

# *Village of Wrightstown Comprehensive Plan 2016 Update*



*Adopted August 16, 2016*

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## **Village of Wrightstown Comprehensive Plan 2016 Update**

Adopted: August 16, 2016

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# **CHAPTER 1**

## **Issues and Opportunities**

### **Introduction**

The Village of Wrightstown is a growing community conveniently located halfway between the Green Bay and Fox Valley Metropolitan Areas along the Interstate 41 highway corridor. The Village includes a portion of southwestern Brown County and a part of east central Outagamie County. The Village contains approximately 2,850 acres of land extending from the Interstate 41/CTH U interchange and across the Fox River along STH 96. The Village of Wrightstown shares its northern, southern, and eastern borders with the Town of Wrightstown in Brown County, while the western part of the Village is located in Outagamie County adjacent to the Town of Kaukauna. Figure 1-1 depicts the Village of Wrightstown's regional location.

The Village historically filled the needs of the surrounding farming community as a social hub and service center for daily goods and services. With the conversion of USH 41 to a freeway and subsequently interstate (Interstate 41), the Village has evolved into more of a bedroom community for the nearby Green Bay and Fox Valley metropolitan areas, where many residents leave during the day to work in either the Appleton or Green Bay areas, but return in the evening to live in the Village of Wrightstown to take advantage of the locational convenience, natural beauty, schools, and small-town lifestyle.

As the Village of Wrightstown is located in both Brown and Outagamie Counties, it is important to note that the U.S. Census data used throughout this document for the Village includes both the Brown and Outagamie County portions of Wrightstown.

### **Purpose and Intent**

A comprehensive plan is an official public document adopted by ordinance by the local government that sets forth its major policies concerning the future physical development of the community. The primary purposes of this plan are to generate goals for attaining a desirable development pattern, devise strategies and recommendations the Village can follow to achieve its desired development pattern, and meet the requirements of the State of Wisconsin Comprehensive Planning (Smart Growth) Law. It is intended that the recommendations reflect the 14 local comprehensive planning goals prescribed in state statute and listed below:

1. Promotion of the redevelopment of lands with existing infrastructures and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial areas.
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 and that meets the needs of all citizens, including transit-dependent and disabled citizens.

The Village of Wrightstown Comprehensive Plan is adopted by ordinance and should be used by Village officials when revising and administering its zoning and subdivision ordinances and official map. The plan provides a consistent policy and vision based upon sound planning principles and residents' thoughts for how they want their community to develop over the next 20 years.

## **Comprehensive Planning Process**

This document is comprised of nine elements reflecting the requirements in the comprehensive planning law: Issues and Opportunities; Land Use; Transportation; Economic Development; Housing; Utilities and Community Facilities; Natural, Cultural and Agricultural Resources; Intergovernmental Cooperation; and Implementation. Although all of these chapters have their own goals, objectives, and recommendations, the elements are all interrelated and, therefore, the goals, objectives, and recommendations are as well. This plan was developed with the interrelationships of the elements in mind.

The future land use plan contained within the Land Use chapter of the comprehensive plan provides a vision of how the Village of Wrightstown could look 20 years from now. The land use plan contains recommendations regarding the location, density, and design of future development and is the cornerstone of the overall plan. The future land use plan is the composite of the goals, objectives, and recommendations contained in all of the chapters.

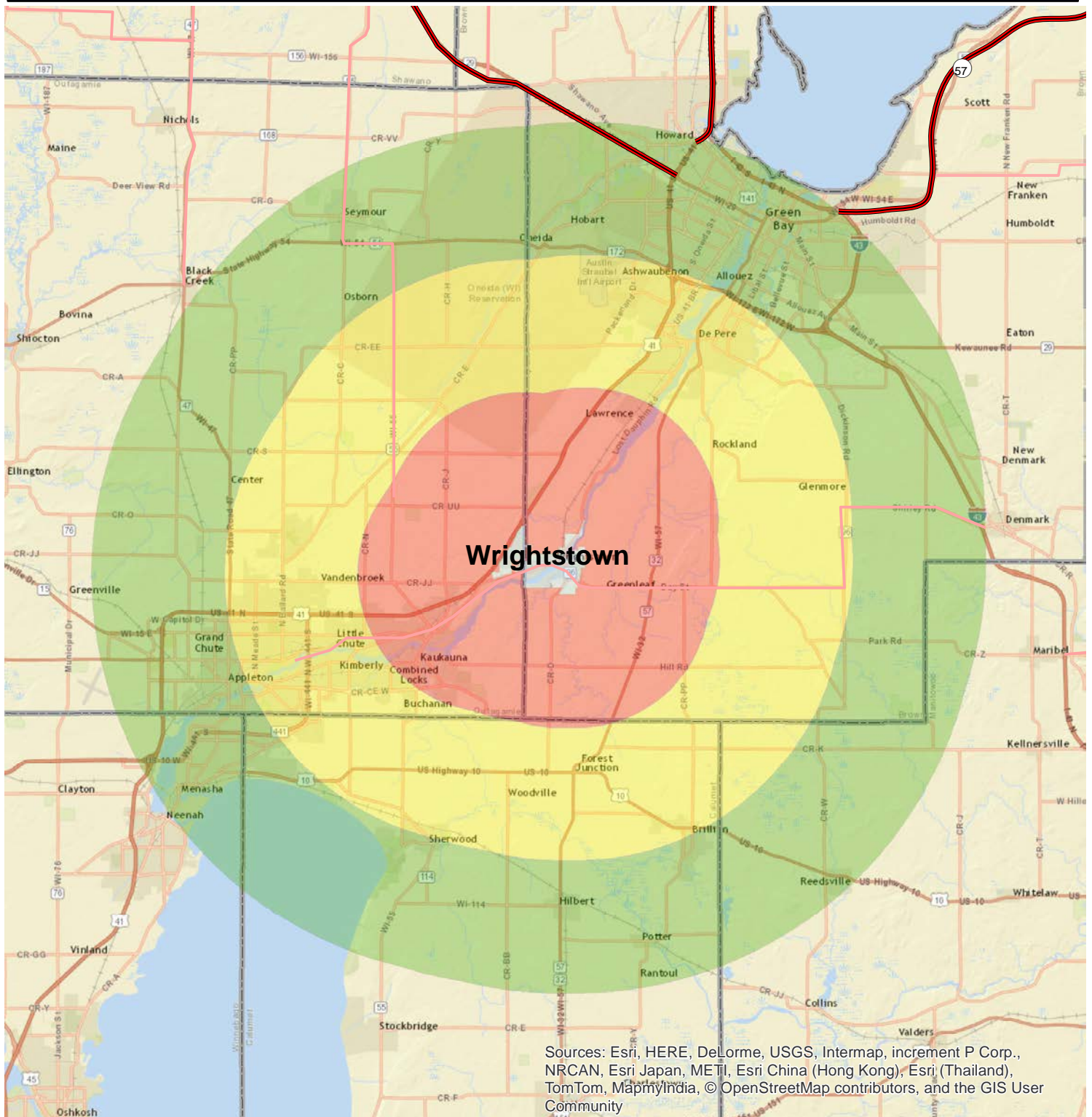
The final part of the plan involves implementing the recommendations. A comprehensive plan is only effective when it is actually used. This includes both using the plan on a routine basis when making policy and administrative decisions and when creating and revising municipal ordinances (such as the zoning ordinance) to control and guide development consistent with the plan.

It is important to note that this document is not the end of the planning process. For the Village of Wrightstown to succeed in achieving its vision for the future, planning must be a continual, ongoing exercise. Just as this plan replaces the 2003 Village of Wrightstown Comprehensive Plan, planning within the Village must continue to evolve to reflect new trends and concepts.



# Figure 1-1 Regional Location

*Village of Wrightstown, Brown and Outagamie Counties, Wisconsin*

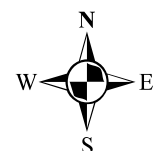


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## Mileage Buffers

- 0.00 - 5.00
- 5.01 - 10.00
- 10.01 - 15.00



0 1 2 4 6 8 Miles

Source: PALS, Brown County Planning Commission

## Community Goals and Objectives

A major element of the comprehensive planning process is the identification and development of community goals and objectives. This identification is often difficult because values held by citizens are highly elusive and complex. People vary widely in their choice of values and the degree to which they will accept or tolerate differing attitudes.

In order to identify the Village's priorities for community development, as well as key issues and concerns to be addressed in the comprehensive plan, the Brown County Planning Commission facilitated a public visioning session, which utilized the nominal group method, on February 16, 2015, at the Wrightstown Village Hall. Thirty-two residents attended the visioning session to provide their initial thoughts about the future of the Village and twenty-two surveys ranking the results of the visioning session were returned. The following are the top ten issues resulting from the visioning session and follow-up survey:



Rank

1. Develop/attract commercial retail and service businesses.
2. Develop/attract manufacturing/industrial business for jobs and tax base.
3. Keep property taxes low.
4. Promote downtown and riverfront activities for tourism.
5. Maintain good public services – police, fire, public works, and expand as the population grows.
6. Maintain the Village's home/small town feel and quality of life.
7. Create a bicycle and pedestrian connection to the Fox River State Trail.
8. Encourage development along CTH U and at the Interstate 41 interchange.
9. Encourage real estate companies to market Wrightstown as a place to live and do business.
10. Ensure single-family zoned areas have compatible adjacent zoning.

Appendix C contains the complete listing of nominal group workshop and survey results.

The nominal group workshop and survey along with input from the Village of Wrightstown Planning Commission and sound planning principles forms the basis for the development of the following goals and objectives.

## Goals and Objectives

Goals and objectives each have a distinct and different purpose within the planning process. Goals describe desired situations toward which planning efforts should be directed. They are broad and long-range. They represent an end to be sought; although, they may never actually be fully attained. Objectives describe more specific purposes, which should be sought in order to advance toward the

achievement of the overall goals. The third part of the planning process, policies and programs, is discussed in each chapter specific to that comprehensive plan element.

The Village of Wrightstown comprehensive plan and future development of the Village is based on the following goals and objectives.

### **Land Use Goal**

Manage existing and future land uses to enhance the Village of Wrightstown's unique, small-town character.

#### **Objectives**

- Strive for a compact, efficient land use pattern by promoting infill development of existing vacant and underutilized lots and growth adjacent to existing development.
- Identify and reserve appropriate areas for future industrial and business park expansion.
- Ensure compatibility of adjoining land uses for both existing and future residential development.
- Consistently enforce design standards for developments that promote the Village's unique, small-town character.
- Discourage strip commercial development in favor of clustering commercial activities at designated nodes or selected locations that can service nearby neighborhoods.
- Promote the redevelopment of the downtown on both sides of the river containing a mixture of pedestrian-oriented residential, commercial, recreational, and institutional uses.
- Coordinate the layout of new developments with the need for traffic circulation and pedestrian facilities.
- Provide for a mix of housing types, parks/natural areas, and other compatible uses within new neighborhoods.
- Require the inclusion of neighborhood amenities such as neighborhood parks, street trees, and sidewalks within new developments.

### **Transportation Goal**

Develop a safe and efficient multi-modal transportation system that serves all Wrightstown residents.

#### **Objectives**

- Promote the redevelopment of the downtown to contain a mix of uses to make walking and bicycling viable transportation options and minimize traffic on the existing street system.
- Utilize well-connected street patterns to distribute traffic evenly and maximize mobility and accessibility for all residents.
- Maximize safety and accessibility at the Village's intersections through the use of traffic calming techniques as warranted.
- Continue to develop a pedestrian system in the Village by installing sidewalks in new neighborhoods and providing connections to schools and other pedestrian traffic generators.
- Develop an off-street pedestrian trail system within the Village.

- Utilize narrow streets to slow traffic through neighborhoods, minimize construction, stormwater, and maintenance costs, and maximize safety for all residents.
- Ensure the Village's long-term street maintenance, repair, and improvement plan is kept current and adequately funded.
- Work with the surrounding communities, Brown County, Outagamie County, and WisDOT to plan the STH 96 and Interstate 41 corridors.
- Enhance the appearance of the Village's entrances and thoroughfares.
- Ensure that the Wrightstown Industrial Park continues to have freight rail service.
- Identify a system of truck routes throughout the Village and mark them with unique signs to enable them to be easily identified.
- Leverage outside funding sources to assist the Village in paying for transportation improvements.

### **Housing Goal**

Provide a range of quality of housing opportunities for all segments of the Village's population.

#### Objectives

- Promote reinvestment into the existing housing stock in order to maintain property values and strong neighborhoods.
- Promote an adequate supply and mix of housing types for individuals of all life stages, physical abilities, and income levels.
- Identify residential development areas next to existing neighborhoods to take advantage of existing utilities and public services.
- Promote traditional neighborhood developments (TND) as a mixed-use development option.
- Promote conservation by design developments in the Village where appropriate.
- Ensure the quality of new and existing multifamily developments in the Village is consistent with the quality of other developments.
- Identify appropriate areas in the Village for well-designed multi-family developments that fit the character of the community.
- Promote the rehabilitation of architecturally unique and/or historic residential buildings when possible.
- Identify and utilize governmental, private, and non-profit programs to improve aging housing units.

### **Economic Development Goal**

Broaden the tax base and strengthen the Village's economy and employment base through the expansion of commercial and industrial activity in the Village.

#### Objectives

- Encourage new businesses to locate in Wrightstown that fill local needs, such as retail stores, commercial service businesses, and restaurants.



- Identify appropriate areas for additional industrial/manufacturing operations to expand the Village's tax and employment base.
- Address ways to improve the appearance of downtown and gateways to the Village in order to attract new businesses, visitors, and residents.
- Encourage commercial development in smaller neighborhood centers, the downtown, and at the CTH U/ Interstate 41 interchange rather than in long strips along main thoroughfares.
- Support revitalization of the downtown on both sides of the Fox River to help foster community identity and to serve as a focal point for economic development.
- Encourage entrepreneurialism among Wrightstown's residents and business owners.
- Work with businesses and industries already in the Village to ensure they are able to expand and remain in Wrightstown.
- Continue the mix of compatible residential and commercial uses within the downtown.
- Promote the Fox River for tourism and the location of riverfront businesses.
- Encourage the utilization of economic development programs to aid in the growth of new, retention of existing, and the attraction of new industrial or commercial activities.
- Promote the redevelopment of underutilized, vacant, or brownfield commercial and industrial areas.
- Work with the Wrightstown Area Business Alliance, local real estate professionals, Brown County, Outagamie County, and state agencies to promote the Village's economic development opportunities.

#### **Intergovernmental Cooperation Goal**

Work with the surrounding communities, school district, Brown County, Outagamie County, and State of Wisconsin to cooperatively plan and develop the Village and region.

#### **Objectives**

- Enhance Village outreach efforts to Wrightstown citizens and neighboring communities.
- Work with the surrounding communities to resolve boundary issues, coordinate municipal services, and address other issues of mutual concern.
- Maintain open lines of communication with the Wrightstown School District regarding future facility needs.
- Work with the surrounding communities, Brown and Outagamie Counties, and WisDOT to plan the Interstate 41, STH 96, and county trunk corridors.
- Identify existing conflicts with the surrounding communities and work with the communities and Brown County and Outagamie County to resolve these conflicts.
- Work with the Wisconsin DNR, Brown County, and Outagamie County to identify park and recreation needs and opportunities within the Village.
- Utilize the Village's extraterritorial review authority to ensure that development outside of the Village limits is compatible with development within the Village.

#### **Agricultural, Natural, and Cultural Resources Goal**

Protect the Village's natural features to enhance the small-town character of Wrightstown and the quality of life of its residents.

## Objectives

- Utilize the existence of significant natural resources as a key factor when identifying locations for future parks and trail connections.
- Preserve wetlands, floodplains, and other environmental areas to link various parts of the Village and to serve as wildlife corridors, pedestrian trails, and stormwater management areas.
- Enhance accessibility of public lands along the Fox River.
- Require the creation of neighborhood parks within residential developments.
- Coordinate future parks, recreation facilities, and trail linkages with adjoining communities and the Brown County and Outagamie County Park and Open Space Plans.
- Enhance the appearance and community identity of the Village through the enforcement of design standards, landscaping, streetscaping, and attractive signage.
- Identify and protect significant historic and archeological sites.
- Promote the preservation and rehabilitation of older buildings within the Village, especially through adaptive reuse of such buildings when possible.
- Maintain existing agricultural areas outside the Village for as long as possible by promoting infill development and orderly expansion of growth areas.
- Ensure stormwater runoff is properly treated for quantity and quality prior to entering the Village's surface waters.
- Build Wrightstown's identity by holding community events along the Fox River and downtown.

## **Community Facilities Goal**

Promote a quality living environment through the timely provision of adequate and efficient recreation, utility, emergency, and other public facilities and services affecting Wrightstown residents and businesses.

## Objectives

- Ensure the Village's public infrastructure (streets, utility lines, wastewater treatment plant, etc.) is adequate to handle additional growth.
- Continue coordination with the School District regarding existing facilities and future needs.
- Maintain a long-term viable supply and distribution system of high quality, affordable public water.
- Plan, locate, and develop new recreational facilities and expand the activities within existing parks to respond to the desires of all segments of the community.
- Work with the Town of Wrightstown, WisDOT, and Brown County to develop a trail connection to the Fox River State Trail.
- Enhance the Fox River as a community resource by providing additional access and recreational opportunities at appropriate areas along it.
- Maintain the Village's existing public facilities and replace aging/obsolete infrastructure and equipment in a coordinated fashion.
- Promote the cost-effective use of existing community facilities, such as streets, sewers, and water, through infill development and planned outward expansion.

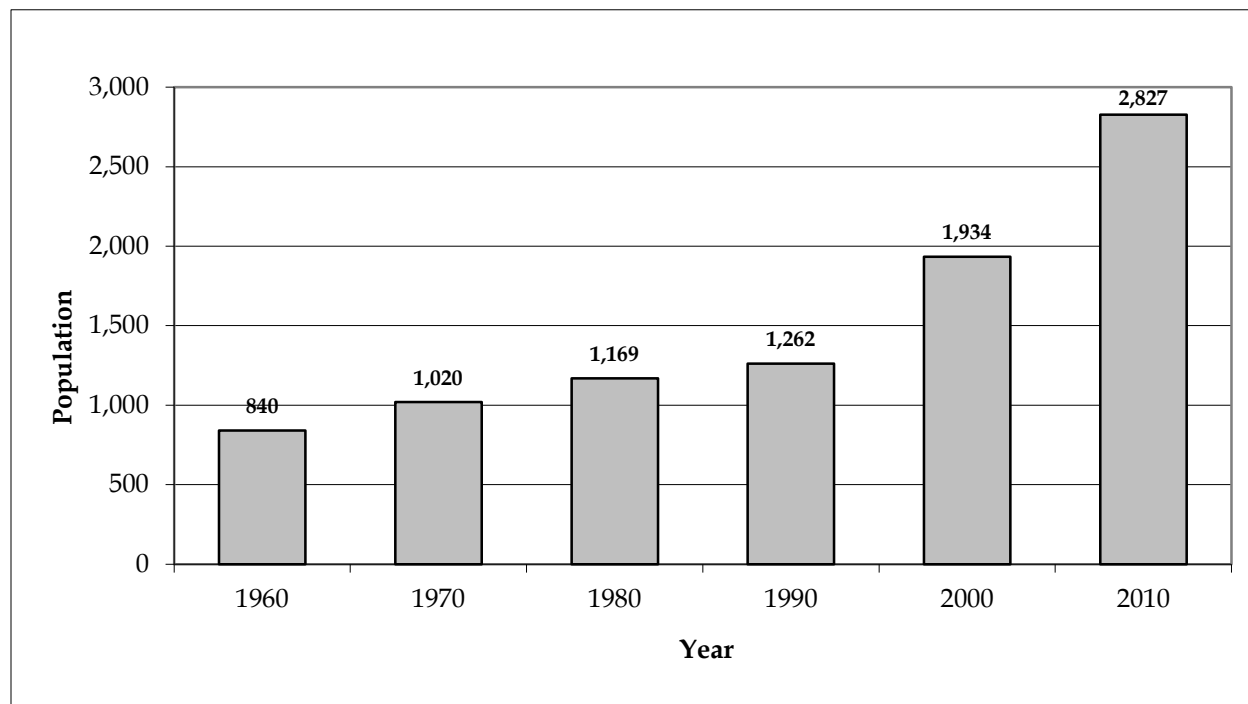
- Review the Village's stormwater management plan to ensure it continues to meet the needs of the Village, its waterways, and regulatory agencies.
- Ensure adequate levels of staffing, services, and facilities to meet the needs of a growing community.

## Demographic Trends

From 1960 to 2010, the Village of Wrightstown's population increased from 840 residents to 2,827 residents. More recently, between the years of 2000 and 2010, the Village's population increased by 893 residents, which is a significant increase of 46.2 percent.

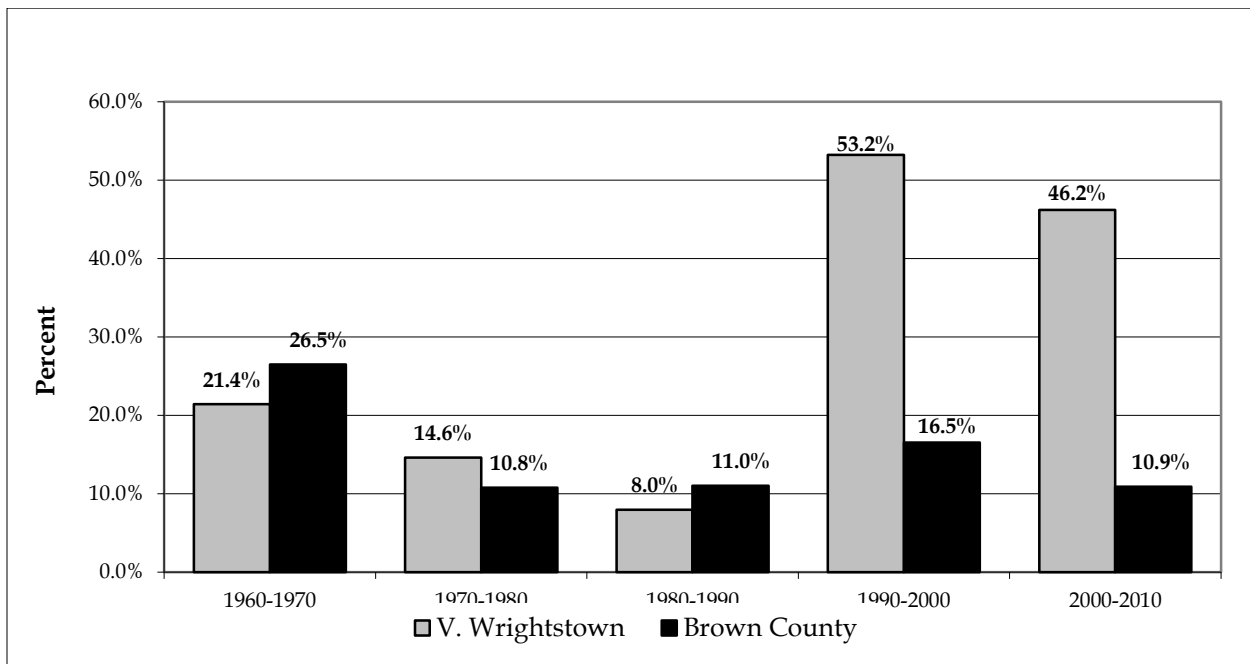
However, more recent information may indicate a slight slowing of population growth in the Village. The Wisconsin Department of Administration (WDOA) develops annual population estimates based on past and current trends in each community across the State. WDOA estimates the 2014 population for the Village of Wrightstown to be approximately 2,842 residents, which would be an estimated increase of only 15 residents over the past four years. Figures 1-2 and 1-3 depict the population growth trends in the Village.

**Figure 1-2: Village of Wrightstown Historic Growth Trend, 1960-2010**



Source: U.S. Census of Population, 1960-2010.

**Figure 1-3: Percent Population Change, 1960-2010**



Source: U.S. Census of Populations, 1960-2010.

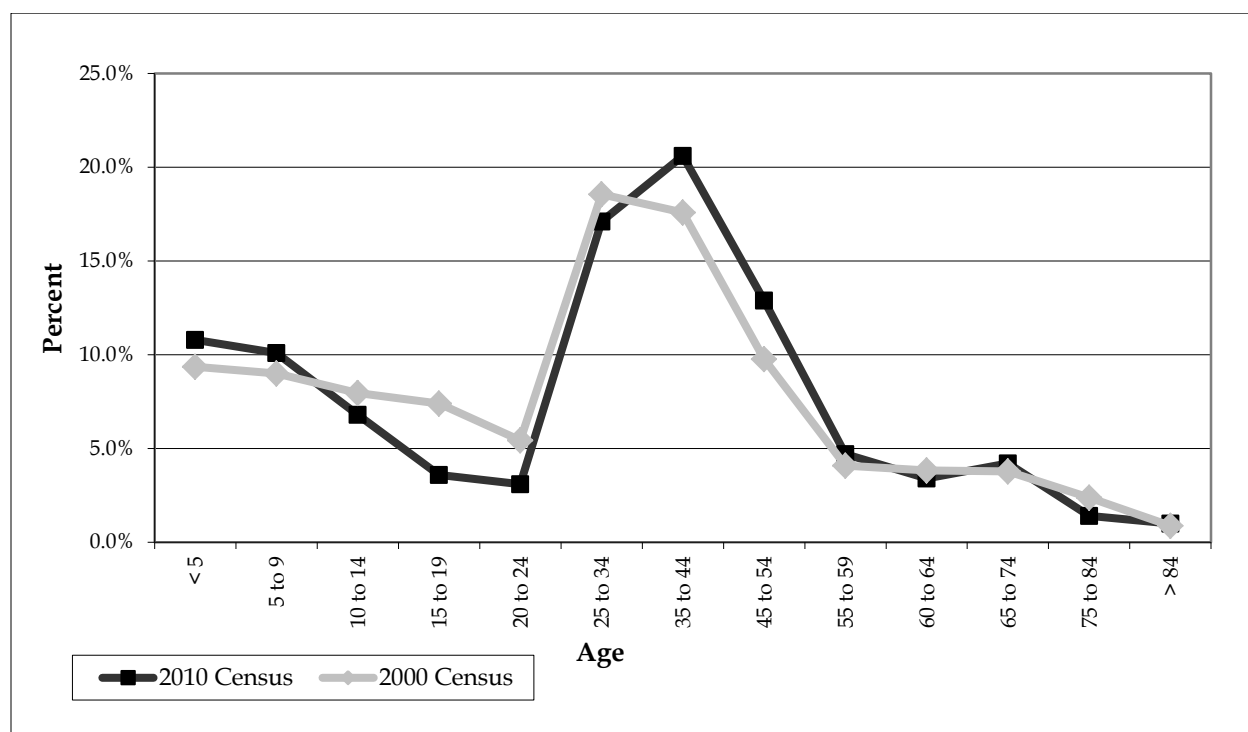
### **Age Distribution**

Census figures indicate the 2010 median age of the Village of Wrightstown was 33.8, as compared to the 2000 median of 31.3, and the 1990 median age of 29.1. This follows the overall national trend as the “baby boomer” generation continues to age. As these people continue to age, measures will need to be taken to ensure that there will be housing and care options available in the Village as they transition to retirement and elderly age. Although the community is generally aging, the shift in age, depicted in Figure 1-3 is not nearly as significant as many other Brown County communities. This may be due to an influx of younger families during the population growth experienced between 2000 and 2010. The proportion of younger families in Wrightstown is further visible when comparing it to the median age for Brown County at 36.4 years and for the State of Wisconsin at 38.7 years.

It is important to note that many of the rural areas surrounding the Village are experiencing a much faster aging of their respective populations. As a commerce and social center for the rural areas, the Village may experience an increase in demand for senior housing and age-related services as elderly residents of the surrounding towns no longer are able to live on their own, but desire to remain in the area, Figure 1-4 indicates how the Village of Wrightstown has aged over the past decade with the age ranges as a percentage of the overall population of the Village of Wrightstown.



**Figure 1-4: Village of Wrightstown Age as a Percentage of Population, 1990 and 2000**



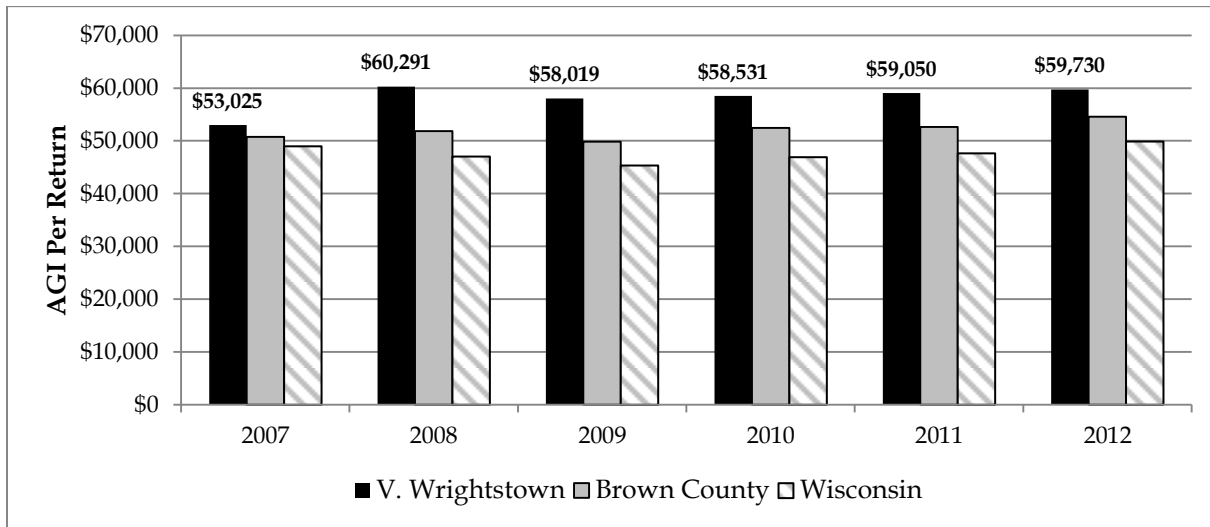
Source: U.S. Census of Population, 2000 and U.S. Census Bureau American Community Survey, 2009-2013 5- Year Estimates.

### **Income Levels**

According to the Wisconsin Department of Revenue-Division of Research and Analysis, the Village of Wrightstown's adjusted gross income (AGI) per tax return has remained rather stable, generally between \$58,000 and \$61,000 over the past five years. The most recent year for which information is available lists the year 2012 AGI for the Village of Wrightstown at \$59,730, which is consistently higher than the state or Brown County. This is a change from the 2003 comprehensive plan, when Village of Wrightstown AGI was higher than the state, but was consistently lower than Brown County.

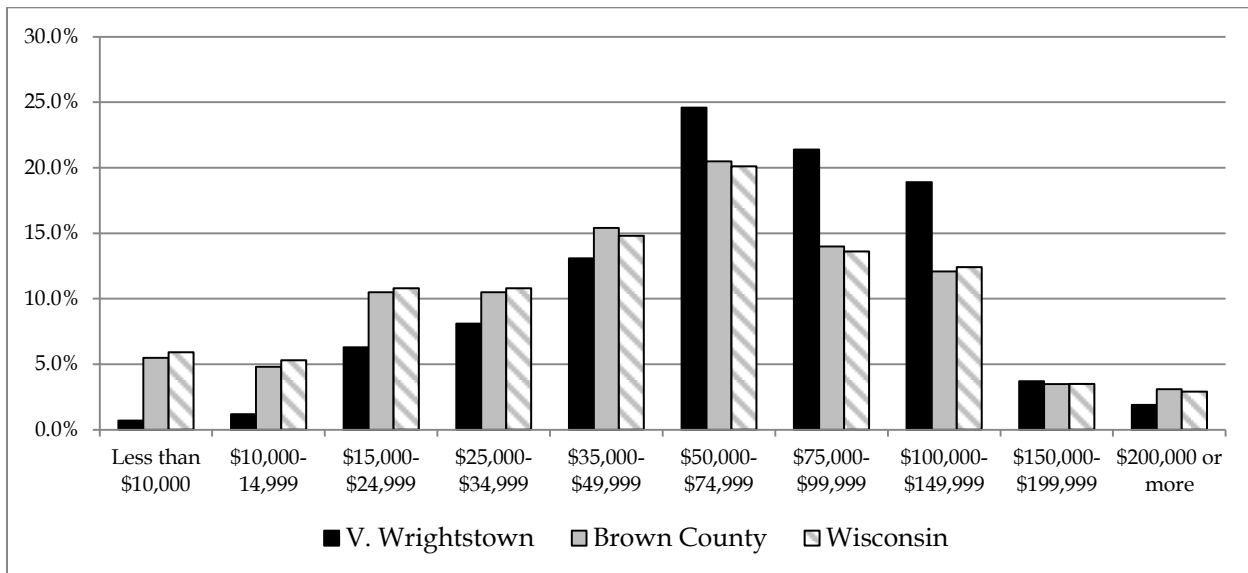
When reviewing this data it is important to note that Wisconsin adjusted gross income per tax return includes only income subject to tax and income of persons filing tax returns. Second, income per return is not necessarily indicative of income per household because tax filings may not necessarily correspond with households. This is because several members of a single household may file individual tax returns, and the very high or very low (negative) income of a few tax filers may distort the total income and income per return of a given municipality and county. Figure 1-5 depicts the AGI trend for the Village of Wrightstown, Brown County, and State of Wisconsin since 2007.

**Figure 1-5: Adjusted Gross Income Per Tax Return, 2007-2012**



Source: Wisconsin Department of Revenue-Division of Research and Analysis, Wisconsin Municipal Per Return Income for 2007-2012.

**Figure 1-6: Household Income in 2013 Inflation-Adjusted Dollars**



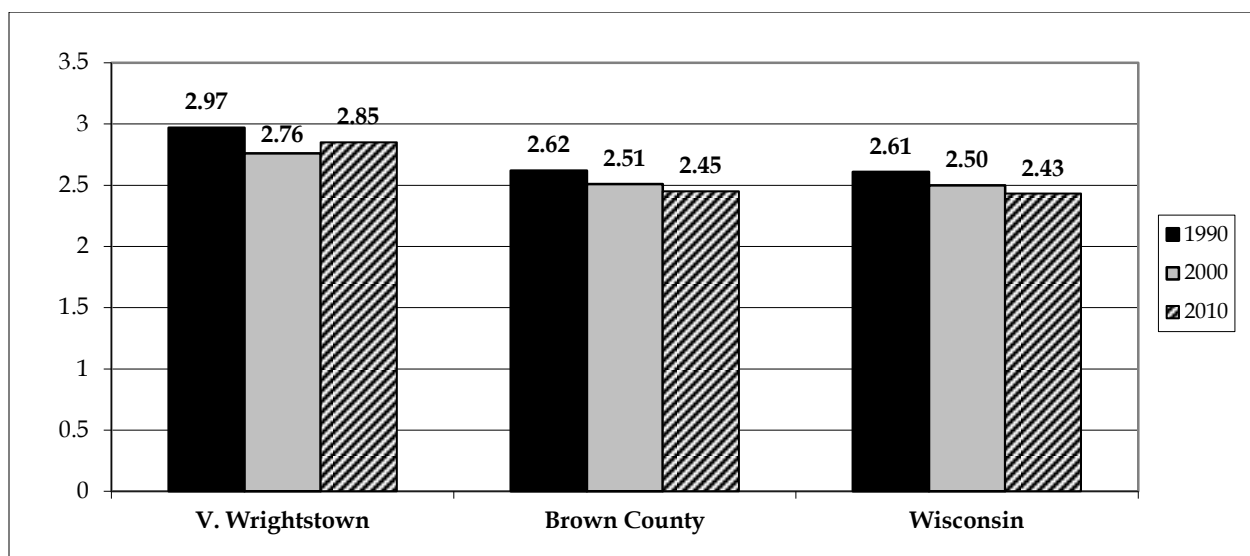
Source: U.S. Bureau of the Census, Selected Economic Characteristics, 2009-2013 American Community Survey 5-Year Estimates.

According to the 2009-2013 American Community Survey 5-Year Estimates, the median household income level for the Village of Wrightstown for 2013 was estimated to be \$71,650, compared to Brown County's median household income of \$53,119 and the State of Wisconsin's of \$52,413. Figure 1-6 indicates that the largest percentage of the Village is within the \$50,000-\$74,999 income bracket, similar to Brown County and the State of Wisconsin. However, the graph also depicts the proportionately generally higher percentages of households with higher incomes than Brown County or the State of Wisconsin.

## Housing Characteristics

As depicted in Figure 1-6, the Village of Wrightstown has reversed a trend experienced in Brown County and the State of Wisconsin. The average household size (persons per household) has generally trended downward for the past 40 years as families become smaller, more empty-nesters remain in their homes, and the number of single-parent families increased. All of these trends have generally pushed the average number of persons per household lower. This trend was also experienced in Wrightstown from 1990 to 2000. However, between 2000 and 2010, the number of persons per household in Wrightstown actually increased from 2.76 to 2.85, which is inverse to the trend experienced at the county and state levels. This may be due to an influx of young families moving into Wrightstown during this time period, consistent with the relatively small shift in median age previously discussed. Figure 1-7 identifies the 2000-2010 trends in persons per household for the Village, county, and state.

**Figure 1-7: People Per Household, 1990, 2000, and 2010**



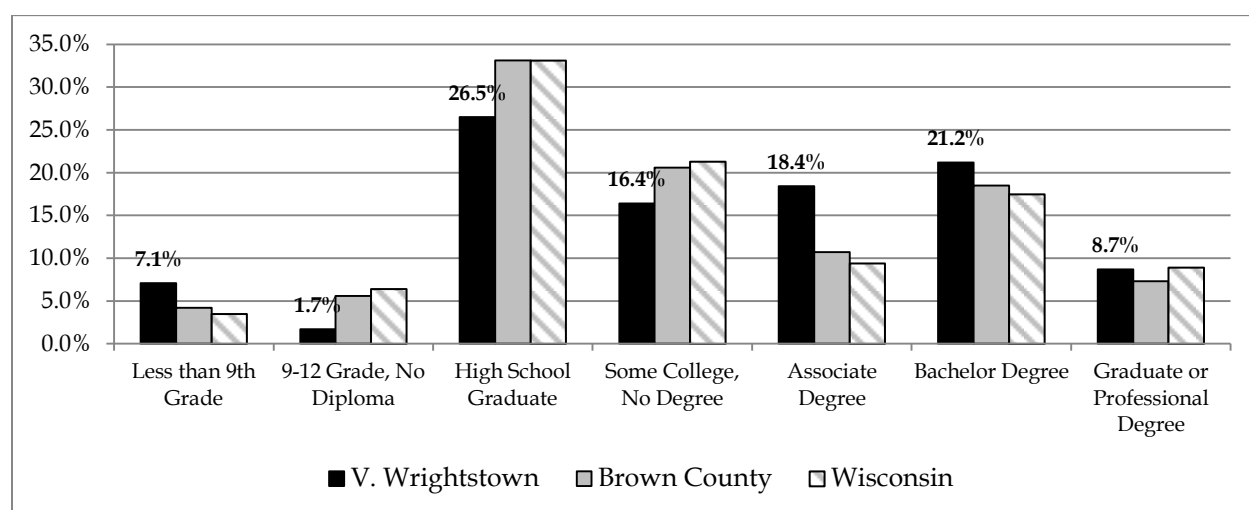
Source: U.S. Bureau of the Census, 1990 and 2000 Census and 2009-2013 American Community Survey 5-Year Estimates.

According to the 2000 U.S. Census, there were a total of 729 housing units in Wrightstown, with 701 in use. According to the 2009-2013 American Community Survey, there are currently 1,079 housing units, with 1,051 being occupied. This is a 48.0 percent increase in total number of housing units over a 10-year period.

## Education Levels

As is evident from Figure 1-8, the largest percentage of Village of Wrightstown residents' highest level of educational attainment is a high school diploma. However, the Village has a much higher percentage of persons with an Associate Degree or Bachelor Degree than either Brown County or State of Wisconsin.

**Figure 1-8: Educational Attainment**



Source: U.S. Bureau of the Census, Census 2009-2013 American Community Survey 5-Year Estimates

According to the U.S Bureau of Labor Statistics Current Population Survey, higher educational attainment is directly correlated to lower unemployment rates and higher median income<sup>1</sup>. For example, according to the survey, a person with a high school diploma had median 2012 weekly earnings of \$652 and an average unemployment rate of 8.3 percent as compared to a person with a baccalaureate degree holder's weekly earnings of \$1,066 and an average unemployment rate of 4.5 percent. The median weekly incomes for advanced degrees, such as a master's degree, professional degree, or doctoral degree similarly increase and average unemployment decreases as one attains a higher degree. Increasing overall educational attainment is one proven way to increase overall income and decrease unemployment in the Village.

## Employment Characteristics

According to the 2009-2013 American Community Survey, of the estimated 1,652 people considered to be of working age (16 years and older), 1,068 people, or 81.1 percent, are considered to be in the labor force. Of those who are currently not working, an estimated 86 residents, or 4.0 percent, are considered to be unemployed. This compares with the 406 residents who are also not working but consider themselves to be out of the labor force (student, stay-at-home parent, retired, etc.).

As depicted in Figure 1-9, industry sector employment, the largest industry sector for Wrightstown residents is the educational, health, and social services, manufacturing, and agriculture, forestry, fishing, hunting, and mining sectors. These sectors are very typical for small communities where the school district employs a number of people and there is a solid manufacturing base.

<sup>1</sup> United States Bureau of Labor Statistics, Current Population Survey, 2012  
[http://www.bls.gov/emp/ep\\_chart\\_001.htm](http://www.bls.gov/emp/ep_chart_001.htm).



**Figure 1-9: Industry Sector Employment**

<b>Industry</b>	<b>Percent</b>
Educational, Health, and Social Services	21.1
Manufacturing	17.9
Agriculture, Forestry, Fishing and Hunting, and Mining	13.5
Finance, Insurance, Real Estate, and Rental and Leasing	9.4
Retail Trade	8.7
Construction	5.3
Transportation and Warehousing and Utilities	7.1
Wholesale Trade	5.4
Arts, Entertainment, Recreation, Accommodation, and Food Services	4.4
Professional, Scientific, Management, Administrative, and Waste Management Services	4.3
Public Administration	1.3
Other Services (except Public Administration)	1.2
Information	0.4

Source: U.S. Bureau of the Census, Census 2009-2013 American Community Survey 5-Year Estimates

## **Employment Forecast**

In October 2013, the Wisconsin Department of Workforce Development produced a long-term employment projection for the Bay Area Workforce Development Area which includes Brown, Door, Florence, Kewaunee, Manitowoc, Menominee, Oconto, Shawano, and Sheboygan Counties. The profile identifies projected job increases or decreases by industry for the 10-year period between 2010 and 2020 and factors in macro-economic conditions experienced by the area through October 2013.

According to the profile, total employment is projected to increase by 52,752 (12.32 percent) by the year 2020. The Education and Health Services, including State and Local Government, sector is projected to add 11,459 jobs over the 10-year period, which is the largest numeric growth for all industry sectors in the Bay Area. In terms of growth rate, the Construction/Mining/Natural Resources sector is expected to grow by 28.26 percent (4,970 jobs) over the same 10-year period. More specifically, the Health Care and Social Assistance, including State and Local Government subsector is projected to add another 9,813 jobs (20.70 percent). This is likely due to the general aging of the population generating increased demand for these types of services.

Manufacturing is projected to continue to have the largest number of jobs through 2020, with a total of 87,136 jobs. Education and Health Services, including State and Local Government is projected to be a close second with 86,007 jobs. Job growth and economic development strategies are discussed in much more detail in the Economic Development Chapter of this plan. Figure 1-10 displays total non-farm industry employment projections for the Bay Area Workforce Development Area.

**Figure 1-10: Industry Projections for Bay Area Workforce Development Area, 2010-2020**

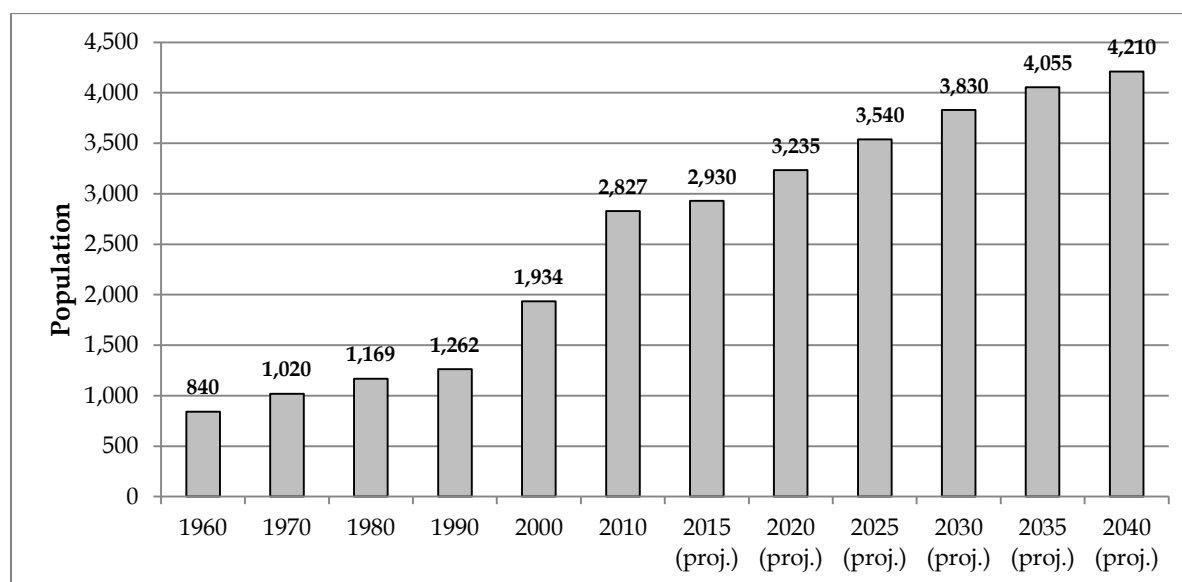
Industry Title	Employment		Ten-Year Change	
	2010 Annual Employment	2020 Projected	Numeric	Percent
<b>Total Employment</b>	<b>428,331</b>	<b>481,083</b>	<b>52,752</b>	<b>12.32%</b>
<b>Construction/Mining/Natural Resources</b>	<b>18,189</b>	<b>23,159</b>	<b>4,970</b>	<b>28.26%</b>
<b>Manufacturing</b>	<b>82,329</b>	<b>87,136</b>	<b>4,807</b>	<b>5.84%</b>
<b>Trade, Transportation, and Utilities</b>	<b>74,502</b>	<b>81,018</b>	<b>6,516</b>	<b>8.75%</b>
Wholesale Trade	15,272	16,872	1,600	10.48%
Retail Trade	42,750	45,409	2,659	6.22%
Transportation and Warehousing	14,236	16,574	2,338	16.42%
<b>Information</b>	<b>5,105</b>	<b>5,503</b>	<b>398</b>	<b>7.80%</b>
<b>Financial Activities</b>	<b>23,010</b>	<b>26,489</b>	<b>3,479</b>	<b>15.12%</b>
Finance and Insurance	20,343	23,483	3,140	15.44%
Real Estate and Rental and Leasing	2,667	3,006	339	12.71%
<b>Professional and Business Services</b>	<b>37,366</b>	<b>46,116</b>	<b>8,750</b>	<b>23.42%</b>
Professional, Scientific, and Technical Services	11,256	14,120	2,864	25.44%
Management of Companies and Enterprises	7,338	8,306	968	13.19%
Administrative and Support and Waste Management and Remediation Services	18,772	23,690	4,918	26.20%
<b>Education and Health Services, including State and Local Government</b>	<b>74,548</b>	<b>86,007</b>	<b>11,459</b>	<b>15.37%</b>
Educational Services, including State and Local Government	27,149	28,795	1,646	6.06%
Health Care and Social Assistance, including State and Local Government	47,399	57,212	9,813	20.70%
Hospitals (including State and Local Government)	11,990	13,510	1,520	12.6%
<b>Leisure and Hospitality</b>	<b>38,738</b>	<b>46,829</b>	<b>8,091</b>	<b>20.89%</b>
Arts, Entertainment, and Recreation	5,131	5,784	653	12.73%
Accommodation and Food Services	33,607	41,045	7,438	22.13
<b>Other Services (Except Government)</b>	<b>22,375</b>	<b>24,880</b>	<b>2,505</b>	<b>11.20</b>
<b>Government</b>	<b>23,108</b>	<b>23,185</b>	<b>77</b>	<b>0.33</b>
<b>Total Self-Employed and Unpaid Family Workers</b>	<b>29,061</b>	<b>30,761</b>	<b>1,700</b>	<b>5.85</b>

Source: Office of Economic Advisors, Wisconsin Department of Workforce Development, October 2013.

## Population and Housing Forecasts

In 2014, the Wisconsin Department of Administration (WDOA) released updated population projections for Wisconsin municipalities through the year 2040. The projections take into account births, deaths, immigration, out-migration, and other general demographic trends. As this is a 20-year comprehensive plan, the projections through the year 2035 were used. According to these projections, the population of the Village of Wrightstown is forecasted to increase by 1,213 persons from the 2014 estimate of 2,842 residents to 4,055 people by 2035. The historic and projected population for the Village of Wrightstown is displayed in Figure 1-11.

**Figure 1-11: Village of Wrightstown Historic and Projected Populations**



Source: U.S. Census Bureau 1960-2010; Wisconsin Dept. of Administration, 2013

Based upon this information, a baseline projection of the housing units required for the 2035 design year of this comprehensive plan may be determined. According to the 2009-2013 American Community Survey (ACS), the Village of Wrightstown had an average household size of 2.85 persons per household. Dividing this amount into the 4,055 people projected to live in the Village by 2035 yields a result of 1,423 total housing units required for the future population. Subtracting the 1,079 existing (ACS) housing units results in a need for a minimum of approximately 344 additional housing units in the Village by 2035, provided the persons per household average or population projection does not significantly change over time.

## Summary

As is evident from the growth the Village experienced between 2000 and 2010 and the growth it is projected to have, the Village of Wrightstown is a growing community:

- The population increased by 46.2 percent from 2000 to 2010 (893 residents).
- The Village's municipal boundaries expanded.
- A new Village Hall was built.
- A new bridge over the Fox River was constructed.
- A new source of public water was planned and constructed.

The goals and objectives for the Village of Wrightstown Comprehensive Plan address the growth pressures the Village is currently experiencing, while trying to maintain the small-town feel that long-time residents cherish and brought many new residents to Wrightstown.

The goals and objectives identified in this chapter are intended to guide the Village and enhance its unique identity, so that in the future Wrightstown remains distinctive from other communities. Objectives such as utilizing various development techniques to retain its small town character, identifying ways for pedestrians and bicyclists to circulate through the Village, and developing a comprehensive economic development and redevelopment strategy, are all concepts that will be further discussed with specific policy recommendations within the plan. Although the strong population,

employment, and housing growth in the Village will provide an opportunity to implement many of the stated objectives in the comprehensive plan (redeveloped downtown, new small businesses, etc.), providing services to the growing population while protecting the Village's natural resources and small-town character in the face of development pressure must also be considered and planned.

## CHAPTER 2

### Land Use

As presented in the Issues and Opportunities chapter, the Village of Wrightstown's land use goal is to, "Manage existing and future land uses to enhance the Village of Wrightstown's unique, small-town character." Among others, specific land use objectives to attain this goal include striving for a compact development pattern, identifying appropriate areas for future industrial and business park expansion, increasing commercial activity in the Village and providing for a compatible mix of land uses. This section of the plan identifies the Village's existing land uses, and based on Wrightstown's identified goals and objectives, the chapter provides recommendations for the Village to implement in order to attain its desired future land uses and patterns.

#### Existing Land Use

In order to plan for future land use and development in Wrightstown, it is necessary to consider existing land uses and development trends. A land use inventory, which classifies different types of land use activities, is an important means of identifying current conditions. The Brown County Planning Commission conducts a countywide land use inventory every decade. Fieldwork for the most recent county-wide inventory was completed in October 2010 and updated in summer 2014. Considering the Village of Wrightstown crosses a county boundary, land uses for Wrightstown and its surrounding areas was updated in summer 2015. The following land use table provides the Village's existing (2015) land use tabulations, which may then be used for future land use comparison. Figure 2-2 identifies the location of the various 2014 land uses within the Village and the surrounding extraterritorial area.

**Figure 2-1: Village of Wrightstown April 2015 Land Use Acreage**

Land Use	2015 Total Acres	2015 Percent of Total
Single-Family	439.2	15.39%
Two-Family	33.4	1.17%
Multi-Family	8.5	0.30%
<b>Total Residential</b>	<b>481.1</b>	<b>16.86%</b>
Retail Sales	7.8	0.24%
Retail Services	20.3	0.74%
<b>Total Commercial</b>	<b>28.1</b>	<b>0.98%</b>
Manufacturing	57.7	2.02%
Wholesaling	11.6	0.41%
Storage	0.9	0.03%
<b>Total Industrial</b>	<b>70.2</b>	<b>2.46%</b>

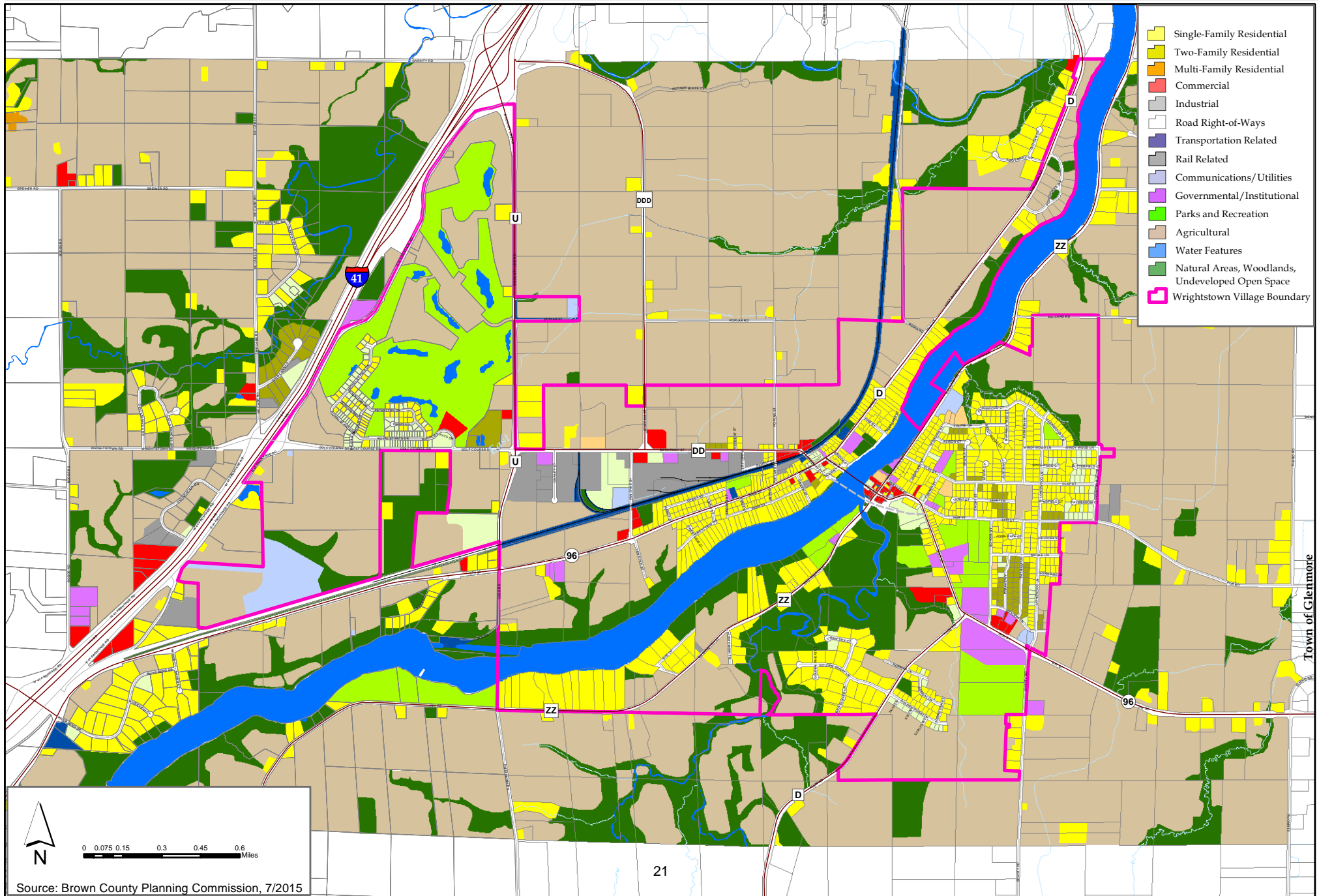
Land Use	2015 Total Acres	2015 Percent of Total
Streets and Highways	251.2	8.80%
Railroad	25.9	0.91%
<b>Total Transportation</b>	<b>277.1</b>	<b>9.71%</b>
Generation/Processing of Comm./Util.	48.8	1.71%
<b>Total Communication/Utilities</b>	<b>48.8</b>	<b>1.71%</b>
Administrative/Governmental Facilities	2.9	0.10%
Educational Institutions	37.4	1.31%
Health-Institutions	2.2	0.08%
Fraternal Organizations	0.6	0.02%
Religious and Related Facilities	7.2	0.25%
<b>Total Institutional/Governmental</b>	<b>50.3</b>	<b>1.76%</b>
Parks	21.3	0.75%
Playfields/Ball Diamonds	55.0	1.93%
Golf Courses	189.2	6.63%
<b>Total Outdoor Recreation</b>	<b>265.5</b>	<b>9.31%</b>
Open Space (Includes vacant lots)	78.7	2.76%
Cropland/Pasture	1,081.4	37.89%
Agricultural Buildings	25.2	0.88%
<b>Total Open Space/Agricultural</b>	<b>1,185.4</b>	<b>41.53%</b>
Water Features	184.0	6.45%
Woodlands	162.6	5.70%
Other Natural Areas	101.4	3.55%
<b>Total Natural Areas</b>	<b>448.0</b>	<b>15.70%</b>
<b>GRAND TOTAL*</b>	<b>2,854.5</b>	<b>*100.02%</b>
*Totals may not equal 100.00% due to rounding		

### **Residential Land Uses**

At 481.1 acres (16.86 percent of the Village's acreage), residential use is the predominant land use in Wrightstown. Residential neighborhoods extend generally east and west from the Fox River, with the bulk of the residential areas of the Village located north of High Street and east of the Fox River and between the Canadian National Railroad tracks and the Fox River on the west side of the Fox River. Other nodes of residential development include the Royal St. Patrick's development, Fox River shoreline development along CTH ZZ, Tiger's Den subdivision southwest of the high school, and Harvest Moon Estates subdivision between CTH D (Plum Road) and Plum Creek.

# Figure 2-2 2015 Land Use

*Village of Wrightstown Planning Area, Brown and Outagamie Counties, Wisconsin*



Residential land uses within Wrightstown include a number of two-family homes located along Prairie Way and Patricia Lane, and multi-family residential units located along Louise Drive and Broadway Street. Other multi-family units include the condominium units between the Fox River and Washington Street and the southeast corner of the Royal St. Patrick's Development. The Village's newest residential subdivision (Fox Shores Estates) is located north of the core of the Village along CTH D and Fox Shores Drive, along the west shore of the Fox River. Other areas experiencing new residential development include the far east side of the Village along Country Run Drive and continued development in the Royal St. Patrick's area.

### **Commercial Land Uses**

Commercial land uses are those that can typically be divided into retail and service-oriented businesses. Retail businesses may include grocery stores, department stores, or other similar uses where the patron is actually purchasing a good. Service-oriented commercial enterprises, such as accounting offices and dry cleaners, provide a service to a patron in exchange for payment.

Commercial uses in the Village occupy approximately 28.1 acres of land, or 0.98 percent of the total area of Wrightstown, are generally located in three distinct areas of the Village. The historic center of commercial activity in Wrightstown on the immediate east and west sides of the Fox River, along STH 96 and near Washington Street (CTH ZZ) and on the east side and Main Street (CTH D) on the west side. This area historically served as the central business district of the Village, providing goods, services, and entertainment to the Village and surrounding areas. This area is experiencing a dramatic change in land uses and traffic patterns as STH 96 is rerouted and the bridge is realigned to connect with Broadway Street on the west side. The commercial uses on both sides of downtown provide a tangible identity and sense of place for Wrightstown and are therefore critical to the future of the Village.



Newer commercial areas are located on both the far east and west sides of the Village. The far east side commercial area includes a small strip mall and supermarket, as well as a number of service-oriented businesses. The far west side commercial area includes a number of service-businesses, as well as a new bar/restaurant and Royal St. Patrick's Golf Course. Both of these areas can be reasonably expected to host new commercial development in the future, particularly as the Village's population continues to grow.

### **Industrial Land Uses**

Industrial land uses occupied 70.2 acres of land or 2.46 percent of the Village of Wrightstown in 2015. Industrial uses are heavily concentrated on the west side, in the Village's industrial park. Industrial uses are generally located north of the CN railroad tracks, and extend westward along the south side of CTH DD (Broadway Street) from Pamela Street to CTH U. The industrial park includes a mixture of large and small manufacturing enterprises. Relatively recently annexed properties immediately west of the existing industrial park provide ample opportunities for future industrial growth in the Village.



### **Transportation Land Uses**

Transportation-related land uses in Wrightstown are generally limited to the street network and CN railroad line that runs through the western part of the Village. Other very minor transportation uses include off-street parking lots. These uses account for approximately 277.1 acres of land, or 9.71 percent of the land uses in Wrightstown.

### **Communication/Utilities**

The Wisconsin Public Service Corporation's Fox Energy Center, located in the far western part of the Village accounts for approximately 37.1 acres of the total 48.8 acres (1.71 percent) of communication/utility uses within Wrightstown. Other uses within this category include the Village's yard waste site on Van Dyke Road, the Village's water towers, and the wastewater treatment plant located on Washington Street.

### **Institutional/Governmental Land Uses**

Educational institutions (Wrightstown elementary, middle, and high school; and St. John's St. Paul's schools) total 37.4 acres of the total 49.2 acres (1.72 percent of the Village) of institutional/governmental land uses in the Village. Other institutional/ governmental uses include the Village Hall, health clinics, Mueller-Wright House, and religious institutions.

### **Outdoor Recreation Uses**

The 2015 land use update indicates Wrightstown had 266.5 acres (9.34 percent of the Village) within outdoor recreation categorized land uses. Of this acreage, the vast majority is associated with the Royal St. Patrick's Golf Course, which accounts for 189.2 acres of the total. Other significant areas of outdoor recreation uses within Wrightstown include the Wrightstown High School athletic fields, the sledding hill, and the playgrounds/ ball fields located behind Wrightstown Elementary and Middle Schools.



### **Agricultural/Open Space Land Uses**

Although an incorporated community, the Village of Wrightstown's largest land category is associated with agricultural production at 1,185 acres or 41.53 percent of the Village. Although vacant residential parcels are included within this category, they only account for at most 78.7 acres of land. Agricultural land uses are most pronounced along the fringes of the Village's municipal boundaries, as well as recently annexed lands. With the uptick in development activity following the recession, it can be reasonably expected that these areas will be converted to other uses over the course of this comprehensive plan, provided utilities can be cost-effectively extended.

### **Natural Areas**

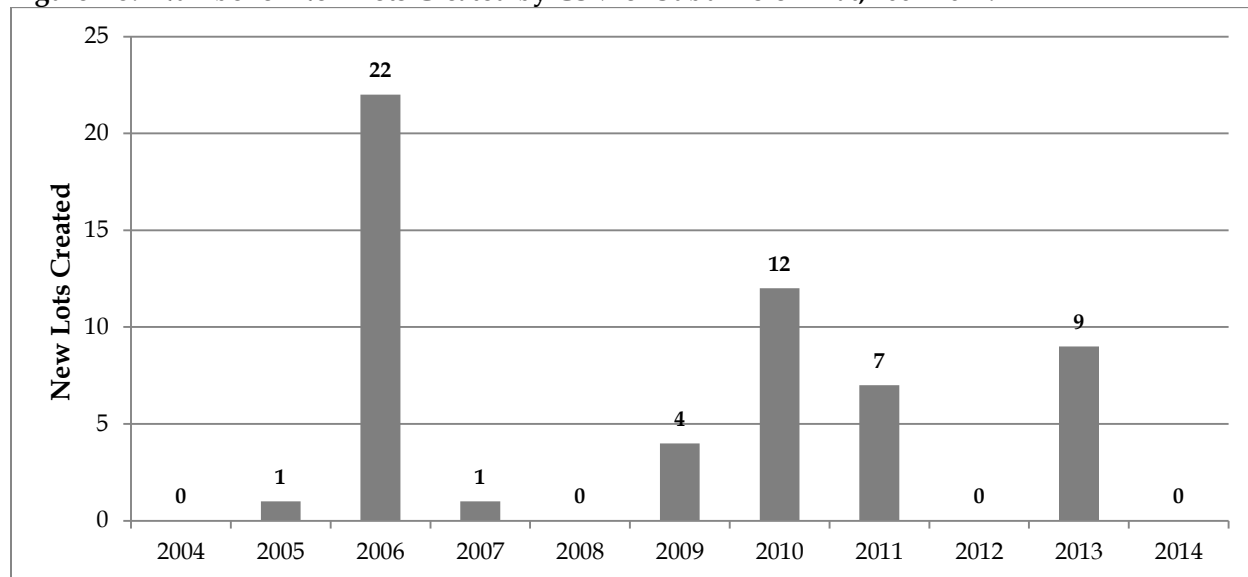
Natural areas include woodlands, wetlands, stream corridors, and other areas that are not farmed or developed and are largely in a natural state. Natural areas in Wrightstown total 448.0 acres, or 15.70 percent of the Village. The majority of this acreage is associated with the portions of the Fox River and Plum Creek that are within the Village's municipal boundaries. Other significant natural areas include

the Plum Creek ravine, Royal St. Patrick's Golf Course ponds, Fox River shoreline west of Crestview Drive, and the ravine north of Fawnwood Drive and Court.

## Land Use Trend Analysis

### Supply and Demand

**Figure 2-3: Number of New Lots Created by CSM or Subdivision Plat, 2004-2014.**



Source: Brown County Planning Commission, 2015.

Since 2004, there have been a total of 56 new lots created by certified survey map (CSM) or subdivision plat in the Village of Wrightstown. Figure 2-3 breaks down the number of lots per year for the time-period of 2004-2014. Based on the 2004-2014 data, the Village has averaged about 5 new lots per year with a low of 0 in 2004, 2008, 2012, and 2014 and a high of 22 in 2006. Although the creation of a new lot does not necessarily lead to new residential development, it may serve as an indicator of new development, and by extension, demand for new lots.

One of the limiting factors for new development within and around the Village of Wrightstown is the cost of land. According to the 2012 Census of Agriculture, the average cost for agricultural land in Brown County is approximately \$6,800 per acre. However, local experience in the Wrightstown area has indicated a much higher present average cost of \$10,000 - \$15,000 per acre or greater, depending on the productivity of the soils and size of the tillable acreage. With agricultural land prices this high, it creates a disincentive for agricultural producers to sell their land for development.

### Opportunities for Redevelopment

With the STH 96 bridge and highway realignment through Wrightstown, there are a number of now vacant parcels owned by the Wisconsin Department of Transportation on both the east and west sides of downtown that will become available for redevelopment after the road and bridge construction is complete. This creates an opportunity for the Village to set a positive tone for commercial redevelopment without having the expense of an existing building, business relocation expenses, or trouble of an uninterested or unwilling land/building owner. As discussed in the economic development chapter, in order to prepare this area for redevelopment, the Village will need to first address such issues as minimum parking requirements, appropriate mixtures of uses and public access, and to what level of

risk/reward the Village is willing to take in terms of tax increment financing or other types of public assistance to foster redevelopment in these areas.

Beyond the newly vacant parcels of land that may be ready for redevelopment in the very near future, there are a number of buildings, particularly in the east side downtown that are showing signs of age. The majority of the structures are one or two-story stick-built buildings from between 1900 and 1950, and without extensive rehabilitation, some the structures are likely to be beyond repair in the near future. If these buildings are to remain part of Wrightstown, building and property maintenance codes need to be consistently and evenly enforced. Without strict enforcement, it is likely that these buildings will fall into disrepair, increase the blighting effect on surrounding properties, and further dampen revitalization efforts in this area.

The State of Wisconsin has a number of programs geared toward rural downtown redevelopment, including grants, low-interest loans, and technical assistance. Particular programs that the Village should investigate further include the Blight Elimination and Brownfield Redevelopment (BEBR) grant program through the Wisconsin Economic Development Corporation and federal Brownfields Assessment Grants through the U.S. Environmental Protection Agency (EPA).



### **General Housing Rehabilitation**

As discussed in the Housing Chapter, the Village has a good supply of well-maintained older housing. Maintaining these older homes in Wrightstown should be utmost importance to the Village. This housing stock provides for diversity in the type of housing, as well as a source of affordable housing in the Village. Working with agencies such as Brown County Planning, the Wisconsin Housing and Economic Development Authority, and enforcing a housing maintenance code are critical to ensuring a healthy and well-maintained housing stock is continued into the future.

### **Existing and Potential Land Use Conflicts**

One goal of developing a comprehensive plan is to formulate a functional strategy for the orderly transition of land uses, as there may be some degree of undesirability among different land use combinations. However, there are typical associations that continually create problems. An example might be a residential development in close proximity to a particularly intense commercial or industrial development that might conflict due to sight, sound, odor, or other undesirable characteristics. Another

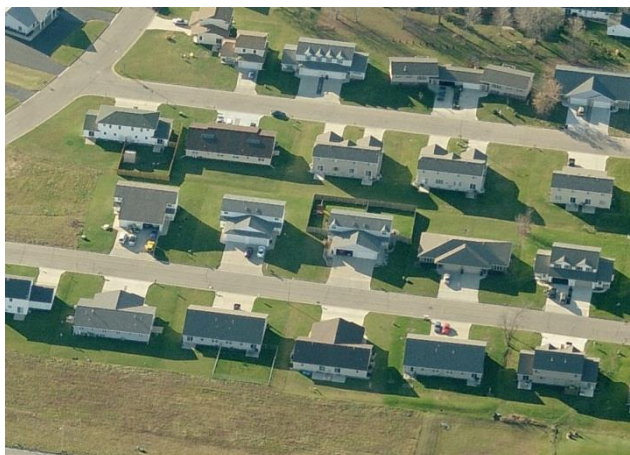
example could be an auto salvage yard in close proximity to a recreational or natural area, or a home occupation in a single-family residential area that has outgrown its space. However, with the constraints of existing development and limiting factors on future growth, the most desirable situations are not always possible. What should be strived for is an awareness of incompatible land uses and an effort to alleviate or avoid them where possible. The following identifies some of the existing, potential, and perceived land use conflicts in the Village of Wrightstown.

### **Industrial and Residential Uses**

There are currently areas of the Village where residential uses are either directly adjacent to or across a street from industrial uses. Although this is not necessarily a problem, and may actually promote walking or biking to work, industrial uses typically have higher levels of heavy truck traffic and may have loud noises or odors that may not be compatible with residential use. Future industrial development should be located on or near major streets that can handle heavy truck traffic and should, furthermore, be located in areas of the Village that would not negatively impact existing or proposed residential areas.

### **Multifamily Developments**

A land use conflict often experienced in communities is that of disproportionate amounts of a large number of duplex or multifamily structures being concentrated in one location, as is the case along Patricia Lane and Prairie Way. This often results in greater traffic impacts and a general dissatisfaction by nearby single-family dwelling occupants. Rather than concentrating multifamily structures in a specific location, communities should instead promote the development of well-designed owner- and renter-occupied multifamily housing units that are oriented toward the street and surrounding neighborhood and dispersed throughout the community. Furthermore, it is incumbent on the



Village to ensure landlords and rental companies utilize responsible rental practices and building maintenance efforts through enforcement of a property maintenance code.

### **Agriculture and Residential Development**

A common land use conflict experienced by many developing rural Villages is dealing with the sights, smells, and other activities that characterize active farming operations both within and adjacent to the Village. The Village should continue to work with the farmers and the Towns of Wrightstown and Kaukauna to ensure that future development, either agricultural or residential, does not negatively impact existing Village residents or town farms. This can be accomplished through setting facilitated yearly meetings to discuss issues, such as farming and residential development, and to try to work toward a compromise or solution that both sides find agreeable. The Intergovernmental chapter provides additional policies and programs that the Village can utilize to help minimize or resolve conflicts between the Village and towns.



## **Sensitive Natural Areas and Development**

The Village is located along the scenic Fox River and is therefore responsible for ensuring development (existing or new) does not negatively impact this resource. When development is proposed in close proximity to the Fox River, Plum Creek, and other natural areas, it is critical that the developer identify how they will address the direct (land disturbance, vegetation clearing, etc.) and secondary (stormwater runoff, increased impervious surfaces, etc.) impacts of the development.

## **General Land Use Compatibility**

As Wrightstown continues to develop, it needs to ensure that new land uses are compatible with each other. Many uses, such as neighborhood commercial, institutional, recreational, and different housing types, should be integrated into new residential developments so long as they are designed to a scale and architecture that is compatible with a residential neighborhood. However, other uses, such as industries with heavy semi-trailer traffic, noise, or odors and big box retail, are typically not compatible with residential developments and should be appropriately sited.

## **20-Year Projections in 5-Year Increments**

### **Past Land Use Trends**

The State of Wisconsin Comprehensive Planning Law requires communities to project their future land use needs for residential, commercial, industrial, and agricultural lands for a 20-year period in 5-year increments. In order to provide a historical perspective on land uses in Wrightstown, the land use acreages from 2000 were compared to the 2015 update. Figure 2-4 identifies the changes in land uses over this 15-year period.

As is evident from the chart, of the developed uses, both residential and industrial land uses have experienced significant increases over the past 15 years. This is evident in the growth of residential subdivisions during this time, and in the expansion of the existing and new businesses within the Wrightstown Industrial Park. The reduction in commercial uses, is likely due to a combination of relatively little new commercial development and the removal of a number of commercial structures on the west side of downtown to accommodate the STH 96 and CTH DD intersection realignment in concert with the bridge realignment.

**Figure 2-4: Changes in Wrightstown Land Use, 2000–2015**

<b>Land Use</b>	<b>2000 (Total Acres)</b>	<b>2015 (Total Acres)</b>	<b>Difference 2000-2015</b>	<b>Percent Change</b>
Residential	371 acres	481 acres	+110 acres	+29.6%
Commercial	29 acres	28 acres	-1 acre	-3.4%
Industrial	52 acres	70 acres	+18 acres	+34.6%
Agricultural	727 acres	1,107 acres	+380 acres	+52.3%

Source: Brown County Planning Commission, 2000 and 2015

While the population of the Village has increased from 1,934 in 2000 to an estimated 2,842 in 2014 (increase of 46.9 percent), the amount of land consumed by residential development over this same time period has increased only 29.6 percent. This indicates that the Village has done a relatively good job of infill development and utilization of smaller residential lots, which creates for efficiencies in the provision of public utilities and services, increased tax base, as well as in the overall efficient utilization of the Village's land base.

The significant increase in agricultural lands within the Village is due to the large annexation from the Town of Kaukauna, as allowed for in their border agreement and relatively slow development of lands annexed just before the recession. It can be reasonably expected that agricultural land in the Village will decrease as development increases.

### **Future Land Use Projections**

The following acreage analysis and projection is not intended to be a strict determination of exactly how much land will be needed in Wrightstown over the next 20 years. Rather, it is an estimate based on past trends and population projections to give the Planning Commission and Village Board an idea of future growth in Wrightstown. This information should be used to guide policies that will assist the Village of Wrightstown in striving toward its stated goals and objectives in Chapter 1 over the next 20 years.

Based on the population projections provided by the Wisconsin Department of Administration in the Issues and Opportunities chapter, the Village's population is expected to increase by 1,213 people between 2015 and 2035, resulting in a projected 2035 population of 4,055 residents. Therefore, Wrightstown will need approximately 344 additional housing units in the Village by 2035 to account for the anticipated population increase. It is important to note that this is only an estimate based on current trends and population projection. It is more likely that the actual required housing units will be in a range on either side of the anticipated 344 housing units.

A review of new parcels created in the Village over the past ten years, indicates that the majority of new lots created in the Village are generally 0.28 acres to 1.56 acres in size, with most being around 0.37 acres. The lots in Fox Shores Estates are significantly larger than most Village of Wrightstown parcels and inflated the mean. Therefore, an average lot size of 0.37 acres will be used to provide a base forecast of the acreage required for future residential development in the Village of Wrightstown. Multiplying the average 0.37-acre lot size with the projected 344 housing units needed for the next 20 years of growth results in approximately 128 acres of land needed for additional homes in Wrightstown, should all new residential development be single-family residential. If multi-family units and duplex units are factored in, or smaller average lot sizes are used, the required acreage will accordingly decrease.

Based on the 2015 land use inventory, the total developed residential (481 acres), commercial (28 acres), and industrial (70 acres) uses in the Village account for a total of approximately 579 developed acres of land (excluding streets). Breaking these totals into percentages of the total developed acres of land results in 83.1 percent residential, 4.8 percent commercial, and 12.1 percent industrial. Applying these percentages to the projected 128 required acres of residential land results in an additional 8 acres of commercial land and 20 acres of industrial land for a total of 173 acres of land.

Since street rights-of-way were not included within the acreage totals, it was necessary to determine the approximate street right-of-way acreage needed to serve the developing areas. To determine the street acreage, several approved subdivision plats within the Village were reviewed and the percentage of land devoted to street rights-of-way was identified. The analysis determined that, on average, approximately 15 percent of a subdivision's total area is dedicated to street rights-of-way, resulting in 147 acres of residential lands, 9 acres of commercial lands and 23 acres of industrial lands.

Based on the past 20 years of population growth within the Village and associated land use changes, it is assumed that approximately 179 additional acres will be needed to accommodate the Village's growth over the next 20 years. In order to account for market factors such as the willingness of property owners to develop their land, an additional 10 percent of the required acreage was added for a grand total of an additional 162 acres of residential lands, 10 acres of commercial lands, and 25 acres of industrial lands over the next 20 years. However, the intent of this plan is to promote mixed land uses, neighborhoods, narrower streets, and other similar concepts consistent with the State of Wisconsin's Comprehensive

Planning Goals instead of the standard segregated “pods” of single land uses served by wide streets. Therefore, the total of 197 acres needed for 20 years is more relevant than the individual acreage allocations for residential, commercial, and industrial uses. For the purpose of ensuring that the Village is planning for an adequate supply of developable land, all the currently platted lots (lands under development in the existing land use table) in the Village are counted as developed and the projections build from this base.

## **Projected Growth Increments**

### **Five Year Growth Increments**

Although the previous comprehensive plan mapped five-year growth increments, this plan is intended to be more flexible and responsive to development opportunities that meet the intent of this comprehensive plan. Therefore, the Future Land Use Map should be utilized to indicate areas that are or will be ready to be served by public sewer and water in the future. Figure 2-5 projects the tabular five year growth increment acreage projections and Figure 2-6 depicts the future land use for the Village of Wrightstown. It is important to note that the projections are based upon past trends and therefore may not accurately represent the respective acreages required should a large industrial complex or residential development be located in the Village over the next 20 years.

Should a development be proposed that is not contiguous to existing development and public utilities need to be extended across vacant land, Wrightstown will need to strongly evaluate the short and long-term costs, benefits, and risks associated with such a development pattern. Wrightstown should continually keep in mind the efficiencies associated with contiguous development and should review the comprehensive plan, any facilities plans, and sewer service area prior to approving any extensions of public sewer and water across vacant lands.

**Figure 2-5: Five-Year Growth Increments for the Village of Wrightstown**

	<i>Year</i>				
<b>Use</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>	<b>2035</b>
<b>Residential</b>	481 acres	522	562	603	643
<b>Commercial</b>	28 acres	31	33	36	38
<b>Industrial</b>	70 acres	76	82	89	95
<b>Agricultural</b>	1,107 acres	1,058	1,009	960	910

Source: Brown County Planning Commission, 2015

### **Consistency with Brown County Sewage Plan**

It is important for the Village to keep in mind that the Future Land Use Map does not take the place of the sewer service areas identified in the Brown County Sewage Plan. The Future Land Use Map identifies where the Village is planning to extend sewer and water services over the next 20 years, along with an associated timeline, while the sewer service area is a regulatory tool under Wisconsin Administrative Code NR121. As Wrightstown looks to expand its sewer service area, it must have a corresponding amount of new development to enable the expansion to occur in a manner consistent with the policies set forth in the Brown County Sewage Plan. In order to more smoothly facilitate sewer service boundary amendments, the Village should consider reallocating vacant sewer service areas in a manner consistent with the Future Land Use Map.

## **Future Land Use Recommendations**

In order to achieve the overall goal and the general objectives for Wrightstown's land use, future development should be based on the themes of efficiency, integration, neighborhoods, and planned growth. Wrightstown's growth should be orderly and cost-effective and should make maximum use of existing and planned services. For instance, the plan recommends that areas already served by public sewer and water in infill areas and areas contiguous to developments currently served by public sewer and water be given priority and developed first.

Future development decisions should also be integrated with the other elements and recommendations of the comprehensive plan, which include utilities and infrastructure, transportation, community facilities, and natural resources. To be effective, the recommendations for future land use must be consistent with the recommendations for other aspects of the plan, such as the location and timing of new public utilities or future streets.

In addition, the Village's development policies should focus more on mixing and joining compatible land uses than the conventional method of separating residential, commercial, and other land uses from one another. For example, the plan's residential recommendations encourage the development of neighborhoods with mixed housing types and compatible varied uses rather than single-use residential subdivisions.

The idea of creating diverse neighborhoods rather than stand-alone single-use developments is a common theme throughout the Future Land Use section of this chapter. The following sections identify the various planned land uses in the Village and how they could develop over the next 20 years. Figure 2-6 depicts the future land use plan for the Village of Wrightstown.

### **General Development Recommendations**

Future residential development in Wrightstown should be based upon the concept of neighborhoods. A neighborhood should be more than just a housing development by itself. It should also include recreational uses, such as a neighborhood park, institutional uses, such as churches or schools, and neighborhood commercial uses providing goods and services geared primarily for the surrounding residents. Neighborhoods should be planned in areas of about 160 acres in size to create neighborhoods large enough to support services and amenities that meet some of the needs of daily life but small enough to be defined by pedestrian comfort and interest.









This is not to say that individual developments need to be 160 acres in size but, instead, that the culmination of developments totaling 160 acres in size should include, or at a minimum have access to, these mixed uses and housing types. This size range is based on a 5-minute walking distance (about a quarter-mile) from the edge to the center and a 10-minute walking distance (about a half-mile) from edge to edge. Neighborhoods can, however, be smaller or larger depending upon circumstances, such as the



location of main streets, topography, and natural features.

Preferably, each neighborhood should be grouped around (or otherwise include) public spaces, such as streets, parks and outdoor spaces, schools, places of worship, and other shared facilities. Each neighborhood should contain a small neighborhood park of about one to five acres to serve the recreational needs of the residents, similar to Lion's-Waupekun, Shamrock, and Van Dyke Parks. These parks complement the larger community parks and school facilities that serve the entire Village.

The recommendations for future land use within the Village emphasize characteristics that can help make neighborhoods walkable, livable, and varied. In addition to the concepts discussed in this chapter, the review of future development proposals should consider the following broad characteristics:

**Walkable**, meaning that pedestrians can easily reach everyday destinations and that an area can be traversed in about 10 minutes. Several enjoyable route choices should also be available for pedestrians.

**Livable**, meaning that a neighborhood is safe with a focused center as well as allowing easy access by various means of travel to schools, shopping, and services that meet many of the needs of its residents.

**Varied**, meaning that a variety of buildings, spaces, and activities are included and are designed and operated in harmony with the residential character of the neighborhood without disruption from highly contrasting buildings or activities that relate only to themselves.

### Mix of Housing Types and Lot Sizes



As discussed in the Housing Chapter, Wrightstown should continue to promote a diversity of housing types, densities, and styles in order to account for demographic changes and insulate its housing stock from changes in the housing market and national/state economy. Types of housing within neighborhoods should be mixed so people of different ages and incomes have opportunities to live in all parts of the Village. The recommendation for most of the future residential development is to encourage variation and a mixing of residential types. Townhouses, duplexes, and smaller apartment buildings should be strategically interspersed with single-family residences. The Village's

design standards for multifamily and commercial buildings and the creation of open space through stormwater management facilities, parks, and other buffers can help integrate different uses and residential intensities. The Housing Chapter provides additional details regarding the siting and design of various forms of housing types.



## Neighborhood Connectivity and Street Network

The design of the street network has a huge impact on the character and form of development, particularly in residential areas. It is critical that streets be laid out and designed to be compatible with the neighborhood concept while fulfilling their inherent transportation function and taking into account environmental constraints. The presence of small streams, wetlands, steep hills, and existing development can, in some instances, preclude neighborhoods from having much street connectivity. These natural areas do, however, provide areas for potential pedestrian and bicycle paths. Pedestrian and bicycle connections utilizing the natural drainage ways and features of the Village should be utilized to connect within and between new neighborhoods in Wrightstown.

Where natural or developmental barriers do not exist, neighborhoods should have many ways to get into and through them by driving, walking, and bicycling. Streets should knit neighborhoods together rather than form barriers. Blocks should vary in size and shape to follow topography and to avoid a monotonous repetition of a basic grid pattern. To be conducive to walking, block layouts should generally be designed with frequent street connections and access to off-street trails or paths. The street network should extend out into the surrounding neighborhoods. The intent is for residential developments to form neighborhoods that evolve to be part of the broader community by avoiding “islands” of separate subdivisions or freestanding individual complexes attached to the rest of the community strictly by one or two entrances for auto traffic.

## Pedestrian Network

The pedestrian network, including sidewalks and trails, is currently limited to the downtown, near downtown residential areas of the Village, except for the sidewalks extending east along High Street (STH 96), Fair Street, and School Street. As discussed in the Transportation Chapter, sidewalks should be required on both sides of all new streets in the Village in order to begin to create a village-wide pedestrian network. As streets are then reconstructed, sidewalks should be installed to connect the new subdivisions to the rest of the Village. Sidewalks provide an opportunity for a safe, convenient option for children, elderly, disabled, and anyone else who wishes to walk for exercise or as a means of transportation.



## Specific Planning Area Recommendations

The following recommendations were developed specific to ten “planning areas” in the Village. The planning area recommendations are intended to provide a clear listing of types of desired uses (both specific and general), recommended improvements, and new or improved administrative processes over the next 20 years.

### Interstate 41/CTH U Interchange and Corridor

This is the primary gateway to the Village of Wrightstown and should therefore be developed in a manner that is conducive to a positive first impression of the Village. Site plans and proposed building designs should be reviewed closely for compliance with the Village’s site plan and design review ordinance to ensure attractive building design, appropriate parking facilities, pedestrian amenities,

lighting, and landscaping. Uses should be higher-value and well-designed commercial and industrial developments requiring access to I-41 or rail spur. A specific emphasis should be placed on attracting high value, large manufacturing enterprises that expand the tax base and employment opportunities for Village residents in the area bounded by CTH U, CTH DDD, and CTH D. The Village should consider annexations proposed by property owners in this area that would provide additional locations for industrial and/or commercial development.

### Preferred Uses

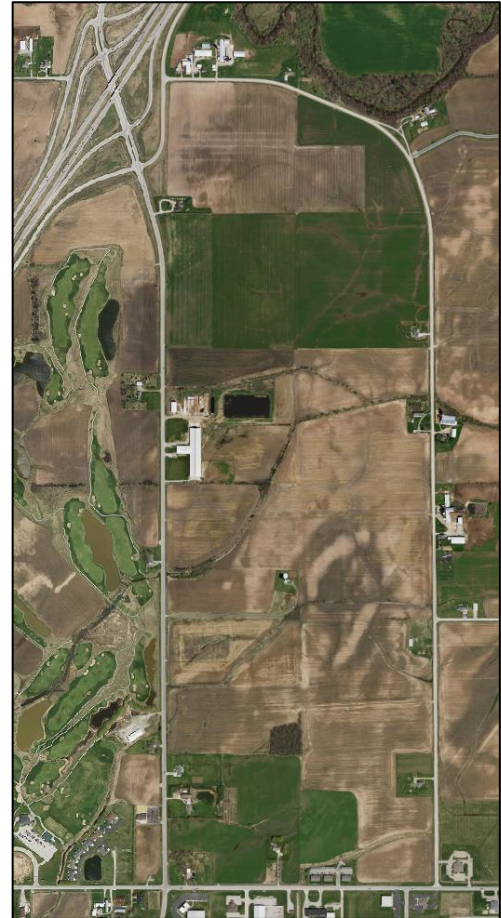
- High value, large manufacturers that expand the tax base and employment opportunities for Village residents.
- Commercial uses including:
  - Corporate offices
  - Healthcare facilities
  - Hotel
  - Hardware store
  - General merchandise store
  - Other larger scale commercial retail or service businesses requiring higher traffic volumes or visibility/access from Interstate 41.

### Recommended Improvements

- Reconstruct CTH U into an urbanized entryway boulevard with a landscaped median, center turn lanes, lighting, and bicycle and pedestrian facilities.
- Extend public sewer and water to the CTH U/Interstate 41 interchange as financially feasible.
- Consider creation of a Tax Increment District to assist in financing public utilities and fostering economic growth.
- Extend the existing railroad spur to serve the area north of Broadway.
- Commission a monument or similar style “Wrightstown” sign on the south side of the interchange.

### Administrative Processes

- Open a dialogue with the Town of Wrightstown regarding future development in this area and the potential for a long-term boundary agreement.
- Encourage Wrightstown’s neighboring jurisdictions to adopt similar site plan and design review standards to ensure development outside of Wrightstown is of similar standards required in the Village.
- Inform Brown and Outagamie County Highway Departments, as applicable, of development proposals along CTH U, CTH DD, or CTH DDD to properly plan any necessary highway improvements.
- Develop an area development plan for the area east of CTH U to identify future major street connections and limit the numbers of direct driveway access points to CTH U.
- Evaluate any proposed annexations within the context of the comprehensive plan.
- Revise the Village’s subdivision and platting regulations (Chapter 205) including:



- Increase the minimum acreage triggering Village certified survey map and subdivision plat review within the sewer service area from five acres to forty acres, consistent with Brown County requirements.

### **Industrial Park/Fox Energy Center/Royal St. Patrick's**

The industrial park and Fox Energy Center planning area include the part of the Village on the south side of Broadway (CTH DD) to



the railroad tracks and west to Interstate 41. There are a number of large parcels of land suitable to large industrial operations that need access to the Canadian National Railroad or Interstate 41 via county



highways or frontage roads. It is important to note that although the Village is very interested in locating new industrial users within this portion of Wrightstown, new industries need to be of a type that fit in with the Wrightstown community. Therefore, industries looking to locate in this area of the Village should be constructed in a manner that meets or exceeds the Village's site plan and design requirements and does not negatively impact the existing residents through noxious odors, loud noises, or unscreened outdoor storage. Considering the Royal St. Patrick's residential development and golf course is on the immediate north side of Golf Course Drive, fronting Golf Course Drive with well-designed offices and extensive landscaping would help the transition from heavier industrial areas near the railroad tracks to the homes on the north side of Golf Course Drive. Landscaping requirements and high design standards should also be used for smaller light industrial uses in the area bounded by the railroad tracks, Van Dyke Street, CTH U, and STH 96 (Main Street). Considering the investment the Village has made in public sewer and water, businesses that utilize these services should be preferred over those, such as mini-warehouses, that do not.

### **Preferred Uses**

- **North Side of Railroad Tracks.**
  - High value, large manufacturing uses that expand the tax base and employment opportunities for Village residents.
  - General industrial uses that support economic clusters in the Northeastern Wisconsin region such as (but not limited to) logistics, agriculture, paper, food processing, plastics, and printing.
  - Provide adequate space for future Fox Energy Center expansion.
  - Well-designed offices with extensive landscaping fronting on Golf Course Drive.
- **Royal St. Patrick's.**



- Continue development consistent with adopted planned development district and restrictive covenants.

### **Recommended Improvements**

- Installation of sidewalks and bicycle lanes on Broadway Street and Golf Course Drive to better connect this area to the rest of the Village and Fox Cities.
- When development occurs on the immediate south side of Golf Course Drive, require extensive landscaping and high design standards to fit in with the residential uses in Royal St. Patrick's.

### **Administrative Processes**

- Maintain an open line of communication with Wisconsin Public Service regarding any future expansion of the Fox Energy Center.
- Promote the availability of electricity to this area from Kaukauna Utilities.
- Maintain an open line of communication with the Town of Kaukauna regarding the boundary agreement.
- Revise the Village's subdivision and platting regulations (Chapter 205) including:
  - Increasing the minimum acreage triggering Village certified survey map and subdivision plat review from five acres to forty acres, consistent with Brown County requirements.

### **Broadway Street (CTH DD) Corridor**

The Broadway corridor has experienced new commercial, industrial, and multi-family development



over the past ten years. This type of mixed growth is planned to continue with infill industrial development within the remaining Wrightstown Industrial Park vacant lots, an extension of the rail spur north across Broadway to facilitate future industrial growth, and commercial retail or service activity at the Steffins Street (CTH DDD) and Broadway Street (CTH DD) intersection. However, this area is also immediately south of a large agricultural operation that is expected to continue well into the future. Agriculture is an important component of the regional economy, and agricultural activity supports many of the businesses within the Village of Wrightstown. Additional lower density residential (single-family and two-family) uses within this area could result in conflicts with the existing agricultural and industrial land uses and should be discouraged. However, additional multi-family development could be considered where it will not conflict with the existing agricultural or future industrial uses. Considering Broadway Street is a primary entryway to the Village, new development should at a minimum adhere to the Village's site plan and design review ordinance to continue the positive first impression on the visitors to the Village.

### **Preferred Uses**

- Well-designed small to medium sized industrial uses.
- New commercial uses including:

- Healthcare facilities
- Hardware store
- Family restaurant
- Multi-family residential.

### **Recommended Improvements**

- Urbanize Broadway Street with curb and gutter and sidewalks when due for reconstruction.
- Extend the existing railroad spur north across Broadway Street to serve future industrial areas.

### **Administrative Processes**

- Maintain an open line of communication with the agricultural land owners in the area.
- Coordinate with Brown County regarding future improvements to Broadway Street (CTH DD).
- Revise the Village's subdivision and platting regulations (Chapter 205) including:
  - Increasing the minimum acreage triggering Village certified survey map and subdivision plat review from five acres to forty acres, consistent with Brown County requirements.

### **Main Street Southwest of Downtown**

This area is primarily residential, transitioning to agricultural west of Van Dyke Street. Residential land uses are planned to continue to expand west to the Village boundaries at Lock Road. Considering the grade of the land, many homes in the area south of Main Street would likely have at least a view of the Fox River, while others would have direct frontage on the river,



similar to Crestview Drive. There may be an opportunity for a small commercial node at the intersection of Van Dyke Street and Main Street, but new commercial development on the south side of Main Street would need to be of a design and use that would allow it to blend in to the residential nature of the area. A small park should be included within this area to serve the surrounding neighborhood.

As previously discussed, the area on the north side of Main Street is adjacent to the CN railroad tracks and would be more suited for light industrial development. However the recommended light industrial development must be designed appropriately and not create noises or odors that would create problems with the proposed residential areas on the south side of Main Street. Extensive landscaping and quality building materials such as stone, brick, or pre-cast panels should be required for light industrial uses to blend in with the existing and proposed residential uses on the south side of Main Street.

### **Preferred Uses**

- South side of Main Street.



- Neighborhood residential
- Neighborhood park
- Small neighborhood retail or service commercial at Van Dyke/Main Street intersection.
- North side of Main Street.
  - Smaller scale light industrial or manufacturing development.
  - Require extensive landscaping and quality building materials to blend in with existing residential uses east of Van Dyke Street and future residential development south of STH 96 (Main Street).

### **Recommended Improvements**

- Install sidewalks along STH 96 as development occurs west of Van Dyke Street.

### **Administrative Processes**

- Coordinate with WisDOT regarding future needs for pedestrian facilities and street access to STH 96.
- Develop a light industrial zoning classification with appropriate permitted and conditional uses for this area.
- Revise the Village's subdivision and platting regulations (Chapter 205) including:
  - Increasing the minimum acreage triggering Village certified survey map and subdivision plat review from five acres to forty acres, consistent with Brown County requirements.

### **Main Street (CTH D) North of West Side Downtown**

The Village of Wrightstown includes large areas of agricultural lands within this area, in addition to existing and planned residential uses, generally on the east side of CTH D and along the Fox River. Future development in this area should be primarily single-family residential, focusing on the area between CTH D and the Fox River. Considering the importance of the agricultural lands in this part of the Village to current farming operations, development of the agricultural lands west of CTH D and Rosin Road is not likely warranted to accommodate future residential growth. However, the Village should promote continued residential development along the Fox River, and in particular infill residential growth in the Fox Shores Estates Subdivision. In order to encourage residential development in Fox Shores, the Village may want to consider some limited development of the Village-owned parkland immediately north of Fox Shores. Improvements for the park discussed in Chapter 6 include signage, limited parking, benches, and a bark trail to the Fox River for such activities as kayaking, canoeing, bird watching, or shore fishing. Additionally, bicycle and pedestrian accommodations along CTH D would make this area more accessible to all residents of Wrightstown.



### Preferred Uses

- Single family residential homes.
- Agriculture.
- Improved park and recreation facility.

### Recommended Improvements

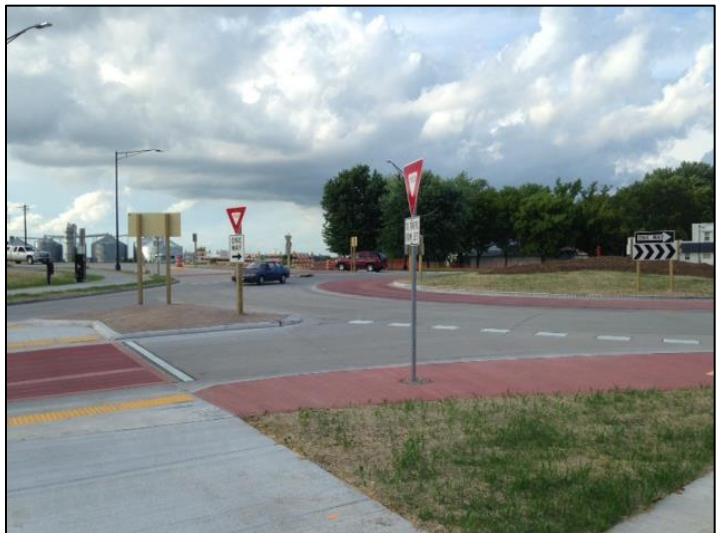
- Install sidewalks and bicycle lanes along CTH D to connect Fox Shores Estates and the park area to the rest of the Village.
- Develop improvements to the Fox Shores Park, including signage, parking, benches and a bark trail to the Fox River.

### Administrative Processes

- Coordinate with Brown County regarding driveway access and the installation of bicycle lanes and sidewalks along CTH D (Main Street / Lost Dauphin Road).
- Revise the Village's subdivision and platting regulations (Chapter 205) including:
  - Increasing the minimum acreage triggering Village certified survey map and subdivision plat review from five acres to forty acres, consistent with Brown County requirements.

### West Side Downtown

Although to a lesser extent than the east side downtown, the west side downtown also provides an opportunity for the Village to capitalize on its unique downtown assets, such as river views, and a relatively compact, walkable development pattern. The west side downtown is generally limited to the area immediately around the Broadway Street / Main Street roundabout with a mixture of local businesses, the library, and post office, immediately adjacent to well-kept older homes. The installation of the roundabout at the STH 96 and Main Street (CTH D) intersection required realignment of the streets and the removal of a few buildings. This creates opportunities for new infill development in



this portion of the Village that may take advantage of these locational features. Any new infill development should be of a scale that fits in with a downtown setting, such as a building being two stories, parking in the back or side, and minimal or preferably no setback from the street. When paired with wide sidewalks, pedestrian scale lighting, street furniture, and landscaping, this type of development creates a pleasant, walkable environment for pedestrians and contributes to Wrightstown's small town identity.

### Preferred Uses

- Institutional uses (maintain locations for Post Office and Library).
- Eating/drinking establishments.

- Retail focusing on destination type businesses.
- Residential uses on second floors of two-story commercial buildings.
- Protect existing residential areas from commercial encroachment.

### **Recommended Improvements**

- Install decorative, pedestrian scale lighting along Main Street from Green Street to Bridge Street.

### **Administrative Processes**

- Work with WisDOT to market the vacant lots resulting from STH 96 realignment for new development.
- Revise the Village's parking standards to differentiate between parking downtown (on-street, shared parking) and other parts of the Village.
- Begin active enforcement of the Village's building maintenance code on structures that are in disrepair or otherwise do not meet the code.
- Review the WDNR BRRTS website to determine if proposed redevelopment will impact any closed brownfield sites.
- Revise the Village's subdivision and platting regulations (Chapter 205) including:
  - Increasing the minimum acreage triggering Village certified survey map and subdivision plat review from five acres to forty acres, consistent with Brown County requirements.

### **East Side Downtown**

The east side downtown of Wrightstown is what separates the Village from many other communities in Brown and Outagamie Counties by having a historic, cohesive central business district. This area is the heart and soul of the Village and therefore provides a unique identity for Wrightstown. However, the east side downtown has experienced a dramatic change in terms of vehicular traffic flow and visibility with the realignment of STH 96 and bridge. In order to reach the east side downtown, vehicles now need to exit the roundabout at Turner Street and follow CTH MW down the hill. In order for this area to continue to be the heart of the Village, it will need to redevelop in a manner that draws people from STH 96. To accomplish this goal, CTH MW and the east side downtown in general need be reimagined from a state highway thoroughfare to a street that fosters pedestrian activity.



Specific recommended improvements to the CTH MW streetscape include narrowing the street to create wider sidewalks for outdoor seating, establishing curb extensions at intersections to define the on-street parking areas within the downtown, and adding lighting to create a sense of activity, excitement, and security. Similar lighting along a promenade should extend from the new bridge pedestrian access to the downtown. New decorative, pedestrian scale lighting, paired with the proposed river overlook at the former bridge abutment will demonstrate a public investment into the area and create a sense of security during the evening. As discussed in the Economic Development Chapter, programming such as the waterski show, outdoor concerts, farmers market, and other events will also create draws to bring people



to this part of the Village. Additional steps for the Village to consider include burying or relocating the powerlines, or at a minimum working with WPS to straighten the leaning power poles.

It is important to note that public investment can only go so far. There are a few commercial and residential buildings in need of major repairs and reinvestment by the private parties that currently own them. In some instances facades are falling off and one building was recently condemned for human habitation. In consultation with its building inspector and Village attorney, Wrightstown should review its building maintenance code to determine if these structures currently meet the standards, and if they do not, commence enforcement action to bring them up to code.

### **Preferred Uses**

- Professional services (health, financial, legal, etc.).
- Eating/drinking establishments.
- Retail focusing on destination type businesses.
- Residential uses on second floors of commercial buildings.
- Higher density residential – condominiums and well-designed apartments that take advantage of views of the Fox River.

### **Recommended Improvements**

- Install decorative, pedestrian scale lighting from the Turner Street roundabout along CTH MW to the former bridge approach, including parts of Washington Street and Mueller Street, and the pedestrian access from the new bridge.
- Over time develop a river walk from the former bridge approach to the north.
- Consider moving the public works garage from Washington Street to open the area for riverfront redevelopment or public access.
- Work with WisDOT to develop the river overlook and transient boat dockage at the former bridge approach.
- Connect the downtown to the boat launch and Mueller Park with sidewalks.
- Narrow CTH MW, create wider sidewalks for outdoor seating, and define the on-street parking areas with curb extensions.
- Bury, relocate, or at a minimum straighten the existing power poles.



### **Administrative Processes**

- Actively promote Wrightstown's east side downtown location on the Fox River to potential businesses and developers.
- Revise the Village's parking standards to differentiate between parking downtown (on-street, shared parking) and other parts of the Village.
- Begin active enforcement of the Village's building maintenance code on structures that are in disrepair or otherwise do not meet the code.

- Work with the Wrightstown Area Business Alliance or other non-profit groups to develop seasonal programming, such as a farmers market or outdoor concerts at the proposed river overlook.
- Review the Wisconsin Department of Natural Resources – Bureau for Remediation and Redevelopment Tracking System (BRRTS) website to determine if proposed redevelopment will impact any closed brownfield sites: <http://dnr.wi.gov/topic/Brownfields/botw.html>.
- Revise the Village’s zoning code to create a downtown commercial district to address such issues as narrower frontage, smaller square footage, and minimal setbacks typical of downtown buildings.
- Revise the Village’s subdivision and platting regulations (Chapter 205) including:
  - Increasing the minimum acreage triggering Village certified survey map and subdivision plat review from five acres to forty acres, consistent with Brown County requirements.

### **STH 96 Corridor East of Downtown**

Although this part of the Village does not experience as much traffic as the CTH U corridor, it is nonetheless a secondary entrance corridor to Wrightstown. Similar to CTH U, commercial development in this portion of the Village will need to be of a high quality to create a positive first impression. The realignment of STH 96 and the installation of the roundabout at Turner



Street created some newly vacant lots that could be opportunities for additional landscaping or other streetscaping techniques to help build Wrightstown’s identity. There are also a few vacant lots along STH 96 that are good candidates for infill development, including the parcel immediately north of Dick’s Family Foods and the vacant lot at the corner of STH 96 and CTH D. New commercial development is planned to continue east of Longwood Lane along STH 96, and it should generally address commercial retail and service demands for the local population. In order avoid a continuous strip of commercial development along STH 96; this would also be a good location for higher density housing developments, such as smaller, well-designed apartment buildings. Areas north and south of the immediate STH 96 frontage should be developed in neighborhood residential uses, with an emphasis on single-family homes.

### **Preferred Uses**

- Family restaurant.
- Hardware store.
- General commercial retail or services.
- Limited multifamily development.

### **Recommended Improvements**

- Work with Brown County to install sidewalks and bicycle lanes along CTH D (Plum Road) to connect the Tiger's Den and Harvest Moon Estates subdivisions to the rest of the Village.

#### **Administrative Processes**

- Coordinate with WisDOT regarding future needs for street access to STH 96.
- Revise the Village's subdivision and platting regulations (Chapter 205) including:
  - Increasing the minimum acreage triggering Village certified survey map and subdivision plat review from five acres to forty acres, consistent with Brown County requirements.

#### **CTH ZZ/Washington Street Rural Residential**

The CTH ZZ/Washington Street area south of Mueller Park is largely rural residential interspersed with agricultural lands. Considering it is unlikely the Village will be extending public sewer or water to this area, continued rural residential development should be allowed. Permitting additional rural residential development within this portion of the Village will build residential tax base without the requisite cost of installing public sewer or water. Considering this area will continue to obtain its water from private wells, it is critically important the residents have their wells tested at least once a year or whenever there is a change in taste, odor, or color of the water.



#### **Preferred Uses**

- Rural residential development.
- Agriculture.

#### **Recommended Improvements**

- Work with Brown County to install bicycle lanes on CTH ZZ.

#### **Administrative Processes**

- Encourage rural residential homeowners to have their wells tested.
- Revise the Village's subdivision and platting regulations (Chapter 205) including:
  - Increasing the minimum acreage triggering Village certified survey map and subdivision plat review from five acres to forty acres, consistent with Brown County requirements.

#### **Eastern Part of Village**

This portion of the Village is planned to have the majority of the residential development to accommodate the growing population of Wrightstown. Residential development should provide for a mixture of lot sizes, housing types, and compatible institutional and recreational facilities conducive to the creation of neighborhoods discussed earlier. Streets should be connected whenever possible and sidewalks should be installed in all new residential subdivisions as part of the development



infrastructure. Specific areas for new residential development include the agricultural lands north and south of the Tiger's Den Subdivision, the agricultural lands on the north side of the Harvest Moon Estates Subdivision, and the agricultural lands north of the ravine along Fawnwood Drive. Neighborhood parks similar to Lions Waupekun Park should be developed to serve the Tiger's Den Subdivision and future residential development to the south and the future residential area north of Fawnwood Drive and the ravine. Infill residential development should be strongly encouraged along Longwood Lane, Country Run Drive, and at the terminus of Janet Lane.

### **Preferred Uses**

- Single family residential homes.
- Two-family residential homes meeting the Village zoning requirements.
- Religious or educational institutions.
- Park and recreation facilities.

### **Recommended Improvements**

- Install sidewalks along CTH D (Plum Road) to connect the Tiger's Den and Harvest Moon Estates subdivisions to the rest of the Village.
- Develop neighborhood parks south of Tiger's Den subdivision and north of Fawnwood Court and the ravine to serve the future residential areas.
- Install sidewalks as part of new subdivision development infrastructure.

### **Administrative Processes**

- Coordinate with Brown County regarding the installation of sidewalks along CTH D (Plum Road).
- Revise the Village's subdivision and platting regulations (Chapter 205) including:
  - Increasing the minimum acreage triggering Village certified survey map and subdivision plat review from five acres to forty acres, consistent with Brown County requirements.







## CHAPTER 3

### Transportation

The transportation network of a community includes roads, streets, and highways, but also includes sidewalks, bike lanes, off-street trails, and mass transportation. How a community develops its transportation network, and for whose benefit, can have a dramatic impact on the overall development pattern of the community. This section of the comprehensive plan reviews the existing transportation facilities and recommends methods of creating a safe and efficient multi-modal transportation system in the Village of Wrightstown.

#### Existing Transportation System

##### Streets, Roads, and Highways

The Village of Wrightstown vehicular transportation network includes facilities ranging from Interstate 41 to rural roads, and quiet residential streets. Wrightstown currently contains many village streets, portions of five county roads (CTH D, CTH DD, CTH DDD, CTH U, and CTH ZZ), one state highway (STH 96), and Interstate 41. These streets, roads, and highways provide the primary means of reaching the Village's destinations by vehicle.

The Village of Wrightstown has undergone a major change in terms of traffic circulation with the realignment and elevation of the STH 96 bridge. Historically, STH 96 wound its way down a steep grade through the east side downtown to the Fox River and then crossed the river at steep upgrade to the west side downtown. The elevation and realignment of the bridge and STH 96 eliminated the steep downgrade and curves, unsafe intersection at STH 96/Fair Street/Turner Street, and unsafe intersection on the west side at STH 96/Main Street/Broadway Street. Additionally wider sidewalks with river overlooks for a safer pedestrian environment were included on both sides of the new STH 96 Bridge and new sidewalks with mid-block crossings serving as pedestrian refuges were installed on STH 96 near the schools. Figure 3-1 depicts the Village of Wrightstown's current street network.



##### Functional Classification System

A component of a road and highway system is the functional classification network. This network is typically based on traffic volumes, land uses, road spacing, and system continuity. Roads which are functionally classified as collector or higher are eligible for Surface Transportation Program (STP) Rural road aids. The program is discussed in more detail at the end of the chapter. The four general functional classifications are freeways, arterials, collectors, and local roads, which are depicted in Figure 3-2.

**Freeways:** Freeways are fully controlled access highways that do not have at-grade intersections or driveway connections. Interstate 41 is an example of a freeway.

Figure 3-1  
**Street Network and Rail Line**  
*Village of Wrightstown, Brown and Outagamie Counties, Wisconsin*

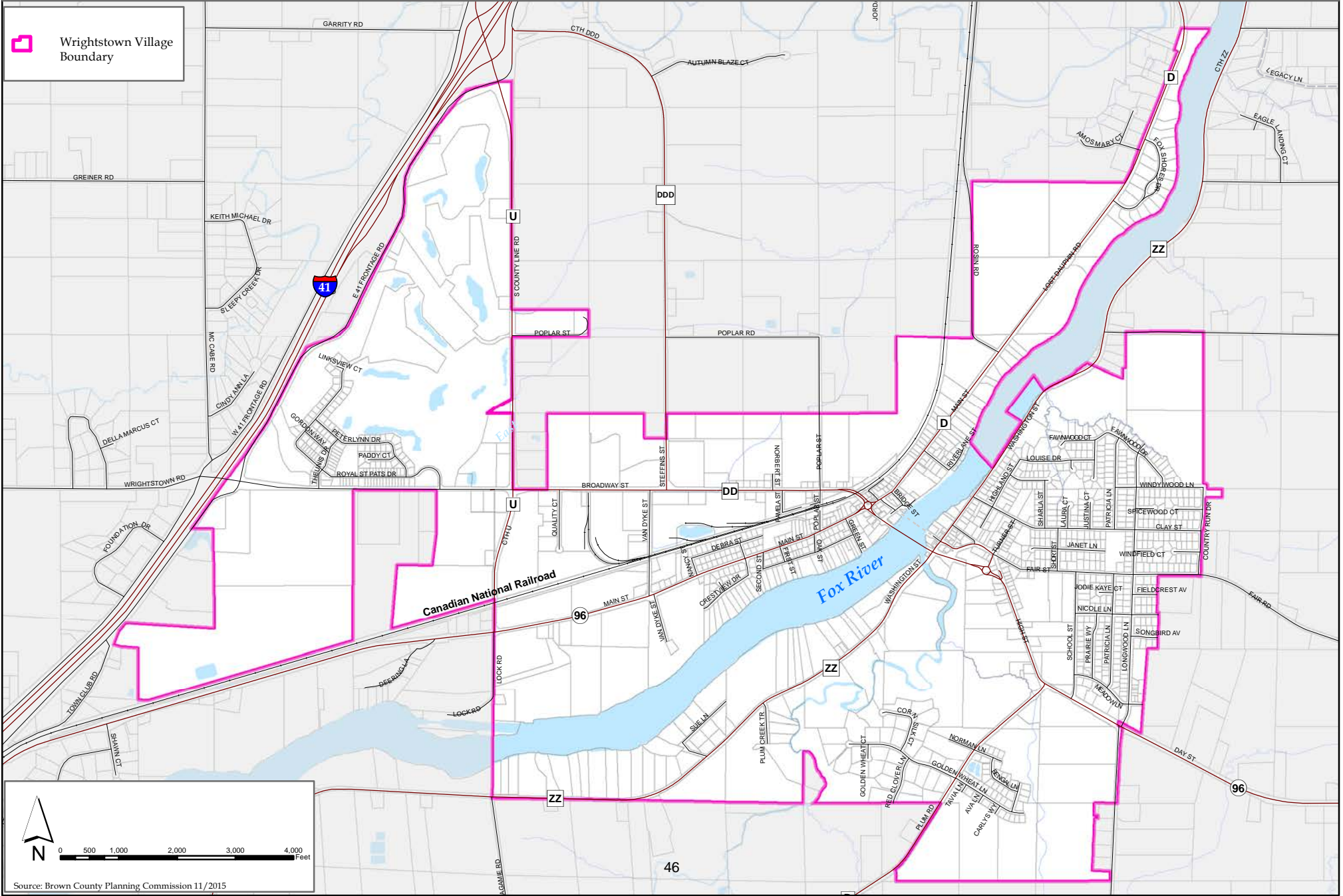
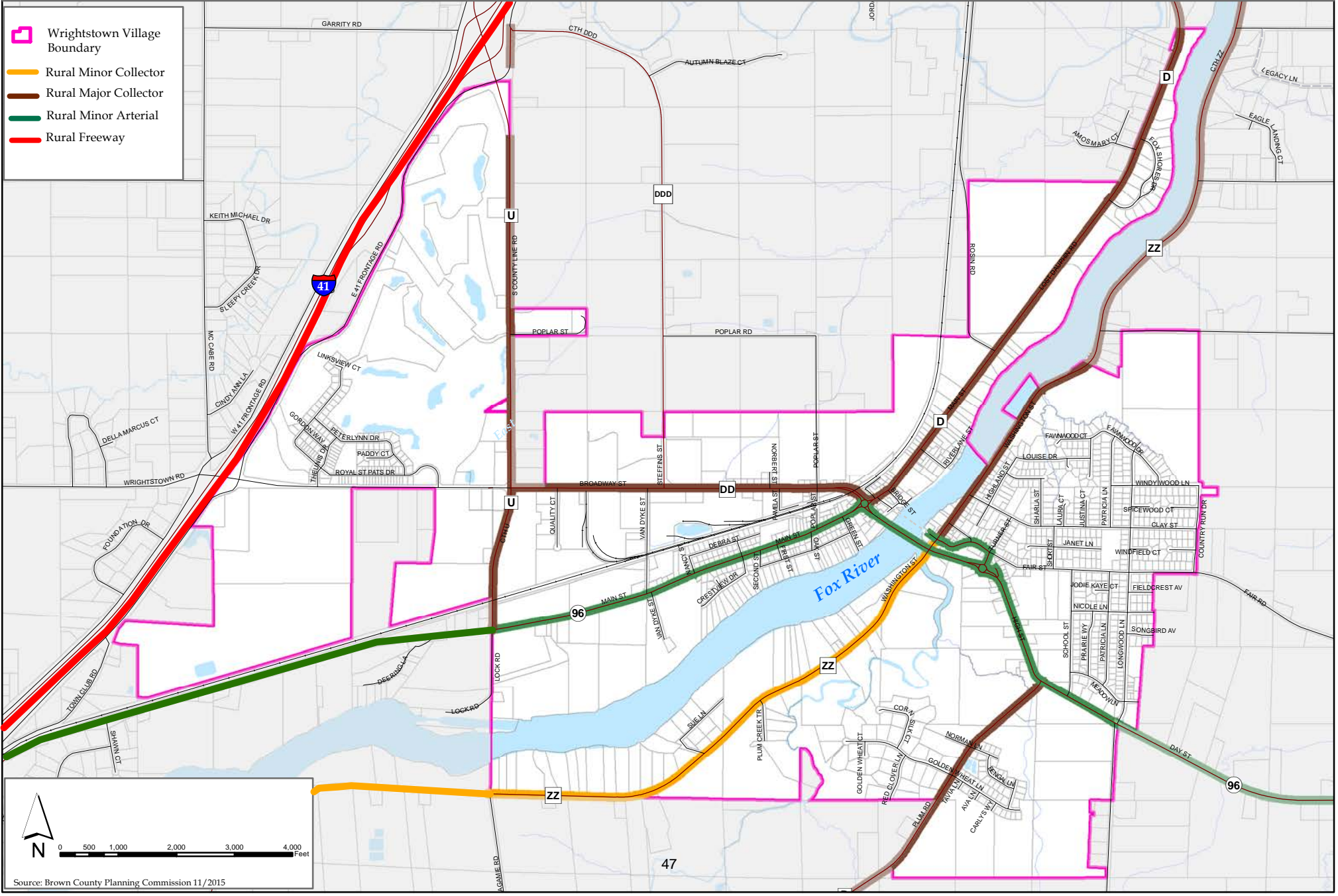




Figure 3-2

## Functional Classification

*Village of Wrightstown, Brown and Outagamie Counties, Wisconsin*



**Arterials:** Principal and minor arterials carry long-distance vehicle trips between activity centers. These facilities are designed to provide a very high amount of mobility and typically have limited access. They are broken down into major and minor classifications depending on the aforementioned criteria. State Highway 96 is classified as a minor arterial in Wrightstown.



**Collectors:** Collectors link local roads with the arterial road system. These facilities collect traffic in local areas, serve as local through routes, and directly serve abutting land uses. Major collectors in Wrightstown include CTH U, CTH DD, CTH D, and CTH ZZ north of High Street. Minor collectors include CTH ZZ south of High Street, School Street, Fair Street west of School Street, and Mueller Street between High Street and CTH ZZ (Washington Street).

**Locals:** Local roads are used for short trips. Their primary function is to provide access to abutting land uses, and traffic volumes and speeds are relatively low. All remaining roads in Wrightstown are considered to be local roads for functional classification purposes.

The Village of Wrightstown's street network is bisected by the Fox River and Canadian National Railroad, which create barriers for local streets to be interconnected and therefore concentrates vehicular traffic onto arterial and collector streets. As traffic levels increase on the arterials and collectors, they become barriers to other transportation modes, such as walking and bicycling. Therefore, where there are no physical constraints such as waterways or the railroad, it is important to connect local streets to disburse vehicular traffic over a greater number of streets.

A review of WisDOT traffic counts for Wrightstown streets and highways indicates generally stable traffic counts of around 9,500 vehicles per day crossing the Fox River. Much smaller numbers of vehicles per day utilize other functionally classified streets in Wrightstown, and therefore except for the occasional agricultural implement crossing the bridge, traffic congestion is not a major issue in the Village.

### **Maintenance/Reconstruction/Construction**

#### **Wisconsin's Pavement Surface Evaluation and Rating (PASER) System**

An accurate assessment of Wrightstown's pavement maintenance and improvement needs is dependent on a good understanding of pavement conditions on the Village's roads and highways. The Wisconsin Department of Transportation (WisDOT) maintains the pavement ratings for state highways, Brown County is responsible for assessing county highways, and the Village of Wrightstown is responsible for rating Village roads.

Wrightstown uses WisDOT's PASER system to evaluate the current conditions of asphalt and concrete roads on a scale of 1 to 10, with one being "failed" and ten being "excellent". The roads in Wrightstown were last reviewed in 2015. According to the WisDOT database that holds the PASER data (WISLR), the Village of Wrightstown has a total of 23.68 miles of roads (16.23 miles of Village jurisdiction and 7.45 miles of County jurisdiction). State highways are not included in the tabulation. Of the total 23.68 miles of streets in Wrightstown (excluding STH 96), 4.50 miles (19.00 percent of total streets) are rated as "very poor" or "failing". Village roads that rated as "very poor" or "failing" in the WISLR database include:

Street	From	To	Rating	Miles
Alison Ct.	Highland St.	Sharla St.	Very Poor	0.13
Bridge St.	Hickory St.	CTH D	Very Poor	0.06
Broadway St.	STH 96.	Hickory St.	Very Poor	0.06
Cedar St.	Termini	CTH DD	Failing	0.10
Clay St.	Turner St.	Short St.	Very Poor	0.18
Clay St.	Short St.	Patricia Ln.	Failing	0.18
Clay St.	Justina Ct.	Unknown	Failing	0.13
Debra St.	Termini	Nancy St.	Very Poor	0.25
Hickory St.	Broadway St.	Bridge St.	Very Poor	0.09
Highland St.	Termini	Clay St.	Very Poor	0.07
Janet Ln.	Janet Ct.	Termini.	Very Poor	0.08
Jodie Kaye Ct.	Termini	Patricia Ln.	Very Poor	0.06
Justina Ct.	Clay St.	Termini.	Very Poor	0.10
Linda St.	Debra St.	STH 96.	Very Poor	0.05
Lock Rd.	CTH U	Termini.	Very Poor	0.11
Longwood Ln.	Windy Wood Ln.	Fawnwood Dr.	Failing	0.09
Longwood Ln.	Windy Wood Ln.	Termini	Failing	0.05
Louise Dr.	Highland St.	Shady Ridge Ct.	Failing	0.11
Meadow Ln.	Prairie Way.	Patricia Ln.	Very Poor	0.06
Nancy St.	Debra St.	STH 96	Very Poor	0.06
Nicole Ln.	School St.	Patricia Ln.	Failing	0.11
Nicole Ln.	Patricia Ln.	Longwood Ln.	Very Poor	0.04
Nicole Ln.	Patricia Ln.	Longwood Ln.	Very Poor	0.03
Norman Ln.	Termini	CTH D	Very Poor	0.10
Pamela St.	CTH DD	Termini	Failing	0.12
Pamela St.	Termini	Poplar St.	Failing	0.04
Patricia Ln.	Meadow Ln.	Fair St.	Very Poor	0.38
Poplar St.	Pamela St.	CTH DD	Failing	0.04
Poplar St.	CTH DD	CTH DDD	Failing	0.25
Prairie Way	Nicole Ln.	Meadow Ln.	Failing	0.22
River Ln.	Termini	Pine St.	Very Poor	0.02
River Ln.	Pine St.	Termini	Failing	0.03
Rosin Rd.	CTH D	Apple Creek Rd.	Very Poor	0.10
Rosin Rd.	CTH D	Apple Creek Rd.	Very Poor	0.22
Shanty Rd.	Mill Rd.	STH 96	Very Poor	0.15
Shanty Rd.	Mill Rd.	STH 96	Very Poor	0.10

Street	From	To	Rating	Miles
Sharla St.	Alison Ct.	Clay St.	Very Poor	0.17
Spicewood Ct.	Longwood Ln.	Termini	Very Poor	0.07
Sue Ln.	Termini	CTH ZZ	Very Poor	0.22
Windfield Ct.	Longwood Ln.	Termini	Very Poor	0.07
<b>TOTAL</b>				<b>4.50</b>

Although the streets are listed as being in either very poor or failing condition, they are not in the worst shape, as compared to other communities with similarly rated streets or roads. The Village of Wrightstown should continue to use the information from the WISLR database to prioritize street repair, resurfacing, and reconstruction projects.

In addition to Village administered street projects, the Brown County Public Works Department - Highway Division administers a six year plan that identifies planned county highway improvements for budgetary purposes. According to the current 6-year plan (2016-2021) for the Brown County Public Works Department upcoming projects include<sup>1</sup>:

- 2016 - CTH D from High Street in the Village of Wrightstown to Barrington Drive in the Town of Lawrence: Preliminary costs for right-of-way acquisition and engineering expenses.
- 2017 - CTH D from High Street in the Village of Wrightstown to Barrington Drive in the Town of Lawrence: Widening and reconstruction as a rural cross-section two-lane asphalt road.
- 2017 - CTH ZZ from Clay Street in the Village of Wrightstown to Tetzlaff Road in the Town of Rockland: Preliminary costs for right-of-way acquisition expenses.
- 2019 - CTH ZZ from Clay Street in the Village of Wrightstown to Tetzlaff Road in the Town of Rockland: Relocation and reconstruction as a rural cross-section two-lane asphalt road, pending funding.

The Village should coordinate with Brown County when these county highway projects are implemented to allow for the replacement of any necessary Village or private utilities (sewer, water, storm sewer, natural gas, electric, and telecommunications) at the same time.

### **Pedestrian and Bicycle Facilities**

#### **Sidewalks**

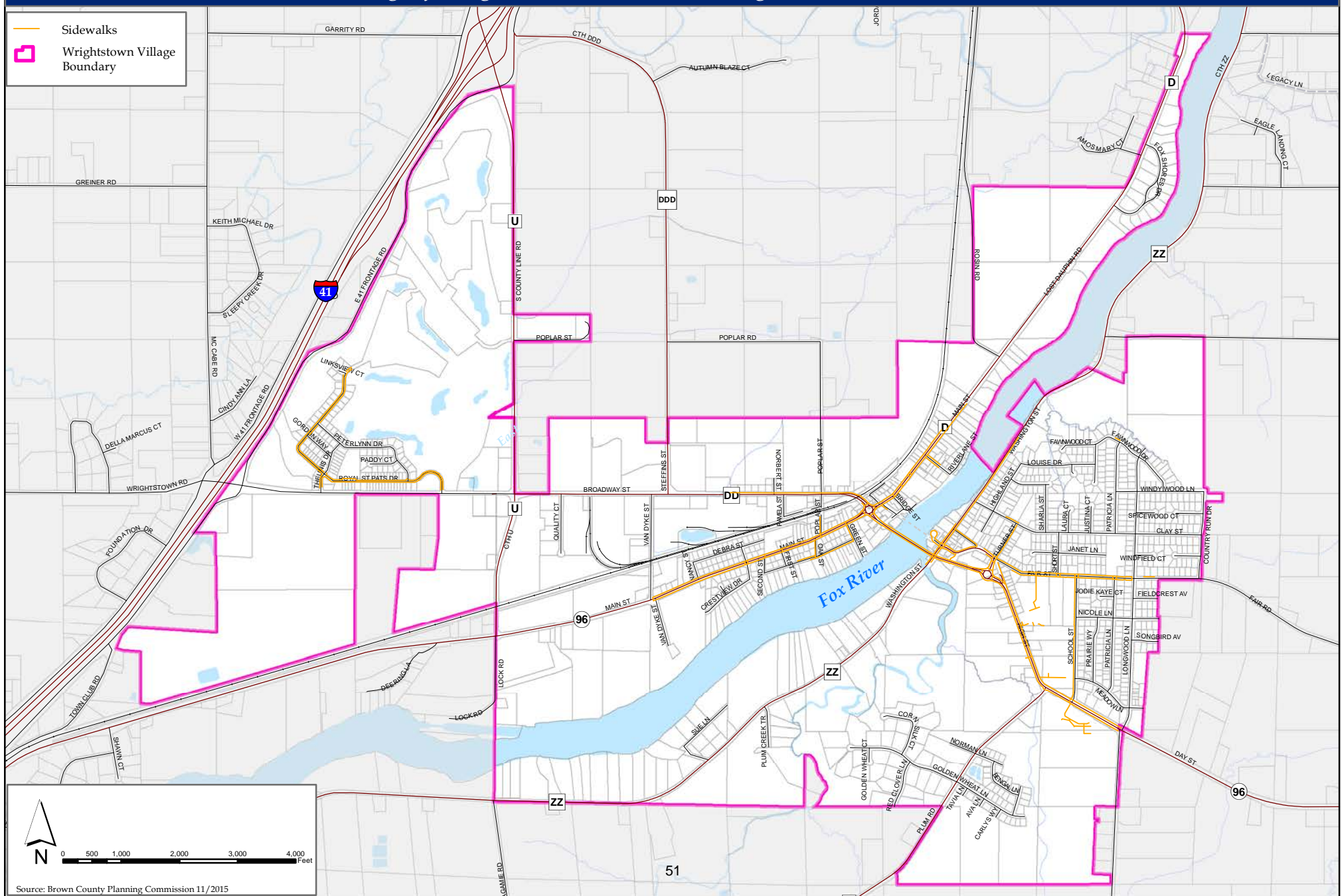
Sidewalks provide safe areas for people of all ages and abilities to walk and serve as a visual cue for both motorists and pedestrians to watch out for each other. Sidewalks in Wrightstown are generally limited to areas along STH 96 and older neighborhoods close to the east and west side downtown areas. Except for a few streets in the Royal St. Patrick's Subdivision, newer subdivisions in Wrightstown do not have sidewalks. Although many communities require the installation of sidewalks for new development through the subdivision ordinance, the Village of Wrightstown does not. This can lead to an uncomfortable and potentially unsafe environment for pedestrians when they have to share the road with vehicles. The location of existing sidewalks, crosswalks, and off-street trails associated with the schools are depicted in Figure 3-3.

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<sup>1</sup> Brown County Public Works - Highway Division 2016-2021 Capital Improvement Plan, November 5, 2015.  
[http://www.co.brown.wi.us/departments/page\\_b18a107656f5/?department=9215de3de8a4&subdepartment=c7bfc70eb18a](http://www.co.brown.wi.us/departments/page_b18a107656f5/?department=9215de3de8a4&subdepartment=c7bfc70eb18a).



Figure 3-3  
**Sidewalk Locations**  
*Village of Wrightstown, Brown and Outagamie Counties, Wisconsin*



## **Bicycle Facilities**

Although there are no formal bicycle facilities such as off-street paths, bike lanes, or wide paved shoulders, bicycles are permitted to utilize all public streets in Wrightstown. The residential streets in Wrightstown have low enough traffic volumes to allow bicyclists of all abilities to comfortably ride even without any formal bicycle lanes or paths. The higher volume streets, such as High Street, Main Street, and Washington Street also do not have any formal bicycle facilities, but due to the higher traffic volumes, are not as comfortable to ride for many bicyclists. STH 96 east of the Village has five-foot paved shoulders which provide a location for bicyclists of higher skill levels to ride. Relatively close off-street bicycle facilities include the Fox River State Recreational Trail is located less than three miles east of the Village of Wrightstown in the community of Greenleaf and the CE Trail located approximately seven miles southwest of Wrightstown in the City of Kaukauna.

## **Mass Transit**

Bus service is not generally available to Wrightstown residents at this time, and it is unlikely that bus service would be expanded this far in the near future. There are a few limited options for Wrightstown residents who need transportation alternatives, including Medicaid van transportation for Medicaid recipients for medical appointments, private pay van transportation, and taxi cab. Elderly or disabled residents may contact the Brown or Outagamie County Aging and Disability Resources Center for additional information.

## **Truck/Heavy Vehicle Transportation**

Trucking activities in Wrightstown are concentrated in the Wrightstown Industrial Park in the western part of the Village on CTH BB (Broadway Street), but trucks and large agricultural implements also heavily utilize STH 96 to cross the Fox River. It is anticipated the new roundabouts on either side of the Fox River will help to moderate the lengthy backups that used to occur when large agricultural implements were crossing the river. The Village has designated streets and parts of streets for heavy truck traffic in Section 185-4 of the Wrightstown Code of Ordinances. The heavy truck traffic streets and county highways are depicted in Figure 3-4.

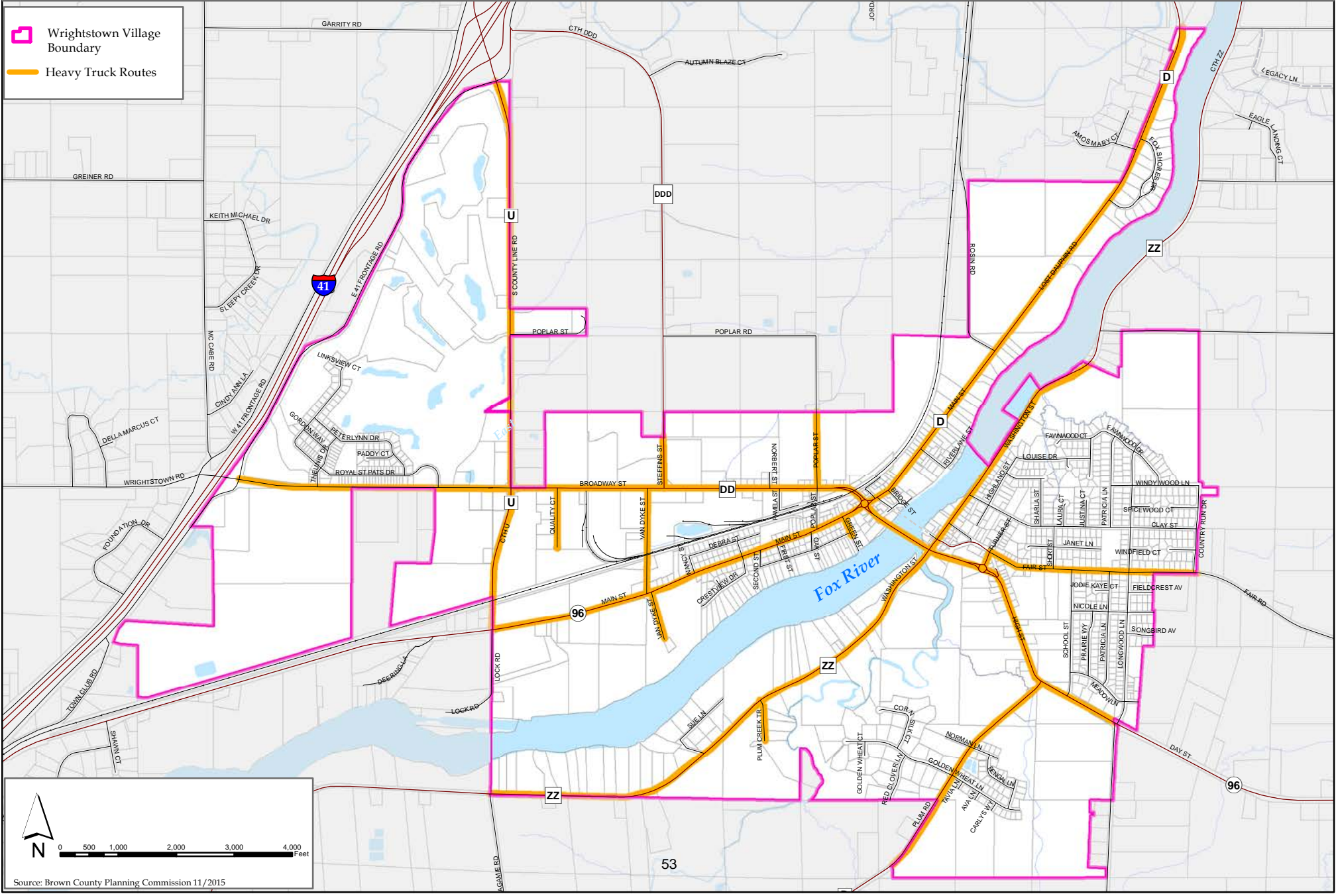
2013 Wisconsin Act 377 made several changes to the way agricultural vehicles may operate on the public roadway. The most significant changes include updates to definitions, creating a new class of vehicles, increasing the weight limit for Implements of Husbandry (IoH) and Agricultural Commercial Motor Vehicle (Ag CMV), and creating a no-fee agricultural vehicle permit to operate greater than the new legal weight and length limits. The Village of Wrightstown should review the requirements for the permit and evaluate the need for the Village to require a permit for Implements of Husbandry and Agricultural Commercial Motor Vehicles traveling on Village roads. A no-fee permit is required from the Brown County Public Works – Highway Department when traveling on county highways.

## **Rail Transportation**

The Canadian National (CN) Railroad track runs southwest to northeast along the western side of the Village. The rail line provides freight service to Wrightstown's industrial park and continues north to Green Bay and Northern Wisconsin and south through the Fox Cities and Oshkosh to southeastern Wisconsin. The railroad is depicted on Figure 3-1.



Figure 3-4  
Heavy Truck Routes  
*Village of Wrightstown, Brown and Outagamie Counties, Wisconsin*



### **Air Transportation**

Freight and passenger air service is available to Wrightstown residents at both Austin Straubel International Airport (Green Bay - GRB) and Appleton International Airport (ATW), located 11 miles north and 18 miles southwest of the Village, respectively. Commercial passenger service is currently provided to GRB by American Airlines, United Airlines, and Delta Airlines. Charter service is provided by Frontline Aviation and Priester Aviation. Austin Straubel International Airport is also a regional base of operations for the Transportation Security Administration serving the Northern half of Wisconsin and the Upper Peninsula of Michigan. Commercial service to ATW is currently provided to Outagamie County Regional Airport by United Airlines, Delta Airlines, and Allegiant Airlines. The location of the airports relative to the Village of Wrightstown is depicted on Figure 3-5.

### **Water Transportation**

Water-borne freight transportation is available to businesses in the Village of Wrightstown via the Port of Green Bay, located approximately 16 miles north of Wrightstown. The Port of Green Bay is connected to world-wide shipping lanes via the Great Lakes and St. Lawrence Seaway. The location of the Port relative to the Village of Wrightstown is depicted on Figure 3-5.

## **Future Transportation System**

Although Wrightstown's newer developments and streets are largely oriented toward motorized vehicles, the Village contains a walkable downtown, several established neighborhoods with sidewalks, and a STH 96 corridor and bridge with significantly improved and new pedestrian accommodations. The challenge for the Village is to ensure new transportation facilities and neighborhoods capitalize on the new and improved pedestrian facilities to make walking and bicycling viable transportation options.

To achieve the plan's transportation goal of creating a safe and efficient multi-modal transportation system that serves all Wrightstown residents, the Village will need to continue the progress from the STH 96 corridor and bridge project. Specifically this includes the development of pedestrian and bicycle facilities to create linkages within and outside of Wrightstown and encouraging a land use pattern that supports walking and bicycling as part of a healthy lifestyle.

## **Transportation Recommendations, Programs, and Policies**

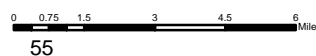
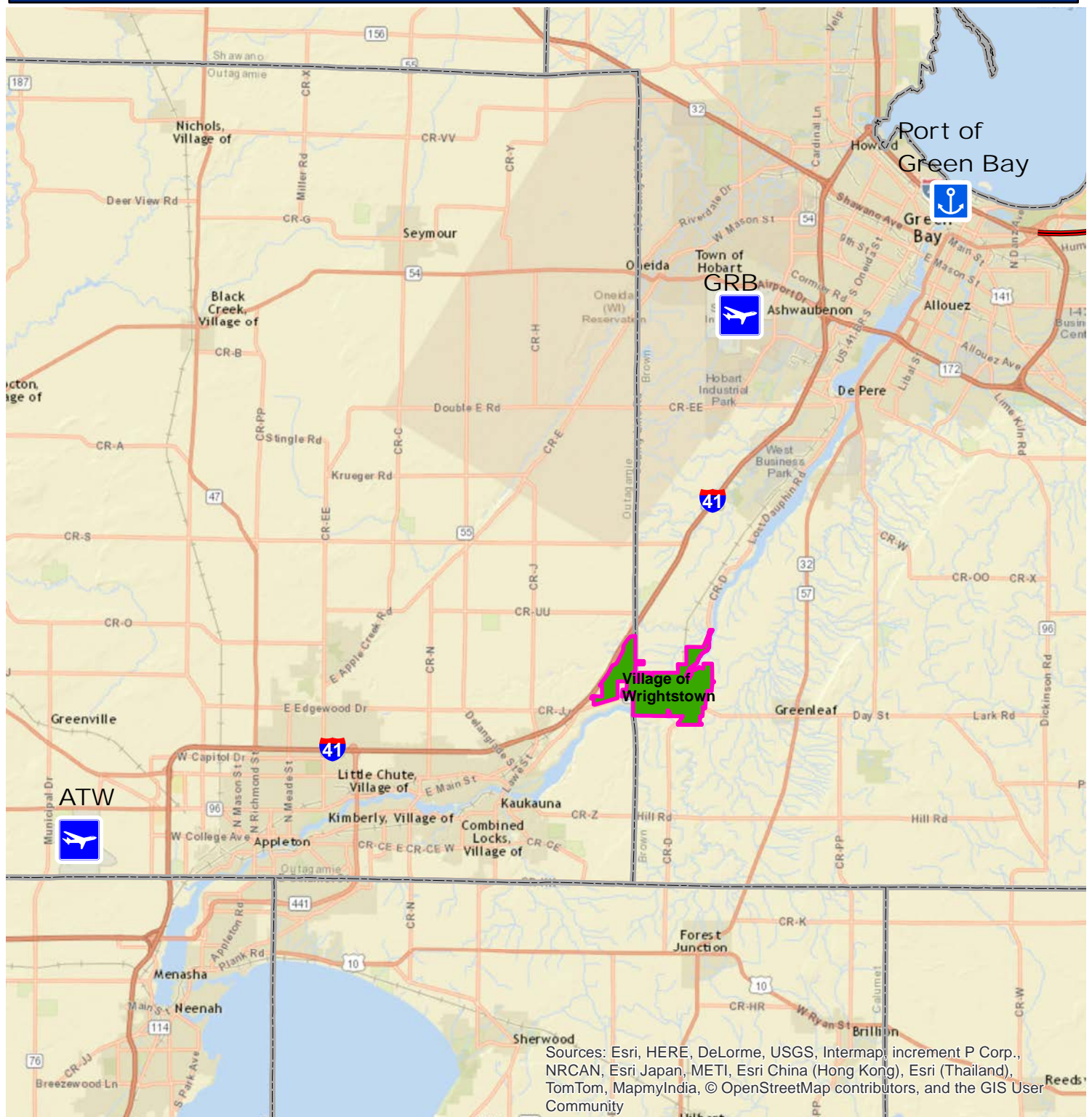
### **Village Streets**

The Village streets in Wrightstown typically have two lanes for traffic and space for parking on both sides. A few streets in the oldest parts of the Village do not and the eastern portion of STH 96 has a center turn lane; otherwise the vast majority of streets in the Village are wide enough for both free-flow traffic and on-street parking. Although wide streets have room for parking and vehicular traffic, streets that are too wide create issues in terms of higher vehicle speeds, increased stormwater management requirements, create barriers for children and senior citizens to cross, and increased maintenance costs for resurfacing or reconstruction.

As depicted in Figure 3-6, total stopping sight distance (SSD) increases substantially as speeds increase. SSD includes the distance necessary to identify the problem, take action by stepping on the brake, and the distance necessary for an average vehicle to come to a complete stop. For instance, a vehicle driving 25 mph needs approximately 150 feet from problem recognition to complete stop, while a vehicle driving 35 mph needs another 100 feet of distance (250 feet total) to come to a complete stop.



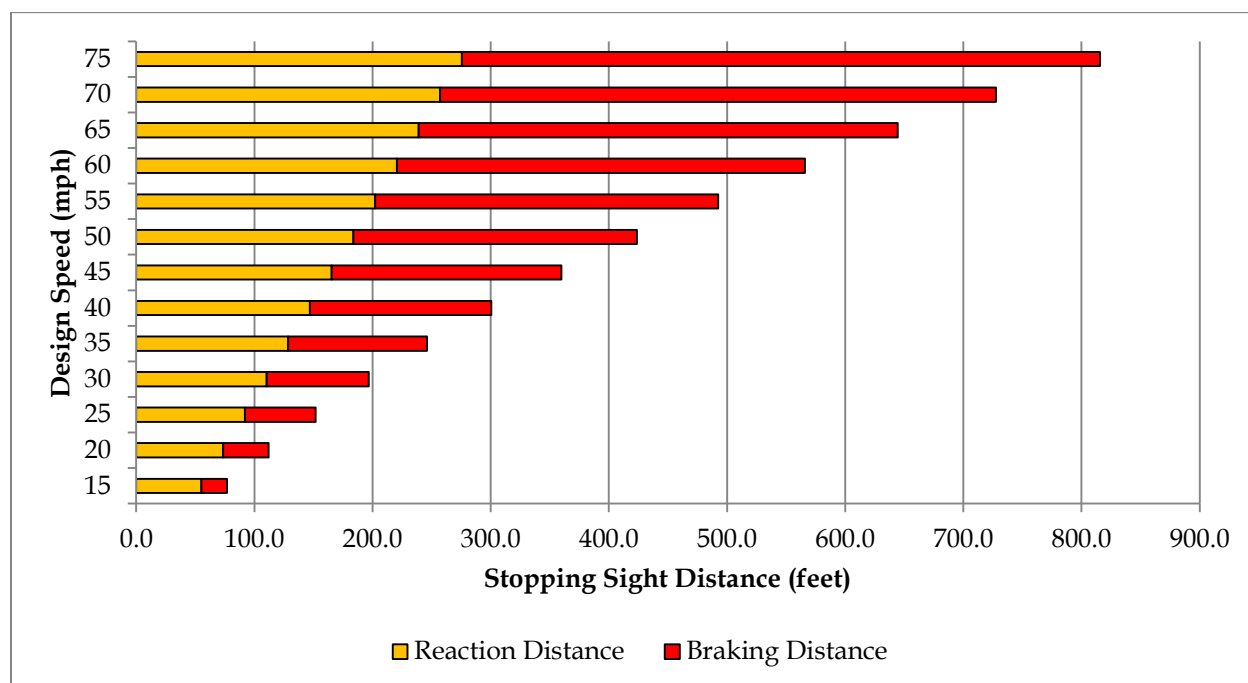
Figure 3-5  
**Regional Port and Airport Facilities**  
*Village of Wrightstown, Brown and Outagamie Counties, Wisconsin*



This is a compilation of records and data located in the Brown County office and is to be used for reference purposes only. The map is controlled by the field measurements between the corners of the Public Land Survey System and the parcels are mapped from available records which may not precisely fit field conditions. Brown County is not responsible for any inaccuracies or unauthorized use of the information contained within. No warranties are implied.

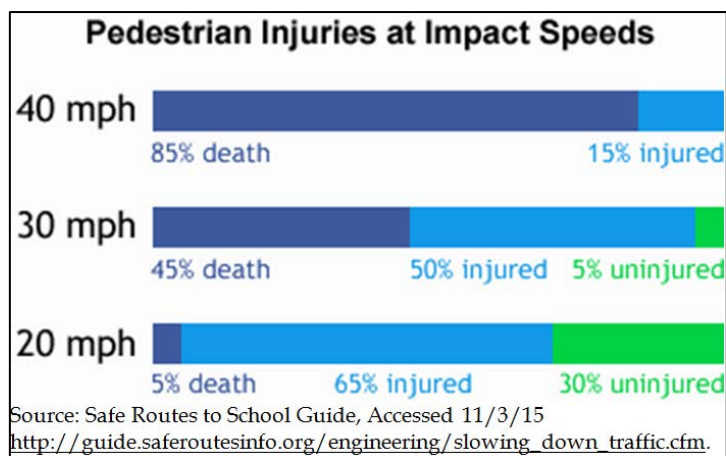
Source: Brown County Planning Commission 11/2015

**Figure 3-6: Reaction and Braking Distances by Speed**



Source: AASHTO: A Policy on Geometric Design of Highways and Streets, 2001

It is important to keep in mind that absent external forces (traffic calming, poor weather, traffic, etc.) drivers will typically drive at a speed they feel comfortable based upon the street design. The wider the street, the more comfortable drivers feel at higher speeds, while narrower streets typically result in lower speeds. Designing streets for lower speeds are especially important in areas with pedestrian and bicyclists, such as around schools and residential neighborhoods, particularly when there are no off-street pedestrian (sidewalk) or bicycle (off-street path) facilities. As depicted in the following graphic, the likelihood of pedestrian injuries and/or death goes up substantially as speeds increase. Therefore street design standards need to take into account the surrounding land uses to ensure the street design supports the people living in the neighborhood, rather than strictly viewed as a means for vehicles to quickly travel through the area.



The Village of Wrightstown's street design guidelines are found in Section 205-15 of the Village Code of Ordinances, which identify a 45 foot minimum street width for arterial streets, 41 foot minimum street width for collector streets, and 37 foot minimum street width for minor streets. As a frame of reference, Longwood Lane is a 37 foot wide street. In order to reduce the potential conflict between vehicles and pedestrians and slow traffic speeds, the Village should consider reducing the right of way and street width standards to allow for the development of narrower

local and collector streets. Additionally, the right-of-way standard should also be reduced to avoid reserving more area than necessary for streets and utilities and leaving the excess land on the property tax role. A summary of street and right-of-way standards for consideration by Wrightstown is identified

in Figure 3-7. The standards are based on the recommendations in Residential Streets (third edition) which was developed by the Urban Land Institute in conjunction with the Institute of Transportation Engineers, National Association of Homebuilders, and American Society of Civil Engineers.

**Figure 3-7: Street and Right-of-Way Width Standards Summary**

Street Type	Right-of-Way Width **	Pavement Width (curb face to curb face)	Driving Lane Width	On-Street Parking	Parking Areas Defined By Curbs?
<b>Arterials*</b>					
<b>Collectors</b>	60 feet	34 feet	9-10 feet	Both sides	Yes
<b>Local Streets</b>					
No parking allowed	40 feet	18 feet	9 feet	None	No
Parking on one side	46-48 feet	22-24 feet	14-16 ft. travel lane	One side	If needed
Parking on both sides	50-52 feet	26-28 feet	10-12 ft. travel lane	Both sides	If needed
<b>Industrial Streets</b>	50-52 feet	24-26 feet	12-13 feet	None	No
<b>Alleys</b>	16 feet	12 feet	---	---	---

\* The design of arterial streets may vary, but their design should be consistent with the recommendations in this section of the comprehensive plan.

\*\* The right-of-way width includes the widths of the driving area, parking area, curbs, terraces (between the sidewalks and street), and sidewalks.

The implementation of these standards will enable the Village to reserve only the land it needs to accommodate its streets, sidewalks, and terraces and to construct streets that conform to the neighborhood and other development concepts addressed in the comprehensive plan.

### **Define the Parking Areas of Village Streets**

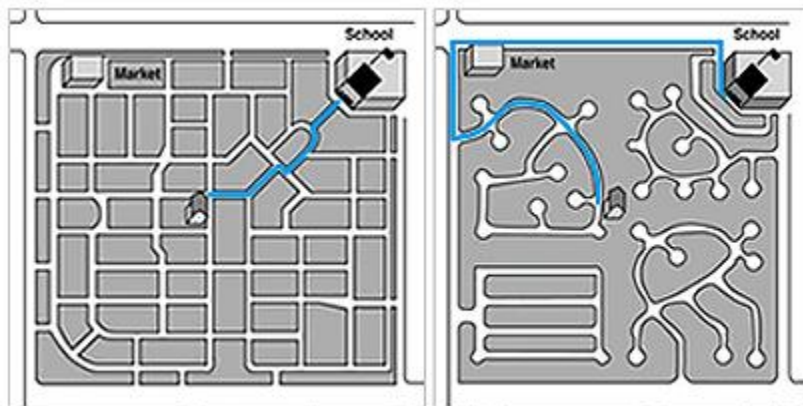
An alternative to narrowing the width of an entire street is to utilize curb extensions and mid-block bump outs, as were installed on Fair Street. Historically, residents along Fair Street dealt with vehicles entering the Village from Fair Road at high rates of speed typical of the rural area outside of the Village. In order to address this issue, Wrightstown installed curb extensions and mid-block bump outs to slow traffic entering the Village from Fair Road, prevent drivers from using the parking lanes as passing or turning lanes, create shorter crossing distances, create improved visibility for pedestrians, and define the on-street parking areas. Curb extensions are a proven means of slowing traffic and creating a safer environment for pedestrians and the surrounding neighborhood.





### Develop Well-Connected Road Patterns

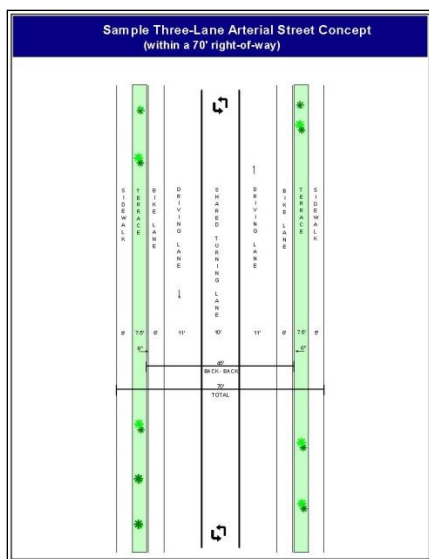
To enable and encourage people to walk and bicycle throughout Wrightstown, the Village should require the development of well-connected street patterns that have frequent connections to the existing street system. These kinds of street patterns will also provide motorists with several route options and avoid concentrating traffic on relatively few streets.

Transportation and Growth Management Oregon Guide  
for Reducing Street Widths

Although well-connected street patterns enable traffic to be distributed evenly, are very accessible to a variety of transportation system users, are easy for public works departments to plow and maintain, enable communities to create efficient sewer and water systems (that do not have several stubs), and provide efficient routes to incidents for fire departments and other emergency responders, situations will arise where streets cannot be connected due to physical or environmental constraints. If such constraints preclude street connections, the Village should allow the development of cul-de-sacs near the constraints. However, to maximize connectivity in these neighborhoods, Wrightstown should recommend that cul-de-sacs have public rights-of-way or easements reserved at the bulbs to enable pedestrians and bicyclists to travel throughout the area.

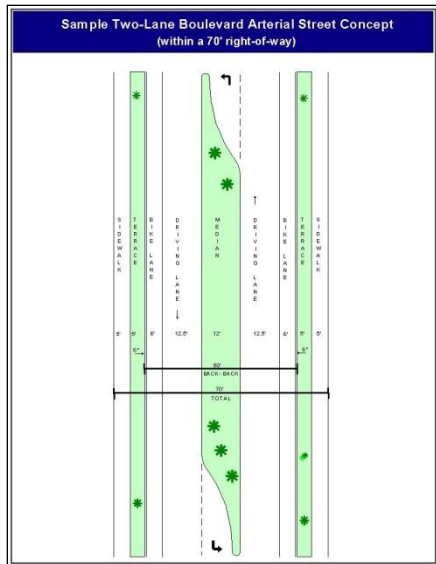
## **Avoid Expanding Streets to Four or More Lanes**

Although it is unlikely that most of the Village's streets will be considered for widening in the future, some two-lane roads, such as CTH U, might be seen as candidates for widening as traffic levels rise over the next 20 years. However, street widening has proven to not be an effective long-term method of relieving traffic congestion, so the Village, county, and state should utilize an alternative to general capacity expansion.



*Three-lane streets work well when arterial corridors contain driveways...*





*...but two-lane boulevards are ideal for streets that have little or no direct driveway access.*



One way to move traffic efficiently while minimizing barriers to pedestrian and bicycle travel and encouraging people to drive at appropriate speeds is to construct a system of two-lane arterial boulevards or three-lane arterial streets that are complemented by an interconnected collector and local street system, mixed land uses, and efficient traffic control techniques at intersections (such as roundabouts). Street interconnectivity and the mixing of land uses make walking and bicycling viable transportation options and help to avoid forcing traffic onto a system of relatively few large arterial streets. Building narrower arterial streets instead of the standard wide arterial streets will also help to make the Village's thoroughfares more attractive.

If County Highway U is to be the primary entrance into the Village, it should present as positive an image as possible for potential residents, business owners, and all others entering the Village for the first time. County Highway U has recently undergone a reconstruction project as a rural, two-lane road, which for the short-term will continue to facilitate the movement of vehicles from Interstate 41 into the Village. However, considering this is the primary entrance into the Village of Wrightstown, the Village will want to ensure the corridor does not become cluttered with miscellaneous commercial uses that do not contribute to the overall character and economic development goals of Wrightstown. Long-term, the Village should consider the development of a two-lane boulevard as depicted above to create a positive first impression of Wrightstown. In order to accomplish this long-term goal, the Village of Wrightstown will need to work with the Brown and Outagamie County Highway Departments and Town of Wrightstown to put in place access controls along CTH U to avoid a proliferation of driveway access points that would defeat the purpose of a boulevard.

### **Design Intersections to Maximize Safety and Accessibility**

The recently reconstructed STH 96 includes a roundabout on the east side at the intersection of High (STH 96) and Turner Streets and on the west side at the intersection of Broadway Street (CTH DD) and Main Street (STH 96). Roundabouts have been proven across Brown County and the State to be very effective in reducing the most dangerous forms of vehicle crashes, improving pedestrian accessibility, and maintaining vehicular traffic flow. In addition to reducing congestion and increasing safety, roundabouts eliminate the hardware, maintenance, and electrical costs associated with traffic signals. The Village should continue to utilize street design techniques that reduce vehicle speeds, minimize the possibility of conflicts, and enhance traveler awareness to maximize pedestrian, bicyclist, and motorist safety and accessibility at the Village's intersections. Treatments that should be considered include

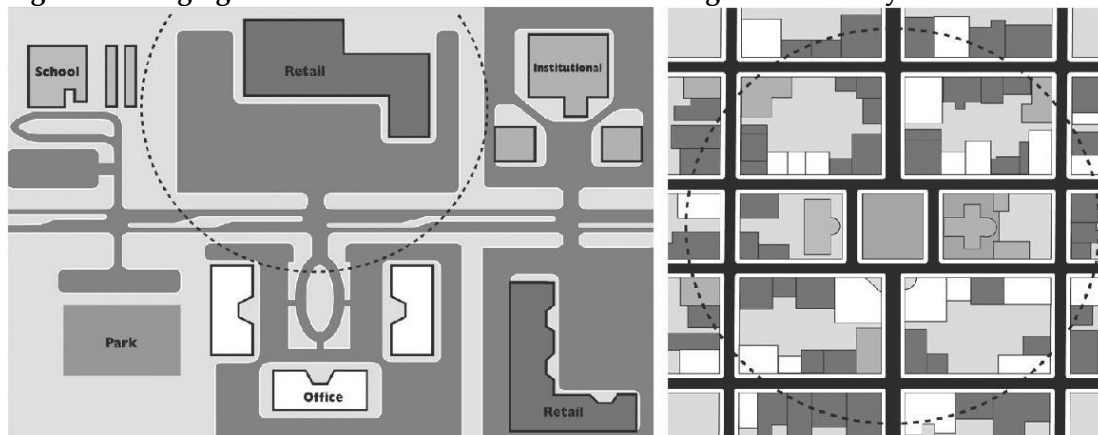
roundabouts, warning signs, rumble strips prior to stop-controlled intersections, curb extensions, and other applicable street design features.

### **Mixing Appropriate Land Uses throughout the Village**

To enable and encourage people to make additional walking and bicycling trips in Wrightstown, the Village should implement the Land Use Chapter's recommendations for mixing appropriate land uses to create destinations that can be easily reached by pedestrians and bicyclists. The mixing of appropriate residential, commercial, institutional, and recreational uses will enable people of all ages and physical abilities to travel from place to place without a motorized vehicle, which will significantly improve mobility for all Village residents and minimize traffic on the existing street system.

Figure 3-8 compares a conventional land use and street pattern with a mixed land use and well-connected street pattern. The dotted circle on the diagram represents a 500-foot radius, which is a distance that most people feel comfortable walking. This diagram demonstrates that a greater number and variety of destinations are easily reachable on foot (and by bicycle) when land uses are mixed and streets are frequently interconnected. The benefits of street connectivity in neighborhoods are also illustrated in Figure 3-9, which demonstrates that a well-connected street system requires people to travel much shorter distances to reach their destinations than a system with few connections.

**Figure 3-8: Segregated Land Uses vs. Mixed Uses with High Connectivity**



### **Pedestrian and Bicycle Facilities**

Because many of the Village's streets do not include sidewalks on either side, many activities that normally occur on sidewalks are occurring in the driving areas. On an average day, a person can see residents walking on the Village's streets, neighbors talking to one another in front of their homes while being avoided by passing vehicles, and people doing other activities that should occur outside of the street. Many less-experienced bicyclists may also have trouble sharing many of the Village's major streets with motorized vehicles because the motorists and bicyclists are not sure where they are supposed to travel on the streets. To create a pedestrian and bicycle system that complements the Village's street system, the Village should:

- Expand the development of land use patterns that enable and encourage walking and bicycling.
- Create safe and continuous pedestrian and bicycle systems throughout the Village.
- Enable people to easily reach developments in the Village on foot or by bicycle.

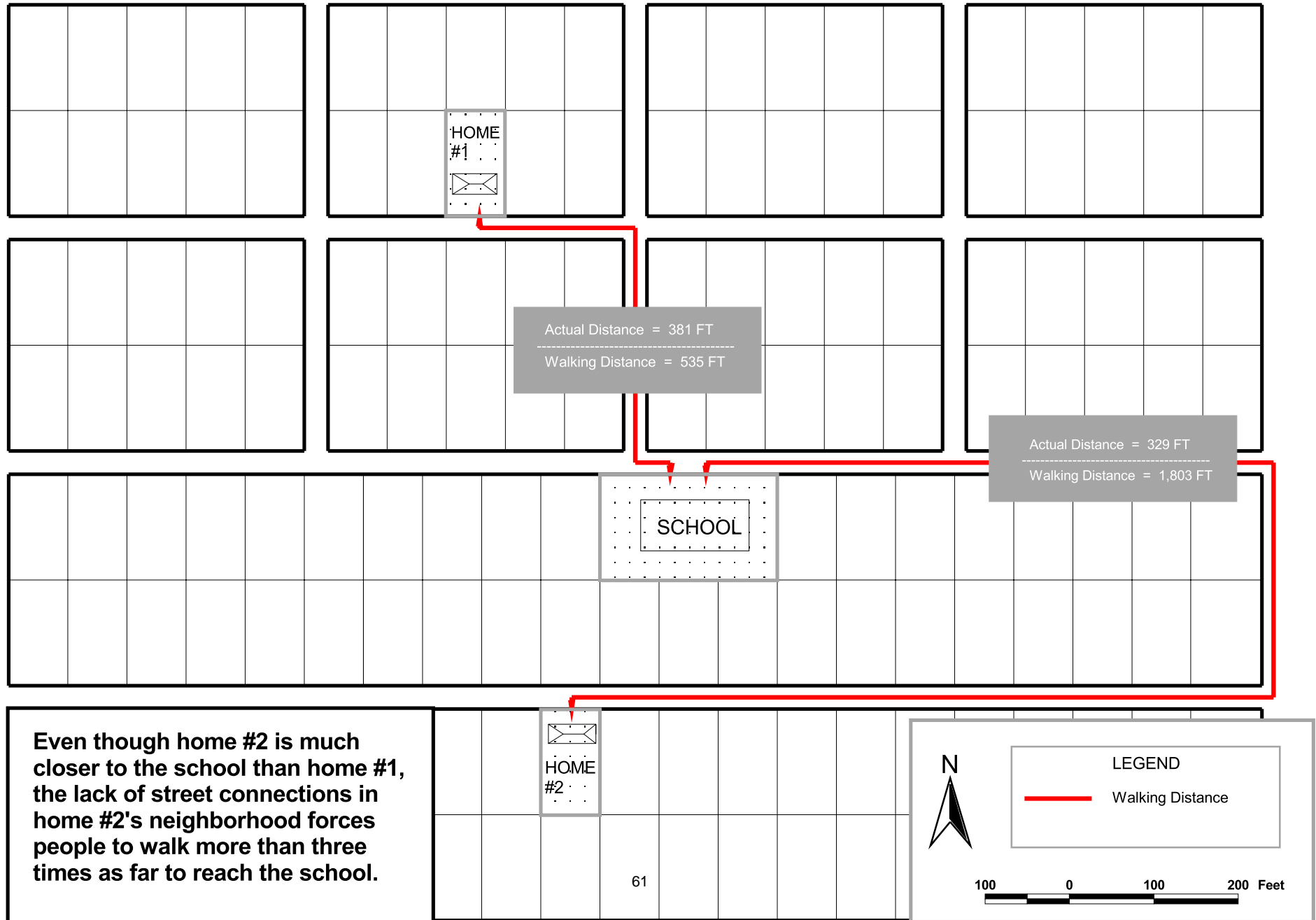
Methods of achieving these aims are addressed in this section.



Figure 3-9

## Example of Neighborhoods with and Without Street Connectivity

Village of Wrightstown, Brown and Outagamie Counties, Wisconsin



## Developing a Connected Pedestrian System

The Village streets section of this chapter recommends methods of narrowing the Village's streets and making its intersections safer and more accessible for motorists, pedestrians, and bicyclists. These improvements should be accompanied by a continuous sidewalk system that can be created through the following three-step process:

**Step 1: *Require sidewalks in all new subdivisions.*** The Village should begin the process of creating its comprehensive sidewalk system by requiring developers to install sidewalks on both sides of all streets in new subdivisions. The only situation where sidewalks should not be required on both sides of a street is when physical or environmental constraints exist. In these situations, sidewalks should be required on at least one side of the street.

**Step 2: *Install sidewalks along major streets and walk routes.*** Next, the Village should install sidewalks along both sides of primary home-to-school walking routes and all existing collector and arterial streets. These sidewalks will enable children to walk outside of the driving area and provide people a safe place to walk along the streets that carry high volumes of traffic.

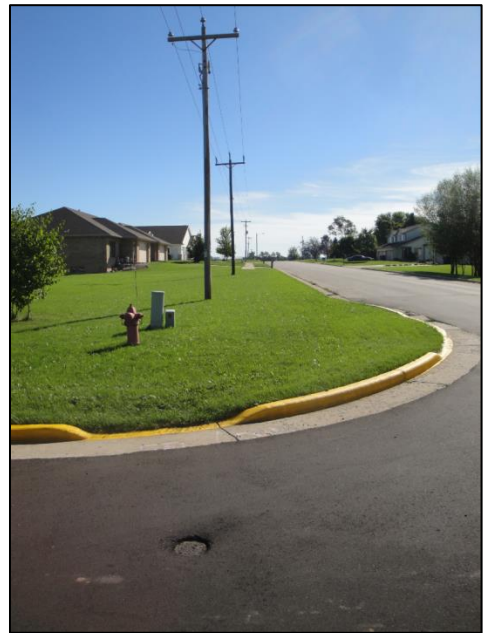
**Step 3: *Construct sidewalks along the rest of the Village's streets by identifying demand and consulting residents prior to street reconstruction projects.*** After requiring sidewalks along all new subdivision streets and installing sidewalks along the primary home to school walking routes and collector and arterial streets, the Village should work toward constructing sidewalks along the rest of the Village's existing streets by identifying neighborhoods where people want sidewalks and meeting with residents prior to street reconstruction projects to determine if street narrowing and sidewalks should be elements of the projects. This will create a continuous pedestrian system that serves the downtown, neighborhoods, and other destinations within the Village.

An expanded sidewalk network within the Village would provide for a safe location for the elderly and others out for a stroll and children walking to school to safely walk out of the path of vehicle traffic. In some instances sidewalks are recommended on county or state highways. In these instances, the Village of Wrightstown will need to coordinate with the county of jurisdiction in addition to the local property owners. Specific priority areas to install sidewalks include:

- S. County Line Road (CTH U)  
Extend sidewalks from Golf Course Drive and Broadway Street north along CTH U as development occurs.
- Broadway Street (CTH DD)  
Extend sidewalks from the existing sidewalk from its current termination point on the north side of Broadway Street to CTH U. Include sidewalks on the south side of Broadway Street, as practical, from Main Street to CTH U.
- Golf Course Drive  
Extend sidewalks on the north side of Golf Course Drive from CTH U to a connection with the sidewalks on Royal St. Pats Drive and Theunis Drive. Extend sidewalks on the south side as development occurs.
- Van Dyke Street  
Install sidewalks along both sides of Van Dyke Street to create a sidewalk connection between Broadway Street and Main Street.
- Longwood Lane

Install sidewalks along both sides of Longwood Lane to create a safer pedestrian environment along a busy street. Sidewalks along Longwood Lane would also create a connection to Wrightstown Lion's-Waupekun Park.

- Clay Street  
Install sidewalks along both sides of Clay Street to create a safer pedestrian environment along a busy street.
- Main Street / Lost Dauphin Road (CTH D)  
Extend sidewalks from their current termination points on both sides of the street north to the Fox Shores Estates Subdivision as development occurs or when CTH D is reconstructed. Consideration could also be given to an off-street bicycle/pedestrian path instead of a sidewalk on the east side of CTH DD.
- Fair Street  
Fill in the sidewalk gap on the north side of Fair Street (immediately west of Longwood Lane) and extend sidewalks on both sides east past the existing homes.
- Washington Street (CTH ZZ) South of the Bridge  
Extend the existing sidewalk on the west side of Washington Street from its termination point at the south end of the Plum Creek Bridge to the vehicle entranceway to the Brown County Park and then to Mueller Park. The current termination point provides access to the stairs to the Brown County Park, but is not accessible for disabled persons. Work with the County to extend a sidewalk along the driveway to the park.
- Washington Street (CTH ZZ) From Downtown to the North  
Extend the existing sidewalk on the west side of Washington Street from its termination point across from the Mueller-Wright House north to Clay Street. From Clay Street north, support Brown County efforts to develop an off-street bike/pedestrian path on the west side of CTH ZZ as part of the county highway reconstruction project.
- Plum Road (CTH D) From High Street (STH 96) to Golden Wheat Lane  
Work with Brown County to install sidewalks along both sides of Plum Road (CTH D) from High Street (CTH 96) to Golden Wheat Lane to connect the Tiger's Den and Harvest Moon Estates Subdivisions to the rest of the Village. This connection would allow students in these areas to safely walk or bicycle to school.



Additionally, as new development occurs, sidewalks should be installed along on S. County Line Road (CTH U) between Broadway Street (CTH DD) and Main Street (STH 96), and extending east along Main Street to connect to the existing sidewalks. Secondary locations to consider, in consultation with the neighborhoods, would include both sides of Longwood Lane from STH 96 north to Fawnwood Drive, Country Run Drive, and Clay Street. The priority recommended areas are identified on Figure 3-10.

### **Developing a Connected Bicycle System**

The State of Wisconsin Bicycle Transportation Plan states, "As Wisconsin moves into the 21<sup>st</sup> century, it is likely that an even greater number of people will be bicycling for utilitarian, social, recreational, or exercise

*purposes. However, people are more likely to bicycle if cycling is made safer and more convenient.”<sup>2</sup>* As an implementation measure, WisDOT installed five foot paved shoulders on STH 96 between Wrightstown and Greenleaf when STH 96 was reconstructed. Within this context, Brown County prepared the Brown County Bicycle and Pedestrian Plan Update in 2011. The Brown County Plan identifies recommended bike lanes on the following county highways:

- CTH U from north of the Village to CTH DD (Broadway Street).
- CTH DD (Broadway Street) from CTH U to Main Street (STH 96).
- CTH ZZ (Washington Street) from north of the Village through downtown and continuing south of the Village to provide a connection to the CE Trail in Kaukauna and the Fox Cities metro area.
- CTH D (Plum Road) from STH 96 and continuing south of the Village to connect to Hollandtown.
- CTH D (Main Street / Lost Dauphin Road) from STH 96 and continuing north of the Village to connect to De Pere and the Green Bay metro area.
- Golf Course Drive from CTH U to the west Interstate 41 frontage road south to provide a connection to the Fox Cities on the north side of the Fox River.

Additionally, Brown County is currently evaluating the potential for an off-street bicycle and pedestrian path from Clay Street north along the west side of CTH ZZ (Washington Street) as a component of the relocation and reconstruction of CTH ZZ. The proposed path would serve as a picturesque route for bicycles and pedestrians, while also serving an engineering purpose to help stabilize the slope between the relocated road bed and the Fox River. Should the off-street path be installed, it could create a loop from downtown Wrightstown, north and then east along CTH ZZ to Eiler Road and the Fox River State Recreational Trail, to Greenleaf, and along the five foot paved shoulders on STH 96 back to the Village. The Village of Wrightstown should continue to be supportive of the effort, consistent with the goals of this comprehensive plan. The Village will need to work with the County of jurisdiction to ensure the previously listed planned bike lanes are included when the subject county highways are due for reconstruction. The recommended bicycle facilities are identified on Figure 3-11.



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<sup>2</sup> Wisconsin Bicycle Transportation Plan 2020, p. 5. <http://wisconsin.gov/Documents/projects/multimodal/bike/2020-plan.pdf>

Figure 3-10  
**Recommended Pedestrian Facilities**  
*Village of Wrightstown, Brown and Outagamie Counties, Wisconsin*

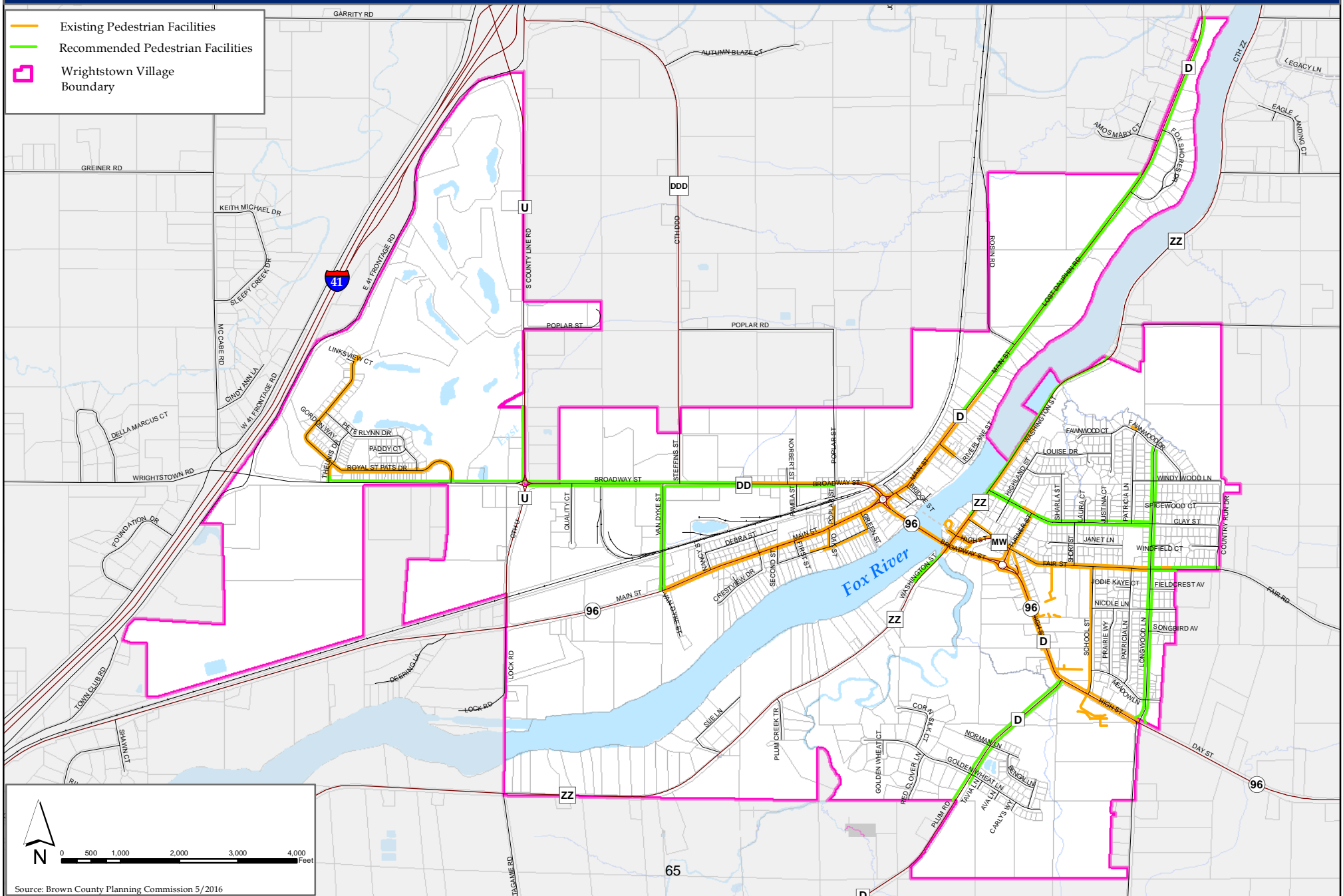
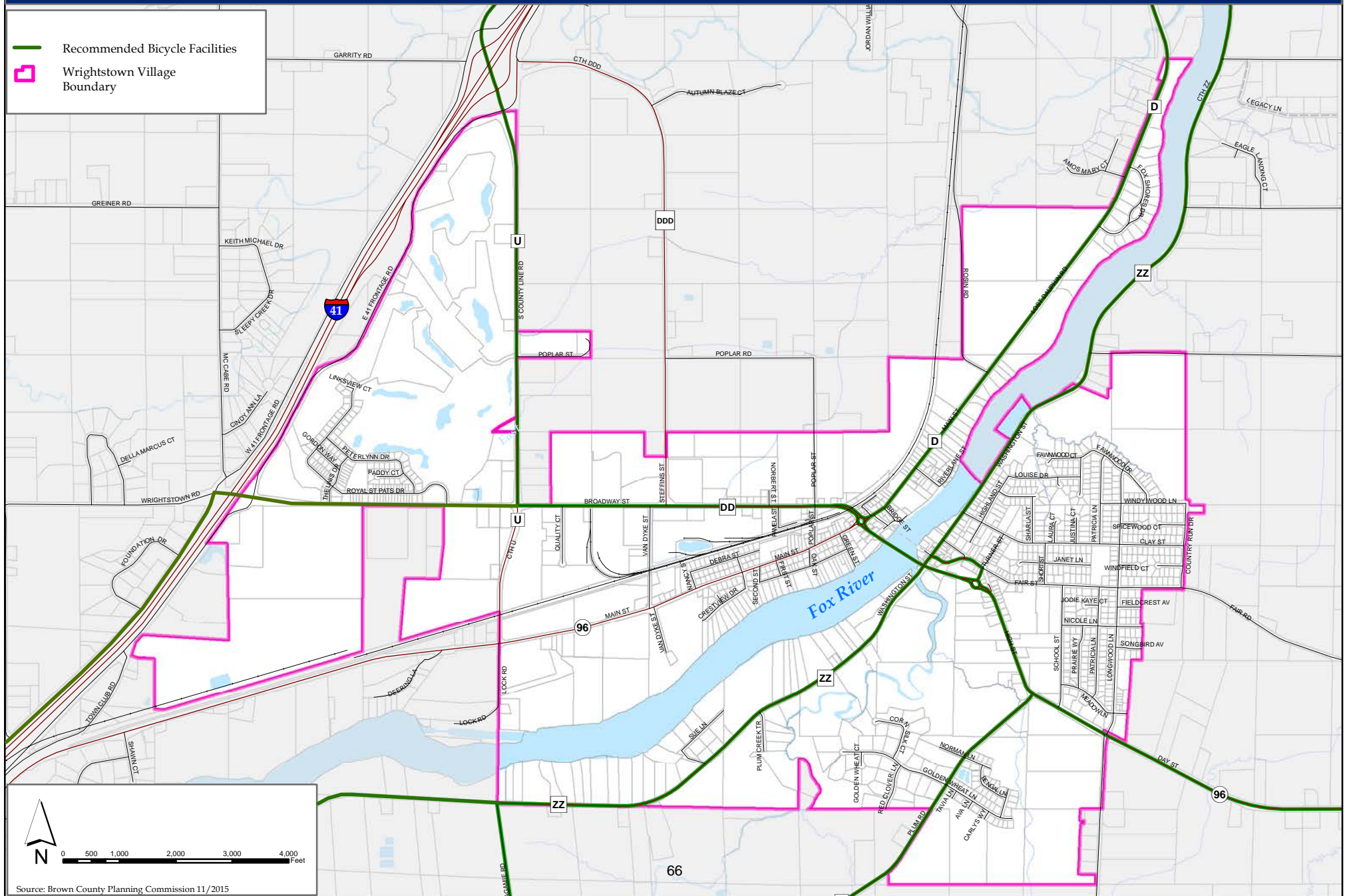




Figure 3-11  
**Recommended Bicycle Facilities**  
*Village of Wrightstown, Brown and Outagamie Counties, Wisconsin*



### **Mass Transit**

Since the population densities and other factors necessary to support mass transit will not likely be present and the Village is several miles from the existing Green Bay Metro and Valley Transit service areas, absent any unforeseen circumstances, it is safe to assume that public mass transit will not be extended to Wrightstown in the next 20 years. Greyhound bus service is available from either the Green Bay or Appleton stations.

### **Rail Transportation**

The Canadian National rail line that runs through the west side of the Village of Wrightstown is currently utilized only for freight service, and is not anticipated to include passenger service at any point in the near future.

Having a mainline freight railroad running through the Village is a competitive advantage in terms of economic development for Wrightstown. Considering the rather limited undeveloped frontage along the railroad, it is important for Wrightstown to ensure any businesses that locate along the railroad are planning on utilizing the rail for shipping or receiving of goods. The Village should market the railroad as an amenity when promoting Wrightstown for economic development projects.

### **Air Transportation**

Austin Straubel International Airport in Green Bay and Appleton International Airport are expected to continue to provide commercial and charter air service with connections to major hubs to Wrightstown residents over the life of the plan. Considering both airports are under thirty minutes from the Village, this is also a competitive advantage for economic development projects and should be marketed.

### **Water Transportation**

As discussed in the Economic Development Chapter the Port of Green Bay is available to Wrightstown businesses for the transport of bulk and breakbulk goods. Passenger service is not currently available through the Port of Green Bay

### **Funding to Help Develop the Village's Transportation System**

To help the Village fund the development of its transportation system, it should apply for transportation grants from various sources over the next several years. Some examples of these programs are identified in this section.

#### **Rural Surface Transportation Programs**

The Rural Surface Transportation Programs (STP-Rural) allocates federal funds to complete a variety of improvements to federal-aid-eligible roads in rural areas. The objective of the STP-Rural program is to improve federal-aid-eligible highways and roads that are functionally classified as collector or higher (see Figure 3-2 for functionally classified roads). More information on STP funding can be found on the WisDOT web page by searching "Surface Transportation Program".

#### **Transportation Alternatives Program**

The Village should apply for grants from Wisconsin's Transportation Alternatives Program (TAP), which includes the former Transportation Enhancements and Safe Routes to School Programs, to help fund the

development of the recommended bicycle and pedestrian system. Information about the TAP can be obtained from the Brown County Planning Commission or WisDOT.

### **Highway Safety Improvement Program (HSIP)**

The Village should apply for grants from the Highway Safety Improvement Program (HSIP) administered by WisDOT to correct existing documented transportation safety problems. Other grant programs through WisDOT's Bureau of Transportation Safety should also be investigated by the Village to address safety issues.

### **CMAQ Program**

If Brown or Outagamie County is designated as an air quality non-attainment area in the future, the Village should seek funds from the Congestion Mitigation and Air Quality (CMAQ) Program administered by WisDOT to implement projects that will improve the area's air quality.

### **Summary of Recommendations**

This chapter recommends the following policies:

#### **Roads and Highways**

- Promote Wrightstown's location on and interchange access to Interstate 41 when recruiting development projects.
- To enable and encourage people to walk and bicycle to and within the Village's subdivisions, Wrightstown should require well-connected road patterns within new subdivisions and connections to future subdivisions.
- Evaluate the need for the Village to require a permit for Implements of Husbandry (IoH) and Agricultural Commercial Motor Vehicle (Ag CMV) to operate greater than the new legal weight and length limits on Village streets.
- Continue to use the information from the WISLR database to prioritize street repair, resurfacing, and reconstruction projects.
- Continue to utilize street design techniques that reduce vehicle speeds, minimize the possibility of conflicts, and enhance non-motorized accessibility at the Village's intersections. Techniques that should continue to be utilized include narrow streets, roundabouts, curb extensions at intersections, mid-block pedestrian refuges, and other applicable street design features.
- Consider reducing the right of way and street width standards to allow for the development of narrower local and collector streets.



- When CTH U is due for reconstruction, it should be designed and constructed as an urbanized two-lane boulevard to create a positive first impression for the Village for economic development purposes.
- Work with the Town of Wrightstown, Brown County, and Outagamie County to minimize new access points to CTH U to those associated with future streets.
- Revise the Wrightstown's zoning ordinance to allow the mixing of appropriate land uses to create a Village where walking and bicycling are viable transportation options.
- Coordinate with both Brown and Outagamie County to concurrently replace Village and private utilities when county highways are being reconstructed.

#### **Pedestrian and Bicycle Facilities**

- Utilize the three-step process to create an off-street pedestrian network in Wrightstown, starting with the identified priority areas.
- The Village should coordinate with Brown and Outagamie Counties to implement the recommended range of bicycle facilities in Wrightstown, including bicycle lanes, off-street paths, and signed bicycle routes.
- Work with Brown County to develop an off-street pedestrian and bicycle path along CTH ZZ from Clay Street north to STH 32/57.

#### **Railroad and Airport**

- Reserve undeveloped land along the railroad for businesses that will utilize the railroad for shipping and receiving of goods.
- Promote the railroad and Wrightstown's close proximity to two international airports when recruiting development projects.

#### **Funding to Help Develop the Village's Transportation System**

- Apply for transportation grants from the state to help the Village fund the maintenance and enhancement of its transportation system.





## CHAPTER 4

### Economic Development

Local governments play an increasingly important role in promoting private sector economic development because economic strength is critical to the vitality and financial sustainability of a community. Economic development is the process by which a community organizes and then applies its energies to the task of creating the type of business climate that will foster the retention and expansion of existing businesses, attract new businesses, and develop new business ventures. Economic development efforts to create jobs are important beyond generating additional income for Wrightstown residents. These efforts can help to generate additional tax base for the provisions of local services and may assist in establishing an environment for sustainable economic vitality.

Success in economic development today requires a significant change in how economic development is done. It is important to think more broadly than was done in the past when it was believed that it was most important to attract factories and companies and when economic development was all about being the lowest-cost place to do business. Today, it is understood that physical and cultural amenities are a critical component of a community's economic development strategy to attracting and retaining people to fill these positions. A successful transition into the new information-based economy will come only through cooperative partnerships among government, businesses, and nonprofit organizations.

One key to a municipal economic development strategy is having a quality product/community to market. The Village of Wrightstown Comprehensive Plan is geared toward promoting future development in Wrightstown in a manner that supports a high quality community that is attractive to existing and new businesses and their employees. The following chapter will provide an overview of the Village's labor market, economic base, and a series of recommendations.

#### Labor Force Analysis

Figure 4-1 identifies the estimated labor force status of Village residents 16 years of age and older. As is evident from the figure, the Village of Wrightstown has a very high labor force participation rate as compared to the county and state. A high labor force participation rate is typically indicative of households with two wage-earners and a generally younger workforce. The low unemployment rate is a benefit to the workers in terms of upward pressure on wages, but conversely it may result in increased expenses for businesses as they compete over a smaller available labor pool.

**Figure 4-1: Estimated Employment Status by Percentage of Population 16 Years and Older**

Status	Wisconsin	Brown County	Village of Wrightstown
In the labor force	67.9%	70.1%	81.1%
Civilian labor force	67.9%	70.0%	80.9%
Employed	62.6%	64.8%	76.9%
Unemployed	5.3%	5.2%	4.0%
Armed Forces	0.1%	0.1%	0.2%
Not in the labor force	30.9%	29.9%	18.9%

Source: 2009-2013 American Community Survey 5-Year Estimates.

In reviewing the occupation profile for the Village of Wrightstown as compared to the State of Wisconsin and Brown County, it is evident that they are generally very similar except for a comparatively lower percentage of service occupations and a higher percentage of natural resources, construction, and maintenance occupations. The lower percentage of service occupations may be due to the relatively few retail service businesses operating in the Village, while a higher percentage of natural resource, construction, and maintenance occupations are typical for a more rural community.

**Figure 4-2: Employed Civilian Population Occupation as a Percentage of People 16 Years and Above**

Occupation	Wisconsin	Brown County	Village of Wrightstown
Production, transportation, and material moving occupations	19.8%	16.9%	15.7%
Management, business, science, and arts occupations	33.9%	33.1%	33.5%
Sales and office occupations	23.8%	25.3%	22.2%
Service occupations	17.0%	16.9%	8.4%
Natural resources, construction, and maintenance occupations	9.4%	7.7%	20.3%

Source: 2009-2013 American Community Survey 5-Year Estimates.

## Economic Base Analysis

The economic base of the Village of Wrightstown is unique in that it draws and sends employees to both the Green Bay and Fox Cities Metropolitan Areas due to its location between both metro areas and along Interstate 41. In order to properly assess the economic base of the Village, it is typically necessary to analyze the county within which the community lies. However, Wrightstown is located in both Brown and Outagamie Counties, and therefore, an analysis of the Village must include an overall analysis of both counties to provide a better indication of the economic base of the Village.

In terms of economic analysis, basic sector employment typically produces goods or services that are exported out of the local economy and into the larger national economy. These goods and services and, therefore, employment are thus less likely to be affected by a downturn in the local economy. Non-basic sector employment includes those industries that produce goods or services that are consumed at the local level or are not produced at a sufficient level to be exported out of the local market.

The Location Quotient Analysis compares the local economy (in this case Brown and Outagamie Counties) to the United States. This allows for identifying basic and non-basic sectors of the local economy. If the location quotient (LQ) is less than 1.0, all employment is considered non-basic, meaning that local industry is not meeting local demand for certain goods or services and may be more subject to downturns in the local economy. An LQ equal to 1.0 suggests that the local economy is exactly sufficient to meet the local demand for given goods or services. However, the employment is still considered to be non-basic. An LQ of greater than 1.0 suggests that the local employment industry produces more goods and services than the local economy can consume, and therefore, these goods and services are exported to non-local areas and considered to be basic sector employment. The Location Quotient Analysis for Brown and Outagamie Counties is displayed in Figure 4-3.

**Figure 4-3: 2013 Percentage of Employment by Industry Group; Brown and Outagamie Counties Location Quotient**

Industry	United States	Brown County	Outagamie County	Brown County Location Quotient	Outagamie County Location Quotient
Agriculture, forestry, fishing, and hunting	1.07%	0.60%	0.51%	0.56	0.47
Mining, quarrying, and oil and gas extraction	0.72%	0.06%	0.08%	0.08	0.12
Utilities	0.48%	ND*	ND*	ND	ND
Construction	5.15%	4.63%	6.45%	0.90	1.25
Manufacturing	10.62%	19.20%	21.08%	1.81	1.98
Wholesale Trade	5.08%	5.46%	4.99%	1.07	0.98
Retail Trade	13.34%	11.29%	13.43%	0.85	1.01
Professional and technical services	7.19%	4.67%	3.41%	0.65	0.47
Management of companies and enterprises	1.85%	4.30%	1.39%	2.33	0.75
Administrative and waste services	7.32%	5.52%	8.04%	0.75	1.10
Educational services	2.33%	0.88%	0.94%	0.38	0.40
Health care and social assistance	15.56%	14.41%	13.19%	0.93	0.85
Transportation and warehousing	3.76%	ND*	ND*	ND	ND
Information	2.39%	1.41%	1.63%	0.59	0.68
Finance and insurance	4.98%	7.63%	5.83%	1.53	1.17
Real estate and rental/leasing	1.76%	0.87%	0.83%	0.49	0.47
Arts, entertainment, and recreation	1.80%	1.84%	1.21%	1.02	0.67
Accommodations and food services	10.77%	9.02%	9.71%	0.84	0.90
Other services, except public administration	3.67%	3.08%	4.19%	0.84	1.14
Unclassified	0.16%	0.00%	0.00%	0.01	0.00
Total	100.00%	94.87%**	96.91%**		

\* ND - Not Disclosable

\*\* Does not equal 100.00% due to not disclosable data sets.

Source: U.S. Department of Labor 2013 Quarterly Census of Employment and Wages Online Location Quotient Tool.

According to the LQ analysis, there are a total of nine industries in Brown and Outagamie Counties that may be considered to be basic employment sectors:

- Manufacturing (1.81 Brown County, 1.93 Outagamie County)
- Finance and insurance (1.53 Brown County, 1.17 Outagamie County)
- Management of companies and enterprises (2.33 Brown County)
- Construction (1.25 Outagamie County)
- Other services, except public administration (1.14 Outagamie County)
- Administrative and waste services (1.10 Outagamie County)
- Wholesale Trade (1.07 Brown County)
- Arts, entertainment, and recreation (1.02 Brown County)
- Retail Trade (1.01 Outagamie County)

The wide range of industries that have location quotients of 1.0 or higher demonstrates the breadth of Wrightstown's regional economy. It is apparent that neither Brown nor Outagamie County are too heavily reliant on any one specific industry and are therefore generally able to weather downturns in the overall economy in much better shape than areas with basic employment in fewer industries. In terms of the Village of Wrightstown residents, it means there are a number of opportunities for its residents to obtain employment in relatively stable industries in either Brown or Outagamie Counties.

The Village should continue to develop, retain, and recruit those businesses that contribute to existing basic industrial "clusters" within the Green Bay / Fox Valley and greater Northeastern Wisconsin region which are basic employment in nature. The Wisconsin Economic Development Corporation (WEDC) defines clusters as "...geographic concentrations of interconnected companies, specialized suppliers, service providers, and associated institutions in a particular field."<sup>1</sup> Clusters greatly enhance a particular industry's competitiveness in several ways. First, clusters help improve productivity by providing ready access to specialized suppliers, skills, information, training, and technology. Second, clusters help to foster innovation by increasing opportunities for new products, new processes, and meeting new needs with a full range of local suppliers and research institutions. Lastly, clusters can facilitate the commercialization of innovation through the creation of new firms via startups, spin-offs, and new business lines with needed inputs, such as banks and venture capital.

Within the Green Bay / Fox Cities region, business clusters generally include the paper, food products/processing, dairy, printing, and plastics industries, among others. The Village should actively develop, retain, and recruit those industries within the aforementioned clusters that take advantage of advanced technologies in the processing of their products as a means to continue to bridge the gap toward the new economy. The Village of Wrightstown may also wish to focus a portion of its business creation and recruitment efforts on those businesses that fill critical supply chain needs for existing industries. In terms of priorities for the Village of Wrightstown, retention of existing businesses and new business development should be most important, with recruitment of businesses to fill supply chain needs second.

## **Opportunities and Potential Issues for Attracting/Retaining Business and Industry**

It is necessary to look at the factors that influence the economic climate in the Village of Wrightstown. Probably the Village's biggest strength is its small-town feel and charm. Wrightstown has character that other communities are trying to create, including an identifiable downtown, well-diversified housing stock, and a strong school system. All three of these characteristics are what people and businesses look for when looking to relocate. It is important for Wrightstown to maintain this aspect of the Village and highlight it when recruiting new businesses to the Village.

The state and national economy are in the process of transitioning from a goods-based economy to an information-based economy. As this transition and advances in communications technologies continue, businesses will be more influenced to locate in places where their existing employees will be comfortable living, where there is a high quality potential employee pool, and where there are good transportation connections rather than a proximity to raw materials for production. Wrightstown must continue to strive to maintain or improve those quality of life amenities that potential businesses and their employees are looking for when deciding where to locate.

As evidenced by the high labor force participation rate in the Village, there is a strong and dedicated work force building Wrightstown's economy. Many of the jobs in Wrightstown are within the

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<sup>1</sup> Wisconsin Economic Development Corporation – Forward Wisconsin Website, <http://forwardwi.org/category44/Industry-Clusters> accessed 5/14/2015

manufacturing sector and utilize advanced technologies and craftsmanship to put forth quality products that are renowned world-wide. The work ethic in Wrightstown and Northeastern Wisconsin is a strong selling point to businesses and should be emphasized.

The Village is connected via Interstate 41 to both the nearby Green Bay and Fox Cities Metropolitan Areas. Motorists or freight traffic on Interstate 41 can readily access both metro areas within 10 minutes. Additionally, with the Village's advantageous location on Interstate 41, motorists or trucks can readily access major Midwest cities, including Milwaukee, Madison, Chicago, and Minneapolis/St. Paul within a reasonable time frame. In addition to motor vehicle and truck transportation, the Village has access to both the Outagamie County Regional Airport in the Fox Cities and Austin Straubel International Airport in Green Bay. Both airports host regular flights for passenger and freight via private, charter, and commercial airlines. Businesses in the Village of Wrightstown also have the ability to access the Port of Green Bay for the import or export of bulk (coal, limestone, salt), break bulk (wood pulp, forest products), and oversized cargo (machinery and components) via Great Lakes freighters.

Although Interstate 41 access is an overall positive for residents of Wrightstown who work in the Green Bay or Fox Cities and to regional businesses in terms of access to other markets, it is a potential detriment to the sustainability of local retail and service businesses. Many residents find driving to the Green Bay or Fox Cities metropolitan communities for goods or services that one might typically find in a community of Wrightstown's size to be more of a minor inconvenience than a major problem. However, the Village is seeking to fill some of these niches with new small businesses that would provide local goods and services, and would allow for nearby residents to walk or bike. For truly local businesses to succeed in providing goods or services, it is necessary for the local residents to choose to patronize them, rather than always traveling by vehicle to Appleton, Green Bay, or other area communities.

The Village has historically done a very good job of attracting and keeping businesses in Wrightstown without a staff person dedicated to economic development or the general development of the Village. However, as Wrightstown continues to grow and development becomes more complex, it becomes even more important for economic decisions to move at the speed of business. Therefore, it is critically important that Village policies and procedures are clearly identified, consistently followed, and evenly enforced to reflect the time-sensitive nature of economic development.

## **Economic Development Assessment and Recommendations**

Historically, Wrightstown served Village and nearby residents with the essential goods and services for everyday life. As such, there were a number of local retail and service businesses to fulfill these needs. To a degree, the Village still fills some of these needs. However, with Highway 41 providing convenient freeway access to the commercial and industrial areas on the west and southwest sides of the Green Bay Metropolitan Area and north side of the Fox Cities Metropolitan Area, many Wrightstown residents find that driving to these areas to be convenient and possibly cheaper than patronizing local Wrightstown businesses. However, through the comprehensive plan visioning process and survey, a desire for additional commercial retail and service businesses was identified as an important issue for the comprehensive plan to address. Based on the results from the visioning session and survey, it is evident that there may be a demand for new local retail and service businesses in the Village. However, it is critical that the residents of Wrightstown and the surrounding areas regularly patronize these local businesses in order for them to succeed.

How Wrightstown develops will become a much more important component of the Village's economic development strategy over the next 20 years. Diversifying its economy by encouraging small businesses that cater to local residents, being able to respond in a nimble fashion at the speed of business when working on economic development projects, and maintaining the Village's unique identity through



planning, design, and engineering, will determine how successful Wrightstown will be in capturing economic development opportunities. Therefore, it is important that business development in the Village be done in a manner that contributes to building Wrightstown's identity in the greater Northeastern Wisconsin region. The following section identifies the existing setting, opportunities, and recommendations for specific "economic opportunity areas" within the Village.

### **Economic Opportunity Areas**

An economic opportunity area is an area of existing or future general economic activity that contributes or will contribute to the community's tax base, employment, and overall identity. They may be as small as a grouping of local businesses or as large as a downtown or business park. The inventory, assessment, and recommendations for existing and future opportunity areas will help to guide the Village's economic development and land use activity over the next 20 years. For purposes of the Village of Wrightstown Comprehensive Plan, the identified economic opportunity areas discussed in the following section include:

- East and West Sides of Downtown
- Interstate 41 / County Trunk U Interchange and Corridor
- Wrightstown Industrial Park / Fox Energy Center Area
- STH 96/CTH D Intersection Area

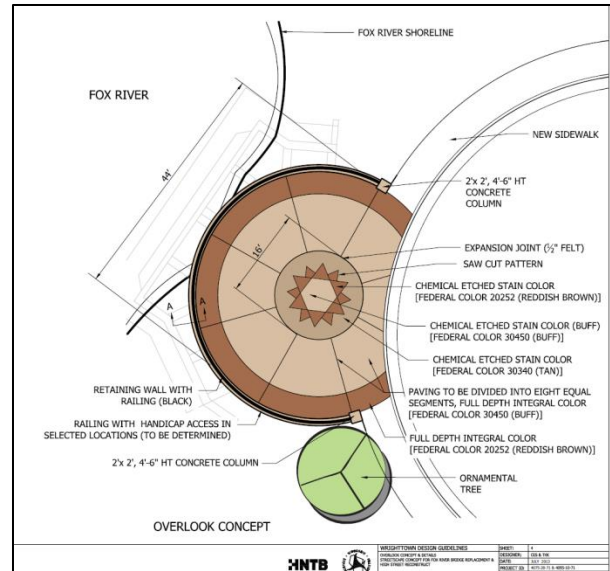
### **East and West Sides of Downtown Wrightstown**

The Village of Wrightstown's downtown is generally located on the east and west sides of the Fox River, extending roughly from the current intersection of High/Turner/Fair on the east side to the railroad tracks on the west and one to two blocks on either side of the current route of STH 96. The east side downtown includes a mixture of local commercial uses, such as eating/drinking establishments, service businesses, and a gas station/convenience store. The west side downtown includes similar local destinations including a gas station/convenience store, automotive repair shop, sandwich shop, ice cream shop, post office, and library.

Downtown Wrightstown is undergoing a transformative change as STH 96 is rerouted and elevated over the east side of downtown and reconnects just south of the previous location on the west side of the Fox River. The new bridge will create both challenges and opportunities to the Village as it tries to reinvigorate this unique part of Wrightstown. Many communities in Northeastern Wisconsin and across the country that do not have a formal "downtown" are working to create such a place to give their communities a sense of identity. The Village of Wrightstown already has a downtown and accordingly that sense of identity. From an economic development standpoint, the downtown is what sets Wrightstown apart from other communities and it should therefore be marketed as a unique place for an entrepreneur to start or relocate a business.



With the elevation of STH 96 over the east side downtown, the traffic that used to pass through this area will soon largely bypass it on the new bridge. In order for the east side downtown to remain relevant, the Village, in partnership with the business community will need to ensure there are activities to attract people to this part of the Village. Although this concept is discussed in more detail in the Land Use Chapter, when combining the to be vacated east side bridge approach with the vacant lot owned by the Wisconsin Department of Transportation to the north, the Village could have approximately 200 feet of prime Fox River frontage with which to work. The Fox River is an asset many other communities do not have. Activities in the downtown should take advantage of the Village's location on the river by creating visual and physical connections to the water. Activities that could be promoted at this location could include waterski shows, dock/shore fishing, weekly farmers' market, and permanent or transient boat dockage. With the opening of the Fox River locks from Lake Winnebago to the Bay of Green Bay, Wrightstown could be a convenient half-way stop for boaters. The key is to encourage activities that provide residents and visitors a reason to see the area and then frequent the businesses.



Source: WisDOT and HNTB - Wrightstown Design Guidelines

Following the opening of the new bridge crossing, the west side downtown will continue to be easily accessible by vehicle and pedestrians. The relocated bridge approach will intersect at Broadway (CTH DD) and Main Street, thereby creating very high visibility for businesses at this location. There may be opportunities for commercial redevelopment, particularly on the northwest quadrant of the intersection. The installation of the roundabout at the intersection of STH 96 and Broadway will calm traffic coming off of the bridge, and create a visual cue for motorists that they are entering a pedestrian environment. The center landscaping of the roundabout provides an opportunity for the Village to again build its unique identity through a public art or other similar installation, as allowable under WisDOT requirements. Any new business redevelopment in this area should be of a type that serves the needs of the Village residents and be of a design suitable to a downtown, pedestrian-friendly location, including zero to minimal front yard setback and an entrance fronting on the street.

For businesses to succeed in providing goods or services in a smaller community such as Wrightstown, it is necessary for local residents to choose to patronize them, rather than always traveling to the Green Bay or Fox Cities metropolitan areas. Local business owners and employees typically live in the community and reinvest their earnings in the community, while providing a needed good or service. In order to encourage this mindset, Wrightstown should coordinate with the Wrightstown Area Business and Community Alliance to begin a "Buy Wrightstown" campaign to inform residents about the businesses in Wrightstown and the importance of patronizing them.

Wrightstown currently has a building maintenance code (Section 146-8) that requires foundations, roofs, exterior walls, windows, and floors to be, "...reasonably weathertight and rodent-proof and shall be kept in proper repair and be capable of affording privacy." Although most of the buildings that house businesses in the downtown are in reasonably good shape, there are a few that are in need of repairs, rehabilitation, or general maintenance. These buildings tend to detract from the overall image of the downtown and therefore its desirability as a place to start or continue a business. The Village may want to consider contacting the owners of these buildings about the maintenance requirements of the code to remind them

of the need to maintain their buildings. To further incentivize action, Wrightstown could consider funding a small competitive grant program of \$1,000-\$3,000 to a downtown business owner to improve the façade of his/her building.

With many downtowns, parking may be an actual or perceived issue that inhibits businesses from locating there. The Village of Wrightstown's Off-Street Parking Ordinance (Chapter 206-52) currently has a very high threshold for off-street parking requirements. For instance, if a new restaurant was to build in downtown Wrightstown, it would be required to have parking spaces equal to 50% of the capacity in persons plus one space for each three employees. This means a restaurant with a capacity of 200 patrons would need a parking lot of at least 100 spaces, which is not realistic in a downtown setting. Surface parking lots, and in particular large surface parking lots, break up the pedestrian scale of a downtown environment and provide very little return in terms of property taxes. They also serve as a disincentive for new development when unrealistic parking requirements are in place, such as in a downtown.

Rather than use a one-size fits all parking requirement for the downtown, the Village should look at similar communities to see how they have addressed the need for parking in their downtown areas. The Village may want to consider incorporating some of the on-street parking into the formula, create a separate downtown business parking code, or simply eliminate the off-street parking requirement in the downtown altogether in order to incentivize new development. There are a number of existing striped on-street parking spaces along High Street on the east side and Main Street on the west side. In addition, on-street parking is available along all the intersecting streets.

This may mean that parking may not be available immediately in front of the business a customer would like to patronize. As some walking may be necessary to reach downtown businesses from on-street parking, it is critical that the pedestrian environment within downtown areas be as comfortable as possible, with wide sidewalks, slow traffic, and a human-scale development pattern (little to no building setback, street furniture, pedestrian-scale lighting and signage). Examples of buildings in the downtown that demonstrate a human-scale development pattern include the Wrightstown River Inn, Fox's Pizza, Tom's Cabinets, U.S. Post Office, and former Farmers and Merchants Bank building.



When the STH 96 bridge and street reconstruction project is completed, the local street design will generally be conducive to downtown redevelopment with the aforementioned characteristics. In order to further foster business redevelopment consistent with resident expectations, the Village of Wrightstown will need to ensure the Village's zoning code and site plan design review ordinance requires new buildings to be of a scale and design that promotes walking and bicycling. Additionally, including such streetscaping features as benches, pedestrian-scale lighting, planters and banners help to create a pleasant environment.

### **Interstate 41 / County Trunk U Interchange and Corridor**

The Interstate 41 and County Trunk U Interchange generally serves as the primary gateway to the community for persons traveling to or from the Village of Wrightstown via Interstate 41. The southwestern quadrant of the interchange is within the Village's municipal boundaries, and is part of the Royal St. Patrick's Golf Course planned development. Although this portion of the area is currently



undeveloped, it has excellent visibility from Interstate 41. Additionally, the site's location almost exactly halfway between the Green Bay and Appleton metropolitan areas could serve as a draw from both population centers for employees and customers, while also serving or employing Wrightstown residents.



In order to make this site more marketable and ready for development, public sewer and water will need to be extended to this area when financially feasible. It is critical for the success of this site and the Village as a whole, to create a positive first impression for potential customers, businesses, and residents entering the Village from the I-41/CTH U interchange by strictly enforcing its site plan and design review requirements.

From the I-41/CTH U interchange, CTH U runs south approximately 1.3 miles to CTH DD/Broadway Street. The majority of the western side of CTH U and a portion of the east side near the water tower is within the jurisdictional boundaries of the Village of Wrightstown. The majority of the eastern side is within the Town of Wrightstown. When paired with the interchange, this section of CTH U could offer attractive locations for highway-oriented retail and service businesses. However, business development fronting on CTH U will need to be of a design, scale, and intensity appropriate for the adjacent golf course and rural character of the Village. As this area develops, the Village will want to avoid the appearance of a continuous strip of commercial development one may see along any other road with formula corporate designs, expanses of parking lots, and excess signage. Wrightstown will need to stringently enforce the planned development district requirements associated with the Royal St. Patrick's development zoning and the Site Plan and Design Review requirements identified in Chapter 207 of the Village's Code of Ordinances to create a positive first impression of the Village. Additionally, the Village should encourage the Town of Wrightstown to adopt similar site plan and design review requirements to ensure development on the east side of CTH U meets or exceeds the standards set by the Village.

### **Wrightstown Industrial Park / Fox Energy Center Area**

The Wrightstown Industrial Park is located on the west side of the Village, bounded by CTH U, the Canadian National (CN) Railroad Tracks, Pamela Street, and CTH DD (Broadway Street). Within the Wrightstown Industrial Park, there remain a few small vacant lots along Quality Court ranging from approximately 1.5 acres to 5 acres. Development within this area is governed by the restrictive covenants that were adopted when the industrial park was platted. There is the potential for the industrial park to expand south across the CN railroad to approximately 29 acres of agricultural land located between Van Dyke Street, Main Street (STH 96) and CTH U. The CN Railroad line extends along the northern side of this area and should be promoted for industrial development.



Recent annexations have extended potential industrial park properties west across CTH U, which includes currently vacant lands owned by Coating Excellence International (CEI) and Wisconsin Public Service for the Fox Energy Center natural gas power plant. In total, approximately 144 acres of land west of CTH U and south of Golf Course Drive is available for future industrial and/or commercial development. The CN Railroad line extends along most of the southern boundary of this area and could provide rail spur access for new industrial development. It will be very important for the Village to coordinate with Wisconsin Public Service with regard to the proposed uses of land within this area. As the Royal St. Patrick's Golf Course and neighborhood is located immediately north of Golf Course Drive, extensive landscaping should be utilized to visually separate future industrial development from the golf course and homes in the immediate area.

Although the Village of Wrightstown has opportunities to promote new industrial development in this area, it is even more important to maintain ongoing communications with the existing businesses in the community. These businesses have committed to the Village, employ many Wrightstown residents, and contribute to the tax base of the community. The Village should commit to meeting with the large employers in the industrial park at least once a year to address any issues or opportunities that could arise in the future.

### **STH 96/CTH D Intersection Area**

The STH 96 (High Street) and CTH D (Plum Road) area includes a number of local retail and service businesses including a credit union, veterinary clinic, car wash, grocery store, and small strip mall, as well as the Wrightstown School District facilities. This area is generally vehicle-oriented, with large parking lots and building setbacks, although sidewalks and crosswalks with center islands were installed as part of the STH 96 reconstruction project. This is the main entry to the Village from the east and experiences traffic surges during the morning and afternoon for school, and also during sporting events at the athletic fields.



It can be reasonably expected that this area will continue to experience commercial growth, provided lands are available. In order to accommodate future commercial growth in this area, the Village may need to work with the adjacent property owners to potentially annex additional lands into this part of the Village. As this area continues to develop, it is important that new businesses comply with the Village's site plan and design review ordinance to demonstrate how they will accommodate pedestrians and bicyclists in addition to vehicles. Additionally because this is a key entry point to the Village, site plans should emphasize quality building materials, parking lot landscaping, and minimizing the use of large, pedestal signage that typifies most commercial strips.



## **Commercial and Industrial Design Standards**

### **Site Plan and Design Review**

The Village of Wrightstown currently has a site plan and design review ordinance (Chapter 207) in place for the review of new development, expansion of existing development or to facilitate a change in use within the M-F Multifamily, B-1 General Business, I-1 General Industrial, and non-residential development in the R-1 Residential zoning districts. A site plan and design review ordinance helps to promote quality design to maintain a “unique sense of place” that is critical in continuing to retain existing and attract new businesses and residents, as well as protect the investments made in existing buildings. As new business development is proposed, it is critical that the site plans and designs meet the clear requirements in Chapter 207 to protect the investments of nearby buildings and to continue to build the Village's identity.

### **Sensitivity to Natural Areas**

Natural areas and other green spaces should be incorporated into newly developed areas as amenities. Planting and landscaping entranceways and street medians are techniques of identifying to the public that they are in a unique community with high standards for beautification and a strong sense of community pride. Special care should also be taken to ensure that commercial and industrial activities are not located within (or create negative impacts on) environmentally sensitive areas (ESAs) by identifying them on the site plans that are reviewed by the Village. These features should be included as an initial component of the site plan and building design as integral amenities to the development.

### **Stormwater Management**

Although stormwater management requirements are discussed in much more detail in the Natural, Cultural, and Agricultural Resources Chapter of this comprehensive plan, stormwater management facilities are critically important to site plans. Properly designed stormwater management facilities can serve as visual amenity to a property as well as help to improve the water quality of the Fox River as the Village's defining natural feature. Facilities should be incorporated into the site plan through such

features as stormwater ponds, rain gardens, and other “green infrastructure” approaches to stormwater management.

### **Brownfield Redevelopment**

For commercial and industrial uses, the Village should maintain an inventory of existing vacant buildings and lands that are, or are perceived to be, potentially contaminated with industrial or petroleum-based pollutants (brownfields). This information can be used to obtain state and federal grants or low-interest loans to clean up the sites, which are then sold to encourage infill development and redevelopment opportunities. Brownfield redevelopment takes advantage of existing infrastructure and services and eliminates blight created by vacant and dilapidated buildings and parcels.

According to the WDNR Bureau for Remediation and Redevelopment Tracking System (BRRTS), there is currently one open remediation activity in the Village associated with the STH 96 reconstruction. It is essential that any future spills or other pollutant discharges in Wrightstown are quickly and efficiently cleaned up. The Wisconsin Department of Natural Resources and federal Environmental Protection Agency have a number of programs to help defray the costs of cleaning and redeveloping brownfield sites.

## **Village, County, Regional, and State Economic Development Programs**

This section contains a brief explanation of local economic development actions and a description of various agencies and programs that could potentially help the Village and Village’s businesses achieve their stated economic development goals and objectives. The Implementation Chapter contains a comprehensive listing and description of programs the Village may wish to utilize in achieving its economic development objectives.

### **Village**

The Village can continue to make positive planning and financial management decisions that result in the community being an attractive place for people and businesses. The most important economic activity that Wrightstown can pursue is the creation of an environment that encourages entrepreneurs to engage in business activities and development. The three types of programs of business development most relevant to the Village are business retention, new business creation, and business attraction.

#### **Business Retention**

Since a good portion of the economic growth that occurs is from businesses already in a community, business retention is essential. Activities associated with business retention programs include:

- Maintaining an open line of communication with businesses in the Village through annual meetings or attendance at business association meetings.
- Helping businesses learn about potential sites for expansion, offering low-cost loans, and identifying state and federal grant funds to finance business expansions.
- Providing business areas with efficient, reliable public services, such as snow removal, road repair, and sewer and water utilities.
- Providing a contact person to answer business questions and solicit information from business leaders regarding local development issues or opportunities.

#### **New Business Creation**

In order to foster a climate that encourages new business development, the Village needs to ensure that entrepreneurs are attracted to Wrightstown as a desirable place to work and live. With today's technology and manufacturing processes, businesses are not as often tied to a certain location of the country, state, or region. Therefore many entrepreneurs starting businesses look for places they want to live first, and then start their business. Features of a community that these entrepreneurs oftentimes look for include such features as:

- A clean, attractive, and safe community.
- Opportunities and places to socialize and recreate.
- A diverse and welcoming population.
- Cultural amenities, including theatre, museums, restaurants, and an active nightlife.

Although Wrightstown may not be large enough by itself to have every feature addressed, when viewed in terms of the greater Northeastern Wisconsin region, it may. Therefore, marketing Wrightstown as part of Northeastern Wisconsin with the many amenities it has to offer and then focusing local marketing efforts on those that are most pertinent to Wrightstown would be one means of developing a climate that supports and encourages entrepreneurialism in the Village.

### **Business Attraction**

Business attraction involves letting existing businesses outside the community know what a community has to offer. For example, some of the activities that are involved in a business attraction program include:

- Providing information on available sites.
- Identifying labor and community characteristics.
- Marketing sites to businesses that would be complementary to existing businesses or would provide diversity to the local economy.
- Offering low-cost land, state or federal grants, or other incentives to encourage businesses to locate in the community.

The Village should actively market available properties for business development through the Wisconsin Economic Development Corporation web portal, Village website, and local real estate professionals.

### **Wrightstown Area Business and Community Alliance**

It is important that the Village continue collaboration with the Wrightstown Area Business and Community Alliance (WABCA) to ensure business needs are met and the Village contributes to developing a business-friendly environment. One potential economic development effort that WABCA could undertake is a "Buy Wrightstown" marketing campaign to highlight Wrightstown area businesses and stress the importance of local patronage to those businesses.

### **Heart of the Valley Chamber of Commerce**

The Village of Wrightstown is a member of the Heart of the Valley Chamber of Commerce, which includes other central Fox River Valley communities. The Heart of the Valley Chamber website includes a listing of available business properties for sale within the member communities and also provides a listing of applicable financing options for business expansion. The Village should encourage Wrightstown property owners trying to sell business



properties to list the property on the Chamber's website and also direct business owners looking for financial assistance options to on the Chamber's website. Additional information may be found at: [www.heartofthevalleychamber.com](http://www.heartofthevalleychamber.com).

### **Tax-Increment Financing (TIF)**

TIF is a crucial tool to funding infrastructure improvements for redevelopment or new development that utilizes revenue from the new development to pay off the debt from the improvements over a period of up to a maximum of 27 years. Village of Wrightstown Tax Increment Financing District (TID) #2 closed in 2014 and demonstrates how when properly managed, TIF can be vital to foster economic development in a community. The 1996 base year value of TID #2 was \$209,000. Following initial Village infrastructure improvements and subsequent private business investment, the district closed in 2014 with a valuation of \$22,210,400, substantially adding to the property tax base of the Village as well as all the overlying governmental jurisdictions.

In 2015, Wrightstown approved the creation of TID #3, encompassing primarily vacant lands on the far western part of the Village. As stated in the project plan, TID #3 is created as a "mixed-use" TID based on a finding that at least 50 percent, by area, of the real property within the District is suitable for a combination of industrial, commercial, and residential uses as defined within Wisconsin Statutes.<sup>2</sup> The project plan projects Village of Wrightstown financed expenditures of approximately \$2,900,000 for such allowable expenses as utility/street improvements, site preparation, property acquisition, financing costs, and developer incentives will create an estimated land and improvements value of approximately \$46,346,000 by year 20 of the district. Largely as a result of the public improvements financed through TID #3, a large cooperative is constructing a new facility within the district. The boundaries of TID #3 are depicted in Figure 4-4.

### **Business Improvement District (BID)**

A business improvement district (BID) is an area of a community, typically in commercial areas that self-impose a tax to fund public improvements or services within the district. Projects or services that a BID oftentimes fund include such amenities as landscaping, street furniture, banners, additional police patrols, façade improvements, and public art. In order for a BID to be successful, it the business owners within the district must be supportive and recognize the overall benefit to the entire district. The combined east and west sides of downtown Wrightstown is the most likely area of the Village to benefit from a BID, should one be created.

### **Brown and Outagamie Counties**

Depending on the part of the Village of Wrightstown a proposed economic development project is proposed, it may have access to programs offered from either Brown County or Outagamie County.

### **Brown County Economic Development Revolving Loan Fund (RLF)**

Businesses may use the Brown County Economic Development Revolving Loan Fund administered through Brown County to obtain low-interest loans that will generate new employment opportunities principally for persons of low and moderate incomes and encourage expansion of the tax base.

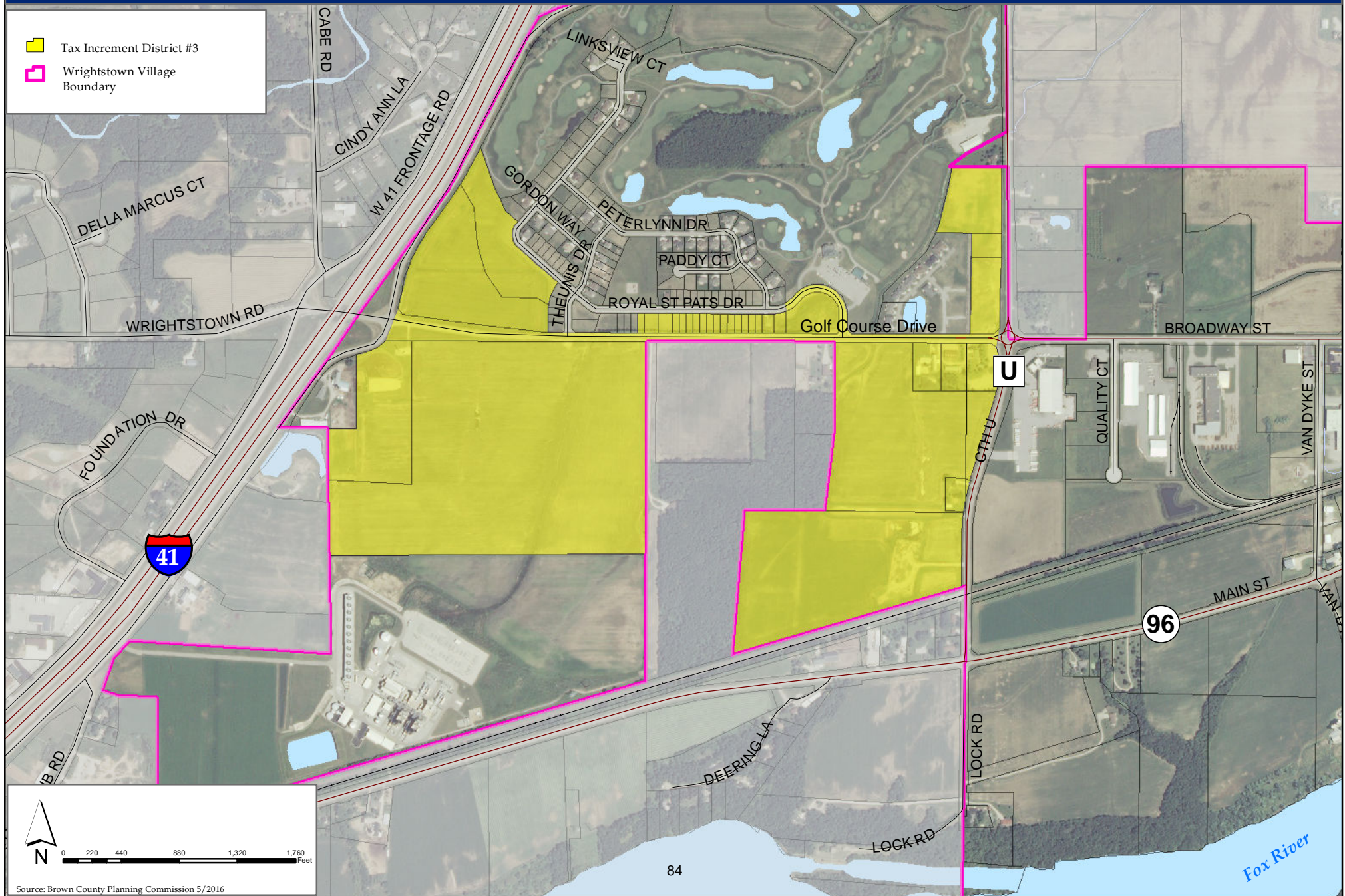
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<sup>2</sup> Project Plan for the Creation of Tax Increment District No. 3 – Village of Wrightstown. Prepared by Ehlers Incorporated, January 13, 2015.



# Figure 4-4 Tax Increment District #3

*Village of Wrightstown, Brown and Outagamie Counties, Wisconsin*





Program loans are available to eligible applicants for the following activities:

- Acquisition of land, buildings, and fixed equipment.
- Site preparation and the construction or reconstruction of buildings or the installation of fixed equipment.
- Clearance, demolition, or the removal of structures or the rehabilitation of buildings and other such improvements.
- The payment of assessments for sewer, water, street, and other public utilities if the provision of the facilities will directly create or retain jobs.
- Working capital (inventory and direct labor costs only).

Additional information on the Brown County Economic Development RLF may be found at: <http://www.co.brown.wi.us/planning> and clicking on the “Economic Development” link.

### **Outagamie County Prosperity Fund Loan Program**

The Outagamie County Prosperity Fund Loan Program uses local funds from the closure of a TIF district to assist local businesses structure financial packages to expand or start and create jobs. The fund has a total of \$300,000 to provide low-interest loans tied to the prime rate. Repaid principal and interest will be used to grow the fund over time. Additional information on the program may be found at: [www.outagamie.org/planning](http://www.outagamie.org/planning) and clicking on the “Prosperity Fund” link.



### **Outagamie County Revolving Loan Fund (RLF)**

Through its Planning Department, Outagamie County administers the Outagamie County Revolving Loan fund, which provides low interest loans to local businesses located outside the city limits of Appleton for gap financing of business expansions. The business must be able to demonstrate that the requested loan will either create or retain jobs in the area. Additional information on the program may be found at: [www.outagamie.org/planning](http://www.outagamie.org/planning) and clicking on the “Economic Development” link.

### **Advance**

Advance is the economic development division of the Green Bay Area Chamber of Commerce committed to improving and diversifying the economy of Brown County. Advance provides confidential site selection assistance, in-depth statistical and demographic data, and administers a microloan program geared to small businesses and entrepreneurs. Additionally, Advance manages the Business & Manufacturing Center Incubator on the Northeast Wisconsin Technical College (NWTC) campus which provides support services (clerical, legal, accounting, mentoring, etc.) within a flexible space for business and non-profit start-ups. Information regarding Advance and the business incubator may be found at: <http://www.titletown.org/programs/economic-development>.



Advance offers the Advance Microloan Program, which is designed to provide loans from \$5,000 to \$100,000 to for-profit, start-up, newly established, and emerging businesses that are actively managed by its owners. Loans may be used for the purchase of machinery and equipment, inventory and working capital (including payroll), insurance premiums, legal, and accounting purposes. Applicants must have a business plan, be able to contribute a minimum of 10 percent of the project cost, and have a minimum of two months of working capital in reserve. Additional

information regarding the Advance Microloan Program may be found at: <http://www.titletown.org/programs/economic-development/advance-microloan-program>.

Advance is also part of the Brown County Culinary Kitchen, which is a non-profit collaborative effort among NEW Curative Rehabilitation, The Farm Market Kitchen, and NWTC. The Brown County Culinary Kitchen provides a fully equipped, commercially-licensed, shared use kitchen for food-based business start-ups. Additional assistance includes classes, an on-site manager, technical assistance, business coaching, classroom space, and Internet access. Information regarding the Brown County Culinary Kitchen may be found at: <http://bcculinarykitchen.org/>.

### **Fox Cities Regional Partnership**

The Fox Cities Regional Partnership promotes the Fox Cities as a desirable place to do business, to work, and to live. The Fox Cities Regional Partnership provides a multitude of business educational opportunities and advice regarding growing and retaining businesses within the Fox Valley area. Additional information regarding the Fox Cities Regional Partnership may be found at: [www.foxcitiesregionalpartnership.com](http://www.foxcitiesregionalpartnership.com).



### **Port of Green Bay**

The Port of Green Bay is a designated Foreign Trade Zone (FTZ), and therefore, foreign and domestic merchandise may be moved into the foreign trade zones for operations not otherwise prohibited by law, generally including storage, exhibition, assembly, manufacturing, and processing. Within a foreign trade zone (or sub zone) typical customs and border patrol entry procedures and payments of duties are not required on foreign merchandise unless and until it exits the Foreign Trade Zone for domestic consumption. Considering the increasingly global nature of business, accessing utilizing the FTZ could provide a locational advantage for Wrightstown businesses. Foreign Trade Zone #167 is administered by Advance and additional information regarding the FTZ may be found at: <http://www.titletown.org/programs/economic-development/international-business/foreign-trade-zone>.

### **Regional**

#### **The New North**

The New North is a 501(c)3 non-profit organization that promotes collaboration between the private and public sectors to promote the 18-county Northeastern Wisconsin region for increasing economic development. According to the New North website, their key initiatives include:

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

As Wrightstown recruits businesses to move the Village, particularly those from out of the area, should utilize The New North to demonstrate the variety of cultural, recreational, and business linkages available within the region to these potential recruits. The New North also maintains an online database

and mapping application of available business sites and buildings within the region that may be helpful to Wrightstown in marketing the Village. More information regarding the New North may be found on their website at <http://www.thenewnorth.com>.

### **Wisconsin Public Service**

Wisconsin Public Service Corporation (WPS) contributes a number of economic development services that may be of assistance to the Village of Wrightstown for businesses within the WPS service area. The WPS economic development webpage provides a number of programs and resources for communities interested in expanding economic development opportunities. More information about WPS economic development services can be found at: <http://www.wisconsinpublicservice.com/business/economic.aspx>.

### **State of Wisconsin**

Although the Implementation Chapter provides a comprehensive list of state programs that the Village can consider utilizing to meet its stated goals and objectives, there are a few programs that Wrightstown should strongly consider, and they are discussed in this section. The Wisconsin Economic Development Corporation (WEDC) Region 2 Community Account Manager would be a good resource for the following programs.

### **Connect Communities**

Connect Communities is administered through WEDC and offers technical assistance and networking opportunities to local leaders interested in revitalizing their downtown or urban commercial districts. The program provides immediate access to resources that will help launch a commercial revitalization effort. Additional information on the Connect Communities program can be found at: <http://inwisconsin.com/community-development/programs/connect-communities-program/>.

### **Community Development Investment Grant Program**

The Community Development Investment Grant Program is administered by WEDC and supports redevelopment efforts by providing financial incentives for shovel-ready projects with emphasis on, but limited to, downtown community driven efforts. Successful recipients demonstrate significant, measurable benefits in job opportunities, property values, and/or leveraged investment by local and private partners. Additional information on the Community Development Investment Grant Program may be found at: <http://inwisconsin.com/community-development/programs/community-development-investment-grant/>.

### **Wisconsin Certified Sites Program**

The Certified Sites Program is administered by WEDC and provides consistent standards for industrial site certification for sites with at least 50 contiguous, developable acres. Certification means key approvals, documentations, and assessments for industrial uses are already in place. Specific developer and community benefits include:

- Delivery of a development ready site for major industrial attraction or expansion projects.
- Leverages the state's resources and contacts for site marketing.
- Achieves credibility for the developer and community through a globally-recognized site selection practice.
- Involves local officials in the site selection process.

- Educates community leaders on site development best practices.

This may be an option the Village should evaluate for the industrial properties west of CTH U and south of Golf Course Drive. Additional information on the Certified Sites Program may be found at: <http://inwisconsin.com/community-development/programs/certified-sites/>.

### **Transportation Economic Assistance**

The state-funded Transportation Economic Assistance (TEA) program provides 50 percent state grants to governing bodies, private businesses, and consortiums for road, rail, harbor, and airport projects that help attract employers to Wisconsin or encourage business and industry to remain and expand in the state. The Village utilized this program to extend the rail spur adjacent to Drexel Lumber, and could be utilized for future needed rail spurs as well. Additional information regarding the TEA program can be found at the following website: <http://www.dot.wisconsin.gov/localgov/aid/tea.htm>.

### **Federal**

#### **U.S. Department of Agriculture – Rural Development**

The U.S. Department of Agriculture – Rural Development (USDA-RD) maintains a number of programs geared toward rural areas of the country. Since the Village is located outside of the Green Bay and Appleton Metropolitan Areas, applicable projects may be eligible for certain USDA-RD programs. The USDA-RD website should be reviewed for additional details at: <http://www.usda.gov/wps/portal/usda/usdahome?navid=rural-development>.

Additional federal grant opportunities (including community development) for municipalities may be found on the federal grants.gov website: <http://www.grants.gov>.

### **Recommendations**

The following is a summary of economic development recommendations for the Village of Wrightstown.

#### **General Recommendations**

##### **Downtown**

1. Combine the vacated east side bridge approach with the vacant lot to the north to create a large public access point and gathering place/focal point along the Fox River.
2. Inform property owners of deteriorating residential and commercial structures of Village codes pertaining to building maintenance and enforce the codes as appropriate.
3. Consider developing a yearly competitive small grant award (\$1,000 - \$3,000) for façade improvements to a business in the downtown.
4. Continue the Village's efforts at improving the streetscaping of the downtown through enhanced lighting, planters, and banners.
5. New buildings constructed in the downtown should have minimal setbacks and parking in the rear or on-street to reaffirm the pedestrian orientation of the downtown.
6. Revise the Village's parking ordinance to ensure downtown businesses are not subject to unreasonable minimum parking requirements.
7. Encourage the development of a mixture of service- and retail-type businesses with residential or office use on second floors to serve Wrightstown area residents.
8. Consider creating a tax-increment financing district in the downtown to finance public improvements and entice private redevelopment.

9. New buildings in the downtown should be a minimum of two stories and be of complementary architecture to create a unifying theme.
10. Work with current downtown business owners to obtain their input into downtown redevelopment opportunities and challenges.

#### **Interstate 41 / CTH U Interchange and CTH U Corridor**

1. With the visibility from Interstate 41, the portion of the Village abutting the interchange should be reserved for a development of significant size that meets the design standards of the Royal St. Patrick's development.
2. In order to foster commercial development along CTH U and at the interchange, public sewer and water should be extended north to the interchange when financially feasible.
3. Business development fronting on CTH U will need to be of a design, scale, and intensity appropriate for the adjacent golf course and rural character of the Village.
4. Avoid the appearance of a continuous strip of commercial development along CTH U to maintain the Village's small-town character.
5. Stringently enforce the planned development district requirements associated with the Royal St. Patrick's development zoning and the Village's Site Plan and Design Review requirements for this area to minimize signage clutter.
6. Encourage the Town of Wrightstown to adopt similar site plan and design review requirements to ensure development on the east side of CTH U meets or exceeds the standards set by the Village.

#### **Wrightstown Industrial Park / Fox Energy Center Area/TID #3**

1. Continue to coordinate with Wisconsin Public Service regarding appropriate land uses within the vicinity of the Fox Energy Center.
2. Require extensive landscaping along Golf Course Drive to visually separate the industrial uses from the Royal St. Patrick's Golf Course and neighborhood.
3. Utilize TID #3 as a promotional tool for the attraction of new businesses to Wrightstown.
4. Require detailed site plans be submitted and approved prior to any development activity to address such issues as signage, exterior appearance, landscaping, parking, and traffic flow.
5. Minimize large signage to prevent visual clutter.
6. Ensure stormwater management is addressed early in the commercial or industrial development process.



#### **STH 96 (High Street) and CTH D (Plum Road) Area**

1. Ensure new business development in this area meets or exceeds the expectations of the Village as identified in the site plan and design review ordinance.
2. As additional lands are needed for commercial development in this area in the future, the Village may need to discuss the potential for annexation with property owners east of the current Village boundaries.
3. Retail and service businesses that serve the local population should be encouraged in this area if they do not wish to be located downtown.
4. Ensure that commercial development along STH 96 continues to lend itself to a favorable first impression of the Village of Wrightstown.



### **Economic Development Funding/Programming**

1. Coordinate with the Wrightstown Area Business and Community Alliance in order to promote a “Buy Wrightstown” marketing effort to inform residents locally and regionally the importance of supporting local businesses.
2. Bolster the Village’s available commercial real estate web link with current demographic, economic, and housing information and/or list these properties on the New North website.
3. Maintain a comprehensive list of potential economic development funding mechanisms through the county, state, and federal governments.
4. Create an economic development program that focuses on business creation and business retention programs.
5. Develop a yearly meeting schedule with major employers in Wrightstown to discuss their future needs or potential issues.
6. Ensure retention of existing industries while encouraging new businesses within the information or professional, scientific, and management industries.
7. Recruit, retain, and encourage the development of businesses that utilize advanced technologies within regional cluster industries to locate in the Village.

### **Site Planning for Economic Development**

1. Promote future development that supports a high quality community that is attractive to existing and new businesses.
2. Businesses should be designed with consideration of the sensitivity of the environmental features that this plan identifies along the Village’s primary drainage corridors.
3. Business site plans should include pedestrian access, parking, and parking lot landscaping standards, including landscaped islands within large parking lots that break up the expanse of asphalt.
4. Encourage the development of monument style signage rather than monopole pedestal signage to minimize visual clutter along the Village’s streets and thoroughfares, especially along CTH U.
5. Promote infill development and redevelopment opportunities to take advantage of existing infrastructure and services and to prevent blight created by vacant and dilapidated buildings and parcels.
6. Incorporate appropriate stormwater management facilities into the site plans of new businesses.
7. The Village must continue to strive to maintain or improve those quality of life amenities that potential businesses and their employees are looking for when deciding where to locate.



## CHAPTER 5

### Housing

A community's housing stock is an important component of its overall image and potential to lure new residents to a community and to ensure long-time residents remain. Therefore, ensuring a range of well-maintained housing options for persons throughout the life cycle is critical for a Village such as Wrightstown. The Village currently has a very good range of housing, including single-family, duplexes, and apartments. However, as with any community, ensuring the housing stock is maintained and kept up to standards expected in the Village is one of Wrightstown's primary challenges over



the timeframe of this comprehensive plan. As opposed to public parks, sanitary sewer, public water, or other programs that the Village directly develops and controls, housing in the Village is a function of private enterprise. Therefore, developing and nurturing a relationship with the private sector to ensure the Village's housing needs are met is critical to the future growth of Wrightstown.

The Issues and Opportunities Chapter of the plan contains the forecasts for new housing units within the Village of Wrightstown over the next 20 years. This chapter will build on these forecasts by identifying existing trends and characteristics of the housing market and providing recommendations on how to improve the existing housing stock and provide for the development of new and innovative housing practices.

### Housing Characteristics

#### Age

**Figure 5-1: Estimated Age of Housing Units in the Village of Wrightstown**

<b>Year Structure Was Built</b>	<b>Wrightstown</b>	<b>%</b>	<b>Brown County</b>	<b>%</b>	<b>Wisconsin</b>	<b>%</b>
2010 or later	9	0.8%	890	0.8%	11,456	0.4%
2000 to 2009	450	41.4%	15,312	14.6%	337,755	12.9%
1990-1999	169	15.5%	17,453	16.6%	366,680	14.0%
1980-1989	90	8.3%	12,649	12.0%	257,794	9.8%
1970-1979	151	13.9%	17,499	16.6%	391,062	14.9%
1960-1969	46	4.2%	11,583	11.0%	257,050	9.8%
1950-1959	21	1.9%	11,118	10.6%	298,053	11.3%
1940-1949	43	4.0%	4,995	4.8%	158,568	6.0%
1939 or earlier	108	9.9%	13,652	13.0%	547,724	20.9%
<b>Total</b>	<b>1,087</b>	<b>*99.9%</b>	<b>105,151</b>	<b>100.0%</b>	<b>2,626,142</b>	<b>100.0%</b>

\* Totals may not equal 100% due to rounding

Source: U.S. Census Bureau, 2009-2013 5-Year American Community Survey

Figure 5-1 shows that as of the 2009-2013 American Community Survey, an estimated 57.7 percent of the housing units in the Village of Wrightstown were 25 or fewer years old, as compared to 32.0 percent for Brown County and 27.3 percent for the State of Wisconsin. As identified in the chart, 42.2 percent of the housing units in the Village were constructed since 2000, which indicates that these housing units are newer and, most likely, in good condition. However, Wrightstown also contains a number of older housing units, consisting of apartments above businesses in the downtown and older detached homes near the downtown. Overall, the detached housing near the downtown has been well-maintained and continues to provide affordable options for persons looking to purchase a home in the Village. As the new housing stock ages and the older housing units continue to age, it will be necessary for the Village to ensure that the housing units remain in good condition, or if deteriorated, renovated or removed, through code enforcement, rehabilitation, and selective redevelopment.

One item Wrightstown residents with homes built prior to 1978 should understand is that their home may contain lead-based paint. As lead-based paint ages, it cracks, peels, chips, and powders, creating a chance for children and adults to ingest it either via mouth or nose and enter the blood stream. According to the Mayo Clinic a few of the signs and symptoms of lead poisoning in children and/or infants include:

- Developmental delays
- Learning difficulties
- Slowed growth
- Irritability
- Abdominal pain
- Fatigue

Lead poisoning in adults includes signs and symptoms such as:

- High blood pressure
- Abdominal pain
- Joint pains
- Declines in mental functioning
- Pain or numbness/tingling in extremities
- Memory loss
- Mood disorders
- Miscarriage or premature birth in women



If renovations are to be started in or on a home that was constructed prior to 1978 that will impact existing painted surfaces, lead-safe renovation practices should be followed to protect the persons living in the home. The U.S. Environmental Protection Agency prepared the document “[The Lead-Safe Certified Guide to Renovate Right](http://www2.epa.gov/sites/production/files/documents/renovaterightbrochure.pdf)”<sup>1</sup> which provides basic information on lead paint hazards and the proper techniques and resources to deal with this hazard as a home is renovated.

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<sup>1</sup> The Lead-Safe Certified Guide to Renovate Right. U.S. Environmental Protection Agency, September, 2011. <http://www2.epa.gov/sites/production/files/documents/renovaterightbrochure.pdf>.

## **Structures**

The Village of Wrightstown has a somewhat higher percentage of 1-unit detached structures (typically single-family homes) at 69.8 percent than either Brown County or the State of Wisconsin at 64.1 and 66.5 percent, respectively. The Village has a proportionately larger percentage of one-unit attached and duplex units. Examples of multi-family units include elderly group homes, apartment complexes and multi-unit condominiums. In order to minimize any actual or perceived issues related to high concentrations of multifamily units in any one part of the Village, future multifamily structures should be dispersed around the Village and be incorporated into the general neighborhood. Continuing to develop a diverse range of housing in Wrightstown ensures that the Village will be well-positioned to withstand any changes in local, regional, or national demographic and/or economic trends. Figure 5-2 identifies the total number of units within each type of structure in Wrightstown.

**Figure 5-2: Estimated Units in Structure for Wrightstown, Brown County, and Wisconsin**

<b>Units in Structure</b>	<b>Wrightstown</b>	<b>%</b>	<b>Brown County</b>	<b>%</b>	<b>Wisconsin</b>	<b>%</b>
1-Unit Detached	759	69.8%	67,392	64.1%	1,747,423	66.5%
1-Unit Attached	93	8.6%	5,268	5.0%	115,196	4.4%
2 Units	140	12.9%	8,187	7.8%	173,829	6.6%
3 or 4 Units	27	2.5%	3,468	3.3%	100,247	3.8%
5 to 9 Units	42	3.9%	8,022	7.6%	127,426	4.9%
10 to 19 Units	26	2.4%	4,821	4.6%	87,150	3.3%
20 or More Units	0	0.0%	6,490	6.2%	177,097	6.7%
Mobile Home	0	0.0%	1,493	1.4%	97,373	3.7%
Boat, RV, Van, etc.	0	0.0%	10	0.0%	401	0.0%
<b>Total</b>	<b>1,087</b>	<b>*100.1%</b>	<b>105,151</b>	<b>100.0%</b>	<b>2,626,142</b>	<b>*99.9%</b>

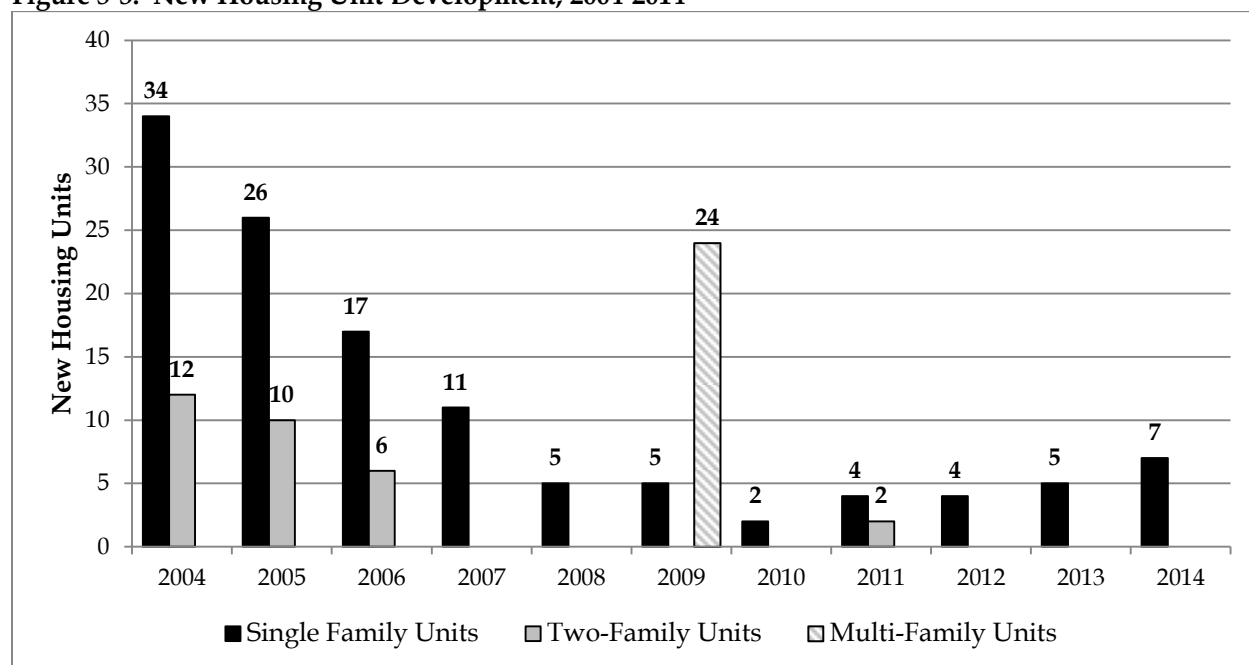
\*Totals may not equal 100.0% due to rounding

Source: U.S. Census Bureau, 2009-2013 5-Year American Community Survey

As depicted in Figure 5-3, the trend in new single-family housing unit development closely followed the national trend experienced during the housing crisis and recession of the late 2000's and early 2010's. New single-family unit development in Wrightstown declined from a high of 34 new homes in 2004 to a low of 2 homes in 2010. New single-family home development in Wrightstown has since slowly trended in a positive direction. Duplex and multi-family development in Wrightstown is much more sporadic and likely responsive to specific needs at specific point(s) in time.



**Figure 5-3: New Housing Unit Development, 2004-2014**



Source: Village of Wrightstown Building Permit Data, 2004-2014.

### **Occupancy**

According to the 2000 U.S. Census, there were a total of 729 housing units within the Village of Wrightstown. This compares with 1,087 units in 2010, which is an increase of 358 units (49.1 percent) over the ten-year period. The breakdown of housing units into owner-occupied and renter-occupied shows that owner-occupied units accounted for 74.0 percent of the Village's dwelling units in 2000, and this percentage increased to 76.2 percent owner-occupied housing by 2010.

Wrightstown increased its owner-occupied housing stock by 264 units and renter-occupied units by 62 units between 2000 and 2010. Although the vacancy rate appears to increase rather dramatically, this is again reflective of the national housing crisis and recession. Considering the significant vacancy rates across the country during this time, an increase from 3.8 percent to 5.5 percent in the Village of Wrightstown is not a major concern unless this vacancy rate does not moderate over time.

Wrightstown currently has a very good mix of owner-occupied and rental housing options for its residents. However, it is critical that over time the mixture of rental and owner-occupied units does not swing too far in either direction. Wrightstown should monitor the occupancy and housing construction statistics of the Village and encourage new housing units that help to maintain a healthy mixture of housing options. Figure 5-4 summarizes the changes that occurred between 2000 and 2010.

**Figure 5-4: Estimated Change in Housing Occupancy Characteristics in Wrightstown, 2000 and 2010**

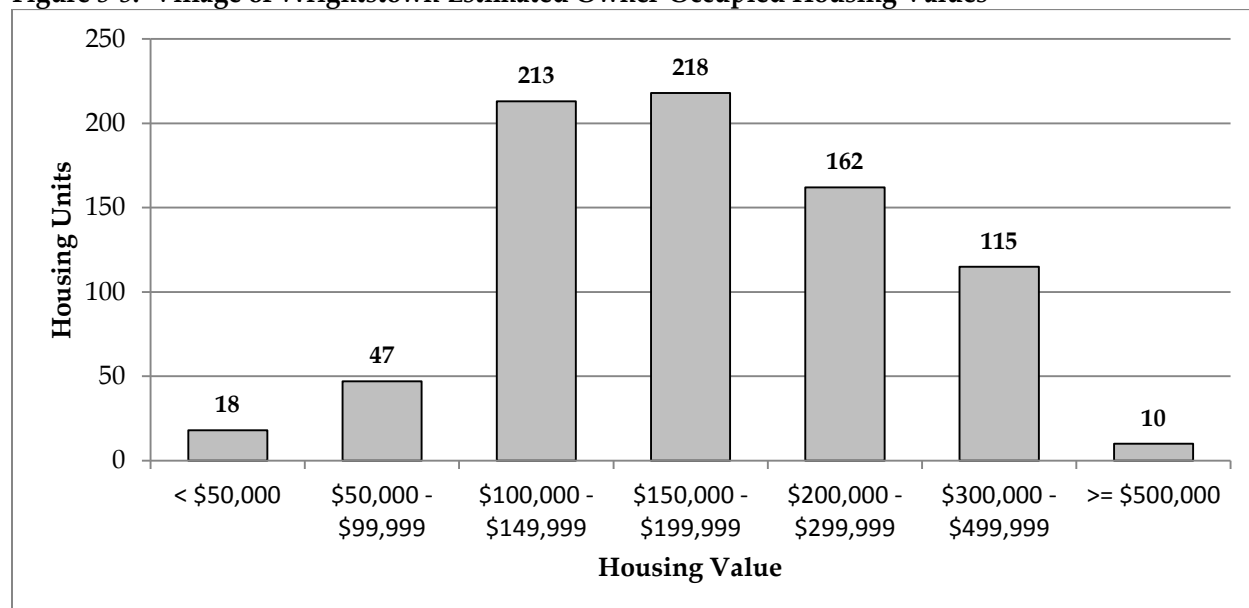
	2000 Census	% of Total	2010 Census	% of Total	Increase or Decrease	Percent Change 2000- 2010
Total Housing Units	729	100.0%	1,087	100.0%	358	49.1%
Occupied Housing Units	701	96.2%	1,027	94.5%	326	46.5%
Owner-Occupied	519	74.0%	783	76.2%	264	50.9%
Renter- Occupied	182	26.0%	244	23.8%	62	34.1%
Vacant Housing Units	28	3.8%	60	5.5%	32	114.3%
For Rent	10	35.7%	19	31.7%	9	90.0%
For Sale Only	6	21.4%	23	38.3%	17	283.3%
Rented or Sold, Not Occupied	3	10.7%	0	0.0%	-3	-100.0%
For Seasonal, Recreational or Occasional Use	2	7.1%	3	5.0%	1	50.0%
For Migratory Workers	0	0.0%	0	0.0%	0	0.0%
Other Vacant	7	25.0%	13	21.7%	6	85.7%

Source: U.S. Census Bureau, 2000 and 2010

### Value

As of the 2009-2013 American Community Survey (ACS), the largest segment of the Village's homes was valued between \$150,000 and \$199,999 (27.8 percent), while 27.2 percent of the homes were valued between \$100,000 and \$149,999 (See Figure 5-5). Homes in the lower valuation ranges provide first-time homebuyers the opportunity to enter the housing market, as well as afford retirees the opportunity to downsize to a smaller, less expensive home. As the Village continues to grow, continuing to develop a wide range of housing options will ensure Wrightstown is able to withstand changes in the housing market and overall economy.

**Figure 5-5: Village of Wrightstown Estimated Owner-Occupied Housing Values**



Source: U.S. Bureau of the Census, 2009-2013 American Community Survey 5-Year Estimates

## **Housing Expenses**

### **Rent**

The 2009-2013 American Community Survey (ACS) identifies the median gross rent in the Village of Wrightstown as approximately \$786 per month. The ACS further identifies a total of 273 rental units with rent ranges varying widely from a low of \$400-\$449 and a high of \$1,250-\$1,499. The wide range of rent charged provides a variety of options for persons looking to rent within the Village of Wrightstown.

### **Mortgage**

According to the 2009-2013 American Community Survey, approximately 79.8 percent of the owner-occupied housing units in the Village of Wrightstown have a mortgage, with a median monthly homeowner cost (including mortgage) of \$1,505. This is somewhat higher than either the county or state, at \$1,388 and \$1,445 per month, respectively, and is likely indicative of the generally higher median value of homes in Wrightstown.

### **Housing Expense Analysis**

One metric to determine whether or not a mortgage or rent is affordable, is from the U.S. Department of Housing and Urban Development (HUD), which recommends that housing costs (mortgage/rent, insurance, taxes, etc.) should not exceed 30 percent of household income. Homeowners or renters paying 30 percent or more are considered to be overextended and in danger of mortgage default or late rent payments if any interruptions to income or unforeseen expenses occur.

The ACS identifies approximately 19.7 percent of Wrightstown renters paying 30 percent or more of their household income for housing, which is significantly less than Brown County (41.7 percent) and the State of Wisconsin (45.6 percent), respectively. The comparatively low rental costs is an advantage for the Village of Wrightstown as it tries to attract and retain young people as well as provide options for retired and elderly residents. In order to maintain this competitive advantage, it is important for the Village to continue to consider well-designed rental housing developments in order to maintain a well-balanced range of housing options for existing and new residents.

The ACS identifies approximately 19.6 percent of Wrightstown homeowners with a mortgage pay 30 percent or more of their household income toward the mortgage, which is significantly less than Brown County (28.3 percent) and the State of Wisconsin (32.2 percent), respectively. The comparatively low percentage of homeowners with mortgages exceeding 30 percent is a strength for the Village of Wrightstown's overall economy because Wrightstown homeowners generally have capacity to weather financial hardships without impacting their ability to remain in their home.

### **Range of Housing Choices**

In order for Wrightstown to continue to grow, working with developers to create a range of housing choices for existing Village residents and for those who may wish to move to Wrightstown in the future will continue to be necessary. A range of choices allows a young family to rent, purchase a starter home, move into a larger home as their family grows, move to a smaller home when they retire, and move to an assisted living facility, all without having to move out of Wrightstown. This section contains a series of recommendations the Village can implement to maintain its current housing stock and development pattern while creating a range of housing options.

### **Residential Lot Sizes**

The Village of Wrightstown currently requires a minimum of 75' of street frontage and minimum of 7,500 square feet of lot area for the R-1 Residential Zoning District. Although not as small as some communities are now permitting, this minimum lot size is not too large where it creates an impediment to home ownership. Relatively smaller lot sizes and frontages help to keep housing costs down and provide for greater efficiencies in the delivery of such services as postal delivery, garbage pickup, and school bus service. Also in terms of cost savings, the more homes that front on a street, the less the impact on the individual homeowner when paying assessments for sewer main, water main, sidewalk, or street repairs. The Village of Wrightstown should continue to encourage relatively small lots with an ability to create even smaller lots through its Planned Unit Development conditional use process.

### **Accessory Dwelling Units on a Residential Parcel**

As residents continue to age, there often comes a time when they might not wish to maintain a separate home but do not want or cannot afford to live in a retirement or elderly care home. An alternative would be to allow small, attached or detached accessory dwelling units on one residential parcel. These "granny flats," or "backyard cottages" as they are sometimes called, allow the elderly to



maintain their own independent living quarters for sleeping and washing while being able to easily interact with their extended family for meals and socializing in the principal residence.

### **Mixed Uses in Residential Developments**

Nationwide, the majority of residential subdivisions developed over the past 70 years consist almost exclusively of single-family detached homes separated from any other housing types, commercial, institutional, or even recreational uses. This results in residents of these subdivisions having to utilize a vehicle to travel to a store, school, or park instead of having the opportunity to walk or bike a relatively short distance to these land uses. The separation of uses and reliance on a vehicle is especially difficult for the elderly, mobility-impaired, children, and others who may not want to or cannot drive.



In order to encourage people to walk and bike, uses other than only single-family residential uses should be encouraged within new neighborhoods. For example, corner lots are very good locations for small neighborhood commercial uses and higher density residential developments, while recreational and institutional uses should be located in places that provide a focal point, gathering place, and identity for the neighborhood and its residents. In Wrightstown, neighborhood mixed uses could include such uses as group day cares, senior living arrangements, small service businesses (clinic, office) or retail (family restaurant, ice cream shop).

One development technique that is being used more often in Wisconsin and across the country to create more well-rounded communities is the Traditional Neighborhood Development. Traditional neighborhood developments (TNDs) emphasize the neighborhood as a functional unit rather than the individual parcel or home. Typical TND neighborhoods are about 100 to 160 acres, which is large enough to support retail services and amenities that meet some of the needs of daily life but small enough to be defined by pedestrian comfort and interest. The size of the neighborhood is based on a 5-minute walking distance (about a quarter-mile) from the edge to the center and a 10-minute walk (about one-half mile) from neighborhood edge to edge. Each neighborhood typically has an identity that evolves from its public spaces, such as streets, parks and outdoor spaces, schools, places of worship, or other shared facilities. Automobiles do not take precedence over human or aesthetic needs. Instead, a neighborhood provides many ways of getting to, through, and between it and other parts of the neighborhood by driving, walking, and bicycling.

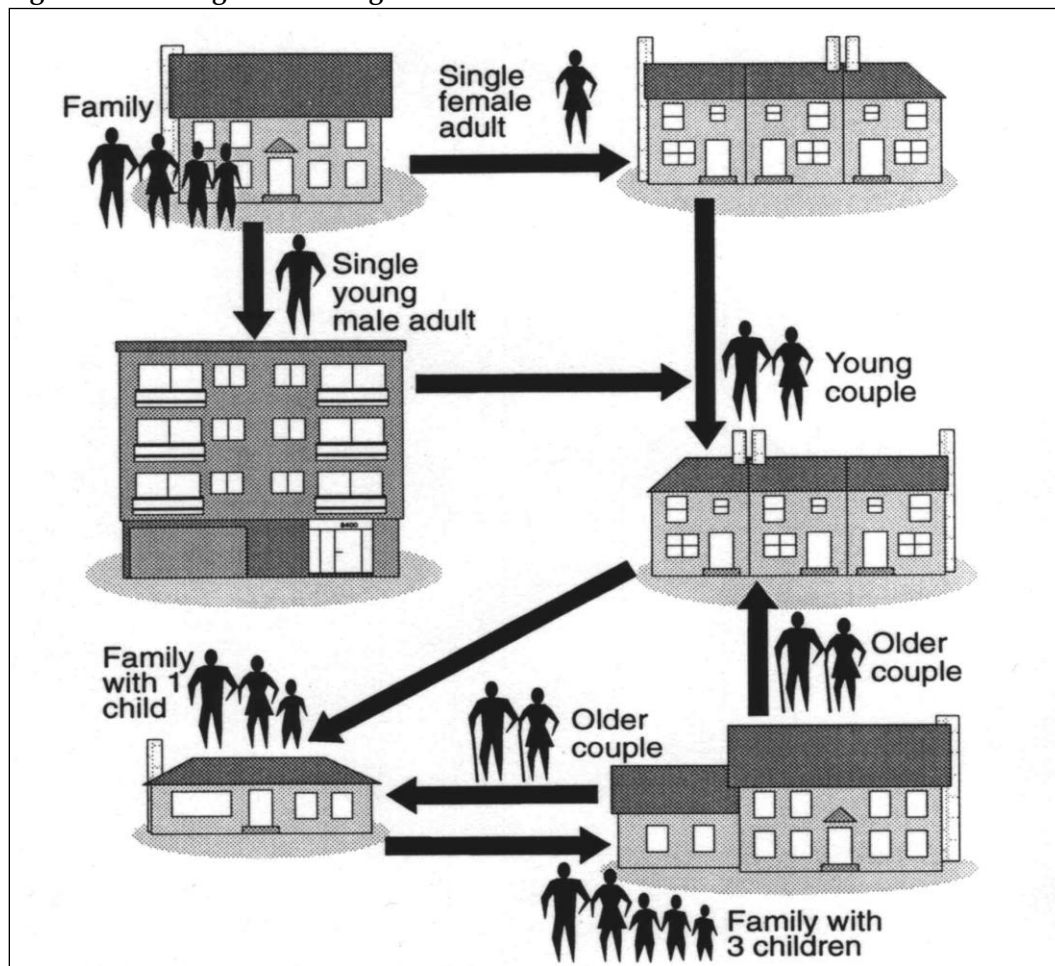
Forms of housing within a traditional neighborhood are mixed so that people of different ages and income levels have opportunities to live in various parts of the neighborhood, without leaving their community. The concept of mixed housing types is very important because many people prefer to remain in their neighborhoods as their incomes increase or decrease. This housing mix allows a young family to rent, purchase a starter home, move into a larger home as their family grows, move to a smaller home when they retire, and move to an assisted living facility all within the same neighborhood, as depicted in Figure 5-6.



In order for uses and development types other than single-family detached homes to be palatable to surrounding property owners, the other uses need to be of a scale and design that blend in with the residential character of the neighborhood. In order to achieve the desired seamless integration of these uses into the neighborhoods, strict design standards should be employed. The design standards would let the developer know ahead of time what standards the neighbors would expect, and the neighbors would know that the development would meet their expectations, as well.



**Figure 5-6: Change in Housing Preferences Over Time**



Source: Local Government Commission, 2003

### **Conservation by Design Developments**

The Village of Wrightstown has a few places where there may be critical environmental or historical features that should be preserved even though the local property owner wishes to develop his or her property. In situations such as these, conservation by design subdivisions could accomplish both preservation and development. In terms of housing, the lots in conservation by design subdivisions are typically smaller and clustered together to prevent damage to the preservation feature(s). When first identifying the areas for preservation, it should be made clear exactly who will own and be responsible for the care and maintenance of the preserved areas. Conservation by design developments are discussed more thoroughly within the Land Use Chapter.

### **Provide Information Regarding Home “Visitability” Concepts**

As people age, their ability to move around their own home can become increasingly difficult. For a number of elderly and mobility-impaired residents, the simple presence of a single stair to enter a home could cause a great deal of difficulty. According to Green Bay-based Options for Independent Living, “visitability” applies to the construction of new single-family homes to make them “visit-able” by people with physical or mobility disabilities. Typically, visitable homes have:

- One entrance with no steps.
- A minimum 32-inch clear passage through all the main floor doors and hallways.
- A useable bathroom on the main floor.

Although these improvements do not allow full accessibility, such as is promoted in universal design, they do allow (at a minimum) elderly and people with a mobility limitation the ability to visit a home or remain living in their home for a longer period of time.

### **Reinvestment in Existing Housing Stock**

Although 42.2 percent of Wrightstown's housing stock was constructed since 2000, this means that 57.8 percent of the housing stock was built prior to 2000 and is now at least 15 years old and could begin to need repairs. In 2013, the Brown County Planning and Land Services Department began to administer a community development block grant for housing in a 10-county region of Northeastern Wisconsin, including Brown and Outagamie Counties, but exclusive of any entitlement communities, such as the Cities of Appleton and Green Bay that receive a direct allocation from the U.S. Department of Housing and Urban Development.

Funds from Brown County's program may be utilized to provide 0% interest, deferred payment loans to low- and moderate-income homeowners (making not more than 80% of the gross county median income depending on household size) for home repairs, including such projects as the replacement of private onsite wastewater treatment systems, wells, roofs, siding, windows, heating and ventilation, private utility laterals, electrical, plumbing, and lead paint and asbestos abatement. The loan payments are deferred until such time as the home is no longer the principal place of residence for the applicant, at which time the loan becomes payable in full. Repaid funds may then be re-loaned through a revolving loan program. The Village of Wrightstown should advertise this program to homeowners in the Village to ensure potentially eligible residents are aware of this opportunity.

The Wisconsin Housing and Economic Development Agency (WHEDA) is a public agency that partners with local financial institutions to provide a number of unique fixed-rate financing options for purchasing and refinancing a home to qualified applicants. Specific loan programs to qualified applicants include:

- WHEDA Advantage – Allows for a home buyer to have a lower down payment at loan closing.
- WHEDA FHA Advantage – Allows for a buyer to leverage down payment assistance from other programs to buy a home.
- WHEDA Easy Close Advantage – Provides a 10-year low-cost loan for WHEDA Advantage borrowers to help pay for down payment, closing costs, and homebuyer education expenses.
- WHEDA Tax Advantage – Provides a tax credit to qualified borrowers to reduce their federal income tax liability over the life of the mortgage.
- WHEDA First-Time Homebuyer Advantage – Provides a preferred, fixed interest rate for qualified first time homebuyers.

The Village should work with local media outlets to ensure its residents are aware of these programs.

## **Residential Redevelopment in Downtown**

The Village should actively encourage the redevelopment of residential structures in the downtown for use as first-floor commercial and second-floor residential uses. Residential uses in the downtown provide ready customers for downtown businesses outside of the typical morning to late afternoon business day. There are a number of potentially historic buildings in or near the downtown that could be redeveloped in this manner, further diversifying the Village's housing stock. Particularly interested in this type of housing unit are people in the age ranges of 18-39 and 55-79 in order to provide a place for "young professionals" and "empty nesters" who wish to live in downtown, but do not wish to deal with the maintenance issues associated with a single-family home. People in these age groups are typically looking for an area where they can live, work, and play, all within a relatively short distance. The Fox River, nearby employment opportunities, and entertainment options makes downtown Wrightstown a potentially desirable location for persons in these age groups.



## **Summary of Recommendations**

It is very important for the Village to continue to monitor its progress in meeting the goals and objectives of the plan's Housing Chapter. To attain the goal and objectives, the following recommendations were developed based on the input received from the Village-wide visioning session, Village Planning Commission, and sound planning principles:

- Continue to encourage a range of new housing types, styles, designs, etc. to maintain the Village of Wrightstown's unique identity.
- Maintain the range of housing choices in the Village by including at least two housing types in any residential project containing more than 30 acres. As the acreage of the residential project increases, so should the number of housing types. This can be achieved with a variety of housing types, such as single-family homes, duplexes, condominiums, townhouses, apartments, and group homes.
- In areas of the Village with unique or critical natural or cultural resources, conservation by design developments should be encouraged. The natural or cultural resource areas should be preserved as part of the permanent green space and the development built around these resources.
- To continue a supply of affordable housing, the Village should work with developers to encourage the development of housing choices in traditional neighborhoods with smaller lots and homes. Smaller homes and lots may become increasingly important as the "baby boomers" approach retirement age and look to move into smaller, easier to manage homes, and "millennials" move into the market as first-time homebuyers.
- Encourage the development of condominium or unique rental housing options in the downtown for both "young professionals" and "empty nesters" who may not want the ownership or maintenance responsibilities of a one-unit detached home.

- Avoid concentrations of rental housing by encouraging a mixture of housing types and styles. Rental housing is vital to any community and should be distributed throughout the Village as public services become available rather than concentrated in a few areas.
- Multiple-family buildings should be designed to reflect, as much as possible, the characteristics and amenities typically associated with single-family detached houses. Examples of amenities include the orientation of the front door to a sidewalk and street and individual entries.
- Housing development lot width and depth, in conjunction with block size and shape, should be varied in order to reinforce variety in building mass, avoid a monotonous streetscape, and eliminate the appearance of a standardized subdivision.
- Variation in single-family housing models in large developments should be encouraged.
- New residential developments should allow for mixed uses as additions to the community that provide a place for housing and allow secondary uses (commercial, recreational, and institutional uses) that serve the neighborhood and are in harmony with the residential character and scale.
- Educate homeowners and builders about the advantages of including the “visitability” concepts in new homes.
- Areas of the Village already served by public utilities that can be infilled with residential uses and land that can be efficiently served by public utilities should be priorities for development.
- The Village should promote Brown County’s Community Development Block Grant – Housing and other government-backed loan programs for the rehabilitation of owner-occupied and rental units for low-moderate income residents.

## **CHAPTER 6**

### **Utilities and Community Facilities**

#### **Introduction**

The type and quality of services a community provides are two of the most important reasons why people and businesses are attracted to and choose to remain within a community. Healthcare, childcare, schools, and parks are examples of services that are often most important to the residents of a community, while sewer and water capacity, power supply, and power transmission capabilities are examples of utilities that are often most important to businesses and industries.

Experiences from across the country have shown time and again that to provide high quality services, a growing community like Wrightstown must maintain, upgrade, and reevaluate its utilities, facilities, and other services. This means that the Village should periodically evaluate its existing services to ensure their continued provision in the most efficient, cost-effective manner possible consistent with the community's long-term goals, trends, and projections, as well as consider the elimination of unnecessary services and the provision of new services when appropriate. The analyses and recommendations within this chapter of the Village of Wrightstown Comprehensive Plan are the first step in that process, and this plan should be used to guide and direct, but not replace, detailed engineering studies, facility plans, and capital improvement programs.

#### **Opportunities and Challenges**

Challenges associated with the Village's utilities, facilities, and other services are typically related to the proper timing, location, and construction of new infrastructure, the possible need for new or higher levels of services as resident and business populations and needs change, the number of factors impeding expansion of the Village's sewer and water systems, greater economic competition within the region, fiscal constraints, and new legislation and regulations. Opportunities include a growing local population, economy, and business climate, efficiencies of scale, and possibilities for intergovernmental cooperation and shared services.

#### **Inventory and Analysis**

This section of the Utilities and Community Facilities Chapter provides detailed information about the Village of Wrightstown's utilities, facilities, and other services and recommends actions to address identified concerns or issues. These recommendations are also summarized at the end of this chapter.

#### **Sanitary Sewer Service**

Of the infrastructure most incorporated communities provide to ensure the health, welfare, and safety of its citizens, sanitary sewer service is one of the more important and traditional. Several major federal laws have been enacted over the past 100 years to protect our nation's waters, and each of these laws imposed subsequently greater restrictions upon the discharge of pollution into lakes, rivers, and streams. With the passage of the 1972 Clean Water Act, all discharges of pollution required a permit, the use of best achievable pollution control technology was encouraged, and billions of dollars were provided for the construction of sewage treatment plants.

The Village of Wrightstown Sewer Utility provides sanitary sewer service from the Village's wastewater treatment plant (WWTP) on the east side of the Fox River at 101 Washington Street via approximately 17



miles of sanitary sewer mains and 10 lift stations. Almost the entire Village is served by public sewer. The only developed areas not currently served by public sewer are located along CTH ZZ south of Plum Creek. Undeveloped areas not yet served by public sewer include the Interstate 41/CTH U interchange and areas south of STH 96 near Lock Road.

In 2009, the Village of Wrightstown completed a large expansion of the WWTP at its current site, increasing the capacity of the plant from 302,000 gallons per day (gpd) to 470,000 gpd. The average gpd for the WWTP is currently 180,000 to 200,000 gpd, which is well within its design capacity. Should expansion of the plant be necessary in the future, it has the ability to expand to a capacity of 1,000,000 gpd within its current footprint. As an indication of the value of the expansion to the environment and Wrightstown residents, there has been no residential sewage backup or plant bypass issues in the Village since the expansion.



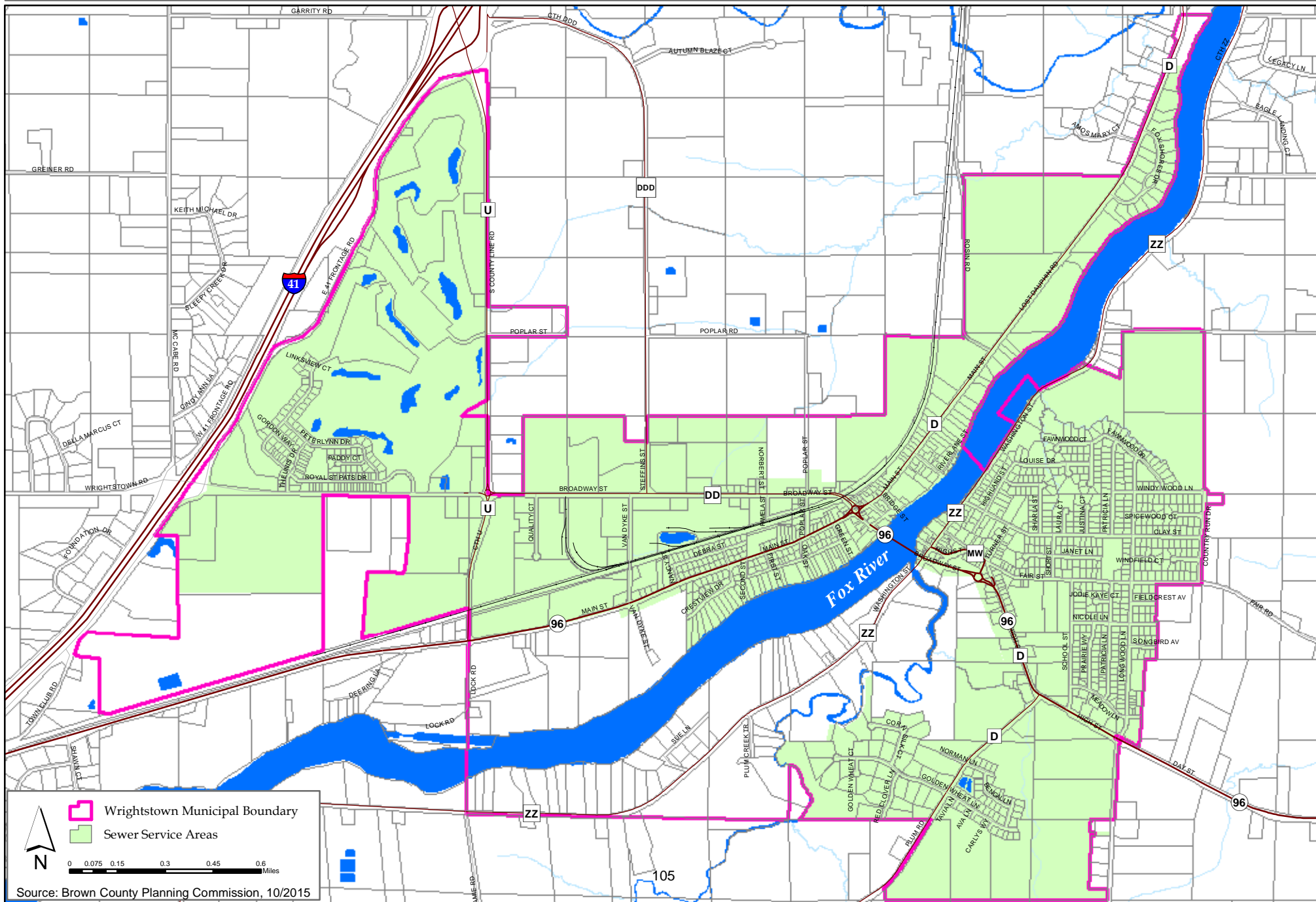
The Village has been actively replacing the old, vitrified clay sewage pipes in coordination with street and highway reconstruction projects. Only a few, isolated vitrified clay pipes remain, generally in the Clay Street and Debra Street areas and they are planned to be replaced in the near future. Replacement of these sections of old pipe will create additional efficiencies for the WWTP and public works crews.

To ensure the most efficient and cost-effective sewerage system possible, replacement, rehabilitation, and new construction should continue to take place in a planned and coordinated manner. Whenever possible, sanitary system modifications within a specific area should continue to be undertaken at the same time as water, stormwater, and/or road construction or reconstruction so that construction impacts are minimized and efficiency between the projects is maximized. Also, the development/redevelopment of lands adjacent to areas served by public sewer and water, and the use of underutilized infrastructure should be encouraged over the extension of new infrastructure. When the extension of infrastructure is warranted, it should be provided in such a manner that encourages compact and contiguous development patterns as identified in this comprehensive plan. Additionally, in order to minimize the expense and maintenance associated with lift stations, areas of the Village that can be served through gravity flow of effluent should be priorities for development. By virtue of Wrightstown having more than adequate capacity in its WWTP, industrial, commercial, and residential growth in the Village will not be hindered due to wastewater treatment plant capacity restraints.

### **Wrightstown Sewer Service Area**

Sewer service area planning is a state water quality program administered by the Wisconsin Department of Natural Resources (WDNR) pursuant to the Federal Clean Water Act. Wisconsin Administrative Code sections NR 121, NR 110, NR 113, and SPS 383 require that wastewater facility plans, sanitary sewer extensions, and large onsite sewage disposal systems must be in conformance with an approved areawide water quality management plan. This means that planned sanitary sewer extensions must be located within an approved “sewer service area”. The Brown County Planning Commission (BCPC) is the designated areawide water quality management agency for sewer service area planning within Brown County and areas outside the county, but tributary to wastewater treatment plants within Brown County, such as the Outagamie County portion of the Village of Wrightstown. In coordination with the Village of Wrightstown, the BCPC identifies sewer service areas, subject to approval by the DNR. See Figure 6-1 for a map of the 2015 Wrightstown Sewer Service Area.

Figure 6-1  
**Sewer Service Areas**  
*Village of Wrightstown, Brown and Outagamie Counties, Wisconsin*



The Brown County Sewage Plan identifies the extent of sewer service areas in Wrightstown and the rest of Brown County. The current sewage plan was adopted in September 2015 by both the Brown County Planning Commission and Wisconsin Department of Natural Resources, following two years' of review by the local municipalities, Brown County, and WDNR. When determining sewer service areas, environmental protection and cost-effective provision of sewer and water services are key considerations to accommodate compact, efficient, publicly sewered growth. The delineated sewer service area represents the area that should be sufficient to accommodate the community's projected growth for a rolling 20-year timeframe, with some margin for allowing market conditions to operate. Federal, state, and county rules require that the amount of land contained within a sewer service area be based on the 20-year population projection prepared by the Wisconsin Department of Administration.

The 20-year population projection is then incorporated into a formula that takes into consideration average lot size, average number of people per household, and various market and development factors. Once determined, the sewer service area should have sufficient acreage to satisfy the 20-year population growth for a municipality with a moderate amount of flexibility built in. The sewer service area boundary is typically revised every ten years during a countywide update of the county sewage plan in concert with the decennial Census. Additionally, municipalities may request amendments to the sewer service area to address changing conditions, trends, or development opportunities, provided they have adequate sewer service area acreage. Sewer Service Area amendments must be reviewed and approved by the municipality, BCPC, and the DNR.

Within the 2015 Brown County Sewage Plan Update, the Village proposes adding three primary areas to the existing sewer service area to facilitate the future installation of sewer mains for development as identified on Figure 6-1:

- An approximately 40-acre area along Rosin Road in the northern part of the Village.
- An approximately 4-acre parcel on Steffins Street (CTH DDD) in the northern part of the Village.
- An approximately 38-acre area just west of High Street and Plum Road in the southern part of the Village.

In addition to the acreage applied through the updated draft sewage plan, the Village of Wrightstown currently has an additional 125 acres of sewer service area available for future development that the Village may identify. The Village may want to identify locations for these additional acres consistent with the projected growth areas in this comprehensive plan's Land Use Chapter.

Except for the portion of the Village southwest of Plum Creek, the Village of Wrightstown requires that all new development be connected to public sewer and water. This policy will continue to serve the Village well as Wrightstown continues its logical, contiguous growth outward from its present core. With this requirement in place, the Village will not find itself hemmed in by existing unsewered development. In Brown County communities that do not have this requirement, providing public sewer and water past existing unsewered development or past lands zoned within a certified farmland preservation district has proven to be very costly and inefficient. Wrightstown should continue to require the provision of public sewer and water for all new development proposals within the Village, except for the area southwest of Plum Creek on Washington Street.

It is critical for the continued logical growth of the Village that public sewer and water not be extended outside of Wrightstown's municipal boundaries without annexation to the Village first. Without boundary agreements in place between Wrightstown and its surrounding towns, property owners outside of the Village whom wish to obtain public sewer and water for development should petition the Village for annexation, and have Wrightstown accept the annexation, prior to any extensions of Village sewer or water.



## **Onsite Sewage Disposal Systems**

Private onsite wastewater treatment systems (POWTS) are those that store, treat, or dispose of wastewater (or perform a combination of these functions) on the site at which the wastewater is generated. Onsite sewage disposal systems are used in those areas that are not served by public sanitary sewer systems. Typical examples of onsite systems include holding tanks, conventional septic systems, or pressure (mound) systems, all of which may be used by homeowners and small businesses in areas not served by a public sewer system. Within the Village of



Wrightstown, existing POWTS are limited to the area southwest of Plum Creek, along Washington Street due to the high costs of providing public sewer and water to the area.

In 1969, Brown County created Chapter 11 (Brown County Private Sewage System Ordinance) of the Brown County Code pursuant to requirements of the Wisconsin State Statutes and the Wisconsin Administrative Code, which pertain to regulation of the construction, installation, and maintenance of plumbing in connection with all buildings in the state. Chapter 11 of the Brown County Code regulates the location, construction, installation, alteration, design, and use of all private onsite wastewater treatment systems (POWTS) within the county to protect the health of residents, to secure safety from disease and pestilence, to further the appropriate use and conservation of land and water resources, and to preserve and promote the beauty of Brown County and its communities. The Zoning division of the Brown County Planning and Land Services Department enforces the requirements associated with Wisconsin Department of Safety and Professional Services (DSPS) administrative codes through Chapter 11 including mandatory maintenance requirements for newer systems and “time of sale” inspection requirements for older systems. Under the “time of sale” inspections, POWTS systems are required to be inspected at the time of sale of the home or division of land. Furthermore, the State of Wisconsin has mandated that all POWTS, regardless of when they were installed, must be on a maintenance program by the year 2019.

The Village of Wrightstown has a total of 48 private on-site wastewater treatment systems within its municipal boundaries. The vast majority of the POWTS is located along Washington Street (CTH ZZ) southwest of Plum Creek and includes a mix of conventional systems, mound systems, and holding tanks.

Considering the number of POWTS along either the Fox River or Plum Creek in the southwestern part of the Village, it is critically important that they continue to efficiently operate to properly treat the effluent. During extended severe cold snaps in winter, such as those experienced during 2013-2014, mound systems are vulnerable to freezing if not used regularly or not adequately insulated by snow and/or dormant vegetation. According to the University of Minnesota, precautions to avoid frozen systems may include<sup>1</sup>:

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<sup>1</sup> University of Minnesota Onsite Sewage Treatment Program Website: <http://www.septic.umn.edu/factsheets/freezingproblems/>

- Avoiding compacting the soil and/or snow by not driving vehicles or equipment over the system.
- Placing a layer of mulch (8-12 inches of straw, leaves, hay, etc.) over the pipes, tank, and soil treatment system to provide extra insulation.
- Let the grass over the tank and soil treatment area grow longer in late summer/fall to provide extra insulation in winter.
- Regularly use the system by spacing out hot/warm water usage for dishwashing and laundry.
- Pumping out the tank first if a homeowner is going to be away for an extended period of time.

According to Chapter 11 of the Brown County Code of Ordinances, all holding tank pumpers who service holding tanks in Brown County must submit semi-annual pumping reports to the Brown County Zoning Administrator and the local municipalities on forms provided by the Brown County Zoning Office. The semi-annual reports contain the following information:

- Date of servicing and total gallons pumped.
- User's/owner's name, address, telephone number.
- Location of holding tank in Brown County, including parcel number.
- Tank pumper name, address, and telephone number.
- Location where wastes were disposed.

Chapter 11 further requires a maintenance plan for all treatment tanks, including holding tanks, as listed:

- All new or replacement sewage systems installed after January 17, 1990, must have the treatment tanks pumped by a licensed pumper within three years of the date of installation and at least once every three years thereafter or when the sludge level reaches one-third of the liquid capacity of the tank.
- At 3-year intervals after the installation of a private onsite wastewater treatment system (POWTS), the Brown County Zoning Office provides the owner with a certification form. The form must be signed and accurately completed by either of the following: a licensed plumber, a licensed septic tank pumper, or a licensed septic tank inspector (POWTS inspector). The inspector must certify that the POWTS is in proper working condition and that the tank(s) was either recently pumped by a licensed pumper or that it was inspected and is less than one-third full of sludge or scum.
- All POWTS installed on or after July 1, 2000, must be maintained and serviced in accordance with the approved maintenance plan on file with the Brown County Zoning Office, and by the year 2019, all POWTS must be on a maintenance plan.

The Village should ensure the long-term viability of private onsite sewage treatment systems through continued support of Brown County's private sewage system ordinance. The ordinance requires inspections of all existing onsite sanitary systems at the time of sale of an associated residence, building, or land. Wrightstown should also provide information regarding proper care and maintenance of private sewage systems to Village residents who have a POWTS. Should low-moderate income residents experience a failing POWTS, they should contact the Brown County Planning and Land Service Department for information related to the Community Development Block Grant - Housing program, which may provide emergency loans to repair or replace these systems.



## **Public Water Supply**

Groundwater was historically the source of all drinking water and other water uses within the Village of Wrightstown. Currently, two public wells provide water to the Village, and pressure is provided by water towers located on CTH U in the western part of the Village and on High Street in the eastern part of the Village. Residents, located southwest of Plum Creek and Washington Street, obtain their potable water from private wells.

Due to ongoing concerns regarding groundwater quantity and quality, the Village attempted to drill a number of wells within the Village boundaries over a number of years, but each well resulted in similar problematic issues with both water quality (radium and arsenic levels exceeding standards) and quantity of water. In response to these issues, the Village commissioned a study to determine the most cost-effective means to obtain potable water. Following the detailed cost/benefit analysis of the various options, in early 2015, the Village of Wrightstown agreed to become a wholesale customer of the Green Bay Water Utility in order to obtain its potable water from Lake Michigan via a pipeline from Green Bay. Pipeline construction is completed and the availability of water to citizens' homes is anticipated for July 2016.



In conjunction with sanitary sewer service, drinking water is one of the more important and traditional elements of urban and suburban infrastructure. Where one is provided, the other is also often present. Water mains often share many of the same easements and are often extended concurrently with sanitary sewers.

As stated by the Wisconsin Department of Natural Resources, all drinking water, no matter the source, may reasonably be expected to contain at least small amounts of some contaminants. Contaminants may include microbes, such as viruses and bacteria; inorganics, such as salts and metals; pesticides or herbicides; organic chemicals, such as petroleum byproducts; and radioactive substances. The presence of such contaminants does not necessarily indicate that the water poses a health risk.

The Federal Safe Drinking Water Act of 1974 charged the Environmental Protection Agency (EPA) with promulgating drinking water standards to protect public health. These standards, known as "maximum contaminant levels" (MCLs), now cover approximately 52 substances. Primary MCL standards are designed to protect public health and include standards for organic and inorganic chemicals, microorganisms and bacteria, and turbidity. Secondary MCL standards are designed to protect public welfare and include color, odor, and taste. The Wisconsin DNR has promulgated state MCLs based on the federal MCLs whether its source is groundwater or surface water. These standards apply to any public water supply system. However, they technically do not apply to individual or non-public water supply systems but rather serve as guidance in determining if a well may be contaminated.

In 1984, Wisconsin State Statutes 160 and Administrative Codes NR 809 and 811 were created to minimize the concentration of polluting substances in potable water through the use of numerical standards to protect the public health and welfare. The numerical standards created under NR 809 and 811 consist of enforcement standards and preventive action limits.

A review of the 2015 Consumer Confidence Report for the Green Bay Water Utility indicates that of the contaminants that were tested, only lead exceeded the federal/state MCL. The MCL for lead is 15 parts per billion, but the detected level was 27 parts per billion. In reviewing the data, it was determined that the lead detects were largely due to existing lead pipe water laterals, home lead piping, and lead solder within older homes in Green Bay. More detail about this data and the Green Bay Water Utility can be obtained by reviewing the Consumer Confidence Report (CCR), public water supply ID #40503562, maintained by the Wisconsin Department of Natural Resources on its website. Considering the dangers associated with lead contamination, the Village may want to remind homeowners of ways they can check their water pipes to determine if they still have lead piping within their home. One way is to scratch the surface of the pipe entering the home. If the surface becomes shiny, it is potentially a lead pipe.

Whenever possible, water main modifications within a specific area should be undertaken at the same time as sewer, stormwater, and/or road construction or reconstruction so that construction impacts are minimized and efficiency between the projects is maximized. Also, the development/redevelopment of lands adjacent to this specific area and the use of underutilized infrastructure should be encouraged over the extension of new infrastructure. When the extension of infrastructure is warranted, it should be provided in such a manner that encourages compact and contiguous development patterns.

In developing a public water system, it is important to loop water mains whenever possible in order to limit dead-end pipes where water may stagnate or pressure may be reduced. The Village has to date looped most of the water mains in the Village, with the notable exception of the water line running along Main Street / Lost Dauphin Road to the Fox Shores Estates subdivision. Should development occur along Rosin Road, as identified by the sewage plan, the Village may be able to complete a loop of at least some of this portion of the system. Additionally, Wrightstown should continue its long-range planning, maintenance, and funding efforts to ensure that its distribution system remains adequately sized and located for anticipated growth and development. Future extensions should be in conformance with the recommendations of this plan and in constant coordination with the Green Bay Water Utility to ensure adequate capacity and pressure for Wrightstown's homes and businesses.

### **Private Wells**

As discussed the wastewater section of this chapter, homes located south of Plum Creek on Washington Street (CTH ZZ) are not connected to public sewer or water utilities. Therefore, homes in this area, as well as a few scattered homes in other portions of the Village, depend on private wells for their potable water needs. According to the WDNR potable well log database, private wells south of Plum Creek are typically 300 - 400 feet deep. Wells in southern Brown County generally utilize one of three different aquifers. Generally older, hand-dug, or sand-point wells use shallow gravel pockets in the glacial drift for small quantities of water for domestic uses or light agricultural uses. Most professionally dug wells utilize either the groundwater within the limestone rocks of the Sippis Group or within the deeper sandstone aquifer.

In order to ensure that Village residents on private wells understand the necessary maintenance and testing associated with a private drinking water supply, the Village should continue to have available educational materials, such as the WDNR publication, "You and Your Well," to residents on the Village's website. Additionally, wells should be tested at a minimum of once a year, or immediately if there are changes in water taste, smell, or color.



Groundwater sampling kits for bacteria may be obtained from the Brown County Health Department for a nominal fee. In addition to testing for bacteria, homeowners with infants and small children should have their wells tested for nitrogen/nitrates and atrazine due to the potential negative health effects from these pollutants in heavily agricultural areas.

One technique to minimize the chances for contamination of a private well is to grade the soil around the wellhead in a manner that surface water runs away from the wellhead, rather than pooling around it. Water that pools around a wellhead may follow the well casing through the layers of soil, gravel, and bedrock to the groundwater, thereby resulting in contamination. Should low-moderate income residents of the Village on private wells experience a well failure, they should contact the Brown County Planning and Land Services for information regarding the Community Development Block Grant – Housing loan program to fund the repair or replacement of the well.

### **Solid Waste Disposal and Recycling**

Solid waste collection, disposal, and recycling are additional examples of services provided by many communities to protect the health, welfare, and safety of its citizens. The benefits of recycling are numerous and include reducing the impact on natural resources, conserving energy, reducing the need for landfill space and incineration, reducing pollution, and reducing local solid waste management costs.

The Village of Wrightstown contracts with a private hauler for solid waste and recycling collection, which includes household garbage and mixed recyclables. The private hauler uses an automated garbage pick-up system utilizing one driver per truck with a robotic arm to pick up and dump the garbage in the truck. Co-mingled recyclables are placed in bins for collection. The current system serves the Village well, however, as with all contracted services; both garbage and recycling should be reviewed prior to renewal to ensure efficient and economical service to Village residents.

### **Stormwater Management**

In 1987, the Federal Government passed an amendment to the Clean Water Act that included several regulations relating to stormwater management and nonpoint source pollution control. The programs created by this legislation are administered by the U.S. Environmental Protection Agency and are targeted to control nonpoint source pollution from municipal, industrial, and construction site runoff.

As stated in the Wisconsin Department of Natural Resources' model stormwater runoff ordinance, uncontrolled stormwater runoff from land development activity has a significant impact upon water resources and the health, safety, and general welfare of the community. Uncontrolled stormwater runoff can:



- Degrade physical stream habitat by increasing stream bank erosion, increasing streambed scour, diminishing groundwater recharge, and diminishing stream base flows.
- Diminish the capacity of lakes and streams to support fish, aquatic life, recreational, and water supply uses by increasing loadings of nutrients and other urban pollutants.

- Alter wetland communities by changing wetland hydrology and by increasing pollutant loads.
- Reduce the quality of groundwater by increasing pollutant loads.
- Threaten public health, safety, property, and general welfare by overtaxing storm sewers, ditches, and other minor drainage facilities.
- Threaten public health, safety, property, and general welfare by increasing major flood peaks and volumes.
- Undermine floodplain management efforts by increasing the incidence and levels of flooding.
- Diminish the public enjoyment of natural resources.

As development increases, so do these risks. Research indicates that many of these concerns become evident when impervious surfaces (rooftops, roads, parking lots, etc.) within a watershed reach 10 percent. A typical medium density residential subdivision contains about 35 to 45 percent impervious surfaces. Therefore, such adverse impacts can occur long before the majority of a watershed becomes developed.

The Village of Wrightstown's current stormwater system is comprised of a conveyance system consisting of swales, roadside ditches, storm sewers, culverts, natural channels, and a storage system consisting of wetlands, wetland remnants, and engineered stormwater detention ponds. This system generally transports stormwater runoff from developed lands through a combination of storm sewers and natural drainageways, eventually reaching Plum Creek or the Fox River. Considering the importance of the water quality of the Fox River and by extension, Plum Creek to the character of Wrightstown, the Village will need to stay up to date on any stormwater management-related changes that may arise as a result of the Fox River Total Maximum Daily Load (TMDL) study.

The Village of Wrightstown's stormwater management requirements for new development are contained with Section 205 – Subdivisions and Section 207 – Site Plan and Design Review of the Village of Wrightstown Code of Ordinances. The stormwater management components of these ordinances address the development of stormwater management facilities during the subdivision plat / certified survey map review and the site plan and design review processes. The Village may want to consider the development of a stand-alone stormwater management ordinance to address both new facilities, as is currently accomplished through the Sections 205 and 207 of the Village code, and also address any maintenance or functionality issues with previously constructed stormwater management facilities.

As with all public improvements, a stormwater management system will need periodic maintenance and updating. Storm sewers will need flushing and cleaning, streets will need to be swept to keep debris out of the system, and stormwater ponds will eventually need dredging. All of these tasks involve a cost that is most equitably born by all contributors to the stormwater system, rather than just the property taxpayers.

State law provides for the formulation of a stormwater utility to capture fees from all contributing properties, similar to fees associated with a community's sewer and/or water bill, typically based upon the amount of impervious surface each property contains. Residential properties are generally given an average impervious surface, while commercial, industrial, and institutional properties are based on their actual impervious surfaces, such as rooftops and parking lots. Wrightstown should strongly consider setting up a stormwater utility as a means to equitably collect fees and pay for storm sewer system improvements, maintenance, and updates and thereby take this program off of the property tax levy.



## **Parks and Recreation**

The presence of outdoor recreation sites and open spaces add to a community's quality of life. They enhance the attractiveness of the community and foster a sense of civic pride and identity. Furthermore, even small green spaces, playgrounds, or parks create a sense of social cohesion and focal point for the surrounding neighborhood. Within Wrightstown, parks such as Wrightstown Lion's Waupekun and Shamrock Park are excellent examples of parks that are an integral component and focal point of the neighborhood.

### **Existing Park and Recreation Facilities**

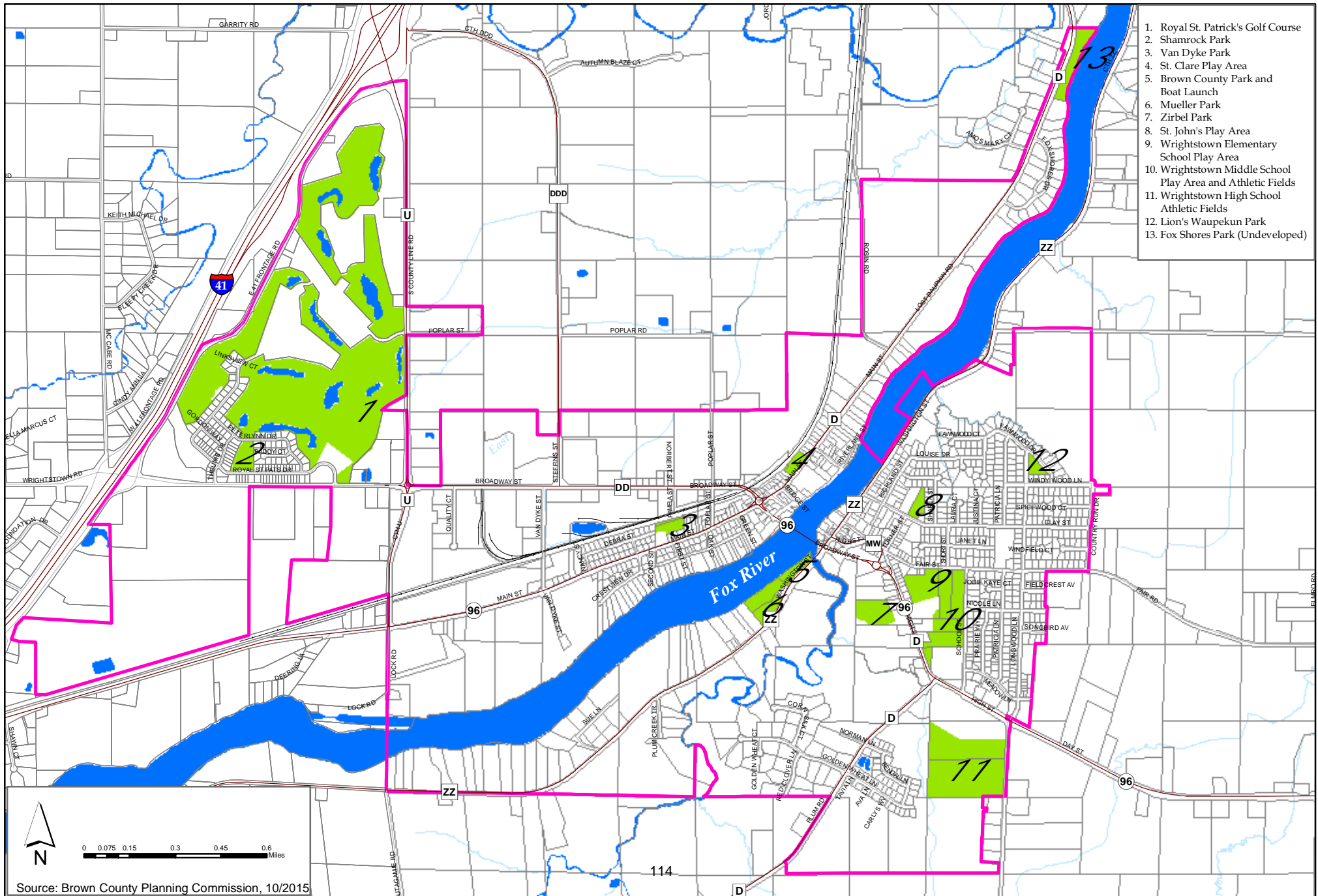
As depicted in Figure 6-2, the Village of Wrightstown's park and recreation facilities include of a range of facilities including passive parks, playgrounds, and athletic fields. Other publicly-owned sites including those owned by the School District of Wrightstown or Brown County include playgrounds and athletic fields at the schools and the Wrightstown Boat Launch. In addition, a privately owned, public golf course is located on the far northwest side of the Village. Active park and recreation lands account for 265.5 acres of land or 9.34 percent of the total land area in the Village, although 189.2 acres of this total is from Royal St. Patrick's Golf Course. A brief description of each site is included in this section.

1. Royal St. Patrick's Golf Links is a 19-hole championship-caliber golf course and clubhouse/restaurant open to the public located on the far western part of the Village, between South County Line Road (CTH U) and Interstate 41.
2. Shamrock Park is an approximately 3.7 acre park located on the far west side of the Village on Royal St. Pats Drive. The park generally serves the immediate neighborhood and includes a large climbing/sliding apparatus, swing set, picnic tables, park benches, and a portable toilet. The park facilities are in very good condition.
3. Van Dyke Park is approximately 3.2 acres in size and is located behind the Urban-Klister American Legion Post 436, between Main Street (STH 96) and the Canadian National (CN) railroad. The park serves the immediate neighborhood and includes a softball field, soccer field, large play structure, sand box, swing set, park benches, and picnic tables, and a backstop behind the soccer field. Parking is shared with the Urban-Klister American Legion Post 436. The play equipment in the park is newer and in good condition. The ball field infield, if regularly used for softball or little league, should be dragged to prevent grass and weeds from growing in the infield.





Figure 6-2  
**Park and Recreation Sites**  
*Village of Wrightstown, Brown and Outagamie Counties, Wisconsin*



4. St. Clare Catholic School, located on Main Street (CTH D) has a playground structure behind the school, and four basketball hoops in the parking lot across Main Street.
5. The Brown County Boat Launch Park is located on the Fox River at the Plum Creek confluence. The park includes approximately 3.8 acres and 1,600 feet of shoreline with a paved boat launch and docks and vehicle/trailer parking area. A paved path from the boat launch area extends southwest along the wooded shoreline of the Fox River and then upslope to connect to the Village's Mueller Park. This is the home location for the Waterboard Warriors Waterski Team.

6. Mueller Park is approximately 3.0 acres in size, and fronts on Washington Street (CTH ZZ). The park has been utilized for various Village-wide events. Facilities in the park include a swing set, slide, and small climber, sand volleyball court, restrooms, two pavilions, parking lot, and a storage shed. The Brown County Park and Boat Launch is located between Mueller Park and the Fox River, and is connected via a paved path. The facilities are generally in good condition. Pedestrian and bicycle access to the park is difficult due to a lack of sidewalks or bike lane/path on this portion of CTH ZZ.



7. Zirbel Park is the Village's newest park and is located behind Village Hall on High Street (STH 96) and is approximately 6.5 acres in size. The park includes a basketball court, picnic benches, memorial plaza and plaque, and large greenspace area that during the winter months is used for sledding. The basketball court and hoops are new and are in excellent condition.
8. St. John Lutheran School, located on Clay Street, has a small playground and grassed open area for recreation activities.
9. Wrightstown Elementary School is located on High Street (STH 96) immediately across the street from Wrightstown Village Hall. The school has a number of active recreation facilities for younger children including multiple play structures, swingsets, and basketball courts. A softball/Little League baseball field with backstop, sand infield, and dugouts are located north of the school. The outfield is also used for soccer. The facilities are available to the public during non-school hours.
10. Wrightstown Middle School is located south of Wrightstown Elementary School on High Street (STH 96). The middle school facilities include an asphalt track and bleachers for track and field activities, climbing apparatus, four tennis courts, four basketball hoops, and two softball/ Little League baseball fields with outfield fences, backstops, portable bleachers, and dugout locations. In addition, there is a sandlot ball field with a backstop. All facilities are in very good condition and are available to the public when school is not in session and/or not being used for organized athletic events.
11. Wrightstown High School is located at the southwest corner of the intersection of High Street (STH 96) and Shanty Road in the southeastern part of the Village. The recreation facilities at the high school are limited to athletic fields, including two baseball fields, two softball fields, four soccer fields, and a football field with bleachers and press box. Parking for the athletic fields is available at the high school and at a secondary parking lot on Shanty Road, south of the football field. All facilities are in very good condition and are available to the public when school is not in session and/or not being used for organized athletic events.

12. Wrightstown Lion's-Waupekun Park is located on the southeastern corner of the intersection of Longwood Lane and Fawnwood Drive and is approximately 1.7 acres in size. The park generally serves the immediate neighborhood and includes two large climber/sliders, picnic tables, park benches, swing set, large sandbox with diggers, and a portable toilet. The play equipment is newer and in good condition.



13. In 2008, the Village accepted the donation of a 6.7 acre parcel of land for future development as a public park with the approval of the Fox Shores Estates subdivision plat. The parcel has over a quarter-mile of frontage on the Fox River, and is located between the Fox River and Lost Dauphin (CTH D). The parcel is currently leased for farming and does not have any public park improvements to date.

### **Park and Recreation Facility Needs Assessment**

As Wrightstown's population continues to grow, there will be increased demand for recreational facilities and programs. The Land Use Chapter contains a number of general recommendations regarding the location of potential new active parks and facilities (ballfields, playgrounds, etc.) and passive parks and facilities (conservation areas, hiking trails, etc.). Both the Land Use Chapter and this chapter should be reviewed when considering park or recreation plans or improvements.

There are a number of broad park and recreation standards based upon national averages that may be used to determine a community's general surplus or deficiency in terms of park and recreation facilities and opportunities. When using a classification and standards system, it is important to keep in mind that these are only minimum guidelines and are not meant to be hard rules. Therefore, even if a community currently meets the minimum, it should still constantly evaluate its park and recreation needs and tailor future facilities to meet growing and changing populations.

The following classifications are based off of standards formerly produced by the National Recreation and Park Association (NRPA) and local examples as a guide for determining park and recreation facility needs for a community. Both per-capita and accessibility standards are used to determine the number, size, and distribution of outdoor recreation sites needed to serve the Village of Wrightstown. Only public park and recreation (including public school district) facilities are included in the analysis.

### **Children's Playgrounds/Tot Lots**

Typical Size: 2-4 acres.

Per Capita Standard: 1.5 acres per 1,000 people.

Accessibility Standards: 0.5-mile radius.

Children's playgrounds or tot lots, as they are also called, typically provide playground equipment and a bench or two. They are intended to serve the immediate neighborhood and should be located within a one-half-mile walk. These facilities are oftentimes included within the larger neighborhood parks. The



playgrounds at Shamrock Park, Van Dyke Park, Lions Waupekun Park, Mueller Park, and Wrightstown Elementary School are examples of children's playgrounds/tot lots.

## Neighborhood Parks

Typical Size: 5-10 acres.

Per Capita Standard: 3 acres per 1,000 people.

Accessibility Standard: 0.75-mile radius.

Neighborhood parks usually provide facilities for playground equipment, in addition to play fields and basketball or tennis courts. Neighborhood parks should be located within a comfortable walking or biking distance of intended users and provide a focal point for neighborhood activities or functions. Van Dyke Park, Lions Waupekun Park, Mueller Park, Zirbel Park, and the Wrightstown Elementary/Middle School campus facilities can also be considered to be neighborhood parks. With the large amount of open space for activities, Shamrock Park is also considered to be a neighborhood park for purposes of this analysis.



## Community Parks

Typical Size: 25-100 acres.

Per Capita Standard: 6 acres per 1,000 people.

Accessibility Standard: 2.5-mile radius.

Community parks are intended to serve passive and active recreational needs of the entire community, typically at a centralized location. These parks offer a diversity of community-oriented facilities, such as swimming beaches, softball/baseball diamonds, and soccer fields. They also may contain environmentally significant areas, trails, lake/river access, and opportunities for winter activities. By virtue of its size and variety of activities, although not a Village Park, the Wrightstown Elementary/Middle School campus serves as a community park outside of when school is in session, in addition to the other two categories.

This analysis focuses on only those developed active public parks that are located within the Village of Wrightstown. Therefore only Van Dyke, Shamrock, Lions Waupekun, Mueller, Zirbel, and the Wrightstown Elementary/Middle School campus facilities will be included within the analysis. However, it is understood that Wrightstown has additional opportunities for existing or future passive or special use recreational activities by means of the Wrightstown High School athletic fields, St. John's and St. Clare's facilities, the Brown County Boat Launch, Fox Shores dedicated park, and Royal St. Patrick's Golf Course.

For purposes of the needs assessment the playground areas at Wrightstown Elementary School and Mueller Park, and all of Shamrock Park, Van Dyke Park, and Lions Waupekun Park were counted toward the playground/tot lot totals. All of Van Dyke Park, Lions Waupekun Park, Shamrock Park were also counted toward the neighborhood park total because of their neighborhood location and green space

areas. All of Mueller Park (including the Brown County Boat Launch Area) and Zirbel Park were also counted toward the neighborhood park total, while all of the Wrightstown Elementary /Middle School playgrounds and athletic fields were counted toward the community park total.

It is important to note that the following analysis is strictly to provide a general comparison of how Wrightstown fits in with general standards. As previously noted, the Village includes within its boundaries a number of park and recreation lands that are not counted toward the analysis because they do not fit within the definitions of a playground/tot lot, neighborhood park, or community park, or are not considered to be public uses. When reviewing the following analysis, one should keep in mind the total 77 acres of developed public park and recreation (non-golf course) areas located within the Village.

As is evident from the needs analysis in Figure 6-3, the Village of Wrightstown generally exceeds the minimum standards for the provision of developed public parklands. However, when the population is projected to the future year 2035, the Village may become deficient in acreage of community parks. Currently, the school district's elementary school /middle school playgrounds and athletic fields are the only public lands classified as a community park within the Village. It is also important to note that this analysis is very subjective and even slight changes in acreage inputs may have dramatic changes on the surplus or deficit of parklands. For instance, the entirety of Zirbel Park (6.5 acres) was included in the neighborhood park category, even though the vast majority of the park is green space associated with the sledding hill.

**Figure 6-3: Village of Wrightstown Park Land Acreage Needs Analysis**

Public Park Type	Existing Acreage	Recommended Acres per 1,000 People	Minimum Acres Recommended for 2,842 residents in 2014	2014 Surplus or Deficit Acreage	Minimum Acres Recommended for 4,055 residents in 2035	2035 Surplus or Deficit Acreage
Playground/Mini-Park	10.7	1.5	4.3	+6.4	6.1	+4.3
Neighborhood	23.2	2.0	5.7	+17.5	8.1	+15.1
Community	22.8	6.5	18.5	+4.3	26.4	-3.6

Source: Adapted from Planner's Estimating Guide, Arthur C. Nelson, FAICP, APA Planner's Press, 2004; Brown County Planning Commission, 2015

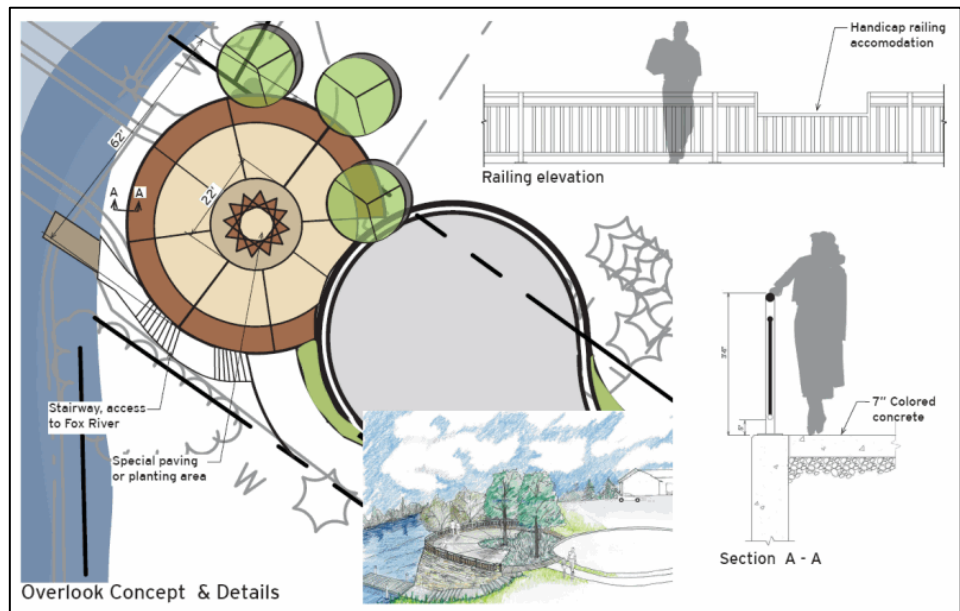
These acreages and standards must be viewed in the context of the additional 20.6 acres of other park/recreation lands (private school facilities, high school athletic fields, undeveloped Fox Shores Estates park area, etc.) and 189.2 acres of the Royal St. Patrick's Golf Course that do not fit within the standardized categories, but nonetheless provide Wrightstown residents with additional park and recreation opportunities.

As depicted in Figure 6-2, there is a generally good distribution of park and recreation facilities across the Village of Wrightstown. Most neighborhoods are served by a park within a relatively short walk or bike ride. One part of Wrightstown that could use a playground or neighborhood park is the area of the Tiger's Den Subdivision and Harvest Moon Estates Subdivision in the southeastern part of the Village. In order to reach a park facility, residents within these neighborhoods have to walk or bike along Plum Road, which does not have any curb, gutter, or formal pedestrian or bicycle accommodations.

The location of future parks should be done in a manner that residents have the option to walk or bike rather than having to take a vehicle. Therefore, future parks should be located within neighborhoods whenever possible to allow for the greatest number of residents to have easy access to the park. The Village will need to be cognizant of barriers, such as STH 96 or streets without sidewalks, to typical park users (young children, pre-teens, teens in recreation programs, elderly, etc.) and locate new parks accordingly or retrofit facilities to make them more pedestrian accessible.



With the realignment and elevation of the STH 96 bridge, the former bridge approach on the east side of the Fox River is proposed to be redeveloped into a scenic overlook as part of the bridge project. Although not an official “park”, the overlook, when paired with the vacant, WisDOT owned parcel to the north will be a public gathering place that could serve as a trailhead for a future trail running north



along CTH ZZ and the Fox River. A CTH ZZ trail, when combined with the Fox River Trail and the five-foot paved shoulders on STH 96 between Greenleaf and the Village of Wrightstown, could provide for a very attractive bicycle loop centered on the Village.

The undeveloped park area in the Fox Shores Estates subdivision is currently farmed and not used for recreational purposes. However, as this area of the Village develops, there may be a demand to provide at least a minimal level of park facilities. Considering the steep grade associated with this area, active recreation facilities would not be a good fit for the landscape. However, this parcel of land provides over a quarter-mile of public access to the Fox River for potentially such passive uses as shore fishing, kayak/canoe launch, and bird watching. Should the Village decide to activate this area for use as a public park area rather than for agriculture, specific improvements should include a widened area on CTH D for on-street parking, a few park benches along the top of the slope, a bark trail to the river, and a sign indicating the park name. Additional projects should be focused toward improving both terrestrial and shoreline habitat. In order to make this area accessible to residents of the subdivision and the rest of the Village of Wrightstown, pedestrian and bicycle accommodations should be installed on CTH D in partnership with the Brown County Public Works Department.

When planning future park or recreation projects, the Village should try and match them with the natural and environmental features that Wrightstown wishes to preserve, such as access to the Fox River, ravines, or woodlands. The synergies and cost efficiencies attained by matching active and passive recreation opportunities can make local dollars go much farther. Coordinating these activities with adjacent local communities, county, state, and federal agencies also may create opportunities for resource or maintenance sharing.

Most communities identify outdoor recreation improvements, proposed land purchases, and general community recreation goals in a formal park and open space plan. In addition to creating a clear vision for the level of outdoor recreation opportunities for its residents, an outdoor recreation plan provides eligibility for state and federal park, open space, and outdoor recreation grants. The grants are typically matching grants, which the community matches with local dollars or in-kind services. For instance, the State of Wisconsin Knowles-Nelson Stewardship Program provides matching grants to local municipalities to preserve valuable natural resource areas and wildlife habitat, protect water quality and fisheries, and expand opportunities for outdoor recreation. In order to maintain eligibility for these

grants, the outdoor recreation plan must be updated and adopted by the community at a minimum of once every five years.

The Village of Wrightstown should begin the process to rewrite the Village's comprehensive outdoor recreation plan, which was last updated in 2005. The plan should incorporate the recreation and open space recommendations contained in the comprehensive plan, as well as a detailed assessment of what recreation facilities or programs exist and future Village of Wrightstown residents would like. Following adoption by the Village board, the plan should be forwarded to the WDNR to ensure that the Village is eligible for the various grant programs, including the state Stewardship program.

As with any community, funding is a major issue to deal with when considering the provision of parks and recreation facilities for a growing population. In addition to grants and intergovernmental cooperation, the Village should consider implementing a park impact fee to aid in funding park and recreation facilities for new residents. However, before a park impact fee is implemented, it is critical that the Village undertakes a detailed analysis of future park and recreation needs and base the impact fee on the identified future needs. A "rational nexus" between a park impact fee and the facilities provided must be found prior to implementing the fee. There are very strict statutory accounting standards for impact fees that are collected by a municipality, and the Village should be aware of this prior to implementing an impact fee.

#### **Brown County Open Space and Outdoor Recreation Plan**

The most recent Brown County Parks and Outdoor Recreation Plan identifies a few minor improvements for the Brown County owned Wrightstown Park and Boat Launch, including an expansion of the parking lot, shoreline enhancement, and building a permanent restroom building. The Brown County Parks and Outdoor Recreation Plan is scheduled to be updated starting in 2016. Wrightstown should keep abreast of the county outdoor recreation plan update process and ensure that any county projects it would like to see implemented are included.



#### **Telecommunications**

Private companies provide fee-based telecommunications services (television, phone, and data) to the Village of Wrightstown via both landline and wireless technologies. The Village is well-served with fiber optic line available throughout Wrightstown, including the Village's industrial park.

Although there are adequate levels of cellular and digital phone service available, current trends in the telecommunications industry point to a continually greater demand for wireless communications, which may lead to more companies wanting to provide services to residents of the Village of Wrightstown. Wireless telecommunication towers are regulated under Section 206-15(B) of the Wrightstown Code of Ordinances. It is important to note that 2013 Wisconsin Act 20 severely restricted the ability of local units of government to regulate the siting and expansion of wireless telecommunication towers through their local ordinances. Local ordinances may now be no more restrictive than that prescribed in State Statute 66.0404. The Village of Wrightstown should revise its current wireless telecommunications facility ordinance to meet the requirements of State Statute 66.0404.

### **Power Generation**

Natural gas is provided to the Village of Wrightstown by Wisconsin Public Service Corporation (WPS), while electricity is provided to the Brown County portion of the Village by WPS and Kaukauna Utilities provides electricity to the Outagamie County portion of the Village. Additionally, WPS owns the Fox Energy Center (618.8 MW nameplate rating), which is a combined-cycle natural gas-fired generating facility located in the western part of the Village of Wrightstown. The electrical and natural gas supply in the Village of Wrightstown has more than adequate capacity to provide for future growth in the Village. However, as the Village continues to grow, WPS and Kaukauna Utilities should continue to be informed of present projects and future plans in Wrightstown.

### **Cemeteries**

There are two cemeteries located within the municipal boundaries of the Village of Wrightstown. St. Paul's Cemetery is located on the south side of STH 96 (Main Street) on the far west side of the Village. Riverside Cemetery is located on CTH ZZ (Washington Street) immediately adjacent to Mueller Park. Area residents also rely on other local cemeteries and mausoleums outside of the Village. In addition to providing burial sites to area residents, cemeteries serve as a source of local history and open space. When properly located and maintained, cemeteries can be an important and attractive element of the community. Additional demands in the future should continue to be addressed by the private and non-profit sectors.

### **Healthcare**

Currently one healthcare provider network operates a primary care clinic in Wrightstown to provide primary care and basic healthcare services to area residents. Emergency services are provided by full-service hospitals in both the Fox Valley and Green Bay metropolitan areas. Current healthcare facility levels should be adequate to serve the needs of the Village of Wrightstown for the near future. However, additional specialty care facilities or additional network-affiliated primary care clinics should be encouraged to locate in Wrightstown to help serve the needs of local residents, particularly as the population ages.

### **Elderly Care**

There is one senior housing facility located in Wrightstown on Meadow Lane. While a number of other senior housing options are available in nearby communities, most people prefer to age in place where they have friends, family, and are familiar with their surroundings. As Wrightstown's population continues to age, resources and facilities for senior citizens will become an increasingly vital component of the community. Therefore, additional elderly care service providers or facilities wanting to locate in the Village should be encouraged to do so to help serve the needs of local residents. Additional services are also available to residents of the Village from the Brown County and Outagamie County Aging and Disability Resource Centers.

### **Childcare**

There are three licensed daycare providers located within the Village of Wrightstown. It is likely that demand for additional childcare providers will continue in Wrightstown as it is increasingly likely that the trend of parent(s) working outside of the home will continue. It should be noted that state licensed in-home family daycares with eight or fewer children are permitted by state statute to operate without obtaining any zoning permits from a local unit of government. The future demand for daycare providers should continue to be addressed by the private sector, and the Village should encourage such uses to accommodate a growing population.

## **Emergency Services**

Emergency services are vital to the welfare and safety of the community and are one of the few services a community provides that are equally important to both residents and businesses. The level of this service varies greatly from community to community based, in part, upon its size and population level. It is also common that the level of this service changes as the community grows.

### **Police**

The Village of Wrightstown Police Department is located in Village hall at 352 High Street and is staffed by one full-time police chief and three full-time officers. Three police cruisers are available with typically one on patrol at a time. The Wrightstown Police Department provides 16 hours of service, seven days a week, with the remainder of time filled by the Outagamie and/or Brown County Sheriff's Department.

It is critical that the Village continually replaces worn or outdated equipment as needed and ensures that the officers have up to date training. Current goal is to replace the police cruisers on a rolling seven-year timeframe, subject to the yearly budget process. Although the current level of staffing and protection should serve the Village over the timeframe of this plan, staffing levels should increase commensurate with population increases.

Currently, the Wrightstown Village Board oversees the day-to-day and budgetary operations of the police department. In order to allow the Village board to have more time to focus on larger policy issues, rather than the more mundane day-to-day operations, Wrightstown should consider the creation of police commission to oversee the police department. A police commission would also provide for a "firewall" between the police department and the elected board, thereby removing any potential for an appearance of conflict of interest.

### **Fire and Rescue**

Emergency services are vital to the welfare and safety of the community and are equally important to both residents and businesses. The level of this service varies greatly from community to community, based in part upon its physical size, availability of public water for fire hydrants, and population level. It is common that the level of this service changes as the community grows.

The Wrightstown Fire Department, located at 961 Broadway Street, provides fire coverage to all of the Village of Wrightstown. Mutual aid agreements are also in place with all surrounding fire departments. The Wrightstown Fire Department is organized as a non-profit entity governed by a board of directors. To date, finding volunteers to staff the fire department has not been a major issue; however, it is something the fire department and Village will need to make sure does not become an issue as it has in other communities. As the Village grows in both residents and businesses, it is critical the fire department staffing and training increases accordingly. This is particularly the case if any manufacturing firm utilizing hazardous, flammable, or explosive materials locates in the Village.

Rescue service is provided for the entire Village by contract with County Rescue Services; however, local first responders affiliated with the Wrightstown Fire Department also serve the Village and provide initial stabilization and treatment until the County Rescue ambulance arrives. It is recommended that the Village of Wrightstown periodically review this service to ensure that it continues to meet the needs of the Village.



## **Libraries**

The Wrightstown Branch of the Brown County Library is located at 615 Main Street on the west side of the downtown. The library is a vital asset to any community, and particularly to the Village of Wrightstown and surrounding area. The library acts as a gathering place for residents of all ages and provides an anchor use to the west side of the downtown. According to the most recent statistics compiled by the Brown County Library, circulation at the Wrightstown Branch has generally trended upward, from 51,773 books circulated in 2010 to 56,075 books circulated in 2013. Circulation decreased in 2014 to 51,322 likely due to street construction associated with the new bridge and STH 96.



During these times of tight budgets, libraries oftentimes become targets of budget cuts or other reductions in services. However, as is evident from the 2010 - 2013 numbers, the library is highly valued and used by the residents of the Village of Wrightstown and the surrounding areas. The Village should continue to maintain open lines of communication with the library and county to ensure the library continues to serve the southwestern and southern parts of Brown County.

## **Schools**

The Village of Wrightstown is entirely within the Wrightstown Community School District. The district encompasses all of the Village of Wrightstown, the majority of the Town of Wrightstown, and portions of the Towns of Rockland, Kaukauna, Lawrence, Holland, Morrison, Buchanan and Brillion. The school district covers approximately 80 square miles in parts of Brown, Outagamie, and Calumet Counties. Figure 6-4 identifies the Wrightstown Community School District area.

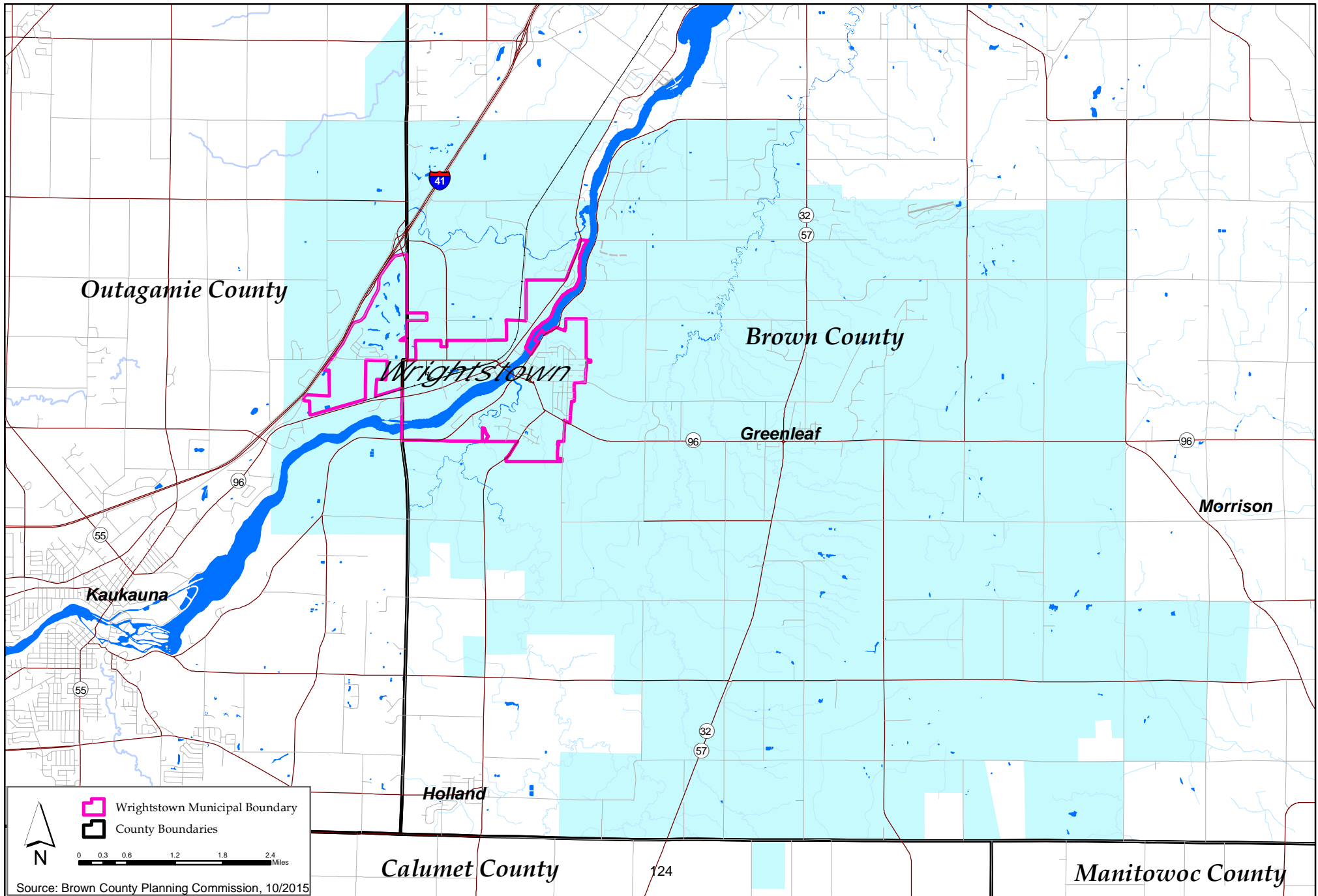


The district has three schools, including Wrightstown Elementary School, Wrightstown Middle School, and Wrightstown High School all located within the Village of Wrightstown. All three schools are located on High Street, with the elementary and middle schools located next to each other and Wrightstown High School located further southeast and on the opposite side of the street.

In addition to the public schools, both St. John Lutheran School and St. Clare Catholic School are located in the Village of Wrightstown. St. John Lutheran School is located on Clay Street, just north of the east side downtown and includes grades pre-Kindergarten through eighth grade. St. Clare Catholic School is located on Main Street, just north of the west side of downtown.

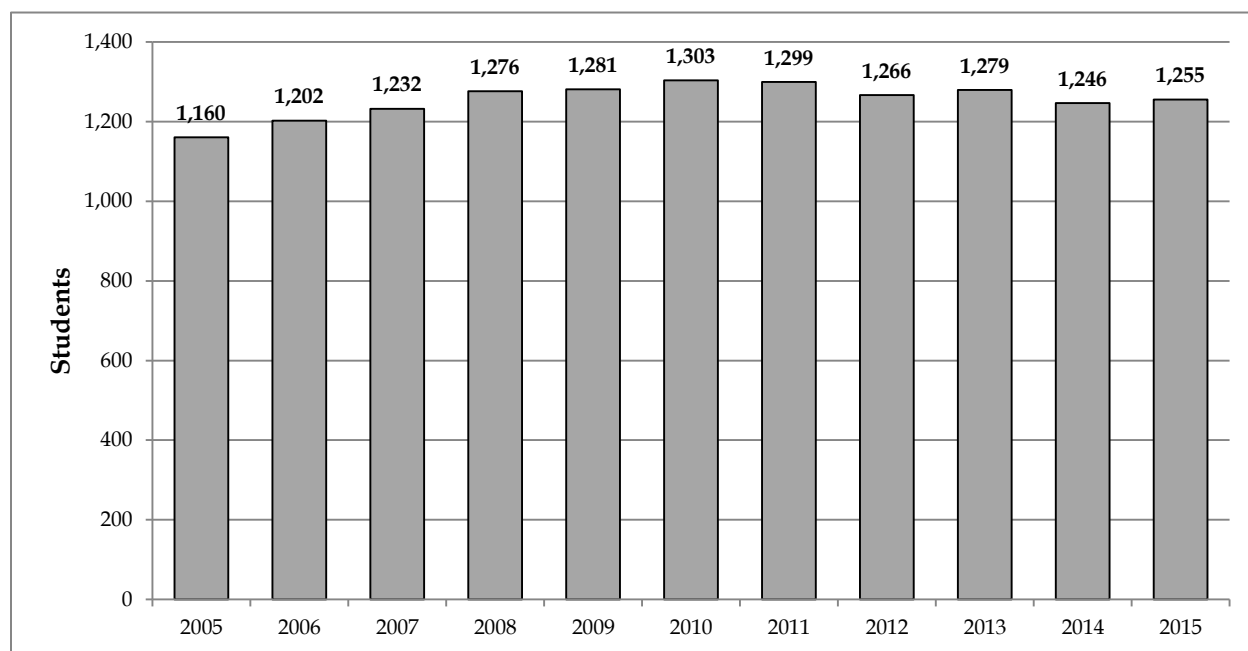


Figure 6-4  
**Wrightstown Community School District**  
*Village of Wrightstown, Brown and Outagamie Counties, Wisconsin*



Enrollment in the Wrightstown Community School District has remained very stable over the past ten years, with a low of 1,160 students in 2005 and a high of 1,303 students in 2010. The year 2015 enrollment is 1,255, which is slightly above the 2014 enrollment of 1,246. School district projections, completed in 2013 indicate continued stability in enrollment, with the two models used projecting a range of between 1,150 – 1,421 students by 2022-23. Considering recent history, it is expected that future enrollment will be on the lower end of the projected range. Although the current trends and projections indicate a relatively stable enrollment through 2022-23, it is important to note that every room in the elementary school is currently full, and the middle school is at capacity with some ability to expand internally among existing classrooms. The high school has adequate capacity for future needs. Figure 6-5 depicts Wrightstown Community School District enrollment for the years 2005 – 2015.

**Figure 6-5: Wrightstown Community School District Enrollment Trends**



Considering the space constraints of the elementary school and middle school, it is important for the Wrightstown Community School District and Village of Wrightstown to maintain open lines of communication should any large residential developments be proposed that could increase the number of students attending either the elementary or middle schools, or should the school district deem it necessary to expand facilities in the future.

Should the school district in the future need to expand existing facilities or build new facilities, they should be located in a manner that easily allows students to walk or bike to school. Additionally, new facilities should be designed with parking on the sides or behind the building to ensure they provide a presence along the street and provide a safe walking or biking path to the school.

### **Post Office**

The Wrightstown Post Office is located at 518 Main Street, on the west side of the Village's downtown. A post office is a community gathering place, and when located in a downtown, provides an anchor use to continue to draw people downtown that may then frequent other downtown businesses. Parking at the post office has been an ongoing issue with customers, although on-street parking is available on Main Street. The post office's location on the west side provides a central location for patrons, and also serves

as a cornerstone use in the west side downtown. Should the post office relocate in the future, it would best serve the Village by continuing to locate within either the east or west side downtown areas.

### **Government**

The Wrightstown Village Hall is located at 352 High Street, and was newly constructed in 2011 to replace a building that was removed for the realigned STH 96 bridge. The bridge realignment helped to solve a pressing issue facing the Village regarding the need for additional space to house the administrative functions of Village government and the police department. The new Village Hall provides a large meeting room for Village Board meetings, municipal court, and is available for rent by Village residents. The new building provides adequate space for the needs of the Village today and into the future.



As a community grows, the demand for increased services from the Village will also grow. However, the demand for services must always be tempered with the realization that increased services result in increased expenses. Therefore, Wrightstown should evaluate and pursue alternative funding sources, including state and federal grants, identify cooperative public/private ventures, and engage local service groups in Village projects to alleviate pressures on diminishing state shared revenue and increasingly tight local property tax revenues.

Two of the top five issues identified through the visioning session dealt directly with the provision of public services and the primary means to pay for these services through the property tax levy. The two issues include:

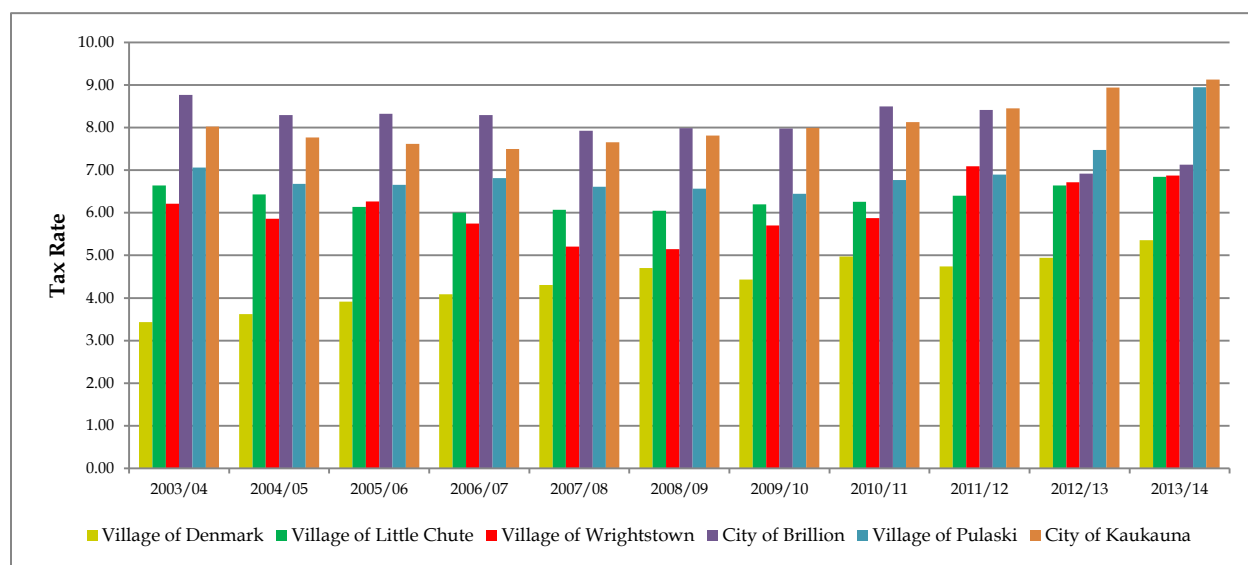
#3 – Keep property taxes low.

#5 – Maintain good public services – police, fire, public works, and expand as the population grows.

In order to evaluate where the Village stands in addressing these two issues, the totality of the governmental services provided must be weighed against the cost to provide these services. The Village of Wrightstown's property tax rate for the years of 2003/04 through 2013/14 was compared to similar incorporated communities within the general area. Figure 6-6 depicts the yearly tax rate for the Village of Wrightstown as compared to the peer communities of the Cities of Brillion and Kaukauna and Villages of Denmark and Pulaski.

The key question for any community is to ask, "Are we providing our citizens with the services (police, fire, recreation programs, administration, etc.) and facilities (parks, playgrounds, wastewater treatment plant, stormwater management, potable water supply, etc.) they desire at a reasonable cost?" As depicted in the graph, the Village of Wrightstown's property tax rate is in the middle of its peer communities, generally varying between five and seven percent.

**Figure 6-6: Village of Wrightstown and Peer Communities Tax Rates, 2004-2014**



In addition to physical facilities and public services, one of the most important resources the Village has at its disposal is its dedicated team of employees. In order to continue to provide the high level of service from the Village's public employees that Wrightstown residents have come to expect, it is critical that regular training, continued education, or attendance at conferences be continued. In this manner, Village employees will continue to have the high-level of expertise necessary to keep a growing community like Wrightstown moving forward. As with all organizations, continual review and evaluation of Village programs, services, compensation, and personnel should also be undertaken in order to ensure an efficient use of limited public revenues. When staff vacancies occur, the Village should take the opportunity to review the responsibilities of the position and evaluate how those responsibilities should be handled in the future.

## Policies and Programs

A summary of actions and programs that the Village could undertake to achieve the utilities and community facilities goal and objectives listed in this plan's Issues and Opportunities Chapter is provided in this section. Approaches range from specific one-time actions to broad ongoing programs.

### Sanitary Sewer Service

- Encourage development in areas of the Village where there is an ability to serve it by means of gravity flow to minimize the use of lift stations.
- Monitor the Village's long-range planning, maintenance, and funding efforts to ensure that its collection system remains adequately sized for anticipated growth and development.
- Expand the Village's sewer service areas, collection, and treatment systems in conformance with this plan and promote infill development to create efficient and cost-effective growth patterns.
- Continue the Village's policy of requiring new development (outside of the area on Washington Street, south of Plum Creek) to be served by public sewer and water and be within Wrightstown's municipal boundaries.
- Avoid extensions of public sewer and water past large tracts of agricultural lands.

### **Onsite Sewage Disposal**

- Maintain the Village's policy of prohibiting new unsewered development in Wrightstown (outside of the area on Washington Street, south of Plum Creek).
- Continue to provide informational materials regarding proper maintenance to Village residents utilizing private on-site wastewater treatments systems.

### **Water Supply**

- Inform homeowners about the potential dangers associated with lead piping and solder and encourage them to check their homes.
- Whenever possible undertake water main improvements concurrently with sewer, stormwater and other utility replacement.
- Work to loop the water line that runs to Fox Shores Estates along Rosin Road, as this area develops.
- Continue its long-range planning, maintenance, and funding mechanisms for its water supply.
- Ensure constant coordination and communication with the Green Bay Water Utility, especially regarding any future large industrial developments.

### **Solid Waste Disposal**

- Periodically review solid waste and recycling contracts to ensure that they continue to meet the Village's needs.

### **Stormwater Management**

- Develop a separate stormwater management ordinance to allow for the Village to address existing stormwater management facilities and issues.
- Enact a stormwater ordinance and utility to fund improvements and maintenance of the stormwater system with a revenue stream outside of the property tax.
- Stay up to date on any stormwater management requirements as a result of the Fox River TMDL or other changes in state or federal regulations.

### **Parks and Recreation**

- Update the Wrightstown's comprehensive recreation and open space plan to prioritize projects, identify funding sources, and create eligibility for state and federal grants.
- Support the development of an off-street trail facility on CTH ZZ (Washington Street) from the former east side bridge approach north and east to STH 32/57 and the Fox River State Recreational Trail.
- Work to develop a new neighborhood park or playground in the area of the Tiger's Den and Harvest Moon Estates subdivisions.
- Locate new parks in areas with natural resources that the Village wishes to preserve.
- Improve the dedicated park area within the Fox Shores Estates Subdivision as passive recreation area for river access, bird watching, and shoreline habitat restoration when no longer suited to agricultural production.



- Ensure new parks are developed in a manner that allows for access by pedestrians, bicyclists, and persons at all stages of the life cycle.
- Stay informed of the progress and recommendation of the 2016 Brown County Park and Recreation Plan update as it pertains to the Wrightstown boat launch and park.

### **Power Generation**

- Inform WPS or Kaukauna Utilities of any new development proposals so that they may plan for natural gas or electrical improvements early in the process.

### **Telecommunications**

- Revise the Village's current wireless telecommunications ordinance to reflect the recent changes in the state law.
- Keep abreast of rapidly changing telecommunications technologies and their potential for economic development opportunities.

### **Elderly Care**

- Encourage the development of additional elderly care housing and service facilities to allow an increasing number of senior citizens to remain in Wrightstown.

### **Emergency Services**

- Consider the formation of a police commission to relieve the Village board of overseeing the day-to-day operations of the police department.
- Continue to replace equipment and vehicles on a regular schedule, while taking into account budgetary realities.
- Monitor the ability to recruit new volunteers for the fire department to ensure adequate staffing.
- Continue mutual aid agreements with neighboring communities.
- Monitor population growth and increase services, training, and equipment as necessary.

### **Library**

- Maintain open lines of communication with Brown County and the Library Board to demonstrate continued strong support for the Wrightstown Branch library.

### **Schools**

- The school district should closely monitor the student population numbers and proactively discuss any potential future facility improvements with the Village.
- Ensure any new or expanded facilities are located in a manner and with the supporting facilities that encourage students to walk or bicycle to school.
- Maintain open lines of communication with the school district and inform them when large residential developments are proposed for the Village of Wrightstown.

### **Post Office**

- Work with the United States Postal Service to ensure that the post office remains in or near the downtown.

### **Government**

- Ensure employees are able to continue to receive advanced training and continued education to keep the Village moving forward.
- Continue to value the contributions of the dedicated team of public employees employed by the Village of Wrightstown.
- When staff vacancies occur, the Village should take the opportunity to review the responsibilities of the position and evaluate how those responsibilities should be handled in the future.
- Pursue state/federal grants, private/public partnerships, and cooperate with local service groups to stretch increasingly tight property tax dollars further.

## **CHAPTER 7**

### **Natural, Cultural, and Agricultural Resources**

In growing communities like the Village of Wrightstown, planning often focuses on such issues as land use, transportation, and infrastructure. Issues pertaining to natural, cultural, and agricultural resources tend to receive less attention, and sometimes cohesive and consistent goals and policies regarding these features are lacking in a growing community's plan. However, these resources are critical to the long-term health, vitality, and sustainability of every community. Since these resources also help define a community and strongly affect its quality of life, they must be examined as a part of the planning process.

Because of the vital functions performed by natural, cultural, and agricultural resource features, unplanned urban development into these areas is often inappropriate and should be discouraged. The incompatibility of urban development within natural resource areas, for instance, can be evidenced by the widespread, serious, and costly problems that are often encountered when development occurs within these areas. Examples of such problems include failing foundations and structures, wet basements, excessive operation of sump pumps, excessive clear water infiltration into sanitary sewers, and poor stormwater drainage.

The Fox River and Plum Creek in combination with Village's rural, small-town setting combine to help create the Village's natural character. In order for the Village to maintain these features that make Wrightstown desirable to both new and existing residents alike, it must strike a balance between development and the natural environment. This chapter will examine ways to build upon these resources to establish and promote a community identity, while at the same time preserving these natural features and overall character that makes Wrightstown unique.

#### **Inventory and Analysis**

This section of the Village of Wrightstown Comprehensive Plan identifies the natural, cultural, and agricultural resources within the Village, notes current and future issues associated with each resource, and propose actions and programs that the Village should undertake to address those issues.

#### **Soils**

Soil is one of the major building blocks of the environment. It is the interface between what lies above the ground and what lies underneath. The relationship between soil and agriculture is obvious. However, the relationships between soil and other land uses, while almost as important, are often less apparent. In Brown and Outagamie Counties, as elsewhere in North America, little attention is generally given to soils in regard to the location and type of future development. Among the reasons for this is that modern engineering technology can typically overcome most problems associated with soils; however, the financial and environmental costs associated with overcoming certain soil limitations can be prohibitive.

According to the Soil Surveys of Brown and Outagamie Counties the dominant soil types are Oshkosh silt/silty clay loam (0-6 percent slopes) and Winneconne silty clay loam (2-6 percent slopes). Oshkosh silt/silty clay loams are deep (typically greater than 80 inches deep) well-drained, with generally no frequencies of flooding or ponding. Winneconne silty clay loams are also deep (typically greater than 80 inches deep) well-drained, with generally no frequencies of flooding or ponding. Both soil types are considered to be prime farmland, and have very few to no limitations for development, except for areas along the Fox River, where steeper slopes may be a factor. Other more minor soil types include Manawa silty clay loam and Shiocton silt loam.

## **Productive Agricultural Lands**

As noted in the Land Use Chapter, the croplands/pasture land use classification accounts for 37.9 percent (1,081 acres) of the total land area in the Village, which is by far the largest category in Wrightstown. Active agricultural areas are located in many areas within and outside of the Village, as identified in Figure 7-1. The average sale price for agricultural lands around the Village have increased substantially over the past ten years, to the point where lands previously thought to be ready for development, are now being used for agricultural purposes and will likely continue to be used for agricultural purposes into the foreseeable future. The agricultural lands surrounding Wrightstown do contribute to the Village's rural character and therefore, the transition of these properties to developed uses should only occur following annexation into the Village, consistent with this comprehensive plan.

One item of note is that under Wisconsin's Use-Value Assessment law, agricultural lands are assessed for property tax purposes at its existing agricultural use value, and not its proposed use value. Therefore, even if property is divided and zoned for development and has utilities in place, as long as the property is used for agricultural purposes, it continues to be assessed at the significantly lower agricultural use rate.

Considering the importance agricultural lands have to the Village's identity, and relatively high cost for development currently, it is recommended that the Village focus its new development efforts upon those farmlands that are immediately adjacent to current development and infrastructure to maximize the return on the Village's investment in utilities in these areas. Low impact, conservation-oriented farming practices within and adjacent to the Village should be encouraged to try and minimize the conflicts between the farm operations and adjacent development. It is also recommended that those farmlands comprised of larger or numerous contiguous parcels continue to be farmed as unobtrusively as possible until such time as infrastructure may be extended in a cost-effective manner and development may be accommodated in a compact and efficient manner.



## **Surface Waters**

Within the State of Wisconsin, waterways are generally governed as a component of the State's Public Trust Doctrine, as described in Article IX Section 1 of the Wisconsin Constitution and interpreted over time by Wisconsin Courts and the State Attorney General's office. According to the Wisconsin Department of Natural Resources (WDNR), the public trust doctrine declares that all navigable waters are "common highways and forever free", and are held in trust by the WDNR for the public<sup>1</sup>. As a result of subsequent citizen action and court decisions, the public interest, once primarily interpreted to protect public rights to transportation on navigable waters, has been broadened to include protected public rights to water quality and quantity, recreational activities, and scenic beauty<sup>2</sup>.

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<sup>1</sup> <http://dnr.wi.gov/waterways/shoreland/doctrine.htm>

<sup>2</sup> Quick, John. 1994. *The Public Trust Doctrine in Wisconsin*. *Wisconsin Environmental Law Journal*, Vol. 1, No. 1.





Wisconsin's Public Trust Doctrine requires the state to intervene to protect public rights in the commercial or recreational use of navigable waters. The WDNR, as the state agent charged with this responsibility, can do so through permitting requirements for water projects, through court action to stop nuisances in navigable waters, and through statutes authorizing local zoning ordinances that limit development along navigable waterways.<sup>3</sup> The court has ruled WDNR staff, when they review projects that could impact Wisconsin lakes and rivers, must consider the cumulative impacts of individual projects in their decisions. In the 1966 Wisconsin Supreme Court Case, *Hixon V. PSC*, the justices wrote in their opinion the following: "A little fill here and there may seem to be nothing to become excited about. But one fill, though comparatively inconsequential, may lead to another, and another, and before long a great body may be eaten away until it may no longer exist. Our navigable waters are a precious natural heritage, once gone, they disappear forever."<sup>4</sup>

Surface water is one of the most important natural resources available in a community. Lakes, rivers, and streams offer enjoyment, peace, and solitude. Surface waters provide recreational and tourism opportunities to anglers, boaters, hunters, water skiers, swimmers, sailors, and casual observers alike. Surface waters provide an end source for drainage after heavy rains, provide habitat for countless plants, fish, and animals, are a source of drinking water for many communities, and are a source of process water for industry and agriculture. Lands immediately adjacent to such waters have an abundance of cultural and archeological significance because they were often the location of Native American and early European settlements. For all these reasons and more, surface waters are typically the most important natural resource a community contains.

Because of this importance, numerous federal, state, and local laws and regulations have been created to protect surface waters. They range from the commerce clause of the United States Constitution to county shoreland and floodplain zoning regulations. The most heavily regulated waters are those that are determined to be natural and "navigable." All lakes, rivers, flowages, ponds, and streams, no matter how small, should be assumed to be navigable until determined otherwise by the Wisconsin Department of Natural Resources (WDNR). According to the WDNR Waterway and Wetland Handbook:

*"Using the direction in DeGayner v. D.N.R., 70 Wis. 2d 936 (1975), a stream is navigable-in-fact if it is navigable by canoe or skiff on a recurring basis (i.e. annually during spring thaw) and has a discernable bed and banks."*

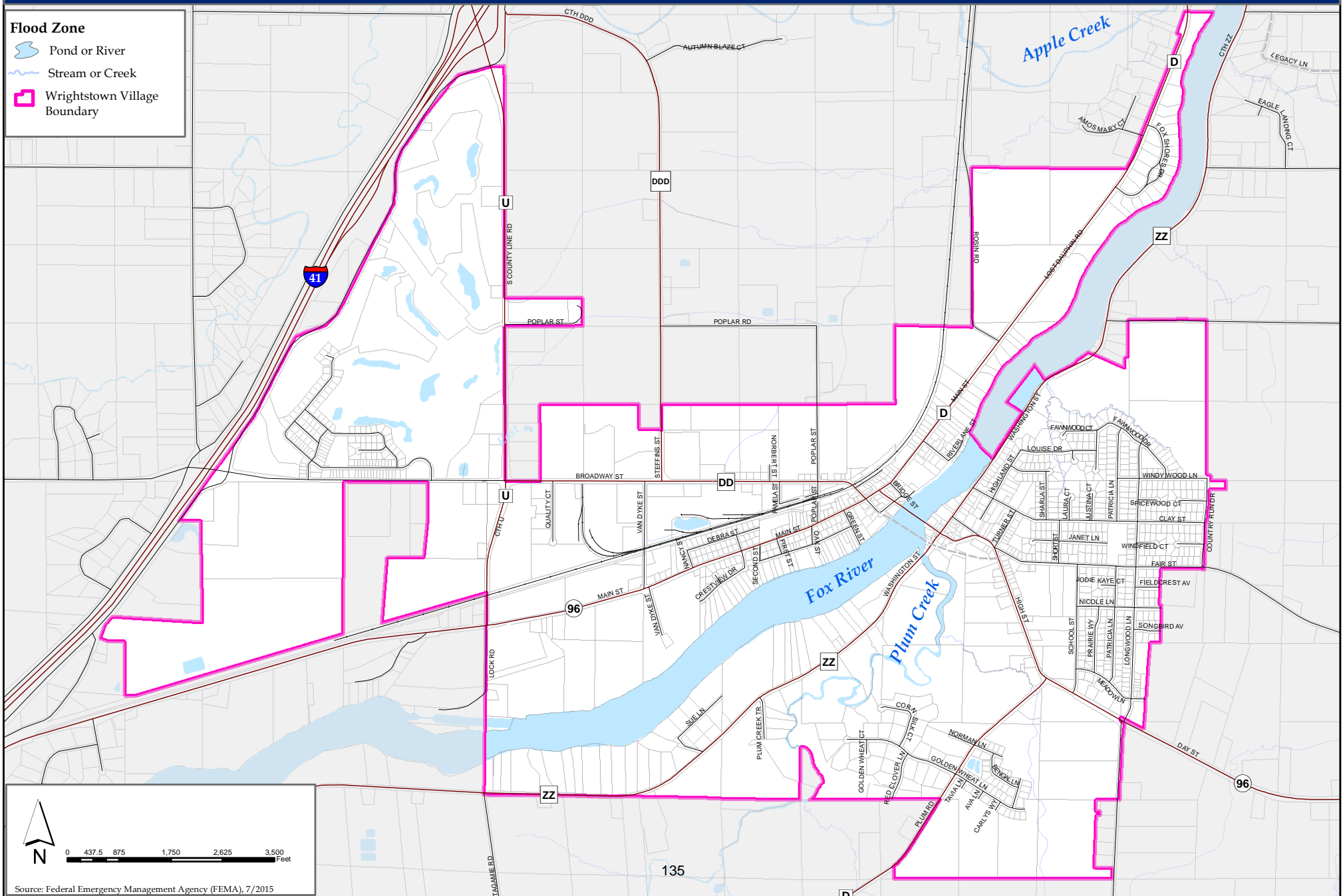
Figure 7-2 identifies the surface water resources and watersheds within the Village of Wrightstown. Surface water in the Village drains to Apple Creek, Plum Creek, or directly to the Fox River. Many of the intermittent streams that feed the three primary waterways are dry in the summer, and stormwater runoff provides the basis for much of the water within the streams. Since much of the base flow is from stormwater runoff, the streams tend to be muddy due to erosion of the banks of the streams, and bottom materials of the streams are generally composed of muck or silt.



<sup>3</sup> <http://dnr.wi.gov/waterways/shoreland/doctrine.htm>

<sup>4</sup> Quick, John. 1994. The Public Trust Doctrine in Wisconsin. Wisconsin Environmental Law Journal, Vol. 1, No. 1.

Figure 7-2  
**Surface Water Features**  
*Village of Wrightstown, Brown and Outagamie Counties, Wisconsin*



## Fox River

The Fox River is the largest river in northeastern Wisconsin. It is a navigable river that extends 155 miles from its headwaters in southern Green Lake County in east-central Wisconsin to the Bay of Green Bay. Its basin drains over 2,700 square miles of east-central and northeastern Wisconsin.

The Fox River is historically significant. For centuries Native Americans occupied the banks of the river and used it as a source of food and drinking water, as well as for recreation, transportation, and crop irrigation. The Fox River also served as the route into the interior of the state for European explorers and was the location of many early European settlements. As such, many historical, cultural, and archeological sites are located adjacent to it.



By the 1940s, however, pollution in the river had increased to the point that its fisheries were severely damaged and its scenic and recreational values were lost. As a result of the passage and implementation of the Clean Water Act in the early 1970s and more recently improvements to the management of urban stormwater runoff, the Fox River's water quality has improved substantially, which in turn has resulted in recovering fish populations, increased recreational use, and increased interest in residential development along its shores.

Although significant progress has been made in improving the water quality of the Lower Fox River (defined as the length of the Fox River from the Lake Winnebago outlet through the lower Bay of Green Bay), it is listed on the federal "303(d)" impaired waters list due to excessive total phosphorus (TP) and total suspended solids loadings (TSS) from non-point sources. Excessive TP and TSS loadings cause low dissolved oxygen levels, increased harmful algae levels, degraded habitat, and poor water quality. According to the U.S. Environmental Protection Agency, non-point source pollutants may include:



- Excess fertilizers, herbicides, and insecticides from agricultural lands and residential areas;
- Oil, grease, and toxic chemicals from urban runoff (streets, parking lots, roofs) and energy production;
- Sediment from improperly managed construction sites, crop and forest lands, and eroding stream banks;



- Bacteria and nutrients from livestock, pet wastes, and faulty septic systems<sup>5</sup>.

On May 18, 2012, the U.S. Environmental Protection Agency approved the Total Maximum Daily Load report (TMDL) for the Lower Fox River. A TMDL is required under the Clean Water Act for all 303(d) impaired waters. According to the TMDL, 63.0 percent of the sources of total phosphorus and 97.6 percent of the total suspended solids within the Lower Fox River Basin are from non-point sources, such as residential yards, streets, parking lots, farm fields, and barnyards. Proper management of Brown County's shoreland zones and environmentally sensitive areas will be a critical component of reducing total phosphorus and total suspended solids to attain the goals identified in the TMDL.

Lower Fox River TMDL restoration goals include<sup>6</sup>:

- *Reduce excess algal growth.* Aesthetic reasons aside, reducing blue-green algae will reduce the risks associated with algal toxins to recreational users of the river and bay. In addition, a decrease in algal cover will also increase light penetration into deeper waters of the bay.
- *Increase water clarity in Lower Green Bay.* Achieving an average Secchi depth measurement of at least 1.14 meters will allow photosynthesis to occur at deeper levels in the bay, as well as improve conditions for recreational activities such as swimming.
- *Increase growth of beneficial submerged aquatic vegetation in Lower Green Bay.* This will help reduce the re-suspension of sediment particles from the bottom of the bay up into the water column, which will increase water clarity.
- *Increase dissolved oxygen levels.* This will better support aquatic life in the tributary streams and main stem of the Lower Fox River.
- *Restore degraded habitat.* This will better support aquatic life.

During the early spring snowmelt period or immediately following spring and summer rain storms, the effect of nonpoint sources of pollution becomes very apparent in the Fox River. The water turns dark brown, loaded with suspended solids which carry excess nutrients and other pollutants from a multitude of nonpoint sources. The solids are carried into the lower bay and as the water flow slows, the solids drop out of the water column and are deposited in the lower bay.



The photo documenting a Fox River sediment plume was taken in April 2011 and is included in the Brown County Land and Water Conservation Department 2011 Annual Report and 2012 Work Plan<sup>7</sup>.

A major component of Wrightstown's identity is defined by the Fox River running through the center of the Village. Improving the quality of the water of the Fox River through proper shoreland management along the river and tributaries such as Plum Creek and Apple River, will ensure the surface water quality

<sup>5</sup> <http://www.epa.gov/owow/NPS/qa.html>

<sup>6</sup> *Total Maximum Daily Load and Watershed Management Plan for Total Phosphorus and Total Suspended Solids in the Lower Fox River Basin and Lower Green Bay*, December 2011. Cadmus Group. Page 3, [http://dnr.wi.gov/org/water/wm/wqs/303d/foxrivertmdl/Lower\\_Fox\\_River\\_Final\\_TMDL\\_Report\\_20111222.pdf](http://dnr.wi.gov/org/water/wm/wqs/303d/foxrivertmdl/Lower_Fox_River_Final_TMDL_Report_20111222.pdf)

<sup>7</sup> Brown County Land and Water Conservation Department 2011 Annual Report and 2012 Work Plan [http://www.co.brown.wi.us/i\\_brown/d/land\\_water\\_conservation/2011\\_annual\\_report\\_2012\\_annual\\_work\\_plan.pdf](http://www.co.brown.wi.us/i_brown/d/land_water_conservation/2011_annual_report_2012_annual_work_plan.pdf)

of the bay and river does not degrade further, but rather continues to improve. The health of the Fox River, Bay of Green Bay, and other rivers, creeks, and streams tributary to them have a profound impact on the regional economy.

Although much work remains to be done in the area of non-point source pollution, since the advent of the Clean Water Act, the waters of the Fox River have improved to the point where it is now a world-class walleye fishery, hosting anglers from throughout the United States during the spring spawning run. The Bay of Green Bay is now a well-known location for trophy-sized northern pike, muskellunge, and smallmouth bass. According to the Wisconsin Department of Natural Resources, sport fishing provides \$2.75 billion in economic impact per year in the State of Wisconsin<sup>8</sup>. When new development is proposed, the Village should work with the developers to include green infrastructure, such as grassed swales, rain barrels, raingardens, and other similar techniques that encourage stormwater infiltration rather than runoff. By continuing to improve the water quality of the Fox River, Wrightstown can capture its share of this economic resource.

### **Plum Creek**

Plum Creek is a major tributary to the Fox River, and flows northerly approximately 19 miles from northern Calumet County to its confluence with the Fox River in Wrightstown. According to the WDNR Surface Water Data Viewer, Plum Creek has poor water quality and generally poor aquatic wildlife habitat due to excessive sedimentation from streambank erosion and upland sediment runoff. Due to the turbidity from sedimentation, little sunlight penetrates the water to allow the growth of desirable rooted aquatic plants. The WDNR sampled the water quality during stormwater runoff events and found suspended solids, total and dissolved phosphorus, and bacteria levels to be excessively high, which subsequently contribute to the water quality problems of the Fox River.

Within the Village of Wrightstown, Plum Creek is located within a wooded and natural ravine before entering the Fox River, thereby filtering out the vast majority of the pollutants before reaching the creek. However, Plum Creek's water quality is severely negatively impacted by agricultural runoff outside of the Village limits. The Village should support the efforts of the Brown County Land and Water Conservation Department to install vegetative buffer strips in agricultural areas of the Plum Creek watershed to improve the creek's overall water quality.

### **Apple Creek**

Apple Creek flows for 24 miles from just north of the Fox Cities in a northeasterly direction to its confluence with the Fox River, just north of the Wrightstown Village boundary. According to the WDNR Surface Water Data Viewer, during the summer months, Apple Creek is usually dry, except for scattered pools near road crossings and near the Fox River. Cattle pasturing along streambanks and hills have caused heavy erosion, with little vegetation resulting in sedimentation, low dissolved oxygen levels, and low water quality. Although Apple Creek is not located within the Village of Wrightstown, large areas of the west side of the Village drain to Apple Creek, and therefore impact its water quality. The Village may want to work with current or future property owners within the Apple Creek watershed to implement techniques, such as grassed buffer strips, to limit nonpoint source pollution (nutrients, sediments, fertilizers, etc.) from entering the intermittent tributaries to Apple Creek.

### **Floodplains**

Floodplains are natural extensions of waterways. All surface waters possess them, but the size of the floodplain can vary greatly. They store floodwaters, reduce flood peaks and velocities, and reduce

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<sup>8</sup> Wisconsin Department of Natural Resources: [http://dnr.wi.gov/news/mediakits/mk\\_fish.asp](http://dnr.wi.gov/news/mediakits/mk_fish.asp).



sedimentation. They also provide critical habitat for wildlife and serve as filters for pollution. Floodplains generally consist of two parts – the floodway and flood fringe. The floodway is the area of a river or stream, which during a flood, typically contains moving water, and accordingly has the most restrictions for development. The flood fringe is the area outside the floodway where floodwaters may rise, but typically serve as storage areas and do not contain fast moving water. Development may be permitted within the flood fringe; however, strict engineering and design requirements must be met prior to any construction activity.

Figure 7-3 presents a basic diagram of a floodplain and identifies its constituent parts, including both the floodway and flood fringe, and Figure 7-4 depicts the mapped 100-year floodplains for the Village of Wrightstown.

There are several threats to floodplains and the resource values that they represent:

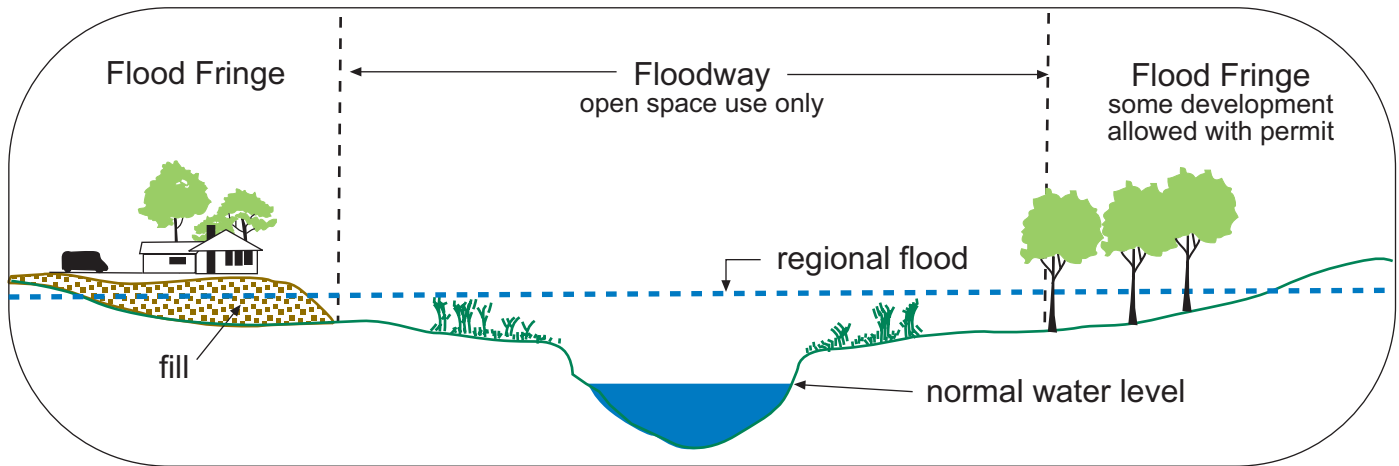
- **Filling**, which might diminish the flood storage capacity of the floodplain. This could have the effect of raising the flood elevation or increasing flow velocities to the detriment of upstream or downstream properties.
- **Grading**, which can degrade the resource functions of floodplains, such as filtering pollutants or providing habitat.
- **Impediments**, which include encroachment of buildings or undersized culverts and bridge openings. These manmade and natural impediments affect the size and proper functioning of floodplains and pose potential hazards to adjacent residents and passersby.
- **Impervious surfaces**, which can increase the velocity of the flood flows, increase the number of pollutants, reduce the amount of natural wildlife habitat, and limit the amount of infiltration of stormwater into the ground.

Like surface waters, the importance of floodplains is also recognized and is regulated by federal, state, county, and local governments. The State of Wisconsin mandates floodplain zoning for all communities under Wisconsin Administrative Code NR 116. These minimum standards must be implemented in order to meet eligibility requirements for federal flood insurance.

For regulatory, insurance, and planning purposes, the 100-year recurrence interval flood hazard area (also referred to as the regional flood) is most often used. This is the land that has a 1 percent chance of being flooded in any given year. The Federal Emergency Management Agency (FEMA) maintains maps depicting the floodplains for most major rivers and streams across the United States. Within Wrightstown, the largest flood hazard area is associated with Plum Creek, however, there are narrow areas along the shore of the Fox River as well. The mapped 100-year floodplains are shown in Figure 7-4.

Wrightstown regulates floodplains within its municipal boundaries through its Floodplain Zoning ordinance as specified in Chapter 204 of the Wrightstown Code of Ordinances. The floodplain regulations identify permitted and prohibited uses, allowable accessory uses, and floodproofing standards for residential structures when located within the floodfringe district. Additionally, where regional flood data is not available or where the floodways have not been delineated, the Village has a general floodplain district, which also identifies restrictions and requirements regarding development in this district.

Figure 7-3  
Floodplain Zoning



#### Definitions

**Floodplain** - That land which has been or may be covered by floodwater during the regional flood. The floodplain includes the floodway and flood fringe areas.

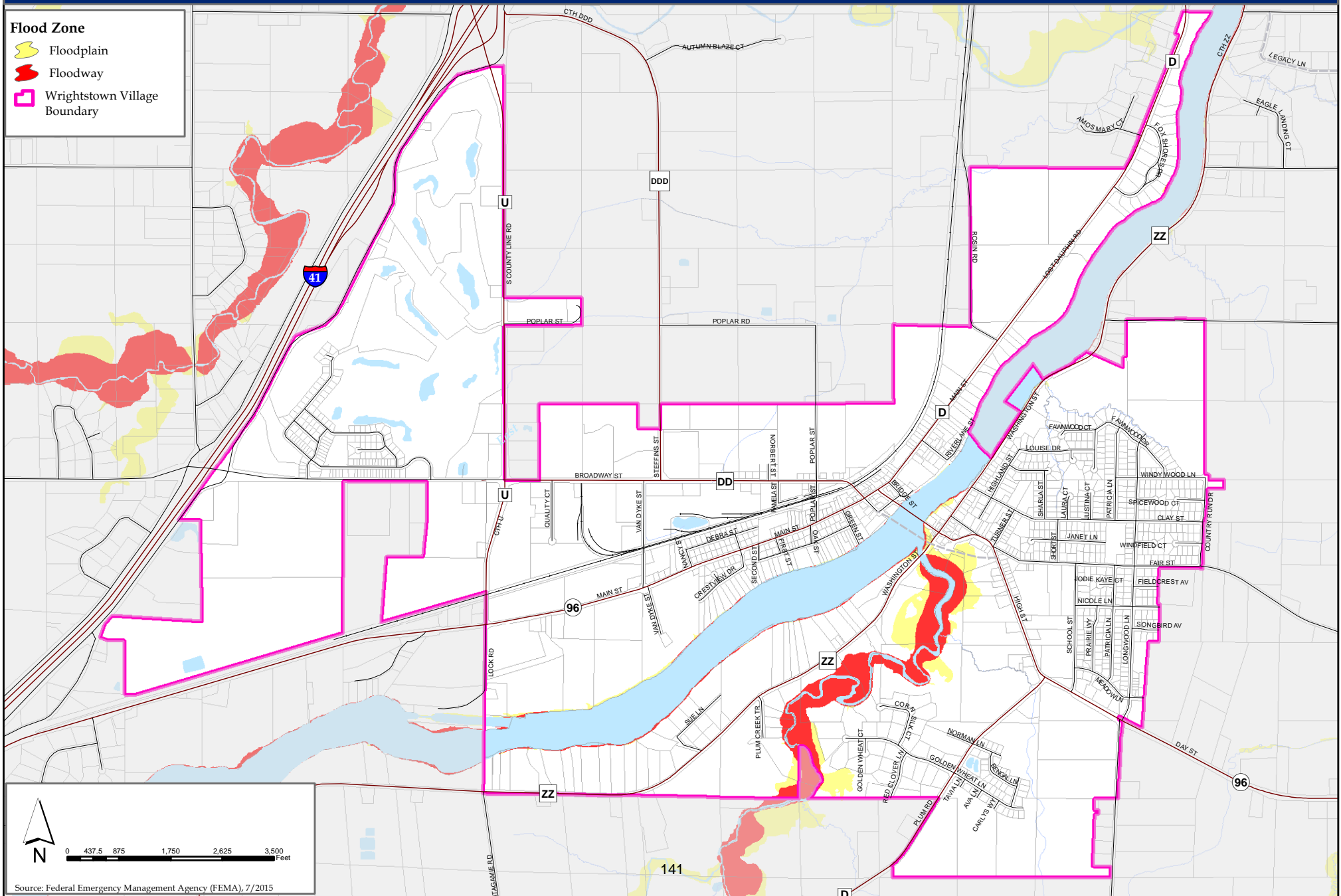
**Floodway** - The channel of a river or stream and those portions of the floodplain adjoining the channel required to carry the regional flood discharge. The floodway is the most dangerous of the floodplain. It is associated with moving water.

**Flood Fringe** - The portion of the floodplain outside of the floodway, which is covered by floodwater during the regional flood. It is associated with standing water rather than flowing water.

**Regional Flood** - That area where large floods are known to have occurred in Wisconsin, or which may be expected to occur, at a frequency of one percent during any given year. Also referred to as the 100-year floodplain or 100-year recurrence interval flood hazard area.

Source: Wisconsin Department of Natural Resources

Figure 7-4  
**Floodplains**  
 Village of Wrightstown, Brown and Outagamie Counties, Wisconsin

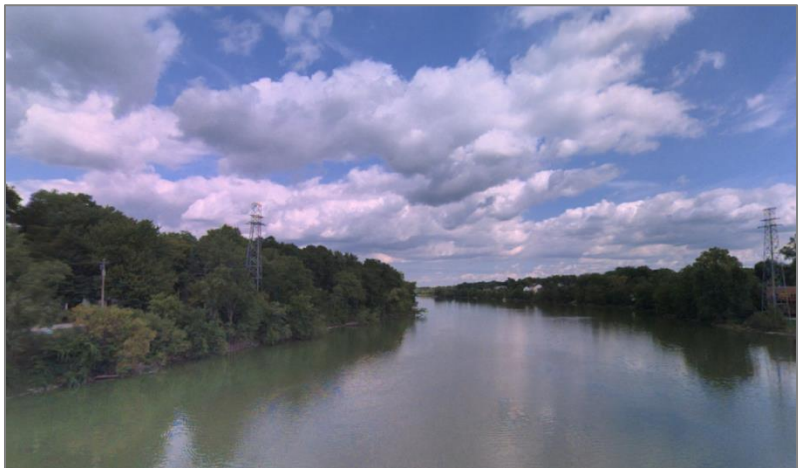


Due to the importance of floodplains for environmental, regulatory, and insurance purposes, it is recommended that the Village continue to encourage (and require where appropriate) flood studies for all rivers and streams where development is proposed. Such flood studies should map both the floodway and the flood fringe portions of the 100-year recurrence interval flood hazard area, should be based upon full development of the drainage basin, and should be reviewed and approved by both the Wisconsin Department of Natural Resources and the Federal Emergency Management Agency (FEMA). If detailed flood studies are not undertaken and/or do not take into consideration the effects of future development of the watershed, future flooding events may be more extensive and cause greater property damage.

### **Shorelands and Stream Corridors**

Shorelands are the interface between land and water. In their natural condition, shorelands are comprised of thick and diverse vegetation that protect lakes, rivers, and streams. If these areas are developed into standard grassed lots down to the water's edge, this vegetation is lost, and fish, wildlife, and water quality are damaged. As shorelands are closely related to floodplains, so are the threats to the resource values shorelands represent. Like floodlands, the importance of shorelands around navigable lakes, ponds, flowages, streams, and rivers is recognized and is regulated by state and local governments through shoreland zoning. Figure 7-5 depicts the areas of the Village subject to shoreland zoning.

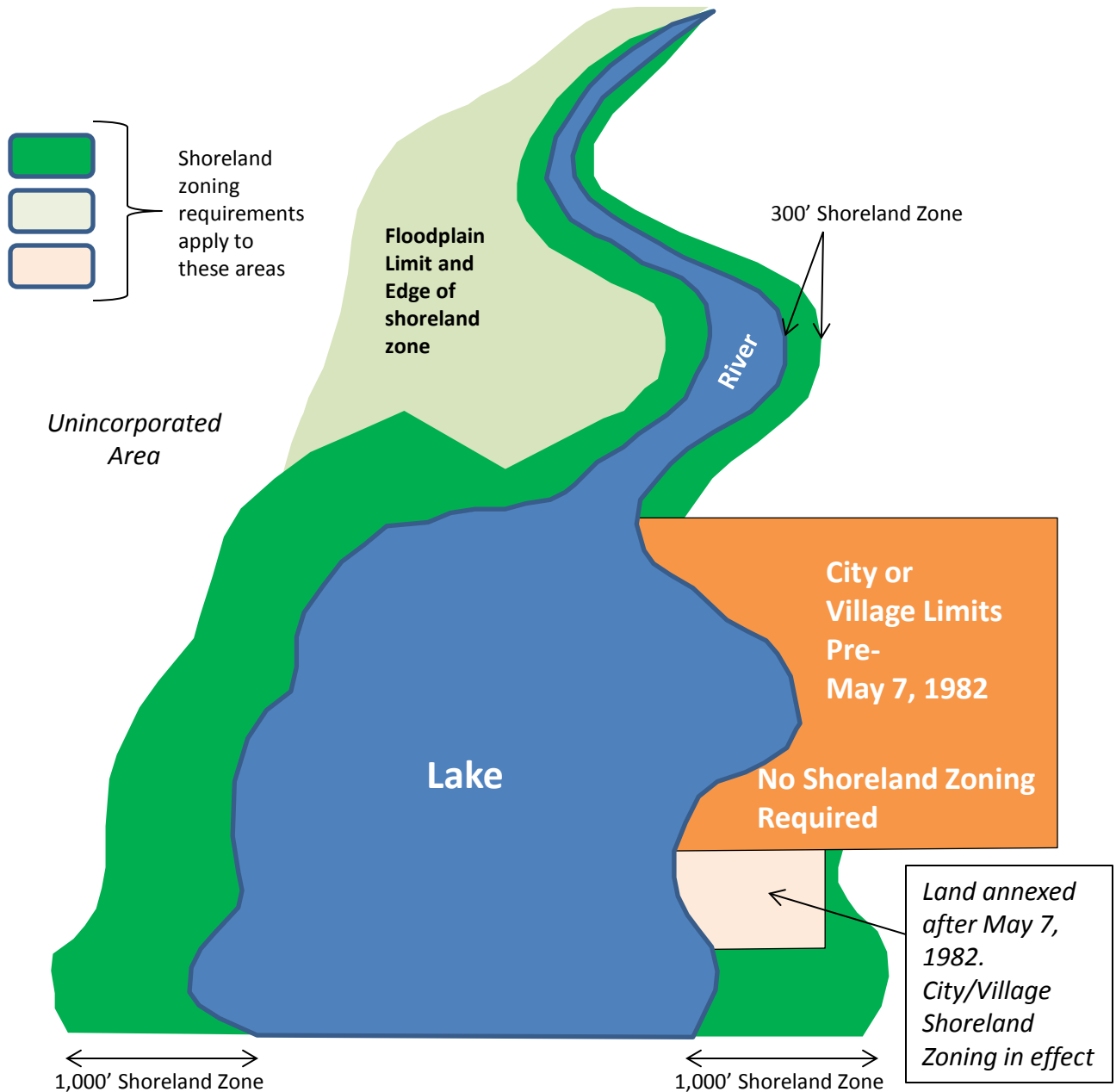
Shoreland zoning is primarily intended to control the intensity of development and to create a protective buffer around navigable lakes, rivers, and streams in the unincorporated areas of the State of Wisconsin. The buffer is intended to remain an undeveloped, natural strip of land that protects the water from the physical, chemical, hydrological, and visual impacts of nearby development. Since May 7, 1982, any areas of counties that



were annexed into a village or city, or was incorporated into a new village or city, had to at least maintain the existing county shoreland zoning requirements. Wisconsin 2013 Act 80 required cities and villages to enact their own shoreland zoning ordinances by July 1, 2014 (if they did not already have one) that apply to any shoreland area annexed by a city or village after May 7, 1982, and any shoreland area that was subject to a county shoreland zoning ordinance prior to being incorporated as a city or village. At a minimum, such municipal shoreland ordinances must contain:

- A provision establishing a shoreland setback area of at least 50 feet from the ordinary high water mark. There is an exception for averaging the setbacks of existing principal structures that are located closer than 50 feet to the ordinary high water mark.
- A provision requiring a person who owns shoreland property that contains vegetation to maintain the vegetation in a vegetative buffer zone along the entire shoreline of the property and extending 35 feet inland from the ordinary high water mark.

Figure 7-5  
**Shoreland Zoning**



#### **Definitions**

**Shoreland Zone** – The shoreland zone is located within 1,000 feet of the ordinary high water mark (OHWM) of a navigable lake, pond, or flowage, or within 300 feet of the OHWM of a navigable stream or river or to the landward side of the floodplain, whichever distance is greater.

**Ordinary High Water Mark** – The ordinary high water mark is the boundary between upland and lake or riverbed. It is the point on the bank or shore up to which the presence and action of the water is so continuous as to leave a distinct mark by erosion, destruction of terrestrial vegetation, or other easily recognized characteristics.

**Navigable** – Generally a waterway is navigable if it has a bed and banks and can float a canoe at some time each year – even if only during spring floods. Even small intermittent streams that are seasonally dry may meet the test of navigability. Navigable lakes and streams are public waterways protected by law for all citizens.

**Unincorporated Areas** – Lands lying outside of incorporated cities or villages.



- A provision allowing a person who is required to maintain a vegetative buffer zone to remove all of the vegetation in a part of that zone in order to establish a viewing or access corridor that is no greater than 30 feet wide for every 100 feet of shoreline frontage and that extends no more than 35 feet inland from the ordinary high water mark.

The Village enforces shoreland zoning through Chapter 208 – Shorelands and Wetlands Zoning of the Village of Wrightstown Code of Ordinances. Although the new standards identify a minimum 50-foot setback, the Village currently maintains a 75-foot setback, consistent with the Brown County Land Division Ordinance and Brown County Sewage Plan requirements. Considering the major influences the Fox River and Plum Creek have on the Village’s identity, the Village should keep the minimum setback at 75 feet to maintain consistency with the Brown County requirements and protect natural views of the shoreline from the Fox River.

### **Wetlands**

Wetlands are characterized by water at or near the ground level, by soils exhibiting physical or chemical characteristics of waterlogging, or by the presence of wetland-adapted vegetation. Wetlands are significant natural resources that have several important functions. They enhance water quality by absorbing excess nutrients within the roots, stems, and leaves of plants and by slowing the flow of water to let suspended pollutants settle out. Wetlands help regulate storm runoff, which minimizes floods and periods of low flow. They also provide essential habitat for many types of wildlife and offer recreational, educational, and aesthetic opportunities to the community. As depicted on Figure 7-6, the Wisconsin Department of Natural Resources Wetlands Inventory Map identifies a few small, isolated wetlands within the Village boundaries. The majority of the wetlands are associated with the Plum Creek floodplain, with a few others scattered around the Village.



The primary threat to wetlands is filling, either directly through the placement of fill within the wetland, or indirectly from sediments washing into the wetland. Although an array of federal, state, and local regulations help protect them, wetlands (especially smaller ones) are still lost to road construction and other development activities. The draining of wetlands can also occur through tilling and rerouting of surface water. Even if wetlands are not directly filled, drained, or developed, they still can be impacted by adjacent uses. Siltation from erosion or pollutants entering via stormwater runoff can destroy the wetland. Previously healthy and diverse wetlands can be severely degraded to the point at which only the hardiest plants like cattails can survive. Invasive plant species, such as phragmites and purple loosestrife can also have a significant negative effect on wetlands by overrunning the native wetlands species and creating monocultures of unusable wetland habitat. Where such invasive exotic plant species are found in wetlands, they should be removed using WDNR recommended methods, and these areas then replanted with native species.



Under current regulatory requirements, all wetlands are off limits to development unless appropriate permits and approvals are obtained. In the Village of Wrightstown wetlands five acres or larger within the shoreland zone of navigable waterways, as identified on the Wisconsin Wetland Inventory maps are also protected by the Shorelands and Wetlands Ordinance (Article VII of Chapter 208) of the Village of Wrightstown Code of Ordinances. Wetlands within this zone are generally unavailable for development unless a wetlands zoning map amendment is reviewed and approved by the Village of Wrightstown and the State of Wisconsin Department of Natural Resources. In order to have a viable case for a rezoning, a property owner would need to hire a certified wetland delineator to identify the wetland boundaries and then document that the proposed development activity would not take place within the identified wetland.

Wetlands within the Village of Wrightstown are also regulated by the Brown County Planning Commission through Chapter 21 of the Brown County Code of Ordinances (Land Divisions) and the Brown County Sewage Plan. Through an agreement with the WDNR and East Central Wisconsin Regional Planning Commission, Brown County also regulates wetlands in the Outagamie County portions of the Village that are served with public sewer under the Brown County Sewage Plan. In addition to the wetland itself, a 35' environmentally sensitive area (ESA) setback from the wetland boundary is required to ensure the ecological functions of the wetland remain intact. Within the wetland ESA setback, no filling, cutting, grading, or development may occur. The wetland and ESA setbacks are identified on the recorded land division map to make future owners of the parcel aware of the building limitations on the site. In addition to the Brown County requirements, potential developers and land owners should be aware that the Wisconsin Department of Natural Resources and U.S. Army Corps of Engineers also regulate activity in wetlands.

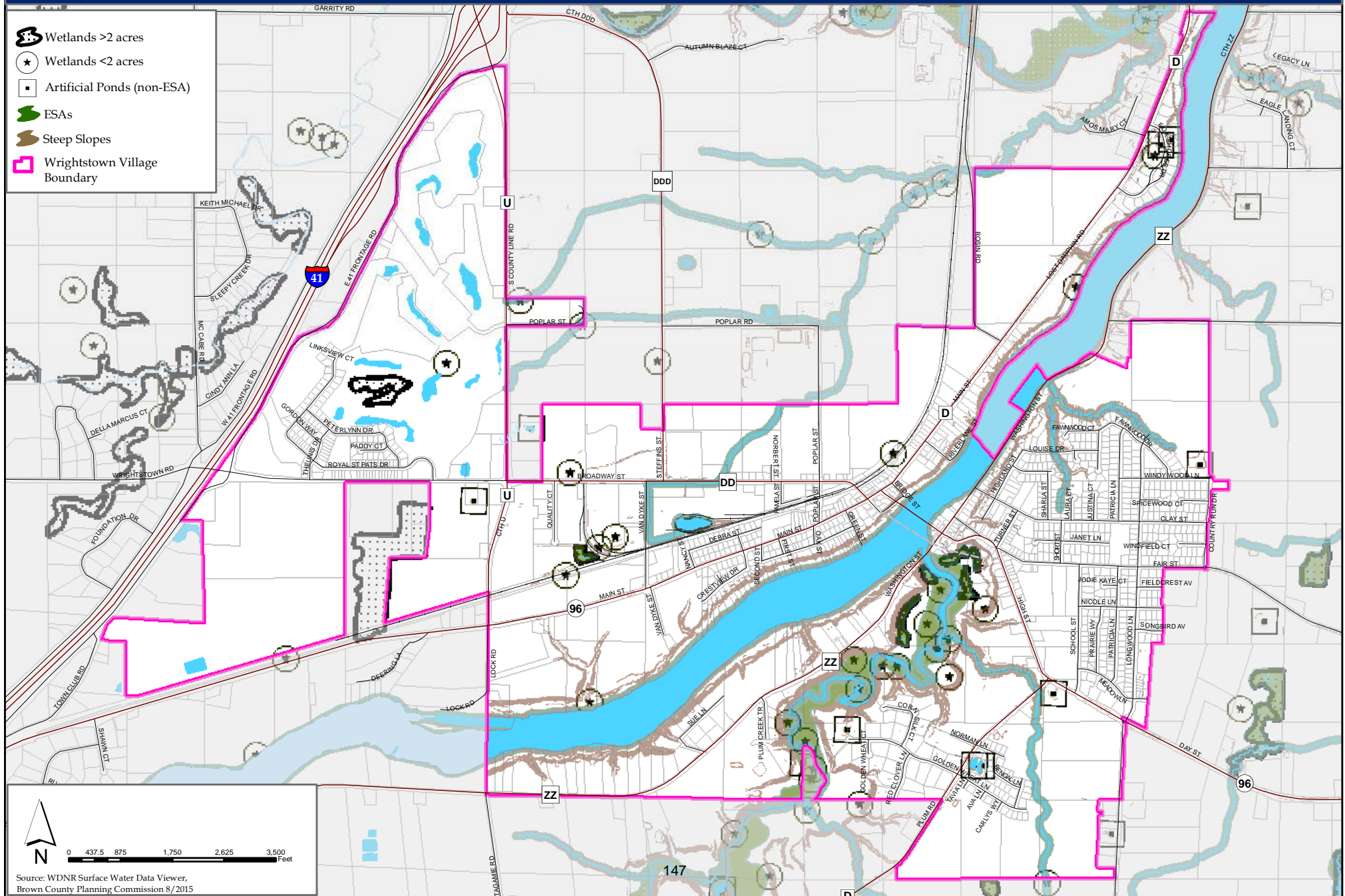
### **Environmentally Sensitive Areas**

Environmentally sensitive areas (ESAs) are defined by the Brown County Planning Commission as "...portions of the landscape consisting of valuable natural resource features that should be protected from intensive development." Identification and protection of ESAs are required by both state and county regulations under Wisconsin Administrative Code NR 121 and the Brown County Sewage Plan (including portions of the Village in Outagamie County), as well as the Brown County Land Division and Subdivision Ordinance. ESAs include lakes, rivers, streams, wetlands, floodways, and any locally designated significant and unique natural resource features. ESAs also include a setback or buffer from the natural feature, as well as areas of steep slopes (slopes 20 percent or greater) when located within or adjacent to any of the surface water/wetland features previously noted (see Figure 7-7 for ESAs in the Village of Wrightstown). Within portions of the Village in Brown County that are outside the designated sewer service area, regulation of ESAs occurs during the review and approval of all land divisions that are regulated by the Brown County Land Division Ordinance (Chapter 21 of the Brown County Code of Ordinances). Landowners within the Village with water-related natural resource features on their property are encouraged to contact the Brown County Planning Commission for information about regulations involving ESAs when considering splitting off land for sale. The Village zoning administrator should also contact the Brown County Planning Commission about enforcement and regulation of ESAs that appear on subdivision plats and certified survey maps.

Development and associated filling, excavation, grading, and clearing are generally prohibited within ESAs. Farming and natural landscaping are allowed within ESAs and certain non-intensive uses, such as public utilities and passive public recreation, are often allowed within these areas. Research and experience indicate that the potential exists for significant adverse surface water quality impacts if these areas are developed, such as increased levels of nutrients, sedimentation, and resultant algae blooms. Additionally, development in these areas often leads to surface or ground water infiltration in basements.



Figure 7-7  
**Environmentally Sensitive Areas**  
 Village of Wrightstown, Brown and Outagamie Counties, Wisconsin



Threats to ESAs are similar to those of floodplains and shorelands. The quality and effectiveness of ESAs can be severely reduced should adjacent development change drainage patterns or native vegetation be removed from the lands within or immediately adjacent to the ESAs. Such disturbances may also introduce invasive plant species to the ESAs, which results in loss of native vegetation, diversity, and wildlife habitat. In conjunction with proper erosion control and stormwater management practices, protection of the ESAs provide numerous benefits, including:

- Recharge of groundwater.
- Maintenance of surface water and groundwater quality.
- Attenuation of flood flows and stages.
- Maintenance of base flows of streams and watercourses.
- Reduction of soil erosion.
- Abatement of air pollution.
- Abatement of noise pollution.
- Favorable modification of micro-climates.
- Facilitation of the movement of wildlife and provision of game and non-game wildlife habitat.
- Facilitation of the dispersal of plant seeds.
- Protection of plant and animal diversity.
- Protection of rare, threatened, and endangered species.

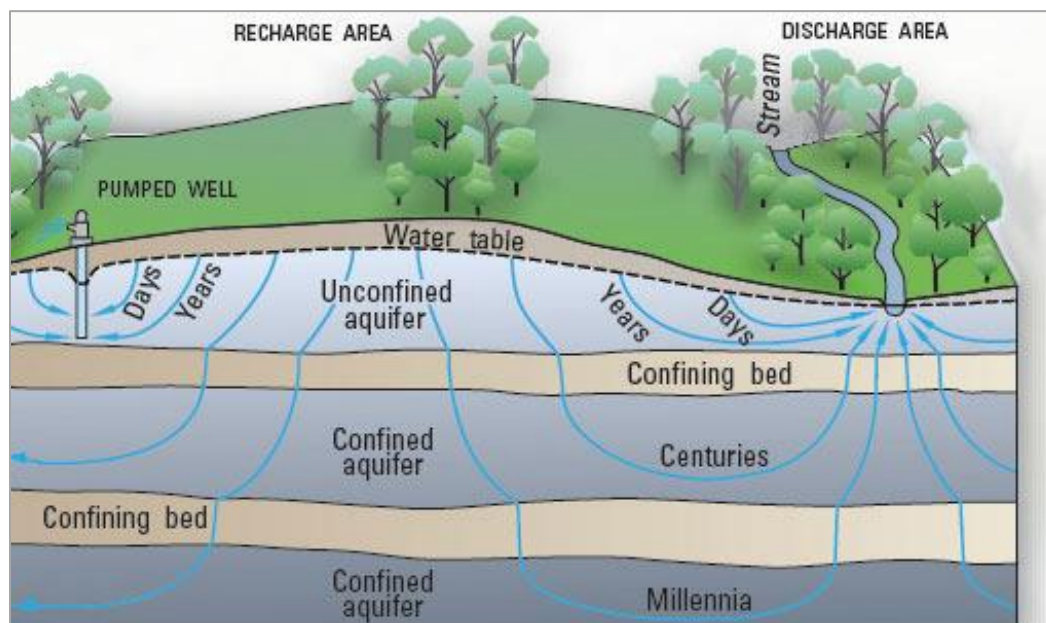
In addition to regulation of ESAs by Brown County, components of ESAs, including floodways/floodplains, wetlands, and navigable waterways are regulated by various other governmental agencies, including the Wisconsin Department of Natural Resources, Federal Emergency Management Agency (FEMA), and U.S. Army Corps of Engineers. In order to assist local municipalities with protection of ESAs and to coordinate efforts among the agencies, Brown County produced large-scale Shoreland Zone / ESA maps for each Brown County community through a Wisconsin Coastal Management Grant in 2012. These maps are available online and should be utilized by the Village's zoning administrator and building inspector to assist in making determinations as whether a proposed development would impact an ESA or shoreland area. The maps are located on the Brown County Zoning Office website under the "Shorelands, Wetlands, and Floodplains" link.

### **Groundwater**

Groundwater begins as precipitation (rain or snow) that falls upon the land (see Figure 7-8). Some of it runs off into lakes, rivers, streams, or wetlands, some evaporates back into the atmosphere, and plants take some up. Groundwater results from the precipitation that soaks into the ground past plant roots and down into the subsurface soil and rock. A layer of soil or rock that is capable of storing groundwater and yielding it to wells is called an aquifer. There can be a number of aquifers within an area, one above another. The top of the aquifer closest to the ground's surface is called the water table. It is the area below which all the openings between soil and rock particles are saturated with water. Like surface water, groundwater moves from high areas to low areas. It discharges at those places where the water table intersects the land's surface, such as in lakes, streams, and wetlands.



**Figure 7-8: Groundwater**



Source: United States Geological Survey

Groundwater currently serves as the source of drinking water for all Village of Wrightstown residents, and is supplied either through the municipal wells and distribution system, or through individual private wells (generally the portion of the Village southwest of Plum Creek). The Village of Wrightstown is in the process of connecting to the Green Bay Water Utility to provide drinking water from Lake Michigan to Village residents on the municipal system.

For those Village residents dependent upon groundwater from individual wells, it is critically important that groundwater be protected because extending public water to the portion of the Village southwest of Plum Creek would be very costly. The greatest threats to groundwater are contamination and overuse, with contamination being the primary threat. As with many rural communities, the most common sources of contamination include naturally occurring metals such as arsenic, pathogens such as bacteria or viruses, and pesticides or fertilizers. Pathogens typically enter groundwater from sources associated with either agricultural activity or failing private onsite wastewater treatment systems, while pesticides or fertilizers may slowly seep into the shallow groundwater table following land application.

The Wisconsin Department of Natural Resources recommends testing private wells for coliform bacteria at least once a year or immediately any time there is a change in how the water looks, tastes, or smells. Even if the groundwater looks, tastes, and smells fine, there is a chance it may have harmful bacteria or viruses. The Village should provide residents on private wells with information related to private well maintenance and testing, such as in the WDNR document “You and Your Well” which can be found on the WDNR website under the “Groundwater” link.

### **Woodlands**

Woodlands in Wrightstown are generally limited to areas associated with waterways, such as Plum Creek, Fox River, Apple Creek, and the waterway/ravine on the far northeast side of the Village. The largest area of contiguous woodlands is located along Plum Creek, totaling approximately 93 acres. Other significant wooded areas in Wrightstown are generally limited to the Fox River shoreline, southwest of Plum Creek.

It is highly unlikely that the woodlands along Plum Creek will be developed due to the presence of wetlands and floodway/floodplain in this area; however, the woodlands along the Fox River could conceivably be impacted by future development, even if done in conformity with the Village's Shoreland Zoning requirements. Even small areas of woods provide habitat for songbirds and small mammals, as well as enjoyment for the general public. Figure 7-9 depicts the woodlands in the Village of Wrightstown.

### **Wildlife Habitat**

Since much of the land in Wrightstown is already developed or actively farmed, the best remaining wildlife habitat within the Village is contained within the Plum Creek bottomlands, which are generally protected from development by virtue of it being floodplain and zoned conservancy. However, this area may still be affected by development around its edges, by regional issues (such as water quality), and by potential invasion of exotic species, particularly purple loosestrife, phragmites, and reed canary grass. The Village, in partnership with the property owners, and non-profit groups should monitor areas of wildlife habitat for such invasive plant species and properly eradicate them if found because of the negative impact on native plants and wildlife habitat.

### **Threatened and Endangered Species**

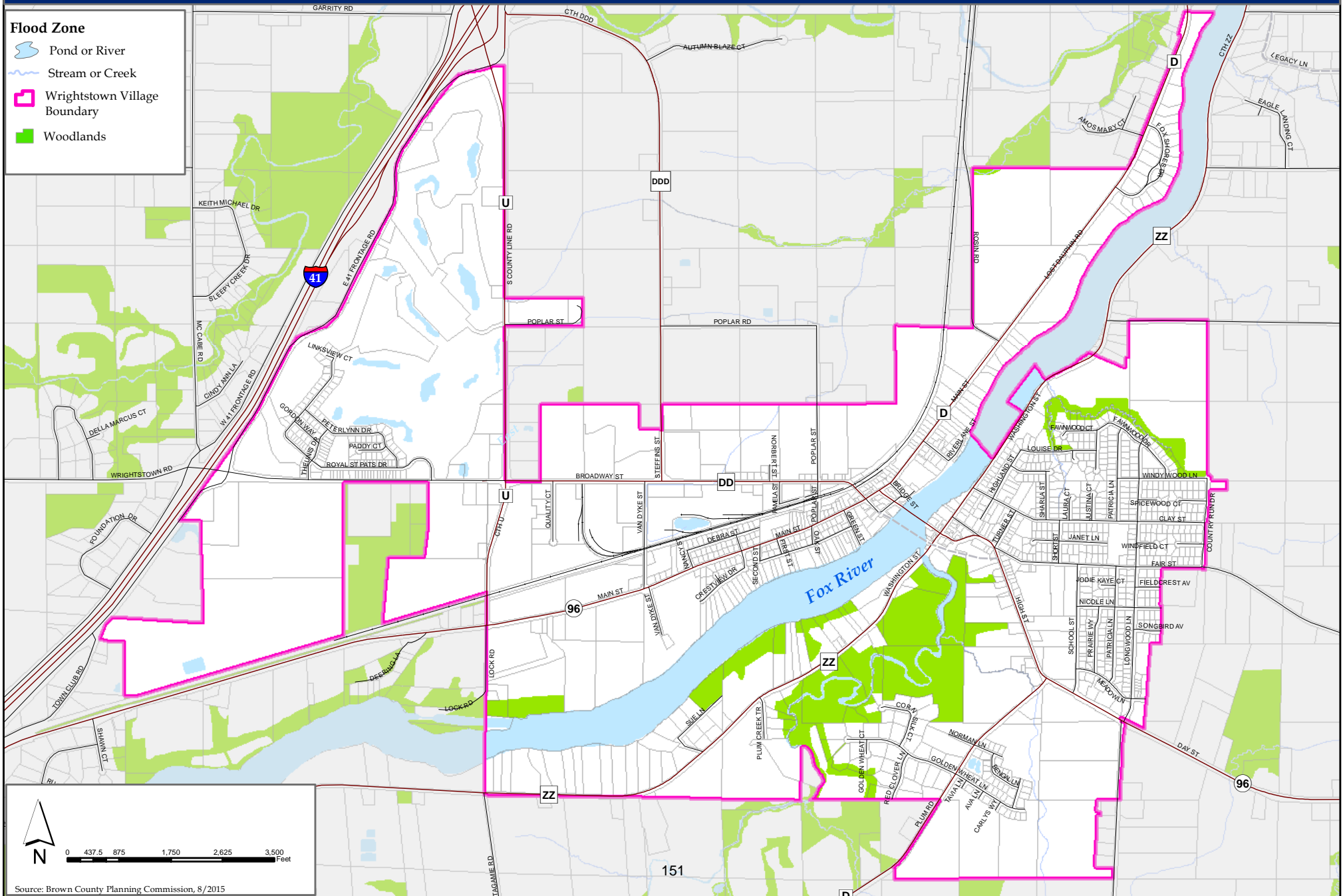
Federal and state law protects endangered and threatened species. Both levels of government prepare their own separate lists of such plant and animal species but do so working in cooperation with one another, as well as with various other organizations and universities. An endangered species is one that is in jeopardy and may become extinct. A threatened species is one that is likely, within the foreseeable future, to become endangered. A special concern species is one about which some problem of abundance or distribution is suspected but not yet proven. The main purpose of the special concern category is to focus attention on certain species before they become endangered or threatened.

The Bureau of Endangered Resources within the Wisconsin Department of Natural Resources monitors endangered and threatened species and maintains the state's Natural Heritage Inventory (NHI). This program maintains data on the general locations and status of rare species in Wisconsin by township/range. The locations are purposefully vague to prevent the disturbance of threatened or endangered resources. According to the NHI, only one threatened plant species, the Handsome Sedge (*Carex Formosa*) is potentially found in Wrightstown in upland woodlands or floodplain forests. Should this plant be found on a potential development site, it is critical the developer of the site contact the WDNR Bureau of Endangered Species prior to beginning any cutting, filling, or grading activity.



# Figure 7-9 Woodlands

Village of Wrightstown, Brown and Outagamie Counties, Wisconsin



### **Scenic Resources and Topography**

The Village of Wrightstown has a generally level topography, which very gradually rises as one moves away from the Fox River. However, the Village also has two very distinctive topographical features: the slopes associated with the Fox River and the Plum Creek ravine. Much smaller ravines are also associated with the tributary to Plum Creek, located immediately south of STH 96, and with a tributary to the Fox River, located at the north end of the Village on the east side of the river. The majority of the Village has an elevation of approximately 660 feet above sea level but very gradually rises to 680 feet at its far eastern and far western limits. The Fox River's elevation is approximately 590 feet above sea level, and its slopes within the Village range from 50 feet in height along the northern reaches of the river to about 70 feet in height along the southern reaches of the river. The Plum Creek ravine is approximately 50 feet deep, while the two other noted ravines are approximately 20 feet deep. The highest point within the Village, at about 690 feet, is at the intersection of USH 41 and CTH U.

The topography of the Village has a significant impact on its natural and scenic resources, as well as on stormwater management and erosion control. While highly subjective, scenic beauty is also an important element of many successful communities. Surveys have shown that most people enjoy open spaces and vistas of unspoiled nature, but what that specifically means is often difficult to define. To some, the most beautiful scenic resources are views of blue skies, green hills, shorelines, and woodlands, while others prefer park or golf course settings or pastoral settings.

The areas of topography within the Village can be scenic resources of great value to the community. The shoreline of the Fox River, in particular, is a significant scenic resource. The high elevation of the new STH 96 bridge over the Plum Creek ravine and Fox River, and the location of CTH D along the west side of the river and CTH ZZ along the east side provide the best scenic views within the Village. Identifying ways to maintain these scenic characteristics of the community should be considered because of the contrast they provide from the surrounding landscape and the vistas they provide.

### **Mineral Resources**

There are no metallic or non-metallic mines/quarries within or near the Village boundaries, and no new mines/quarries are expected to be developed in the Village over the course of this comprehensive plan.

### **Historic Buildings**

Historic sites are those sites or places worthy of preservation and determined to be significant to the nations, states, or local community's heritage in terms of history, architecture, archaeology, engineering, and/or culture. To be listed on a national or state registry of historic sites, the site or place must be nominated, and it must meet applicable federal and/or state requirements. Although listing does not place any restrictions on the site or place, it does enable it to become eligible for special income tax credits for rehabilitation and for other grant and aid programs. However, special restrictions to the site or place may apply if a unit of government owns it.





The Wisconsin Architecture & History Inventory (AHI) is an official inventory maintained by the Wisconsin Historical Society (WHS) for tracking historically significant structures, sites, or objects. These structures collectively display Wisconsin's unique culture and history and, therefore, should be noted and protected/preserved when feasible. There are 52 records listed in the AHI for the Village of Wrightstown, with the Mueller-Wright House also being listed on the State and National Historic Registers. Of the remaining 51 records, no additional sites are listed on the state or national historic register. AHI listed structures are generally located near the east and west sides of downtown, and include a mixture of residential and commercial buildings.

The Wrightstown Historical Society manages operations of the Mueller-Wright House, and cites as its mission, "...to preserve exhibit and share the cultural history, artifacts, and sites in the Wrightstown area with the community." The Wrightstown Historical Society is currently raising funds for the restoration of the Mueller-Wright House. Artifacts from the Mueller-Wright House collection are included in the Wisconsin Decorative Arts online database with the Wisconsin Historical Society.



The Village of Wrightstown administers Chapter 111 – Historical Preservation of its code of ordinances. The ordinance was adopted in 1995, and identifies the process for nomination, and the protection afforded to historical sites and/or structures. The Village's Historical Preservation ordinance is an important tool for Wrightstown to utilize as a means to protect the numerous historic buildings within the Village, and build the community's identity. Both the State of Wisconsin and federal government provide income tax credits for rehabilitating structures listed on the State or National Register of Historic Places. Increasing the ability of property owners to access these tax credits for building rehabilitation through nomination to the State or National Register should be a priority for the Village.

### **Archeological Resources**

Archeological sites provide a window to the past. They provide information and insight as to the culture, activities, and beliefs of the previous residents of the Village of Wrightstown. Current state law gives protection to all human burial sites, in addition to a number of programs and restrictions relating to other archeological sites. Developing these sites before they can be catalogued and studied is the major threat to this resource.

A literature search by the Neville Public Museum has found few records of archeological resources within the Village of Wrightstown, and little archeological work has been done in this area of Brown County. The state Archeological Site Inventory does identify a mound group within the Village along the west side of the Fox River that was found in 1903 but was never field checked. In addition, records indicate that a burial site (probably Native American) was unearthed along Park Street in this area of the Village in 1996, providing further evidence that this area was likely used as a cemetery in the distant past. Furthermore, the Neville Public Museum has numerous artifacts in its collections that are noted to have been found in the vicinity of the Village. Historic accounts indicate that the Wrightstown area, particularly in the vicinity of the confluence of the Fox River and Plum Creek, may have contained an Indian camp.

Wrightstown should capitalize on the value of these resources, perhaps through including these sites within public neighborhood parks and educating citizens about pre-European settlement life in the



Wrightstown region. The Village should work with the Wisconsin Historical Society and the Neville Public Museum to identify these sites. If archeological artifacts are found during development activities, all work should stop, and the Neville Public Museum or Wisconsin Historical Society should be notified.

### **Community Identity and Design**

Issues related to community identity and design generally pertain to maintaining or enhancing the Village's identity and utilizing design elements, such as signage, landscaping and architecture to reinforce Wrightstown's desired character. Three of the top ten issues from the visioning session related to community identity and design:

#7 – Improve / re-establish historic downtown's physical appearance and promote redevelopment with old-world street lights, planters, and improving blighted areas.

#8 – Maintain the Village's home/small town feel and quality of life.

#9 – Develop a yard maintenance ordinance to address unsightly yards and maintain property values.

One issue many communities fall into is allowing new developments that do not contribute to their unique identities. Rather cookie-cutter developments are approved that oftentimes have the exact same designs, materials, and site plans as other communities. This leads to a sameness of design across the country rather than design that is sensitive to the context of the specific community within which it is located. In order to attain the ideals from the visioning session, Wrightstown will have to utilize the tools at its disposal, such as its site plan and design review ordinance and historical preservation ordinance to enhance its own unique history and character.

The Village's identity is undergoing a massive change with the redesign and relocation of the STH 96 bridge crossing the Fox River. The new bridge will extend over the Plum Creek Ravine and east side of downtown to grade on the west side of the Fox River. The design of the bridge, lighting, and the proposed river overlook at the former east side bridge abutment will provide a solid basis upon which to base the Village's design and identity. Additional design features the Village should consider include banners, floral plantings, and street trees to soften the hardscapes associated with STH 96 and the bridge. It is important that new development, particularly commercial development, extending east and west from downtown to the edges of the community continue a consistent design that it is unique to Wrightstown.



The following recommendations are intended to reinforce, and in some instances create, Wrightstown's distinctive identity.

- The Village's entrance corridors should be a focal point of Wrightstown's efforts to set the tone for the Village's identity and provide a "welcome mat" to potential new residents and entrepreneurs.

- Develop “Welcome to Wrightstown” signage at the CTH U/I-41 interchange, similar to the sign on the east side of the Village on STH 96.
- Extend sidewalks along Broadway Street (CTH DD) and Golf Course Drive to better connect the Royal St. Patrick’s development to the rest of the Village.
- When CTH U is reconstructed, it should be done in a manner consistent with an urban cross-section street with curb/gutter, street trees, and sidewalks to connect the rest of the Village to I-41.
- Strongly discourage new pole mounted signs along CTH U and STH 96 in favor of monument-style signage.
- Work with the Town of Wrightstown to ensure future development on the east side of CTH U is consistent with Village requirements.
- Downtown Wrightstown (east and west sides) should be a focal point for building the identity of the Village.
  - Take advantage of the approximately 200’ of Fox River frontage from the former bridge approach along the east side downtown to connect residents and visitors to the Fox River.
  - Require development on the newly vacant lots near the roundabout on the west side to be consistent with a walkable downtown – front of the building built to the right-of-way, or very minimal setback, parking in the rear or side, and preferably two stories.
  - Enforce existing building codes to ensure all structures are kept safe, weathertight, and attractive.
  - Develop a building and yard maintenance code to ensure all structures are maintained and do not have a blighting influence on the downtown.
  - Provide signage to inform visitors to the downtown, particularly the east side, where public parking is available, if not on the street.
  - Continue the practice of using flowers in planters to beautify the downtown.
- Planting street trees should be implemented as a means of beautifying the built environment and providing neighborhood character. Trees provide a natural/rural character that people enjoy. Wrightstown should require the planting of street trees for new subdivisions where trees do not already exist. In addition, the Village should seek to preserve selected existing trees by working with developers to design around such trees.
- Inclusion of parks and passive or active recreation areas within residential neighborhoods are cultural resources that add value to neighborhoods and should be continued. New developments should contain small neighborhood parks or recreation areas either through the use of conservation subdivisions or by setting aside small areas for neighborhood parks, recreation, or stormwater management areas.



- Alternative development approaches, such as conservation subdivisions, should be encouraged near environmentally sensitive areas. New subdivisions can be designed to preserve natural drainage patterns, reduce fragmentation of wildlife habitat, and limit the amount of impervious surfaces, such as roads. By clustering development on a site, large blocks of environmentally sensitive areas can be left as preserved open space. To promote such development practices, greater flexibility and incentives should be inserted into Wrightstown's development codes, such as allowing reduced lot sizes, smaller setbacks, and/or narrower streets, in exchange for preservation of natural resources.

## **Recommended Policies, Programs, and Actions**

There are many avenues the Village of Wrightstown can take to achieve the natural, cultural, and agricultural resources goal and objectives listed in the plan's Issues and Opportunities chapter. They range from specific one-time actions to broad ongoing programs. The recommendations from this chapter are summarized in this section.

### **Agricultural Resources Recommendations**

- Focus the Village's new development efforts upon those farmlands that are immediately adjacent to current development and infrastructure to maximize the return on the Village's investment.
- Low impact, conservation-oriented farming practices within and adjacent to the Village should be encouraged to minimize the conflicts between the farm operations and adjacent development.
- Those farmlands comprised of larger or numerous contiguous parcels continue to be farmed as unobtrusively as possible until such time as infrastructure may be extended in a cost-effective manner and development may be accommodated in a compact and efficient manner.

### **Natural Resources Recommendations**

- Identify important natural resources (Plum Creek Ravine, upland woodlands, and Fox River frontage) to protect when planning for future park or conservancy locations.
- Coordinate with the WDNR, Brown County, NEW Water, and other municipalities to implement the Fox River TMDL in a manner that is both cost-effective and environmentally sound.
- Encourage agricultural producers and developers to install grassed buffer strips along waterways that drain to the Fox River, Plum Creek, and Apple Creek to filter out pollutants and sediments.
- Utilize green infrastructure to assist in managing stormwater runoff.
- Require flood studies where development is proposed near waterways without mapped floodplain or floodway to protect the environmental integrity of the waterway and protect improvements from flood damage.
- Maintain the 75-foot shoreland zoning setback from navigable waterways.
- Work with property owners, conservation organizations, school groups, and the WDNR to remove invasive exotic plant species, such as phragmites, when they appear in wetland or shoreland areas.



- Coordinate with the Brown County Planning Commission regarding the identification and protection of environmentally sensitive areas (ESA's) early in the development planning process.
- Utilize the Brown County produced large-scale Shoreland Zone / ESA maps to assist in making determinations as whether a proposed development could impact an ESA or shoreland area.
- Encourage homeowners in the Village on private wells to have their wells tested once a year or immediately if there is a change in taste, smell, or clarity.

### **Cultural Resources Recommendations**

- Include banners, floral plantings, and street trees to soften the hardscapes associated with STH 96 and the new bridge.
- The Village's entrance corridors should be a focal point of Wrightstown's efforts to set the tone for the Village's identity and provide a "welcome mat" to potential new residents and entrepreneurs.
- Downtown Wrightstown (east and west sides) should be a focal point for building the identity of the Village.
- New developments should contain small neighborhood parks or recreation areas either through the use of conservation subdivisions or by setting aside small areas for neighborhood parks, recreation, or stormwater management areas.
- Utilize the Village's Historical Preservation Ordinance to protect potentially historic buildings for future generations.
- Encourage owners of potentially historic buildings to apply for state and federal tax credits to assist in rehabilitating these buildings.







## CHAPTER 8

### Intergovernmental Cooperation

Cooperation between neighboring and overlapping units of government is one of the primary goals of the Wisconsin Comprehensive Planning Law and is a very important aspect of the Village of Wrightstown Comprehensive Plan. As Wrightstown develops over the next 20 years, it is important for the Village to work with the school district, surrounding communities, Brown and Outagamie Counties, the state, and other units of government. Working cooperatively is especially important since many issues, such as transportation improvements and stormwater runoff do not recognize municipal boundaries.

The purpose of the Intergovernmental Cooperation chapter is to analyze the existing relationships the Village has with other units of government and identify means of working cooperatively toward the goals and objectives identified in the Issues and Opportunities chapter of the plan.

#### Analysis of Governmental Relationships

##### Wrightstown Community School District

The Village of Wrightstown is located entirely within the boundaries of the Wrightstown Community School District. All three schools that comprise the school district's facilities are located on the east side of the Village of Wrightstown. As discussed in the Utilities and Community Facilities Chapter, the student population of the school district has remained rather stable over the past ten years with a range of between 1,160 – 1,303 students. Student population projections estimate this trend to continue into the future. Although the student population is stable, the District is dealing with space constraints at the elementary school where every room is currently full and the middle school is at capacity with limited ability to expand internally among existing classrooms.



Considering the space constraints currently being experienced by the school district, it is critical that the School District and Village Board maintain an open line of communication. This is particularly important should residential development begin to increase again in the Village. The Village should inform the School District administration of any relatively large residential developments as early in the review and approval process as possible to allow the School District adequate time to assess the potential impact on their facilities and prepare any options necessary to handle an increase in student population. An open line of communication is also necessary to address any roadwork that could impact school bus routes.

Should the school district in the future need to expand existing facilities or build new facilities, they should be located in a manner that easily allows students to walk or bike to school. Additionally, new facilities should be designed with parking lots on the sides or behind the building to ensure the buildings provide a presence along the street and create a safe walking or biking path to the school.

## **Adjacent Communities**

The Village of Wrightstown generally adjoins two municipal Towns: The Town of Kaukauna (Outagamie County) and the Town of Wrightstown (Brown County). However, a very small portion of the southwestern most parcel in the Village of Wrightstown on the south side of the Fox River also abuts the Town of Buchanan (Outagamie County), but this is such a small area, a detailed analysis of the relationship between the Village of Wrightstown and Town of Buchanan was not warranted. Figure 8-1 depicts the Village of Wrightstown and the neighboring towns.

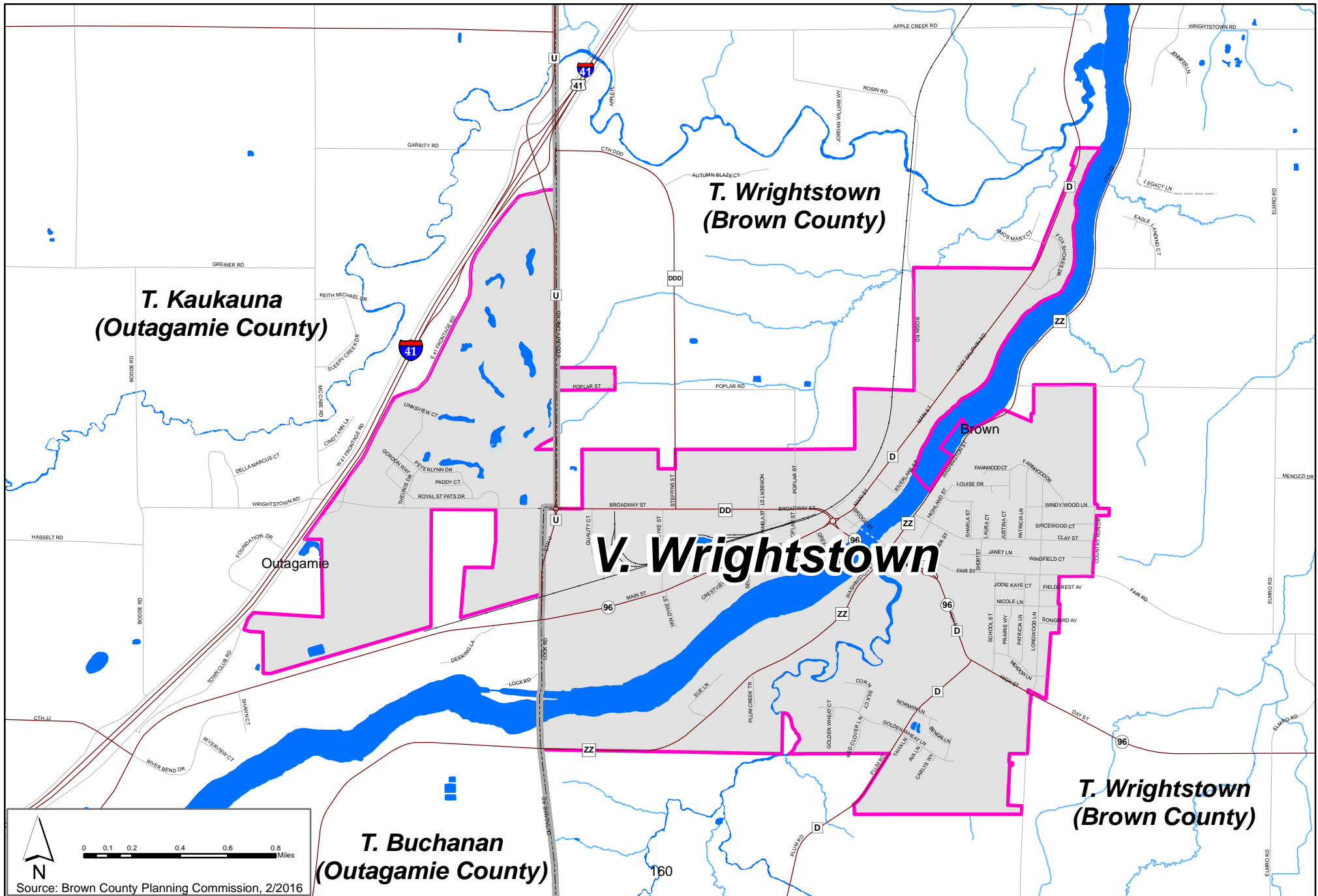
### **Town of Wrightstown**

The Town of Wrightstown is adjacent to all the Village of Wrightstown's municipal boundaries that are in the Brown County portion of the Village. Many Town residents utilize businesses, services, religious institutions, recreation facilities, and schools that are located within the Village of Wrightstown, and therefore depend on a healthy, growing Village to continue to meet their daily needs. However, future growth and economic development of the Village of Wrightstown may depend on the potential annexation of lands from the Town of Wrightstown, specifically in the CTH U/I-41/CTH DDD area.

For both communities to be able to reach their development goals, the Town of Wrightstown and Village of Wrightstown should restart discussions regarding a comprehensive boundary agreement that encourages efficient growth for the Village and long-term stability for the Town. Even if a boundary agreement cannot be reached, the two communities should meet at least once a year to discuss other opportunities for cooperation or issues that could be resolved.

Even if the two communities are not able to reach a boundary agreement in the near future, it is critical that they continue to meet in order to keep the lines of communication between them open. Development in the Town will continue to impact the Village, and future annexations and development in the Village will continue to impact the Town. Therefore, both communities must work together in order to minimize the negative impacts and accentuate the positive impacts that development could have on each other.

Figure 8-1  
**Adjacent Municipalities**  
*Village of Wrightstown Planning Area, Brown and Outagamie Counties, Wisconsin*



## **Town of Kaukauna**

The Town of Kaukauna abuts the Outagamie County portion of the Village of Wrightstown municipal boundary north of the Fox River. In 2013 the Town and Village entered into a formal intergovernmental agreement pursuant to Wis. Stats Chapter 66.0301(6). The agreement served to allow a seamless annexation by the Village of Wrightstown of the Fox Energy Center power plant property and provide certainty for Town boundaries for the ten-year timeframe of the agreement. In addition to the Fox Energy Center, the Village of Wrightstown may consider annexation petitions of property from areas outside of the “Town Growth Area” without protest by the Town of Kaukauna, provided the lands are annexed with the express written permission of the Town property owner(s). These lands generally include the areas west of the Fox Energy Center and north of the Canadian National Railroad as well as the lands north of the Fox River and west of the Wisconsin-Michigan Power Company easement (high voltage power lines), south of the Canadian National Railroad.

The advantage of having an agreement that sets boundaries in place for a period of time is that it provides a level of certainty for the municipalities, property owners, and potential developers. As the agreement with the Town of Kaukauna reaches close to the end of the performance period, the Village of Wrightstown should continue to meet with the Town of Kaukauna to discuss the possibility of a new agreement, or at a minimum to maintain open lines of communication regarding future opportunities for shared services or other cooperative efforts.

## **Other Entities**

### **Brown County**

The four Brown County departments that currently have the most significant presence in the Village are Brown County Public Works Department, Brown County Library, Brown County Parks Management, and Brown County Planning and Land Services Department.

### **Public Works**

The Brown County Public Works Department has responsibility for five of the six county highways in the Village of Wrightstown (CTH D, CTH DD, CTH DDD, CTH MW, and CTH ZZ). CTH U is maintained by Outagamie County. CTH ZZ heading north out of the Village is scheduled to be relocated and reconstructed in order to move the road further east away from the immediate banks of the Fox River. The reconstruction and relocation will provide for greater stability of the roadway and also provides an opportunity to add bicycle and pedestrian facilities on a picturesque stretch of county highway.

As CTH ZZ and other streets are scheduled for maintenance and eventual reconstruction, it is important that early in the design process the Village conveys to Brown County Public Works (and Outagamie County Highway Department for CTH U) specific attributes of the facilities the Village wants to see in a completed project. The streets should be reconstructed in a manner that is sensitive to the existing and planned land uses within the area. This may include such facilities as sidewalks, multi-use trails, bicycle lanes, crosswalks, and curb bump-outs as identified in this comprehensive plan and the Brown County Bicycle and Pedestrian Plan.

### **Brown County Planning and Land Services Department**

The Village of Wrightstown has historically worked with the Brown County Planning and Land Services Department for various land use related issues such as zoning, comprehensive planning, and updating other miscellaneous ordinances. Additionally, the Planning and Land Services Department enforces the

Brown County Land Division and Subdivision Ordinance within the Village to ensure adequate protection for environmentally sensitive areas. It is critical to maintain open lines of communication and coordination between the department, the Village of Wrightstown, and property owners in the Village.

### **Brown County Parks Management**

Brown County Parks Management is responsible for the Brown County Boat Launch and Park located at the confluence of Plum Creek with the Fox River. The availability of the boat launch in close proximity to the heart of the Village helps to create an activity center and draw for people to launch boats, fish, watch the waterski show or simply relax. The Village of Wrightstown and Brown County Parks Management should continue to coordinate regarding any potential improvements or issues related to the boat launch.

### **Brown County Library**

The Wrightstown Branch of the Brown County Library is located on the west side of downtown on STH 96. The branch library serves an important service to the Village and surrounding area. It enjoys tremendous support from the Village in terms of activity and should continue to serve Wrightstown residents well into the future.

### **Outagamie County**

The Outagamie County Highway Department is responsible for maintenance of CTH U in the Village of Wrightstown. Through an intergovernmental agreement with Brown County, Outagamie County is responsible for CTH U from STH 96 in the Village of Wrightstown to CTH EE in the Village of Hobart. Brown County is responsible for CTH U from CTH EE to its northern terminus.

In concert with the Town of Wrightstown, the Village should proactively work with the Outagamie County Highway Department to identify future street access points to CTH U from the east. If not possible to identify potential intersecting streets before development occurs, the Village will need to closely coordinate with Outagamie County to ensure new development has adequate access to CTH U and individual driveway access points do not create future traffic flow issues. Furthermore, the conversion of CTH U into a two-lane boulevard with dedicated left-hand turn bays should continue to be a long-term goal of the Village.

### **State of Wisconsin**

#### **Wisconsin Department of Transportation (WisDOT)**

The Village and Wisconsin Department of Transportation have been working closely together throughout the process to first identify a new bridge location, reconstruct STH 96, and construct the new bridge. Although the bridge and highway reconstruction project is ending, it is critical the Village maintain an open, clear line of communication with WisDOT regarding the east side river overlook at the former bridge approach and about plans for the now vacant parcels of land acquired by WisDOT for the reconstruction project. The Village will want to ensure its thoughts regarding the proposed river overlook are incorporated into the final design.

#### **Fox River Navigational System Authority (FRNSA)**

The Fox River Navigational System Authority (FRNSA) is responsible for management and operation of the system of locks along the Fox River to allow watercraft to travel from Lake Winnebago to Green Bay. Due to concerns about the potential spread of aquatic invasive species from the Great Lakes through opened locks to Lake Winnebago, the Rapide Croche lock just west of Wrightstown is to remain closed.



However, it is proposed that FRNSA will operate a boat lift in accordance with a hot water cleansing area to allow watercraft to traverse the closed lock while keeping aquatic invasive species from crossing the barrier. The transfer station is planned to be constructed in 2017.

The transfer station provides an opportunity for the Village of Wrightstown to capture a share of the watercraft traffic heading either north or south along the Fox River since both will need to stop at the transfer station to get lifted and cleansed before continuing. The Village should contact FRNSA to determine potential cooperative marketing efforts or opportunities for transient dockage to support the watercraft utilizing the Fox River and transfer station.

## **Intergovernmental Issues/Opportunities**

### **Annexation/Boundary Agreements**

As is the case across the state, annexation is the most likely contentious issue between the Village of Wrightstown and its neighboring towns. However, the Village and Town of Kaukauna addressed this issue for a ten-year period starting in 2013 with an intergovernmental agreement that sets Village and Town boundaries during this time period. As previously discussed, the agreement permits Village annexations in parts of the Town without Town objections. In return, the Village agreed to not accept annexations within the identified Town growth areas.

Absent a boundary agreement, it is important to note that annexation is a power that the State of Wisconsin has granted to incorporated communities. In order for the Village of Wrightstown to continue to grow, it is possible that annexations will need to occur from the surrounding towns in the future. Annexations are generally initiated by property owners through a petition to an incorporated municipality typically to provide eligibility for their property to be served by public sewer and water and facilitate future development. The Village should continue to listen to annexation proposals from property owners and review each annexation request on its own merits. Considerations Wrightstown should review when deliberating potential annexations include:

- Consistency with the Village's comprehensive plan.
- Degree of contiguousness to the Village.
- Degree of compactness.
- Ability to be efficiently served by public utilities and community services from the Village.
- Potential for employment creation or retention opportunities.
- Potential for major economic development opportunity.

The Village of Wrightstown and the Town of Wrightstown should consider the development of a boundary agreement, similar to the agreement between the Town of Kaukauna and Village of Wrightstown, whereby the Village identifies areas it would like to grow into in the Town in exchange for agreeing to not accept annexations from other areas outside of the agreed-upon boundary. Boundary agreements are typically identified for a set number of years at which point they may be renegotiated. Through boundary agreements, communities ensure that a developer will not be able to play one community off of another in exchange for a better deal. However, for boundary agreements to be created, all parties involved in the negotiations need to be clear and upfront about future plans, as well as willing to give certain things up.

Regardless of the situation, the Village should continue its policy of requiring property to be annexed into Wrightstown prior to extending public sewer and water to the property. It is critical for both the Town of Wrightstown and Town of Kaukauna to keep in mind that a healthy, growing Village of Wrightstown

will benefit them by having a nearby Village for shopping, recreating, socializing, primary health care, a range of housing types, and multiple employment opportunities for their residents.

## **Intergovernmental Cooperation Tools**

A guide produced by the Wisconsin Department of Administration, “Intergovernmental Cooperation, A Guide to Preparing the Intergovernmental Cooperation Element of a Local Comprehensive Plan<sup>1</sup>,” identifies a number of tools that the Village of Wrightstown has at its disposal to improve intergovernmental cooperation. The document groups the many cooperation tools into four general categories. The categories are:

1. Cooperating with Services.
2. Cooperating with Regulations.
3. Cooperating by Shared Revenue.
4. Cooperating with Boundaries.

Although not all of the tools identified in the sections are applicable to the Village of Wrightstown, the guide describes a number of options that the Village could utilize to promote intergovernmental cooperation with neighboring communities or districts and potentially generate cost savings for each participant. Cooperation and efficiencies gained with neighboring communities and overlapping jurisdictions has become increasingly important as municipalities continue to deal with very constrained budgets.

## **Summary of Recommendations**

### **Wrightstown Community School Districts**

If at some point in the future, additional or expanded school facilities are necessary for the Wrightstown Community School District, they should be placed in a location that allows for students to easily walk or bicycle to school as a means to encourage a healthy lifestyle. Additionally, Wrightstown should continue to maintain open lines of communication with the school districts in order to address any anticipated major changes in land uses or transportation facilities that could impact district facilities or bus routes.

### **Town of Kaukauna**

The Village of Wrightstown and Town of Kaukauna should continue to monitor the results of the existing intergovernmental agreement between the two communities. Should the Village find that the overall results of the agreement have been beneficial to Wrightstown, the Village should work with the Town of Kaukauna to extend the agreement. Even if the agreement does expire in 2023, it will continue to be important for the Village and Town to maintain open lines of communication and meet as needed to address issues of mutual concern.

### **Town of Wrightstown**

The Village of Wrightstown and Town of Wrightstown should begin meeting to open lines of communication with a long-term goal of developing a mutually beneficial boundary agreement. A

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<sup>1</sup> A Guide to Preparing the Intergovernmental Cooperation Element of a Local Comprehensive Plan, Wisconsin Department of Administration, June, 2002. <http://www.doa.state.wi.us/documents/DIR/Comprehensive%20Planning/Element-Guides/Intergovernmental-Cooperation.pdf>

boundary agreement could encourage efficient growth for the Village and long-term stability for the Town. If a boundary agreement cannot be reached, the two communities should continue to meet at least once a year to discuss other opportunities for cooperation or issues that could be resolved. Opportunities for cooperation in the near future should focus on appropriate development and access points along the CTH U corridor.

### **Outagamie County**

As the western part of the Village is within Outagamie County, and CTH U is managed by the Outagamie County Highway Department, open lines of communication between the Village of Wrightstown and applicable Outagamie County governmental departments will continue to be important over the next 20 years. Specific issues to address with Outagamie County include future street/driveway access to CTH U, and longer-term, the eventual urbanization of CTH U in a manner that creates a positive first impression to visitors to the Village of Wrightstown. Additional opportunities identified in the Economic Development Chapter include joint marketing and building additional ties to Fox Valley region.

### **Brown County**

#### **Public Works Department**

The Brown County Public Works Department will need to convey to Village residents, school district, and the Village of Wrightstown when CTH ZZ will be closed for reconstruction in order to minimize disruptions. Additionally, as other county highways are reconstructed, Wrightstown should coordinate with the Public Works Department to ensure bicycle and pedestrian facilities are included, consistent with the Transportation Chapter and the Brown County Bicycle and Pedestrian Plan.

### **State of Wisconsin**

#### **Wisconsin Department of Transportation (WisDOT)**

The Village of Wrightstown should continue to work with WisDOT to ensure the proposed Fox River overlook at the former east side bridge approach is constructed on time. This will become a centerpiece of east side downtown revitalization efforts, and will create an area for activities to draw residents and visitors into the area.

#### **Fox River Navigational System Authority (FRNSA)**

The Village should continue to track the progress of the proposed boat lift and transfer station at the closed Rapide Croche lock. This could create an economic opportunity for riverfront businesses in Wrightstown to capitalize on watercraft traffic between Green Bay and Lake Winnebago.

## **CHAPTER 9**

### **Implementation**

The completion of this comprehensive plan update should be celebrated as a significant milestone in providing guidance for the future of the Village of Wrightstown. However, the key to the success of a comprehensive plan is its implementation. There are several land use regulatory tools, as well as administrative mechanisms and techniques that can be utilized as implementation tools for the plan. While the Implementation Chapter does not include all of the recommendations of the comprehensive plan, it does summarize the various implementation tools and related action steps toward its implementation the Village of Wrightstown has at its disposal. The following matrices identify the primary action steps for the Village to take in order to implement this comprehensive plan with a high, medium, or low priority identified for each action step. It should be noted that even though an action step may be identified as “medium” or “low,” the fact it is identified as an action step at all indicates it is still a very important component in implementing this comprehensive plan; however, there may not be a pressing need to address the issue immediately.

As noted previously, adoption of a comprehensive plan is a significant milestone. However, Wisconsin Statute 66.1001 requires that ordinances used to implement the plan, including zoning, land division, official map, and shoreland zoning are consistent with the direction in the comprehensive plan. Therefore, following adoption, these ordinances should be reviewed and updated as necessary to ensure consistency between the plan and the ordinances to implement it.

#### **Land Use**

##### **Zoning Ordinance**

Zoning is the most common regulatory device used by municipalities to implement plan recommendations. The major components of zoning include a written zoning ordinance and a zoning district map. The zoning ordinance includes specific language for the administration of the regulations. Included in the text are definitions, district use requirements, administrative procedures, sign and parking regulations, and other elements. The companion zoning district map defines the legal boundaries of each specified zoning district of the zoning ordinance. Within the Village of Wrightstown Code of Ordinances, the Zoning Ordinance is found in Chapter 206 and also includes subsections related to off-street parking, signage, earth excavations, artificial lakes, and interchange access control.

It is important to note that the Future Land Use Map does not take the place of the Village’s official zoning map. Instead, the Future Land Use Map is to be utilized as a reference when reviewing proposed rezoning applications to ensure consistency between rezoning actions and the comprehensive plan. In addition to the Future Land Use Map, the Planning Commission and Village Board should utilize the plan’s goals, objectives, and recommendations to formulate a sound basis for zoning decisions. Identifying the rationale for the decision based on the comprehensive plan provides for much more defensible position, should the decision be challenged.

**Action Steps:**

<b>Priority</b>	<b>Action Step</b>	<b>Responsible Party/Dept.</b>	<b>Other Partners/Resources</b>	<b>Timeframe</b>
<b>High</b>	When the Village considers future rezoning, conditional use, or variance requests, it is important that the various comprehensive plan goals, objectives, and recommendations are considered and used as a guide in the rezoning determination process. Whenever a decision is reached either approving or disapproving rezoning requests, the specific goals, objectives, policies, or other comprehensive plan concepts that the decisions are based upon should be noted as part of the record.	Village Planning Consultant, Village Planning Commission, Village Board	Board of Appeals	Ongoing
<b>High</b>	Revise the Village's sign ordinance to reflect the limitations on sign regulations created by the 2015 U.S. Supreme Court Reed v. Town of Gilbert decision.	Village Planning Consultant, Planning Commission	Brown County Planning Commission	2016
<b>Medium</b>	Add a Downtown Commercial district to the Village's zoning code to facilitate the smaller lot sizes, different uses, and setbacks typical of a downtown location.	Village Planning Consultant, Village Planning Commission, Village Board	Local business owners, Brown County Planning	2017



Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Medium	Add a Light Industrial district to the Village's zoning code to better differentiate among high and low intensity industrial uses and their potential impacts on neighboring properties.	Village Planning Consultant, Village Planning Commission, Village Board	Brown County Planning	2017
Medium	Reduce or eliminate the Village's parking standards for the downtown to reflect the realities of limited parking in these areas, and maximize the value associated with developed parcels of land in the downtown.	Village Planning Consultant, Village Planning Commission	Village Public Works Director, Brown County Planning	2018

## Land Division Ordinance

Land division regulations govern the process by which lots are created out of larger tracts of land. These regulations seek to ensure that the land divisions appropriately relate to the geography of the site and existing and future public facilities. New land divisions must also be consistent with the community vision as outlined by the comprehensive plan. The Village of Wrightstown Chapter 205 – Subdivision of Land and Chapter 21 – Land Division and Subdivision Ordinance of the Brown County Code of Ordinances govern land divisions within the Village of Wrightstown. Brown County Code Chapter 21 only applies to the portion of the Village within Brown County. Outagamie County does not regulate land divisions within incorporated municipalities.

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
<b>High</b>	The Village should review the comprehensive plan components and recommendations and use them as a guide in the review process when considering land divisions. Whenever a decision is reached either approving or disapproving land division requests, the specific goals, objectives, policies, or other comprehensive plan concepts that the decisions are based upon should be noted as part of the record.	Village Planning Consultant, Village Planning Commission, Village Board	Brown County Planning	Ongoing
<b>Medium</b>	Increase the Village's minimum lot size for review under Chapter 205 by the Village to 40 acres, consistent with the Brown County requirements within the sewer service area.	Village Planning Consultant, Village Planning Commission	Brown County Planning Commission, Village Engineer	2017
<b>Low</b>	Review the Village's land division ordinance to ensure it continues to meet the needs of the Village of Wrightstown	Village Planning Commission	Zoning Administrator, Village Engineer	2019

## Site Plan and Design Review Ordinance

The Village of Wrightstown regulates site plans and design in Chapter 207 of the code of ordinances. As described in Section 207-2, the ordinance applies to situations when a building permit is required for a proposed new development, to expand an existing development, or to facilitate a change in use of a development within the M-F Multifamily District, B-1 General Business District, I-1 General Industrial District, and nonresidential development within the R-1 Residential district. The ordinance serves as method of ensuring new development meets minimum site planning and design guidelines in addition to all applicable zoning, stormwater management, utility, signage, and related requirements.

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
<b>Medium</b>	Amend the site plan and design review ordinance to include the proposed new downtown commercial and light industrial zoning districts.	Village Planning Commission, Village Board	Village Planning Consultant	2018
<b>Low</b>	Review the site plan and design review ordinance to ensure it is consistent with the direction of the comprehensive plan and continues to meet the goals of the Village.	Village Planning Commission	Village Planning Consultant, Village Public Works Director, Village Engineer	2018

## Official Map

An Official Map is a regulatory tool utilized by a community to project and record future municipal improvements, authorized under Chapter 62.23(6) of the Wisconsin Statutes. It is commonly used to identify existing streets and planned improvements, but an Official Map can also be utilized to identify planned school sites, recreation areas, and municipal facilities. Once an area is identified on an Official Map, no building permit for a use other than the proposed use on the Official Map may be issued for that site unless the map is amended. The Village of Wrightstown does not currently have an adopted official map, although an official map would be useful if the Village decides to identify future collector streets connections.

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
<b>Low</b>	Develop an official map to identify future road connections.	Village Board, Village Planning Commission	Village Engineer, Village Public Works Director	2020

## Capital Improvements Program

Another important device for comprehensive plan implementation is utilization of the Village's Capital Improvements Program (CIP). The program is designed to annually schedule public works projects within a specified period of time, which usually encompasses a period of five to ten years. A CIP that is consistent with the comprehensive plan will provide a monitoring tool to ensure that public works projects are located and scheduled with thorough consideration of each of the plan's chapter recommendations.

### Action Steps:

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Low	Incorporate any applicable recommendations from the comprehensive plan into the Village's 5-year capital improvements planning process.	Village Public Works Director, Village Board	Village Administrator, Village Engineer	2016

## Building Regulations

The Village of Wrightstown enforces building regulations through Chapter 84 of the code of ordinances and property maintenance through Chapter 146 of the code of ordinances. Both are critically important to ensuring proper maintenance of structures within the Village.

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
<b>High</b>	Actively enforce the Village's property maintenance code (Chapter 146), specifically in the east side downtown area.	Building Inspector, Village Board	Village Administrator, Village Attorney	2016
<b>Medium</b>	Provide information to Village residents regarding Brown County's housing rehabilitation loan program for low and moderate income households.	Village Clerk	Brown County Planning Commission	Ongoing
<b>Low</b>	Contact Green Bay-based Options for Independent Living to obtain information regarding visitability improvements to new homes and provide the information to builders and developers.	Building Inspector		2018

## Outdoor Recreation Facilities

The comprehensive plan identifies a few park or outdoor recreation land additions and/or improvements. Specific recommendations include additional neighborhood parks to support new residential development, a river walk from the proposed river overlook to the north along the Fox River, inclusion of bicycle lanes on certain streets, and the limited development of the existing park in the Fox Shore Estates Subdivision. In order to fund such improvements, the Village should work with the developers at time of subdivision of the future residential areas, utilize Internet crowdsourcing and local non-governmental fundraising, and investigate charitable foundations as potential outside sources of funding for development of existing parks.

In terms of future parks, the Wisconsin Department of Natural Resources provides matching grants through the Knowles-Nelson Stewardship program to help fund park and recreation land purchases, provided the proposed project is identified in a locally adopted park and recreation plan. A park and recreation plan must be updated at least once every five years for a community to be eligible to apply for Stewardship funds. In addition the Wisconsin Coastal Management Program may also consider providing matching funds for the purchase or development of recreational lands along the Fox River.



Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
<b>High</b>	Continue to coordinate with WisDOT to develop the river overlook at the former east side bridge approach.	Village Administrator, Village Board	WisDOT	2016
<b>Medium</b>	Update the Village's Outdoor Recreation Plan and submit to the WDNR to renew Village eligibility for WDNR Stewardship grants.	Village Planning Commission	Brown County Planning, local service groups	2017
<b>Low</b>	Inventory potential outside funding for park and outdoor recreation facility development.	Village Administrator	Brown County Planning	2018
<b>Low</b>	Stay up to date on progress toward the development of a boat lift and wash at the Rapide Croche Dam.	Village Administrator	Fox River Navigational System Authority	Ongoing

## Erosion and Stormwater Control Ordinances

Communities can adopt erosion and stormwater control ordinances to control the impact of development on runoff, groundwater recharge, and overall water quality. The ordinance should include standards for compliance and guidelines to assist developers in choosing appropriate stormwater management techniques. The Village of Wrightstown enforces erosion control requirements through Chapter 97, and stormwater management for new developments through Chapter 205 - Subdivisions and Chapter 207 Site Plan and Design Review of its code of ordinances.

As discussed in Chapter 6 - Utilities and Community Facilities of this plan, the Village of Wrightstown should consider the development of a stand-alone stormwater management ordinance to address both new facilities, as is currently accomplished through Chapters 205 and 207 and also address any maintenance or functionality issues with previously constructed stormwater management facilities. Furthermore, as with all services, there is a cost to the Village to properly maintain these facilities. The Village should consider the formulation of a stormwater utility to capture fees from all properties that contribute stormwater to the Village's stormwater collection and treatment system.

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Medium	Develop and adopt a standalone stormwater management plan and ordinance that addresses new and existing facilities.	Village Board, Village Administrator	Village Engineer, Public Works Director	2019
Medium	Create a stormwater utility to pay for the proper maintenance of stormwater facilities and take this program off the property tax levy.	Village Attorney, Village Board	Village Administrator	2020
Low	Keep abreast of potential changes to state and federal laws pertaining to stormwater management.	Village Engineer	Village Board	Ongoing

## Intergovernmental Cooperation

Intergovernmental cooperation is a hallmark of the comprehensive planning law. The planning process developed the base contacts for communication among the many different governmental agencies and bodies that have an interest in the future of Wrightstown. It is necessary for the Village to continue to maintain those contacts and keep everyone apprised of information pertinent to each stakeholder.

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Medium	Open discussions with the Town of Wrightstown to discuss ongoing boundary issues and opportunities for cooperative efforts.	Village Board	Village Attorney, Village Administrator	2017
Low	Continue to maintain open lines of communication with surrounding communities to discuss issues or opportunities of common concern.	Village Board	Village Administrator	Ongoing
Low	Stay informed of current events at the county, region, and state levels that may impact the Village.	Village Administrator	Brown County Planning	Ongoing

## Comprehensive Plan

With adoption of this comprehensive plan update, the Village will continue to meet the requirements of Section 66.1001 Wis. Stats. which requires all communities that have zoning, land division, official map, or shoreland zoning regulations to have a comprehensive plan in place that is updated at least every 10 years. The comprehensive plan is to be used as a reference when contemplating difficult decisions, as well as a vision of what Wrightstown can be. In order for the plan to continue to be useful, the plan should be amended and updated at a minimum in accordance with the following matrix.

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Medium	Set aside one Planning Commission meeting every other year to review the comprehensive plan and make sure it continues to meet the Village's vision and needs.	Village Planning Commission	Village Administrator, Village Planning Consultant	2018
Low	Update the comprehensive plan as warranted and completely revise it at least once every 10 years.	Village Planning Commission	Village Board, Brown County Planning	2026

## Funding

Some of the recommendations in the plan may be implemented with the help of various sources of funds besides local property taxes. There are a number of grant and loan programs administered by local and state agencies, including the Brown County Planning Commission, Wisconsin Department of Administration, Wisconsin Economic Development Corporation, Wisconsin Department of Natural Resources, and Wisconsin Department of Transportation. At the federal level, the Environmental Protection Agency, Department of Agriculture-Rural Development, and the Department of Commerce-Economic Development Agency all provide various sources of funding that may be applicable to the Village of Wrightstown

Most state and federal grant programs require a local match. However, the local match may typically include a combination of local tax dollars, in-kind services, and/or private donations. Each grant program has its own set of guidelines regarding eligible projects, as well as financing mechanisms, and should be reviewed before applying. The Wisconsin Economic Development Corporation (WEDC) maintains a comprehensive list of state aid programs, which may be found at <http://inwisconsin.com/community/assistance/>.

Additionally, the Wisconsin Department of Administration facilitates the federal Community Development Block Grant (CDBG) program for communities within the State of Wisconsin. This funding is for communities (non-entitlement) that do not already receive a pre-determined allocation of federal CDBG funding from the U.S. Department of Housing and Urban Development (HUD). Specific CDBG

grant programs include those dedicated to public facilities (CDBG-PF), economic development (CDBG-ED), public facilities for economic development (CDBG-PFED), and planning (CDBG-PLNG). The CDBG program has very strict income, application, and administration requirements that may require the utilization of a consultant. The Village of Wrightstown should contact WDOA staff to discuss the possibility of utilizing CDBG funding prior to hiring a consultant or preparing an application.

## **Comprehensive Plan Review and Update**

Planning is not static. It is a continuous, ongoing process that is subject to change. It is also at the mercy of many forces over which a municipality has very little or no control (economic conditions, weather, birth rates, etc.). Therefore, if the Village's comprehensive plan is to remain a useful document, the plan should be regularly reviewed to ensure it reflects the conditions present at the time and any changes and developments that may have occurred over the last year. The following section identifies the process by which the Village of Wrightstown may amend the comprehensive plan.

### **Action Steps:**

1. The public should be notified and provided an opportunity to comment on proposed amendments to the comprehensive plan. The Village will consider neighborhood opinion in evaluating how a proposed amendment would meet the amendment criteria. Options for soliciting public opinion could include such actions as direct mail survey forms, neighborhood meetings, public notices, website postings, and open house meetings.
2. Criteria should be adhered to when considering amendments to the comprehensive plan. Amendments should be approved only if they are determined to be in the public interest, based on a review of the applicable principles from the following:
  - a. How the proposal is more consistent with applicable policies of the comprehensive plan than the existing designation.
  - b. How the proposal is more consistent with the following objectives than the existing designation. Consistency is not required where the objective is clearly not applicable to the type of proposal involved.
    - Encourage the development of distinct neighborhoods served by commercial nodes, and discourage strip commercial development.
    - Provide uses that are consistent with the small town character of the Village.
    - Create development that is compatible and integrated with surrounding uses in terms of scale, orientation, pedestrian enhancements, and landscaping.
    - Conserve or enhance significant natural and historical features.
    - Provide adequate transportation, waste disposal, or other public services.
    - Provides a significant economic development opportunity and broadening of the Village's economy.
  - c. Changes demonstrate that a substantial change in circumstances has occurred since the original designation.
  - d. Scope of Review. The review and evaluation of proposed comprehensive plan map changes consider both the likely and possible future use of the site and associated impacts.

- e. Cumulative Impacts. The review of individual comprehensive plan map or policy amendments also evaluates the cumulative transportation, land supply, and environmental impacts of other plan amendments proposed within the same annual cycle.
- 3. The Village of Wrightstown Planning Commission may prepare a brief annual report. If prepared, the report should summarize how the comprehensive plan was used to direct major spending, regulatory, and construction decisions; how development has or has not coincided with the recommendations of the plan; and how community circumstances have changed which have necessitated recommendations for appropriate comprehensive plan amendments by the Village Board.
- 4. The Village should consult with other governmental agencies and neighboring communities to get their input regarding how their community activities relate to the recommendations of the comprehensive plan.
- 5. The Village should complete a formal review of the entire comprehensive plan at least once every five years. Based on this review, revisions should be made to sections of the plan determined to be out of date and sections that are not serving their intended purpose.
- 6. At least once every ten years, the plan should be reviewed and updated using a formal process that may include a full citizens advisory committee in addition to the Village Planning Commission.



Appendix A  
Village of Wrightstown Citizens Participation Plan

**CITIZEN PARTICIPATION PLAN FOR THE  
VILLAGE OF WRIGHTSTOWN COMPREHENSIVE PLAN UPDATE**

The 2015 Village of Wrightstown Comprehensive Plan Update process will include several public participation components. These components are summarized below:

Press Release

The Brown County Planning Commission (BCPC) will prepare a sample press release and provide it to the Village of Wrightstown for dissemination to applicable traditional and social media.

Village-Wide Visioning Session

At the beginning of the process, a Village-wide invite will be prepared and sent to Village residents to invite them to a visioning session to obtain their input into how the Village should grow over the next 20 years. The visioning session will be facilitated by BCPC staff with tables of 8-10 residents per staff member.

Wrightstown Planning Commission

The Wrightstown Planning Commission and/or a larger committee including the planning commission, Village Board members, and other citizen members will serve as the primary steering committee for the comprehensive plan update. The group will review data and other materials for inclusion into the updated comprehensive plan. All comprehensive plan update agenda items will be discussed during publicly posted. All meetings are open to the public and the public is encouraged to attend.

Public Open House Meeting

When the draft plan update has been compiled, at least one public open house meeting will be held to present the key updated sections and findings of the plan. Meeting participants will also have the opportunity to discuss the recommendations with planning staff and committee members and suggest modifications to be considered during the statutory review period.

Service Group Meetings

Upon request, Brown County will present the process and findings of the comprehensive plan update to Wrightstown-area service groups.

Village of Wrightstown Website

All draft chapters will be placed on the Village of Wrightstown website for public review.

#### Other Locations for Draft Chapters

Additional draft chapters will be available upon request from the Brown County Planning Commission. Please call (920) 448-6486.

#### Public Hearing

Following the open house meeting and a recommendation of approval from the Wrightstown Planning Commission, a public hearing will be held at the Village Hall to receive additional input on the comprehensive plan update.

#### Adjacent Governmental Jurisdictions

Neighboring governmental jurisdictions will receive via email or notice of posting on the Village's website, all agendas and minutes of the meetings, when the comprehensive plan is on the agenda.

#### Village Board Meeting for Adoption

Following the public hearing, the draft plan update and feedback from the public hearing will be presented to the Village Board for action at a regular Village Board meeting.

## **APPENDIX B**

### **VILLAGE OF WRIGHTSTOWN PLANNING COMMISSION RESOLUTION**

**PLANNING COMMISSION RESOLUTION # 05092016**

**RECOMMENDING ADOPTION OF THE 2016 VILLAGE OF WRIGHTSTOWN  
COMPREHENSIVE PLAN UPDATE**

WHEREAS, the Village of Wrightstown Planning Commission has developed the 2016 Village of Wrightstown Comprehensive Plan Update to guide and coordinate decisions and development within the Village in accordance with Chapter 66.1001 of the Wisconsin Statutes; and

WHEREAS, the comprehensive plan was prepared by the Brown County Planning Commission in accordance with the contract with the Village of Wrightstown; and

WHEREAS, several public meetings were held to obtain public input during the development of the comprehensive plan during 2015 and 2016, and these meetings included a Village-wide visioning session, monthly planning commission meetings, and a future open house meeting and public hearing to be held prior to Village Board consideration.

NOW, THEREFORE, BE IT RESOLVED, that the Village of Wrightstown Planning Commission recommends to the Wrightstown Village Board the adoption of the 2016 Village of Wrightstown Comprehensive Plan Update.

Approved this 9th day of May, 2016

By Terry Schaeuble  
Terry Schaeuble  
Village of Wrightstown Planning Commission Chair

Ayes: 7

Nays: 0

## **APPENDIX C**

### **WRIGHTSTOWN VILLAGE BOARD ADOPTION ORDINANCE**



**Village of Wrightstown  
Brown and Outagamie Counties, Wisconsin**

**Ordinance No. 08162016**

**ADOPTING THE 2016 VILLAGE OF WRIGHTSTOWN COMPREHENSIVE PLAN UPDATE**

**WHEREAS**, Secs. 62.23(2) and (3), Wis. Stats., authorize the Village of Wrightstown to adopt or amend a comprehensive plan as defined in Section 66.1001(1)(a) and 66.1001(2), Wis. Stats.; and

**WHEREAS**, the Village Board of the Village of Wrightstown, Brown and Outagamie Counties, Wisconsin adopted written procedures designed to foster public participation in every stage of the preparation of its comprehensive plan update as required under Sec. 66.1001(4)(a), Wis. Stats.; and

**WHEREAS**, the Village of Wrightstown Planning Commission adopted, by majority vote, a resolution recommending Village Board adoption of the document entitled "2016 Village of Wrightstown Comprehensive Plan Update," containing all of the elements specified in Sec. 66.1001(2), Wis. Stats.; and

**WHEREAS**, the Village of Wrightstown Planning Commission held an open house meeting to obtain public input into the draft plan on June 15, 2016; and

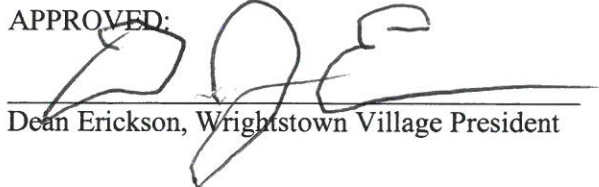
**WHEREAS**, the Village of Wrightstown held a public hearing on July 19, 2016, regarding the adoption of the comprehensive plan update in compliance with Sec. 66.1001(4)(d), Wis. Stats.

**NOW THEREFORE**, the Village Board of the Village of Wrightstown, Brown and Outagamie Counties, Wisconsin, does hereby, by adopting this ordinance, adopt the document entitled "2016 Village of Wrightstown Comprehensive Plan Update" pursuant to Sec. 66.1001(4)(c), Wis. Stats.; and

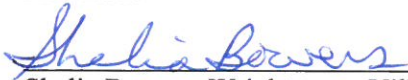
**NOW THEREFORE, FURTHERMORE**, this ordinance shall take effect upon passage by a majority vote of the members-elect of the Village Board and on the day after its publication pursuant to Sec. 60.80 (3), Wis. Stats.

Adopted this 16<sup>th</sup> day of August, 2016

APPROVED:

  
\_\_\_\_\_  
Dean Erickson, Wrightstown Village President

ATTEST:

  
\_\_\_\_\_  
Shelia Bowers, Wrightstown Village Clerk-Treasurer

Ayes: 6

Nays: 0

Date of publication: August 25, 2016