission Consultant	2020
Pursue grants to fund necessary and desired improvements.	USDA WDNR	Village Board Plan Commission Consultant	Continuous

Utilities & Community Facilities Goal #4: Maintain a high quality of life in the Village.			
Objective: Provide adequate police and fire protection and emergency services to all areas of the Village.			
Policy	Funding	Responsible Party	Milestone Date
Undertake an analysis of police, fire, and EMS response times throughout the Town and Village.	n/a	Joint Town/Village Committee Consultant	Continuous
Continue to cooperate with other local units of government in providing effective, efficient, law enforcement, fire protection, and EMS services..	USDA	Town/Village Board Black Creek Fire & Rescue Dept.	Continuous
Objective: Provide sufficient parks and recreational facilities to meet the needs of a growing population.			
Develop a Comprehensive Outdoor Recreation Plan that satisfies the basic outdoor recreation and open space needs of residents in an economical and environmentally sensitive fashion.	n/a	Plan Commission Consultant	Continuous
Ensure that all current and future parks and recreational areas provide equal access for all residents.	n/a	Plan Commission Consultant	Continuous
Create a diverse park system comprised of "improved" parks and passive recreational areas.	USDA WDNR	Plan Commission Consultant	Continuous
Promote the preservation of wildlife habitat and the protection of surface waters and wetlands.	USDA WDNR	Plan Commission	Continuous

CHAPTER 12: IMPLEMENTATION

Utilize the Official Map as a tool to identify and acquire parklands in advance of development.	Plan Commission	Plan Commission	Continuous
Work with Outagamie County and neighboring communities to create pedestrian and bicycle connections between local and regional parks, recreational areas, and state trails.	WDNR WisDOT OC Highway Dept.	Plan Commission	Continuous
Pursue grants to fund necessary and desired improvements.	USDA WDNR	Plan Commission Consultant	Continuous
Objective: Ensure that the Village Office can adequately meet the needs of the community into the foreseeable future.			
Undertake a Facilities Needs Assessment of the Village Office and other municipal buildings.	Village Board Consultant	Village Board Consultant	Continuous
Objective: Coordinate planning activities with the school districts to maintain a high level of service.			
Inform the school districts of residential subdivisions proposed for development within their respective boundaries.	n/a	Plan Commission	Continuous

AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

Agricultural, Natural, and Cultural Resources Goal #1: Preserve the agricultural, natural, and cultural heritage of the Town and Village for the enjoyment and benefit of future generations.			
Objective: Preserve the natural resource base, environmentally sensitive areas, and surrounding agricultural lands, which contribute to maintaining the ecological balance, natural beauty, economic wellbeing, and quality of life of the Town and Village.			
Policy	Funding	Responsible Party	Milestone Date
Utilize the future land use, natural features, and prime agricultural soils maps to guide development away from significant natural resources and productive agricultural lands.	n/a	Plan Commission	Continuous
Identify the landscape features to be protected from development on the official map.	n/a	Plan Commission Consultant	2017
Utilize the official map, subdivision ordinance, and site plan review process to establish a network of green corridors to provide functional open space, link fragmented habitats, and create wildlife migration routes.	n/a	Plan Commission Consultant	2017
Partner with local land trusts to preserve environmentally significant areas such as Burma Swamp.	n/a	Plan Commission NEW Land Trust	Continuous
Objective: Incorporate 'conservation design' into the Subdivision Ordinance			
Identify natural, cultural, and agricultural resources that constitute secondary conservation areas in the Village.	n/a	Plan Commission Consultant	2017
Establish minimum percentage of permanently preserved open space for all conservation subdivisions.	n/a	Plan Commission Consultant	2017
Limit residential development outside sewer service areas to conservation CSMs and conservation subdivisions.	n/a	Plan Commission Consultant	2017
Work closely with developers during the platting process to orient preserved open space in a way that maximizes ecosystems connectivity and functionality.	n/a	Plan Commission	Continuous
Objective: Partner with landowners, developers, land trusts, and other organizations to preserve environmentally significant areas.			
Consider offering density bonuses to residential developers who agree to permanently preserve large tracts of open space during the platting process.	n/a	Plan Commission Consultant	2017
Amend the zoning ordinance to establish riparian buffers along all	n/a	Plan Commission	2017

CHAPTER 12: IMPLEMENTATION

navigable streams.		Consultant	
Assist interested landowners in establishing conservation easements to permanently preserve valuable agricultural lands and ecosystems.	n/a	Plan Commission Village Attorney Consultant	Continuous
Objective: Maintain a sustainable and economically viable agricultural sector for the long-term.			
Utilize the future land use map and prime agricultural soils map to direct residential and commercial development to those areas least suited for farming.	n/a	Plan Commission	2017
Amend the Town zoning ordinance to add specialty agricultural practices as permitted or conditional uses within agricultural districts.	n/a	Plan Commission	2017
Regularly review permitted and conditional uses in the zoning ordinance to ensure that they adequately support local farm operations and small specialty farms in order to maintain agriculture as a productive part of the rural landscape.	n/a	Plan Commission	Continuous
Support the establishment of a farmers market in Black Creek.	n/a	Village Board	Continuous
Objective: Identify, mitigate, and avoid the spread of terrestrial and aquatic invasive plant species			
Amend the zoning ordinance and site plan review process to prohibit the use of species identified by WDNR as invasive in residential, commercial, and industrial landscaping.	n/a	Plan Commission	2017
Distribute information to landowners related to the identification and removal of harmful invasive species.	n/a	Village Board	Continuous

Agricultural, Natural, and Cultural Resources Goal #2: Preserve the water resources of the Town and Village.			
Objective: Establish procedures to protect water quality and aquatic habitat during future residential, commercial, and industrial development.			
Policy	Funding	Responsible Party	Milestone Date
Identify and establish natural buffer preservation requirements for all streams, creeks, and wetlands within the zoning ordinance, subdivision ordinance, erosion control and stormwater management ordinance, and site plan review process.	NRCS WDNR WCMP	Plan Commission OC LWCD	2017
Consider establishing 30% maximum impervious surface requirements within the erosion control and stormwater management ordinance and site plan review process.	n/a	Plan Commission	2017
Coordinate with OC Land & Water Conservation, WDNR, and NRCS to implement agricultural and residential best management practices to reduce nonpoint-source water pollution.	NRCS WDNR	Plan Commission OC LWCD	Continuous
Objective: Protect and enhance groundwater resources.			
Identify those areas where susceptibility to groundwater contamination is highest and develop plans to ensure that land use within these areas occurs in a manner consistent with protecting groundwater.	WDNR	Plan Commission WDNR	Continuous

Agricultural, Natural, and Cultural Resources Goal #3: Preserve the cultural heritage of Black Creek.			
Objective: Establish tools to maintain historically significant architecture as a long-term component of the landscape.			
Policy	Funding	Responsible Party	Milestone Date
Compile an inventory of historically and culturally significant structures and places.	n/a	Plan Commission Local Historians School Districts	2016
Consider developing a historical preservation ordinance, or	n/a	Plan Commission	2017

CHAPTER 12: IMPLEMENTATION

incorporating historical preservation procedures within the zoning and subdivision Ordinances.		Consultant	
Utilize zoning overlays as a tool to protect important historical and cultural buildings and sites.	n/a	Plan Commission Consultant	2018
Consider applying for Certified Local Government status.	n/a	Village Board	2020

ECONOMIC DEVELOPMENT

Economic Development Goal #1: Utilize the Future Land Use Map to guide future commercial and industrial development in the Town and Village.			
Objective: Establish policies to ensure that Town/Village actions conform to the consistency requirements of Section 66.1001(3) Wis. Stats.			
Policy	Funding	Responsible Party	Milestone Date
Review and, if necessary, revise all application forms related to economic development to ensure that proposed development is consistent with the comprehensive plan and future land use map.	n/a	Plan Commission Consultant	2016
Provide each member of the Village Board, Plan Commission, and Board of Appeals with a copy of the adopted comprehensive plan.	n/a	Village Clerk	2016
Ensure that the plan is incorporated into all review and decision processes related to economic development.	n/a	Plan Commission	Continuous
Annually review the future land use map and utilities & community facilities chapter to ensure that adequate land and infrastructure is available for desired commercial and industrial development.	n/a	Plan Commission	Annual

Economic Development Goal #2: Retain, Expand, and Diversify the Local Economic Base.			
Objective: Ensure that elected officials, board and committee members, and permit processes are welcoming and helpful to businesses seeking to start, expand, or locate in Black Creek.			
Policy	Funding	Responsible Party	Milestone Date
Streamline review processes for commercial and industrial development without sacrificing core principals.	n/a	Plan Commission Consultant	Continuous
Regularly review local ordinances, site plan review processes, and permit application procedures to ensure that they clearly identify the path necessary to review and approve proposed development.	n/a	Plan Commission	Annual
Work with WDNR to prioritize cleanup of the environmentally contaminated sites best suited to commercial and industrial development; assist businesses in developing such sites.	n/a	Plan Commission	Continuous
Pursue state and federal funding opportunities to support economic expansion and infrastructure development.	n/a	Plan Commission	Continuous
Objective: Develop the economic development tools necessary to effectively compete in the 21st century marketplace.			
Identify emerging businesses & technologies and support the development of businesses involved in these fields.	n/a	Plan Commission Black Creek Business Assoc.	Continuous
Develop a Village of Black Creek Branding & Marketing plan.	n/a	Plan Commission Black Creek Business Assoc. Consultant	2018
Develop an 'Economic Gardening' plan.	n/a	Plan Commission Black Creek Business Assoc.	2018

CHAPTER 12: IMPLEMENTATION

		Consultant	
Support the development of a business incubator in downtown Black Creek.	n/a	Plan Commission Black Creek Business Assoc. OC Planning Dept. Consultant	2020
Prepare a Market Trade Analysis to identify targeted economic development opportunities.	n/a	Plan Commission Consultant	2018
Support the concept of 'Winter City Design' in the site plan review process.	n/a	Plan Commission Consultant	2019
Identify potential locations for the expansion of the current TID or creation of a future TIF District.	n/a	Village Board Plan Commission	2017
Objective: Enhance the productivity and long-term viability of Downtown Black Creek.			
Develop a streetscape plan for downtown Black Creek.	n/a	Plan Commission Black Creek Business Assoc. Consultant	2018
Develop a design standards ordinance to support the historic character of the downtown and to implement the design elements identified in the streetscape plan.	n/a	Plan Commission Consultant	2018
Support the historic design and character of the downtown by investing in lighting, signage, pedestrian amenities, plantings and other improvements identified in the streetscape plan.	n/a	Village Board	2018
Coordinate with area banks to establish a revolving loan fund for façade improvements.	n/a	Village Board Black Creek Business Assoc.	2018
Support local festivals, and encourage new events, that celebrate the community, its businesses, and its people. Establish a goal of having one or more local events each month.	n/a	Village Board Black Creek Business Assoc. School Districts	Annual
Objective: Provide support for and assistance to local businesses.			
Connect existing employers with federal, state, and local incentive programs.	n/a	Village Board Plan Commission	Continuous
Provide the necessary transportation and utility infrastructure to support desired commercial and industrial uses.	n/a	Village Board	Continuous
Provide assistance to businesses interested in expanding or relocating within the Town/Village, including information related to county, state, and federal funding and grant opportunities.	n/a	Village Board Plan Commission	Continuous

Economic Development Goal #3: Enhance and Expand the Village's Online Presence.			
Objective: Continue to utilize the Village of Black Creek website as a marketing tool.			
Policy	Funding	Responsible Party	Milestone Date
Feature a local 'Business of the Week/Month' on the Town/Village webpage.	n/a	Village Clerk	2019
Post all ordinances and their relevant application forms to the Town/Village webpage.	n/a	Village Clerk	2017
Objective: Create a social media presence on the internet.			
Develop and maintain a Village of Black Creek Facebook page to be used as an information sharing and marketing tool.	n/a	Village Clerk	2019
Consider creating a Village of Black Creek Twitter account to be used as an information-sharing tool.	n/a	Village Clerk	2019

CHAPTER 12: IMPLEMENTATION

Develop a Village of Black Creek Social Media Policy.	n/a	Village Board	2019
Post relevant public safety information on social media sites.	n/a	Village Clerk	Continuous

Economic Development Goal #4: Support Collaborative Efforts that Further the Growth of the Regional Economy.			
Objective: Work cooperatively with neighboring municipalities, Outagamie County, and other organizations to enhance the economy of northeast Wisconsin.			
Policy	Funding	Responsible Party	Milestone Date
Develop partnerships and strategies with other communities, educational and healthcare institutions, utilities, and other organizations to promote local businesses and industries and to develop industry clusters.	n/a	Village Board	Continuous
Coordinate local economic development efforts with Outagamie County Planning, NEW North, and other organizations as appropriate.	n/a	Village Board Black Creek Business Assoc.	Continuous

LAND USE

Land Use Goal #1: Utilize the Future Land Use Map to guide development in the Village and implement the comprehensive plan.			
Objective: Establish policies to ensure that Town actions conform to the consistency requirements of Section 66.1001(3) Wis. Stats.			
Policy	Funding	Responsible Party	Milestone Date
Consult the Future Land Use map as the first point of review when considering applications for rezone, certified survey map, subdivision plats, and the like	n/a	Plan Commission	Continuous
Deny any application inconsistent with the Comprehensive Plan and Future Land Use map, unless the plan/map is amended to allow for the proposed action.	n/a	Plan Commission	Continuous
Provide applicants with a clearly defined process for requesting amendments to the plan/map.	n/a	Plan Commission	Continuous
Work with the Town of Black Creek to identify locations for Gateway Features.	n/a	Plan Commission T. Plan Commission Consultant	2020

INTERGOVERNMENTAL COOPERATION

Intergovernmental Goal #1: Continue to pursue opportunities for intergovernmental cooperation with neighboring communities, Outagamie County, the school districts, ECWRPC, WDNR, and WisDOT.			
Objective: Explore opportunities to coordinate local land use planning.			
Policy	Funding	Responsible Party	Milestone Date
Provide copies of the comprehensive plan to all intergovernmental partners.	n/a	Village Clerk	2016
Review the comprehensive plans of neighboring communities and the county to identify opportunities for collaboration and potential areas of conflict.	n/a	Plan Commission	Continuous
Provide notification of any future changes to the comprehensive plan	n/a	Plan Commission	As needed

CHAPTER 12: IMPLEMENTATION

or future land use map to adjoining municipalities.			
Notify the school districts of pending residential development projects within their respective boundaries.	n/a	Village Clerk	As needed
Objective: Increase governmental efficiency and reduce costs for taxpayers.			
Identify opportunities for sharing services, facilities, equipment, and staff with neighboring governments.	n/a	Village Board	Continuous

Intergovernmental Goal #2: Maintain the cordial and productive relationship that exists between the Town and Village of Black Creek			
Objective: Continue joint planning efforts following the adoption of the amended comprehensive plan.			
Policy	Funding	Responsible Party	Milestone Date
Consider holding annual or bi-annual joint Plan Commission meetings.	n/a	Plan Commission	Annual
Consider partnering on local marketing and branding efforts.	n/a	Village Board Plan Commission	Continuous
Investigate opportunities for shared services agreements in areas adjoining the Village.	n/a	Village Board	Continuous
Consider establishing a 10-year boundary agreement.	n/a	Village Board	As needed