



*2016 Addendum to*

# **Comprehensive Plan**



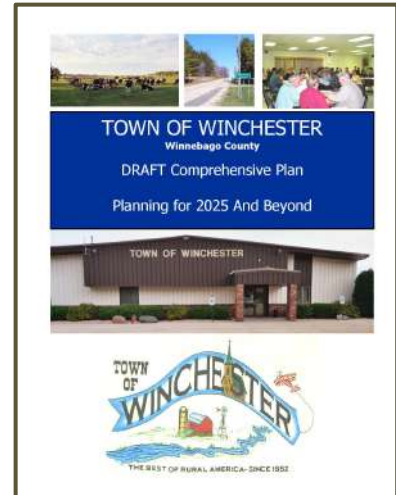
*Adopted:  
September 2016*

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## Introduction

The *Town of Winchester Comprehensive Plan: Planning for 2025 and Beyond* was adopted in November 2006. Under Wisconsin's Comprehensive Planning Law an adopted plan must be updated at least once every ten years [Chapter 66.1001(2)(i), Wis. Stats.]. The *2016 Addendum to the 2006 Comprehensive Plan* represents the official 10-year update of the 2006 document. It includes additions and revisions to each of the nine plan elements specified in the planning law:

- Issues & Opportunities
- Housing
- Transportation
- Utilities & Community Facilities
- Agricultural, Natural, and Cultural Resources
- Economic Development
- Land Use (current and future)
- Intergovernmental Cooperation
- Implementation



## Why an Addendum to the Comprehensive Plan?

An addendum is an addition to an existing document intended to supplement the original text. The Town of Winchester chose to add to, not revise, the current plan since much of the information contained within it remains relevant ten years after its initial adoption. The information presented in the Addendum includes updated demographic data, a reexamination of each plan element contained in the original document, and a completely revised Implementation section. *Community Planning & Consulting*, the Town's planning consultant, assisted with the process of developing the 2016 Addendum.

## Chapter 1: Community Profile

Chapter 1 profiles the residents of Winchester. The bulk of the demographic data presented in the tables that follow is drawn from the US Census Bureau and is critical to forecasting future community needs. Additional information was sourced from Wisconsin's Department of Administration (WDOA) and Department of Workforce Development, among others. The 2000 Census was the last to utilize the long survey format. Beginning in 2010, the Bureau distributed an abbreviated survey instrument that collected a more limited amount of data. Due to these limitations, the Census is now supplemented with additional data gathered through the annual *American Community Survey* (ACS). Also conducted by the Bureau, the ACS is an expanded statistical survey sent to approximately 250,000 addresses monthly. It gathers information previously contained in the decennial census. The data listed under the '2013' or '2014' headings in certain tables presented in this chapter result from the most recent ACS for Wisconsin communities.

# Town of Winchester

Winnebago County, Wisconsin

## Population Profile

The 2015 population of the Town of Winchester was an estimated 1,774 persons, an increase of 5.8% since 2000. Table 1 compares the populations of each town in Winnebago County by decade beginning in 1970 and concluding with the 2015 estimate. The Town's population has increased by 565 during the past forty-five years, an average of 10.4% per decade. Countywide, average growth by decade was just 6.7%. Table 2 shows the projected population of the same communities in five years increments beginning in 2015. Based upon algorithms developed by WDOA, Winchester can anticipate a population in excess of 2,000 persons by 2040 and an average decadal growth rate of 6.24%.

**Table 1: Population of Winnebago County Townships, 1970-2015**

Township	1970	1980	1990	2000	2010	2015	Change 1970-2015
T. Algoma	3,158	3,249	3,942	5,702	6,822	6,957	120.3%
T. Black Wolf	2,127	2,318	2,154	2,330	2,410	2,437	14.6%
T. Clayton	1,771	2,353	2,264	2,974	3,951	4,053	128.9%
T. Menasha	8,682	12,307	13,975	15,858	18,498	18,665	115.0%
T. Neenah	2,942	2,864	2,691	2,657	3,237	3,492	34.0%
T. Nekimi	1,193	1,516	1,475	1,419	1,429	1,423	19.3%
T. Nepeuskun	743	682	647	689	710	733	-1.4%
T. Omro	1,444	1,684	1,616	1,875	2,116	2,142	48.3%
T. Oshkosh	4,943	4,420	4,655	3,234	2,475	2,477	-50.0%
T. Poygan	734	898	824	1,037	1,301	1,304	77.7%
T. Rushford	1,415	1,420	1,361	1,471	1,561	1,578	11.5%
T. Utica	1,029	1,038	1,046	1,168	1,299	1,317	28.0%
T. Vinland	1,472	1,632	1,688	1,849	1,765	1,749	18.8%
<b>T. Winchester</b>	<b>1,209</b>	<b>1,261</b>	<b>1,433</b>	<b>1,676</b>	<b>1,763</b>	<b>1,774</b>	<b>46.7%</b>
T. Winneconne	1,408	1,595	2,145	2,145	2,350	2,382	69.2%
T. Wolf River	904	1,052	1,223	1,223	1,189	1,197	32.4%
Winnebago Cty	129,946	131,772	140,320	156,763	166,964	168,526	30.0%

Source: Wisconsin Department of Administration-Demographic Services Center

**Table 2: Projected Population of Winnebago County Townships, 2015-2040**

Township	2015	2020	2025	2030	2035	2040	Change 2015-2040
T. Algoma	6,957	7,770	8,360	8,925	9,375	9,730	40.0%
T. Black Wolf	2,437	2,535	2,605	2,670	2,695	2,700	10.8%
T. Clayton	4,053	4,510	4,855	5,200	5,470	5,685	40.3%
T. Menasha	18,665	20,070	21,080	22,020	22,680	23,140	24.0%
T. Neenah	3,492	3,810	4,110	4,400	4,635	4,820	38.0%
T. Nekimi	1,423	1,445	1,460	1,470	1,460	1,435	0.8%
T. Nepeuskun	733	775	805	835	855	865	18.0%
T. Omro	2,142	2,300	2,415	2,520	2,595	2,645	24.0%
T. Oshkosh	2,477	2,475	2,475	2,465	2,415	2,355	-4.9%
T. Poygan	1,304	1,435	1,530	1,615	1,680	1,735	33.1%
T. Rushford	1,578	1,655	1,715	1,765	1,790	1,805	14.4%
T. Utica	1,317	1,400	1,460	1,515	1,550	1,575	19.6%

# Town of Winchester

Winnebago County, Wisconsin

T. Vinland	1,749	1,755	1,755	1,750	1,720	1,680	-4.0%
<b>T. Winchester</b>	<b>1,774</b>	<b>1,870</b>	<b>1,940</b>	<b>2,000</b>	<b>2,030</b>	<b>2,050</b>	<b>15.6%</b>
T. Winneconne	2,382	2,540	2,650	2,760	2,830	2,875	20.7%
T. Wolf River	1,197	1,220	1,240	1,260	1,255	1,245	4.0%
Winnebago Cty	168,526	177,050	183,230	188,680	191,710	193,130	14.6%

Source: Wisconsin Department of Administration-Demographic Services Center

## Population Characteristics, 2010

- Gender: 907 male; 856 female (51.5%/48.5%)
- Race: 1,774 white (98.9%); 19 non-white (15 self-identified as Hispanic or Latino)
- Population density: 49 persons per square mile (increase of 2/sq. mi. since 2000; 15/sq. mi. since 1970)

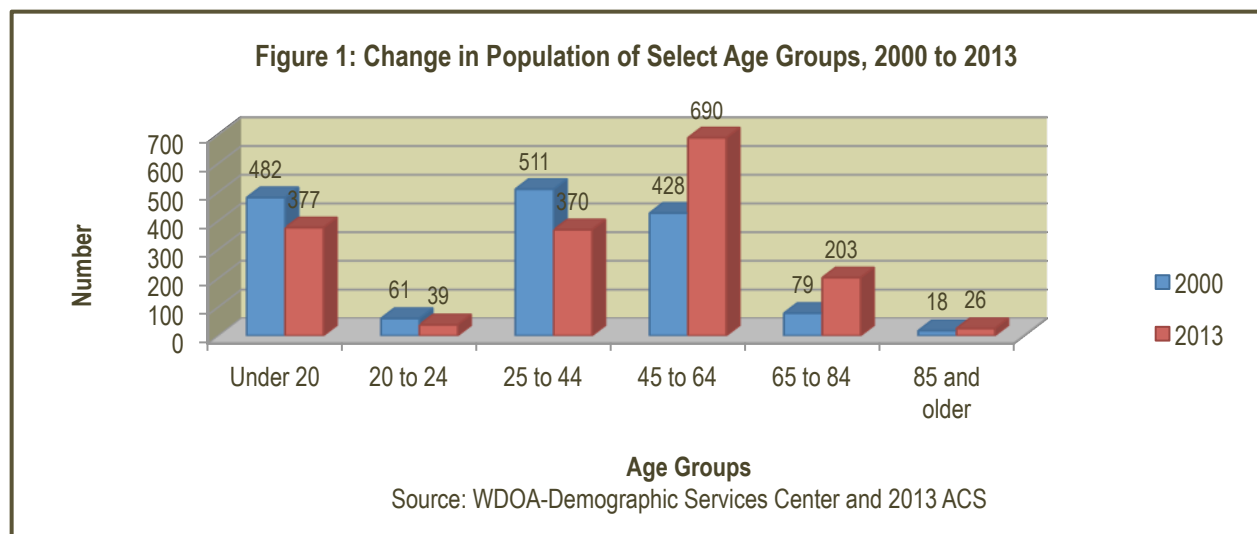


Figure 1 compares the population of select age groups for the years 2000 and 2013. As the columns indicate, the population of the three groups under the age of 45 has declined while those aged 45 years and older have grown. The data indicates that the Town of Winchester is rapidly aging. The median age of residents increased from 38.1 in 2000 to 47.5 by 2013. In 2000, residents under 45 years of age represented 63% of the total population. By 2013 that number had fallen to 46%.

Identifying the anticipated level of growth or decline in a given age group is important for planning purposes since it provides local government with an opportunity to target limited capital resources to areas of greatest need (i.e., housing, parks & recreation, transportation systems, etc.). The characteristics of the groups presented in Figure 1 are provided below:

- **Under 20** – School-age children and young adults; residents mostly or entirely dependent on others for lodging, food, education, and most other needs. Community requirements include schools, libraries, outdoor play apparatus and sports fields/courts, safe pedestrian and bicycle facilities.
- **20 to 24** – Post high school young adults; job and career training (college, trades, military, etc.); dependent upon others for some needs. Community requirements include affordable

# Town of Winchester

Winnebago County, Wisconsin

housing, part- and full-time employment opportunities, multi-modal transportation systems, entertainment, coffee shops, broadband internet.

- **24 to 44** – Established adults; prime earning and spending years; traditional child rearing years. Community requirements include diversity in housing options, healthcare, dining alternatives, diverse retail, childcare services, career opportunities, banking and insurance.
- **45 to 64** – Mature adults; often “empty nesters”. Community requirements are similar to the 24 to 44 group, with less emphasis on programs, facilities, and services for youth.
- **65 to 84** – Retirement-age; decreased earning; higher activity level than same age group in decades past. Community requirements include healthcare, multi-modal transportation opportunities, recreation, senior housing options.
- **85 and older** – Post-retirement; declining overall health. Community requirements include more intensive healthcare and residential living options.

## Household Profile

The size of households in the US has been declining for more than fifty years. The average household size in the Town of Winchester has fallen from 2.83 persons in 1990 to 2.56 in 2010. The main reasons for the decline in household size, in Winchester and nationally, include lower birth rates, people waiting longer to get married, and increases in average life span (resulting in more seniors living alone). This is significant since a decrease in household size means that additional housing may be necessary in the community *even if the overall population remains the same*. While the population of Winchester is projected to grow approximately 16% by 2040, the number of households may increase by as much as 21% (from 689 to 840).

## General Household Data, 2013

- Total housing units: 675 (635 owner-occupied, 40 renter-occupied)
- Household size: One-person households - 116; two-person - 316; three-person - 106; four-person or larger - 137
- Family households: 540 (male householder, no wife – 19; female householder, no husband – 20)
- Non-family Households: 155 (householder living alone – 116; not living alone – 39)

Please refer to *Chapter 2: Housing* beginning on page 11 for additional information related to housing in the Town of Winchester.

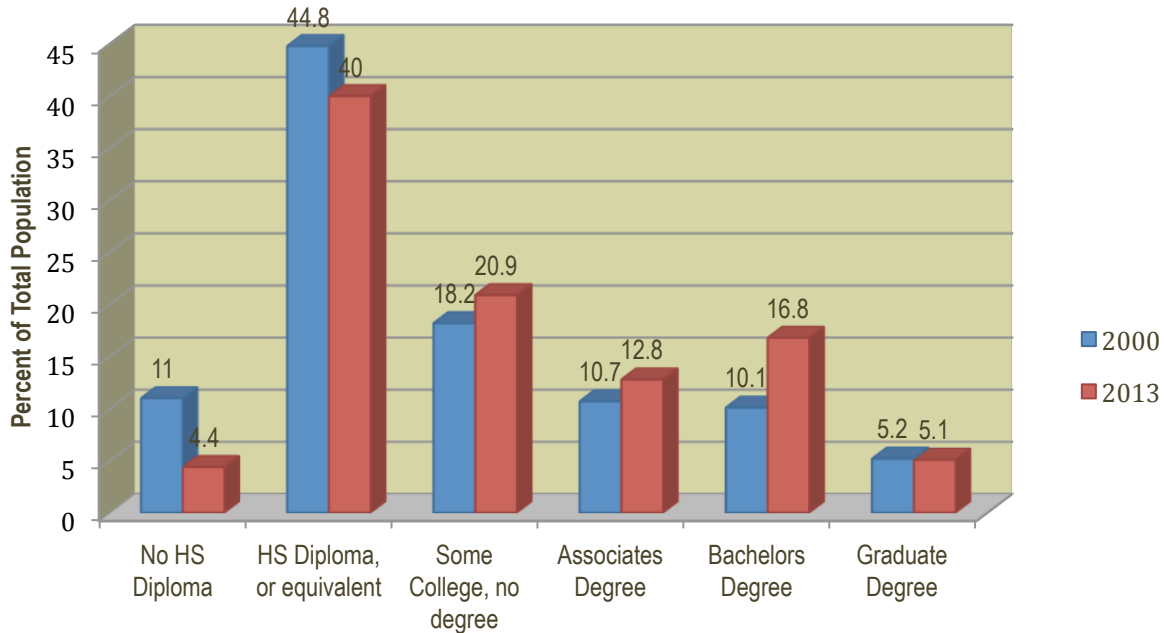
## Education Profile

The level of educational attainment in a community serves as a good indicator of the quality of life. Generally, a high level of educational attainment reflects a skilled population with higher earnings potential. As Figure 2 (on the following page) shows, Winchester’s residents are becoming more highly educated. The number of people 25 years of age and older that have earned a college degree rose from 26% in 2000 to 34.7% as of the 2013 ACS, slightly lower than the countywide average of 35.3%.

# Town of Winchester

Winnebago County, Wisconsin

Figure 2: Highest Level of Educational Attainment of Population Age 25 Years and Older in the Town of Winchester, 2000 and 2013 :



### Educational Attainment

Source: WDOA-Demographic Services Center and 2013 ACS

### Percentage of Population Over Age 25 with Associate's Degree or Higher, 2013

▪ T. Algoma	57.2%	▪ T. Poygan	24.9%
▪ T. Black Wolf	34.7%	▪ T. Rushford	35.5%
▪ T. Clayton	41.8%	▪ T. Utica	37.7%
▪ T. Menasha	38.7%	▪ T. Vinland	47.6%
▪ T. Neenah	48.3%	▪ <b>T. Winchester</b>	<b>34.8%</b>
▪ T. Nekimi	37.2%	▪ T. Winneconne	40.7%
▪ T. Nepeuskun	28.3%	▪ T. Wolf River	28.1%
▪ T. Omro	34.0%	▪ Winnebago Cty	35.3%
▪ T. Oshkosh	30.0%		

### Economic Profile

The economic profile provides a general description of Winchester's economy utilizing income and employment indicators. For additional information please refer to *Chapter 6: Economic Development*.

# Town of Winchester

Winnebago County, Wisconsin

## Income

Median household income is the most common category of income used for planning purposes. The median figure represents the middle point (as opposed to an average) of household income. The 2013 median household income in the Town of Winchester was \$55,417, an increase of \$21,022 (39.3%) from 2000. However, income growth countywide was twice that. Just three other townships in Winnebago County exceeded Winchester's rate of growth in household income.

Township	2000	2013	Change in Number 2000-2013	Change in Percent 2000-2013
T. Algoma	\$71,792	\$79,436	\$6,644	9.3%
T. Black Wolf	\$53,405	\$64,154	\$10,749	20.1%
T. Clayton	\$62,551	\$71,641	\$9,090	15.5%
T. Menasha	\$50,887	\$54,558	\$3,671	7.2%
T. Neenah	\$57,083	\$90,473	\$33,390	58.5%
T. Nekimi	\$50,547	\$57,266	\$6,719	13.3%
T. Nepeuskun	\$47,344	\$60,313	\$12,969	27.4%
T. Omro	\$43,750	\$66,932	\$23,182	53.0%
T. Oshkosh	\$56,274	\$65,402	\$9,128	16.2%
T. Poygan	\$53,947	\$68,359	\$14,412	26.7%
T. Rushford	\$45,990	\$66,442	\$20,452	44.5%
T. Utica	\$49,800	\$66,667	\$16,867	33.9%
T. Vinland	\$64,338	\$74,837	\$10,499	16.3%
<b>T. Winchester</b>	<b>\$53,400</b>	<b>\$72,422</b>	<b>\$21,022</b>	<b>39.3%</b>
T. Winneconne	\$60,385	\$70,326	\$9,941	14.5%
T. Wolf River	\$44,922	\$54,167	\$9,245	20.6%
Winnebago Cty	\$44,455	\$51,010	\$6,555	14.8%

Source: WDOA-Demographic Services Center and 2013 ACS.

## General Income Data, 2013

- Per capita income: \$30,817
- Median family income: \$78,333
- Poverty: All people, 6.0%; all families, 5.2%; under the age of 18, 6.1%; 65 years of age and older, 6.6%.

Although the Town of Winchester possesses a small commercial core, the majority of residents find employment elsewhere within or outside of Winnebago County. As of the 2013 ACS, there were 934 employed residents out of a labor force of 985. The unemployment rate of 5.2% is up from 2.5% in 2000. The top five industry sectors in 2013 were:

- Manufacturing: 332 residents, 35.5% of total
- Educational, healthcare, and social services: 145, 15.6%
- Professional, scientific, management, administrative, and waste management services: 78, 8.4%
- Construction: 69, 7.4%
- Retail trade: 66, 7.1%

## General Employment Data, 2013

- Covered by health insurance: 94.3%
- Average commute for employment: 25.5 minutes (drove alone, 89.4%; carpool, 5.3%; other, 1.9%; worked from home, 3.2%)
- Commuting destinations (countywide): Winnebago County, Outagamie County, Fond du Lac County, Brown County<sup>1</sup>

<sup>1</sup> Source: Winnebago County Economic & Workforce Profile, Wisconsin Department of Workforce Development, 2013.

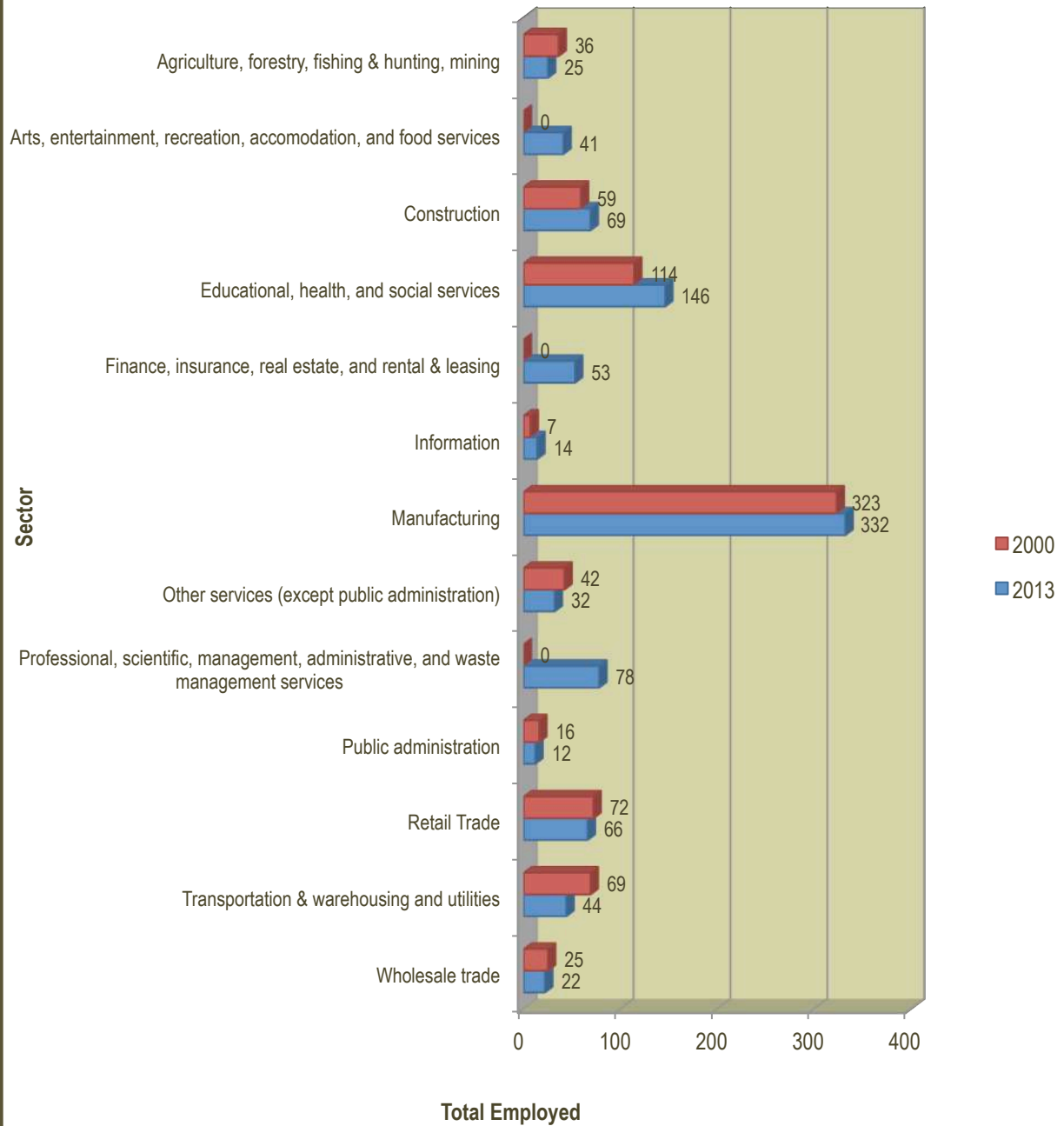


# Town of Winchester

Winnebago County, Wisconsin

## Employment

Figure 3: Town of Winchester Employment by Industry Sector, 2000 and 2013





**Table 4: Winnebago County Top Ten Employers, 2013**

Establishment	Service or Product	Number of Employees
Oshkosh Corporation	Heavy duty truck manufacturing	1,000 or more employees
Pierce Manufacturing, Inc.	Motor vehicle body manufacturing	1,000 or more employees
University of Wisconsin – Oshkosh	Colleges and universities	1,000 or more employees
TheDACare Group	General medical and surgical hospital	1,000 or more employees
Plexux Corp.	Printed circuit assembly manufacturing	1,000 or more employees
Alta Resources Corp.	Telemarketing bureaus	1,000 or more employees
Miron Construction Company, Inc.	Commercial building construction	500-999 employees
Neenah Foundry Co.	Iron foundries	500-999 employees
SCA North America – Tissue	Paper, except newsprint, mills	500-999 employees
Mercy Medical Center of Oshkosh, Inc.	General medical and surgical hospital	500-999 employees

Source: Winnebago County Economic & Workforce Profile, Wisconsin Department of Workforce Development, 2013

## Chapter 2: Issues & Opportunities

### Intergovernmental Announcements

In December 2015, letters were mailed to Winchester’s municipal neighbors and other parties with a potential interest in the comprehensive planning process. These ‘intergovernmental partners’ included:

- Winnebago, Outagamie, and Waupaca Counties
- The Towns of Clayton, Vinland, Winneconne, and Wolf River in Winnebago County; Town of Caledonia in Waupaca County, and Town of Dale in Outagamie County.
- New London Area School District and Winneconne Community School District
- East Central Wisconsin Regional Planning Commission
- Wisconsin Departments of Administration, Natural Resources, and Transportation
- Local nonmetallic mining operations

The purpose of the letters was to inform intergovernmental partners of the update process and provide information regarding how to review and provide comment on the draft document.

### Community Engagement Session

The formal process of updating the plan began with a Community Engagement session held on January 12, 2016 at the Winchester Town Hall. The purpose of the session was to inform the public of the planning process, present updated demographic data to the community, and revisit the visioning exercises held in 2004-05. The information presented and generated during the engagement session informed the planning process and served as a foundation for the 2016 Addendum.

## Visioning Exercise

During the engagement session, participants completed an exercise intended to visualize Winchester's ideal future. The assignment asked those in attendance to imagine it is the year 2036 and indicate, through a series of directed questions, what the Town looks like with regards to key land use elements. The visioning exercise focused on five general land use categories: housing, transportation, economic development, parks and recreation, and preservation. The results are presented below and on the following pages. The numbers in parentheses indicate multiple responses.

1. By 2036, housing in the Town of Winchester includes...
  - More senior housing – including independent and assisted living (4)
  - Primarily single-family (3)
  - Apartments catering to younger residents, singles (2)
  - Condominiums (2)
  - Mixture (2)
    - 80% single-family, 10% multi-family, 10% rental apartments/assisted living
    - Predominantly single-family with some multi-family and seniors housing
  - Retirement homes (2)
  - Secondary suites (2)
  - Duplexes
  - Focus on Town core area
  - Limited single-family housing in agricultural areas
  - More multi-family units
  - Smaller homes, with smaller footprint – targeting retired residents
2. By 2036, the transportation system in the Town of Winchester includes...
  - Walking and biking (4)
    - Electric bikes
    - Next to major highways
    - Off roads, away from vehicles
  - Bus/public transit (3)
    - Human services transportation (buses/taxis)
  - Senior bus/van/shuttle (2)
  - ATV trails
  - Electric/solar vehicles, available servicing
  - Hwy 10 and 45 as primary traffic carriers
  - Limited heavy trucks on Town roads
  - Recreation paths
  - Regional transport authority
3. By 2036, economic development in the Town of Winchester includes...
  - Restaurants (3)
  - Agriculture (2)

# Town of Winchester

Winnebago County, Wisconsin

- Organic farming
  - Agri-business
  - Home-based businesses (2)
    - Expanded internet coverage
    - Telecommuting
  - Light manufacturing (2)
  - Service industries (2)
    - Targeting seniors
  - Small strip mall, to support local needs and help tax base (2)
  - Concentrated along Hwy 10 and 45 corridors
  - Hunting, fishing, boating
  - Medical services
  - Maintain rural character
  - Professional services – CPA, Law, Consulting
  - Recreational facilities
    - Family services
    - Karate gyms, sports facilities, YMCA
  - Retail development
  - Schools
4. By 2036, parks and recreational opportunities in the Town of Winchester include...
- Trails (5)
    - Biking
    - Cross country skiing
    - Friendship trail extended from CTH M to western Town line
    - Snowmobiling
    - Walking
  - Expanded park system (3)
    - Active seniors
    - Nature-based
    - Park in western Winchester
    - Pavilions, facilities
    - Sports fields
  - Grants and private donations
  - Hunting, fishing, boating
  - Shooting sports
5. By 2036, the Town of Winchester has successfully preserved...
- Agricultural base (3)
  - Local history (3)
  - Rural character (3)
    - Country life
    - “Ruralness”
    - Small town environment
  - Low crime rate, safety (2)

- 5-acre lots
- Diversity of population, generational diversity
- Focus on space
- Freedom, within reasonable limits
- Property rights
- Neighborhoods
- Separation of “town” and “country”
- Town core of commercial and residential

## **Presentation of First Draft**

Community Planning & Consulting presented the first draft of the 2016 Addendum to the general public on March 8, 2016. The draft document was also posted to the Town of Winchester website for review. Following the presentation, revisions were made at the request of the Town of Winchester Plan Commission and the document was prepared for the Public Hearing.

## **Public Hearing & Adoption**

A Public Hearing on the 2016 Addendum was held on September 13, 2016 at the Town Hall. Following the hearing, final revisions were made before the Plan Commission recommended adoption by the Town of Winchester Boards of Supervisors. The 2016 Addendum to the 2006 Comprehensive Plan was adopted on September 19, 2016.

## **Intergovernmental Distribution**

Copies of the 2016 Addendum were distributed to intergovernmental partners as required under the planning law. Copies of the document will be maintained for public viewing at the Town Hall and Winneconne Public Library in the Village of Winneconne.

## **Chapter 3: Housing**

Housing is a prominent feature of the built environment and a driver of transportation patterns; a consumptive good and an investment for building financial security; a determinant of social interaction and achievement; and a symbol of familial connections and personal history. The type of housing desired by residents varies depending on age, income, marital status, and family size, among other variables. A sufficient supply of high quality, well-designed housing is vital to a healthy and prosperous community.

### **Housing Vision**

*Through local policies and development procedures, the Town of Winchester will ensure a diverse and well-maintained housing stock with an array of residential living options to meet the changing needs of current and future residents.*

## Current Supply

Single-family units remain the dominant housing style in Winchester (684 of 728 total units as of 2014). Of these, 629 were owner-occupied. Other housing options currently available in the community include duplexes, multi-family apartments, and mobile homes. Single-family homes may not fit everyone’s needs. Some residents may be unable to afford home ownership. Others may not want the maintenance responsibilities necessary to keep up a house and yard. Still others may simply prefer living in an alternative style of housing. During the next two decades senior housing developments, condominiums, townhouses, and secondary suites will become increasingly desirable housing options in the community.

### Age

More than a third of Winchester’s housing units were built before 1970 and the advent of modern building codes. Of those, 149 were constructed prior to World War II. While age alone is not indicative of condition, it is assumed that older structures will require more frequent and expensive maintenance.

**Table 5: Age of Housing Stock in the Town of Winchester, 2014**

Year Structure Built	Number of Units	Percent of Total Units
2010 or later	--	--
2000 to 2009	110	15.1%
1990 to 1999	125	17.2%
1980 to 1989	134	18.4%
1970 to 1979	78	10.7%
1960 to 1969	68	9.3%
1950 to 1959	46	6.3%
1940 to 1949	18	2.5%
1939 or earlier	149	20.5%
<b>Total</b>	<b>728</b>	<b>100%</b>

Source: American Community Survey

### Occupancy

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

The 2014 housing vacancy rate for Winchester was 1.4% for owner-occupied units and 0.0% for renter-occupied units. This indicates an adequate supply of the former and a significant need for the latter. By comparison, the vacancy rates for owner-occupied and renter-occupied units countywide were 2.4% and 5.7%, respectively.

### Cost

Table 6 (on the following page) compares median home values for each town in Winnebago County. The median value of an owner-occupied home in the Town of Winchester following the 2014 ACS was \$181,700, an increase of 50% from 2000.

# Town of Winchester

Winnebago County, Wisconsin

**Table 6: Median Cost of Owner-Occupied Homes for Winnebago County Townships, 2000 and 2014**

Municipality	2000	2014	Change, 2000 to 2014	
			Number	Percent
T. Algoma	\$147,700	\$198,100	\$50,400	34.1%
T. Black Wolf	\$137,500	\$200,300	\$62,800	45.7%
T. Clayton	\$140,600	\$243,200	\$102,600	73.0%
T. Menasha	\$112,100	\$151,200	\$39,100	34.9%
T. Neenah	\$145,800	\$209,900	\$64,100	44.0%
T. Nekimi	\$119,900	\$190,600	\$70,700	59.0%
T. Nepeuskun	\$95,200	\$174,700	\$79,500	83.5%
T. Omro	\$114,500	\$195,000	\$80,500	70.3%
T. Oshkosh	\$124,200	\$186,000	\$61,800	50.0%
T. Poygan	\$139,600	\$244,500	\$104,900	75.1%
T. Rushford	\$92,400	\$168,100	\$75,700	81.9%
T. Utica	\$112,000	\$211,900	\$99,900	89.8%
T. Vinland	\$138,800	\$206,900	\$68,100	49.1%
<b>T. Winchester</b>	<b>\$121,100</b>	<b>\$181,700</b>	<b>\$60,600</b>	<b>50.0%</b>
T. Winneconne	\$150,900	\$233,500	\$82,600	54.7%
T. Wolf River	\$125,900	\$196,100	\$70,200	55.8%
Winnebago Cty	\$97,700	\$142,100	\$44,400	45.5%

Source: US Census Bureau and American Community Survey

## Value

Following the 2000 Census, nearly three-quarters of the owner-occupied housing units in Winchester were valued below \$150,000. By the 2014 ACS the numbers had shifted so that 43% of such units were valued at \$150,000 or more, including 80 units with a value of \$300,000 or higher. There were no units available in that price range in 2000.

**Table 7: Comparison of Owner-Occupied Housing Units by Value in the Town of Winchester, 2000 and 2014**

Value	2000		2014		Change, 2000 to 2014	
	Number	Percent	Number	Percent	Number	Percent
Less than \$50,000	13	3.4%	18	2.9%	5	38.5%
\$50,000 to \$99,999	129	33.5%	75	11.9%	-54	-41.9%
\$100,000 to \$149,999	146	37.9%	105	16.7%	-41	-28.1%
\$150,000 to \$199,999	77	20.0%	162	25.8%	85	110.4%
\$200,000 to \$299,999	20	5.2%	189	30.0%	169	845.0%
\$300,000 to \$499,999	--	--	71	11.3%	41	--
\$500,000 to \$999,999	--	--	9	1.4%	9	--
\$1,000,000 or more	--	--	--	--	--	--

Source: US Census Bureau and American Community Survey

## Affordability

Understanding housing affordability requires answering the question, "Does the cost of housing in Winchester match the ability of its residents to pay for it?" Income is the primary factor, not price

# Town of Winchester

Winnebago County, Wisconsin

and availability, that determines housing affordability. The most commonly used determinant of affordability compares current income to existing housing costs. Under these guidelines developed by HUD, housing is considered affordable when it costs no more than 30% of total household income.

Residents should be able to live in safe and decent housing for less than one-third of their household income. Families who pay more than thirty percent of their income for housing are considered cost burdened and may have difficulty affording necessities such as food, clothing, transportation and medical care.<sup>2</sup> As of 2014, one out of every four owner-occupied households, and 40 of renter-occupied households in Winchester exceeded HUD's recommended affordability threshold.

## Housing Plan

Based upon population projections, changing demographics, and the results of the January 2016 Visioning Exercise, the primary area of focus for housing is on increasing affordability and diversity beyond the conventional single-family, owner-occupied units that currently dominate the housing stock. Such diversity will be attained in a manner compatible with the needs and character of a rural, agricultural community. The majority of proposed development will occur within the town core. Future subdivision located outside of the core area will incorporate the elements of conservation design in order to preserve open space and provide outdoor recreational opportunities. Groups targeted for expanded residential living options include seniors, singles, and young families.

## Conservation Subdivisions

Residents value Winchester's agricultural and natural landscape and do not want to see them lost or degraded to make way for residential development. However, additional housing units will be necessary to meet the needs of a growing and diversifying population. One method that provides the means to protect the natural environment while accommodating additional residential development is conservation design for subdivisions. Conservation subdivisions provide developers with a marketable alternative to conventional subdivision design. They allow for desirable development while simultaneously preserving important natural and cultural features (woodland, farmland, historic structures, etc.). In a conservation subdivision, homes are clustered together on smaller lots so that the remainder of the parcel may be permanently preserved as open space or agricultural land. Trails, community gardens, and other amenities are often included in the design of conservation subdivisions.

**Table 8: Percentage of Monthly Income Allocated to Housing in the Town of Winchester, 2014**

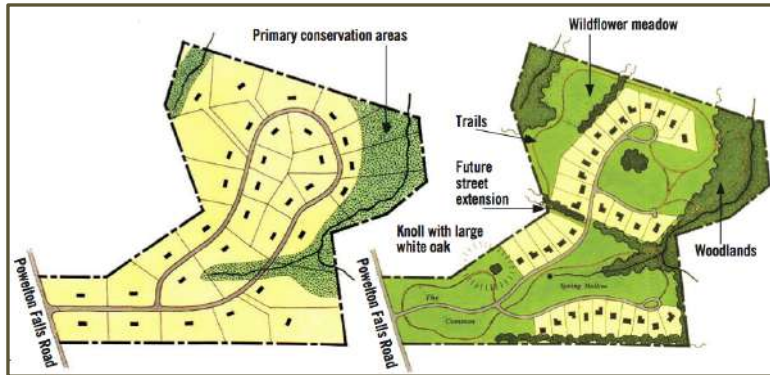
Percent of Income	Number of Households	Percent of Households
<b>Owner-occupied Housing, with Mortgage</b>		
Less than 20%	199	45.9%
20% to 24.9%	76	17.5%
25% to 29.9%	48	11.1%
30% to 34.9%	44	10.1%
35% or more	67	15.4%
Total	434	100%
<b>Renter-occupied Housing</b>		
Less than 15%	6	24.0%
15% to 19.9%	3	12.0%
20% to 24.9%	6	24.0%
25% to 29.9%	--	--
30% to 34.9%	--	--
35% or more	10	40.0%
Total	25	100%
Source: US Census Bureau and American Community Survey		

<sup>2</sup> Excerpted from *Affordable Housing*, US Department of Housing and Urban Development website, 2015.



# Town of Winchester

Winnebago County, Wisconsin



Courtesy Growing Greener, Randall Arendt

The image at left compares a conventional subdivision (left) with a conservation subdivision (right).

Both include 32 residential lots. While the conventional subdivision adheres to a 2-acre minimum lot size, the conservation development has a minimum lot size of one acre. By reducing the size of the lots, the developers were able to provide

the same number of parcels while permanently preserving (through a conservation easement) important natural and cultural resources. The open space system in the conservation subdivision is accessible to everyone who lives in the development. Within the conventional development, the entirety of the area is parceled off with just eight lots having direct access to the woods.

## Live/Work Units

A live/work unit is a structure (e.g., studio, loft, or one bedroom) consisting of both a commercial/office and a residential component, each occupied by the same resident. By combining living quarters with workspace, they reduce fuel consumption and air pollution related to commuting, provide an affordable housing option for small business owners and startups, and supporting mixed-use and infill development.

Live/work units are distinguished from home occupations in residential zoning districts in that they are primarily permitted in commercial and industrial zone districts and are not subject to significant restrictions on hours of operation, types of commercial activities, and number of employees, as is usually the case for home occupations. By outward appearance, such structures can be indistinguishable from adjoining buildings. Live/work units provide a potential housing and economic development option with Winchester's core.



Courtesy Quadrangle Architecture

## Other Housing Options

- Multi-family – Located within the Town core, well-designed multi-family units will provide affordable housing options for targeted demographic groups.
- Nonconventional single-family – Alternative owner-occupied units, particularly the smaller housing styles constructed in the 1950s, would also increase diversity and affordability in housing in the Town.
- Condominiums/Townhouses – Condos and townhouses provide premium owner-occupied housing without the site maintenance responsibilities associated with conventional single-family stand-alone units.



- Senior Living – A variety of seniors-only options are compatible with a small rural community, including the three alternatives identified above.

## **Housing Programs**

### U.S. Department of Housing and Urban Development

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

### U.S. Department of Agriculture-Rural Development

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

### HOME Investment Partnerships Program

The HOME Investment Partnerships Program (HOME) provides formula grants to states and localities that are often used in partnership with local nonprofit groups to fund a wide range of activities that builds, buys and/or rehabilitates affordable housing for rent or homeownership or provides direct rental assistance to low-income people.

Participating jurisdictions may choose among a broad range of eligible activities, such as: providing home purchase or rehabilitation financing assistance to eligible homeowners and new home buyers; building or rehabilitating housing for rent or ownership; or for "other reasonable and necessary expenses related to the development of non-luxury housing, including site acquisition or improvement, demolition of dilapidated housing to make way for HOME-assisted development, and payment of relocation expenses." The program's flexibility allows states and local governments to use HOME funds for grants, direct loans, loan guarantees or other forms of credit enhancement, or rental assistance.

### Wisconsin Department of Administration–Division of Housing and Intergovernmental Relations

Beyond the funds distributed through HUD, DHIR administers several state-funded programs that can potentially be used to finance housing improvements. Money available through the DHIR, because it is funded by general-purpose revenue, cannot be used to invest directly in housing

development. However, funds can achieve the desired result by helping organizations develop the capacity to construct houses or by providing various types of financial assistance to homebuyers or renters through grants to local governments or nonprofit agencies.

## Wisconsin Housing and Economic Development Authority

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

For additional information related to housing, please refer to the *Town of Winchester Comprehensive Plan: Planning for 2025 and Beyond*.

## **Chapter 4: Transportation**

The transportation system is intended to support the varied needs of residents, farmers, local businesses, visitors, and through-traffic. It provides the means by which people and materials flow to and through the community. Multi-modal systems complement the existing road network and provide increased mobility for seniors, people with disabilities, children, and bicyclists, among others. Finding solutions to current challenges, and planning to avoid future ones, is a primary goal of the Transportation element.

### **Transportation Vision**

*The Town of Winchester will maintain a safe and efficient transportation system primarily oriented around personal vehicles and agricultural machinery, but including pedestrian and bicycle facilities, senior/disabled transit, and off-road trails (among others), in areas appropriate for such multi-modal alternatives.*

### **Transportation Plan**

The main goal of the Transportation Plan is to increase the availability of multi-modal transportation options, particularly those catering to youth and seniors. Pedestrian and bicycle systems along with various public transportation alternatives are desired and will become increasingly necessary over the next twenty years.

### Pedestrian and Bicycle Facilities

Like most rural communities, the Town does not have an interconnected street network bounded by a system of sidewalks. Many of the activities that would normally occur on sidewalks or pathways, such as walking and bicycling, take place in driving areas or on narrow road shoulders. This poses risks for children, the elderly, and people with disabilities. To create a pedestrian and bicycle system that complements the existing road network, the Town may:

# Town of Winchester

Winnebago County, Wisconsin

- Seek funding to add wider, paved shoulder to town roads.
- Encourage residential developers to incorporate trails systems in proposed subdivisions.
- Work with Winnebago County and WisDOT to include pedestrian and bicycle facilities along county and state highways when these routes are repaired or reconstructed.



Wiouwash Trail. Courtesy Wisconsin Department of Natural Resources

The primary mechanism for creating a pedestrian and bicycle system is a Bicycle & Pedestrian Master Plan. Such a plan identifies existing and potential bicycle routes and pedestrian improvements within the Town. It would also identify and prioritize pedestrian/bicycle facility needs and provide references for best practices in planning, designing, implementing, and maintaining those facilities. A Bicycle & Pedestrian Master Plan would serve as a blueprint for continuous improvement of pedestrian and bicycling conditions throughout the township.

## Public Transportation

Winchester is a rural community with a relatively low population density. As such, conventional public transit systems are unlikely due to the costs associated with serving a small town. However, as the population ages, alternatives to personal vehicles will become increasingly important. These may include senior transit systems, senior shuttles, and informal ride-share programs. Due to the costs and complexities associated with such systems the Town will likely need to partner with adjoining municipalities, Winnebago County, and regional interests to address the changing transportation needs of its residents.

## Infrastructure for Electric Vehicles



Courtesy Envision Solar

Plug-in hybrid and full electric vehicles are becoming increasingly common on America's roads. Electric plug-in stations are being constructed in cities around the country. These systems may be installed by state and local government or provided by business owners as value-added options at local coffee shops and shopping centers. The Town may consider working with local businesses to consider providing the infrastructure to support electric vehicles. Modular electric plug-in stations are available that do not require extensive infrastructure support. They can generate as much as 16 kWh daily from solar collectors and store up to 22 kWh in on-board batteries. The solar arrays on these systems are capable of tracking the sun's movement to ensure maximum electrical generation. Such systems would be potentially desirable within commercial development located near the off ramps of USH 10 and USH 45.

## Implements of Husbandry

Act 377, Wisconsin's Implements of Husbandry law, made changes in the way agricultural vehicles and equipment operate on state, county, and local roads. Act 377 established more flexible limitations for weight limits imposed on farm machinery forged a compromise between the agricultural community and local officials. The legislation was intended to balance the need for farm equipment to operate legally and safely on roads with the need to protect local infrastructure. As of April 2014, an implement of husbandry (IOH) is defined as:

- A self-propelled or towed vehicle manufactured, designed, or reconstructed to be used and that is used exclusively in the conduct of Agriculture.
- A combination of vehicles in which each vehicle in the combination is an IOH.
- A combination of vehicles in which an IOH farm wagon, farm trailer, or manure trailer is towed by a farm truck, farm truck tractor, or motor truck.

Effective November 1, 2015, a slow-moving vehicle (SMV) emblem is a required marking on any type of IOH, including animal drawn, that usually travels at speeds less than 25 mph. It is to be displayed at all times on the most visible rear area of the vehicle or combination of vehicles. If a SMV emblem on a power unit is visible from rear and in compliance, then the towed units are not required to have an SMV emblem. It is allowable for two or three vehicle combinations to have more than one SMV emblem. These emblems should be mounted pointing upward perpendicular to route of travel, with the lower edge 2 to 6 feet off the ground, and either centered or as near to the left of center of the equipment as practical. SMV emblems must be bright and clean, and should be replaced if faded.

## Capital Improvements Plan

A Capital Improvements Plan (CIP) provides the means of planning for major project costs by creating a multiyear schedule for physical public improvements. The schedule is based on the projection of fiscal resources and prioritization of improvements five to six years into the future. Capital improvements include new or expanded physical facilities that are relatively large in size, expensive, and permanent. A transportation-oriented CIP outlines a community's capital item needs and purchase plans, including:

- Street improvements (e.g. widening, crosswalks, signalization, corridor studies, etc.) Park acquisition and improvements.
- Pedestrian & bicycle facilities.
- Emergency and road maintenance vehicle purchase and replacement.

Capital items are generally defined as those that are expensive (cost \$5,000 or more) and will last at least 3-5 years. The CIP also includes improvement projects required for the community's future and the appropriate timeline and funding to be followed to implement the improvements. The CIP process helps to ensure that improvements are made in a logical order and do not surprise local officials or taxpayers. It allows the community to focus on needs and goals and establish rational priorities.



## Other Transportation Options

- Multi-use Trails – Systems accommodating a variety of users including: ATVs, snowmobiles, snowshoes, Nordic skis, mountain bikes, and horses, among others.
- Multi-modal Connectivity – Utilizing on- and off-road trail systems to connect neighborhoods with local destination nodes and regional trail systems.

## **Transportation Programs**

### Local Roads Improvement Program

The Local Roads Improvement Program (LRIP) assists local governments in improving seriously deteriorating county highways, town roads, and city and village streets. The competitive reimbursement program pays up to 50% of total eligible costs with local governments providing the balance. The program has three basic components: County Highway Improvement (CHIP); Town Road Improvement (TRIP); and Municipal Street Improvement (MSIP).

### Knowles-Nelson Stewardship Program

The Knowles-Nelson Stewardship Program is administered by WDNR to preserve natural areas and wildlife habitat, protect water quality and expand outdoor recreation. Funds from the program can be used for the construction of off-street trail system systems.

### Highway Safety Improvement Program

The Highway Safety Improvement Program (HSIP) is administered by WisDOT. Funds are used for highway safety projects at locations that have a high crash history. The objective of the HSIP is to develop and implement stand-alone safety projects that will reduce the number and severity of crashes. The funding ratio for this program is 90% federal and 10% local match.

### Transportation Alternative Program

The Transportation Alternatives Program (TAP) provides funding for projects that include on-road and off-road facilities for pedestrians and bicyclists, conversion of railroad corridors to trails for pedestrians, bicyclists and other non-motorized users, environmental mitigation, Safe Routes to School and community improvement activities.

### Bicycle and Pedestrian Facilities Program

The Bicycle and Pedestrian Facilities Program is a grant program under TAP that provides funding to construct or plan for bicycle or bicycle-pedestrian facility projects. State statutory language specifically excludes pedestrian-only facilities such as sidewalks and streetscape projects. Construction projects costing \$200,000 or more are eligible for funding, as are planning projects costing \$50,000 or more. Additionally, completed projects must be usable and not staged so that additional money is needed to create a useful project. Project sponsors must pay for a project and

then seek reimbursement from WisDOT. Federal funds will provide up to 80% of project costs, while the sponsor must provide at least the other 20%.

For additional information related to transportation, please refer to the *Town of Winchester Comprehensive Plan: Planning for 2025 and Beyond*.

## Chapter 5: Economic Development

Economic development can be defined as efforts that seek to improve the wellbeing and quality of life of a community by creating and retaining jobs, growing incomes, and expanding the local tax base.<sup>3</sup> Creating a successful economic development plan involves defining the local economy, determining its strengths and weaknesses, anticipating change, building resilience through diversification, and identifying sources of financial and technical assistance. It depends upon the sustained actions of elected and appointed officials, often in partnership with the private sector, to promote the standard of living and economic health of a community. Such actions target multiple areas of the economy including development of human capital (through higher education and job training), critical infrastructure, regional competitiveness, environmental sustainability, social inclusion, and health and safety, among others. The elements of a successful economic development plan include:

- A detailed analysis of the local economy.
- A common vision based upon what residents and businesses value in the community.
- Strong collaboration between the public and private sectors oriented around agreed-upon goals.
- Diversity in the types of businesses and industries.
- Resilience, or the ability of the community to adapt quickly to change based on regional, national, and global economic conditions.
- Cooperation, not competition, between neighboring municipalities.

A vibrant economy is since it effects so many aspects of everyday life, including the ability to earn a living, develop skills and access training, attract new residents and businesses, and to access services. Economic development expenditures are investments in the community.

### Economic Development Vision

*The Town of Winchester will maintain a proactive approach to economic development by strongly supporting local businesses and encouraging new development in harmony with the community's culture and character. Farming and agriculture-related industries will remain the dominant component of the Town's economy, with a mixture of commercial and light industrial uses concentrated within and around the Town core. The Town will seek to expand communication technology and infrastructure to create additional opportunities for telecommuting and home-based businesses.*

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<sup>3</sup> Definition courtesy Salmon Valley Business Center.

# Town of Winchester

Winnebago County, Wisconsin

## Types of Municipal Economies

Five general categories are used to describe the economies of small communities: *resource-based*, *industrial*, *metropolitanizing*, *dependent*, and *lifestyle*.<sup>4</sup>

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

Winchester's economy combines aspects of the 'resource-based' and 'dependent' categories.

## Economic Development Plan

### Growing from Within

Local ownership of businesses tends to maintain economic diversity because it builds on the loyalty shared between customers, owners, and their community. Local businesses offer connections to place through everyday transactions. They keep money circulating in the community, thereby stimulating the economy and creating new economic niches. Businesses that begin in a community tend to stay in that community. The most effective way to ensure a healthy local economy over time is to offer assistance for those interested in starting their own business and provide the means to relocate within the community when growth merits such a move.

### Business Retention

The key to a successfully business retention strategy is building trust between business owners and local officials. Communities must identify the specific gaps and niches their economies can fill, and

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<sup>4</sup> Randall Gross, Embracing Change in Small Communities, APA National Conference, March 2005.



promote a diversified range of specialized industry clusters drawing on local advantages to serve local, regional, and international markets. Local government, business groups, educators, and the public must work together to create a vibrant local economy, through a long-term investment strategy that:<sup>5</sup>

- Encourages local enterprise.
- Serves the needs of residents, workers, and businesses.
- Promotes stable employment and revenues by building on local competitive advantages.
- Protects the natural environment.
- Increases social equity.
- Is capable of succeeding in the local, regional, and global marketplace.

Local businesses provide employment for a wide array of supporting services. They hire architects, designers, cabinet shops, sign makers, and contractors for construction. Opportunities grow for local accountants, insurance brokers, computer consultants, advertising agencies, etc. Local retailers and distributors are more likely to carry locally made goods, thereby creating additional jobs for local producers. Some of the ways in which the Town of Winchester may achieve high rates of business retention include:

- Assist businesses that have outgrown current facilities or sites with identifying new locations within the community.
- Supporting local business associations.
- Providing clearly understandable processes for construction and economic development within local ordinances.

## Market Trade Analysis

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

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

The regional market provides competition for goods and services beyond municipal boundaries. When a product or service is unavailable locally, or at a lower cost or higher quality in a nearby community, consumers will travel outside the local market to transact business. In order to effectively evaluate the economic environment of a community and identify opportunities for future economic development, the MTA incorporates a number of *cohort communities* into the analysis.

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<sup>5</sup> Excerpted from Ahwahnee Principles for Economic Development, Economic Development for the 21<sup>st</sup> Century, 2015.

# Town of Winchester

Winnebago County, Wisconsin

Cohorts are communities of similar size, demographic composition, economic diversity, and/or geographic location that serve as bases of comparison for the community at the center of the MTA.

## Social Media

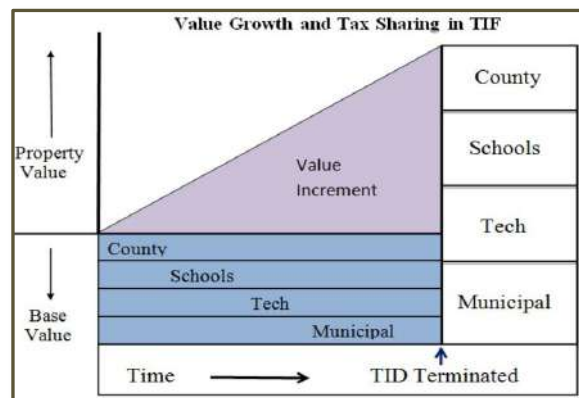
Americans of all ages and backgrounds are increasing their use of social media tools as a way to connect to each other and the issues they care about. Local governments can use these same tools to promote the community and inform residents and business owners. Although benefit can be gained by using social media to augment traditional communication methods, it presents both opportunity and risk to municipal government. Prior to implementing a social media strategy it is important to develop an agreed-upon policy for its use.

Some of the ways in which local governments utilize social media include:<sup>6</sup>

- Economic Development – Many companies use social media to scope out communities as they look to build or relocate their business. Economic developers use social media to attract those businesses to the area and build relationships with current ones. This is arguably the most important reason for local government to maintain an active social media presence.
- Community Building – Building a sense of community pride by recognizing local business, sharing photos and stories about the community, and marketing local events.
- Public Service Announcements – Emergency alerts and severe weather updates, general health and safety tips, road construction schedules, and other important local information.
- Governmental Meetings – Posting schedules, agendas, and meeting minutes.

## Tax Increment Financing<sup>7</sup>

Tax Increment Financing is an economic development tool that allows municipalities to invest in infrastructure and other improvements intended to facilitate private development. When a Tax Increment District (TID) is created, it establishes the current (or base) value of the taxable property within its boundaries. The base value represents pre-TID tax rates and is reflected by the blue rows in the chart at right. Once the TID is underway, taxes collected from the base value are allocated to the local government, county, schools, and technical colleges (taxing jurisdictions) as they were prior to the TID's creation.



Courtesy Wisconsin Department of Revenue

<sup>6</sup> Excerpted from 10 Ways Local Government Can Use Social Media, 2015.

<sup>7</sup> Excerpted from Tax Increment Financing Manual, Wisconsin Department of Revenue, July 2014.

Over the life of the TID, the taxing jurisdictions collect taxes from the property in the TID base. Meanwhile, new construction and investment increases the value of the property within the TID. All of the taxes collected on the growth in value of the property (the value increment in purple on the chart) are turned over to the municipality as tax increment revenue. The municipality then uses this additional revenue stream to pay off bonds used to develop the infrastructure and improvements made to the property as part of the approved project plan.

At the end of the maximum life period, or as soon as tax increments are collected in excess of total approved project costs, the TID must be terminated. The entire value of the property is returned to the tax rolls of the overlying taxing jurisdictions (the column at right in the chart). This represents the additional property value subject to taxes. While the TID exists, the tax collections for each overlying jurisdiction are limited to the base value of the TID parcels. After termination, the overlying taxing jurisdictions share in a much larger tax base. Partnering to facilitate development spreads the risk of development and increases the tax base for each of the jurisdictions.

Since 2004, Towns in Wisconsin have been able to utilize tax increment financing for a specific set of agricultural, forest, manufacturing, and tourism activities. These include:

- Agricultural projects – Crop production, animal production, support activities for agriculture and forestry, support activities for animal production, and refrigerated farm product warehousing and storage.
- Manufacturing projects – Animal slaughtering and processing, wood product manufacturing, paper manufacturing, and ethyl alcohol manufacturing.
- Forestry projects – Forestry and logging, and support activities for forestry.
- Tourism projects – Recreational and vacation camps (except campgrounds), RV parks and campgrounds, racetracks, dairy product stores, public golf courses.

## Agri-Tourism

Agri-tourism provides opportunities to increase farm income and diversity the local economy. It is one of the fastest growing segments of the travel industry. The Town's farming culture and natural environment create unique opportunities for such development. For more information regarding agri-tourism, please refer to Chapter 7: Agricultural, Natural, and Cultural Resources beginning on page 34.

## Other Economic Development Options

- Business Incubator – Create a business incubator to produce successful businesses that are able to operate independently, are financially viable, and provide new jobs and tax revenue within the community.
- Marketing & Branding Plan – Develop a marketing and branding plan to attract business, industry, new residents, and visitors to Winchester.
- Resilience Plan – Develop a resilience plan to better prepare the community for future financial crises, natural disasters, and other major disruptors of the local economy.



## **Economic Development Programs**

### US Department of Agriculture – Rural Development Grant<sup>8</sup>

The United States Department of Agriculture’s Rural Development Grant (RDG) provides loans, grants and loan guarantees to support essential services such as housing, economic development, health care, first responder services and equipment, and water, electric and communications infrastructure. The RDG promotes economic development by supporting loans to businesses through banks, credit unions and community-managed lending pools.

### US Environmental Protection Agency – Revolving Loan Fund<sup>9</sup>

The Revolving Loan Fund provides funding for grant recipients to carry out cleanup activities at brownfield sites. Through these grants, the Environmental Protection Agency seeks to strengthen the marketplace and encourage stakeholders to leverage the resources needed to clean up and redevelop brownfields. When loans are repaid, the loan amount is returned into the fund and re-lent to other borrowers, providing an ongoing source of capital within a community.

### Wisconsin Economic Development Corporation<sup>10</sup>

The Wisconsin Economic Development Corporation’s (WEDC’s) Community Development Investment Grant (CDIG) program helps transform communities by supporting local development unique to Wisconsin’s communities in Wisconsin. The CDIG supports urban, small city and rural community redevelopment efforts by providing financial incentives for shovel-ready projects with emphasis on, but not limited to, downtown community-driven efforts. Grants up to \$50,000 are available for planning efforts, and grants up to \$500,000 are available for implementation projects. The program operates through a competitive process that occurs two to three times per fiscal year. Grant recipients must demonstrate significant, measurable benefits in job opportunities, property values and/or leveraged investment by local and private partners.

### UW-Extension Center for Community & Economic Development<sup>11</sup>

The UW-Extension Center for Community and Economic Development offers a number of programs intended to assist local governments with economic development activities. They include:

- Community Preparedness and Resiliency
- Downtown Revitalization
- Food Systems Initiative
- Tourism Development
- First Impressions Program

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<sup>8</sup> Excerpted from United States Department of Agriculture website, 2016.

<sup>9</sup> Excerpted from United States Environmental Protection Agency website, 2016.

<sup>10</sup> Excerpted from Wisconsin Economic Development Corporation website, 2016.

<sup>11</sup> Excerpted from UW-Extension website, 2016.

For additional information on these programs, please visit the UW-Ext website.

## NEW North<sup>12</sup>

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

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

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

## East Central Wisconsin Regional Planning Association<sup>13</sup>

East Central Wisconsin Regional Planning Commission (ECWRPC) was designated as an Economic Development District (EDD) in 1984 by the U.S. Department of Commerce's Economic Development Administration (EDA). As an EDD, ECWRPC operates as EDA's service provider through the Commission's Economic Development program for the 10-county region. The Economic Development staff offer a variety of services to member governments through Federal funding. Additionally, staff is actively involved in facilitating economic development throughout the region and fostering cooperation between the public and private sectors. ECWRPC manages the Comprehensive Economic Development Strategy (CEDS) for the region. This strategy allows the ECWRPC to identify and implement the projects necessary for economic development and to best leverage state and federal funds.

The CEDS document analyzes current economic conditions within the region and serves as a guide for establishing regional goals and objectives, developing and implementing a region plan of action, and identifying community and economic development projects throughout the region that meet EDA investment priorities and pertain to various funding sources. It is a working document used by both the public and private sectors to provide leadership with a current picture of the economic state of the region.

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<sup>12</sup> Excerpted from NEW North website, 2016.

<sup>13</sup> Excerpted from ECWRPC website, 2016.



For additional information related to economic development, please refer to the *Town of Winchester Comprehensive Plan: Planning for 2025 and Beyond*.

## **Chapter 6: Utilities & Community Facilities**

The long-term well being of a community is dependent on the adequacy of the public utilities, community facilities, and municipal services it provides to its residents and business owners. Anticipating and preparing for the future utility and facility needs of the Town of Winchester is essential to ensuring a sustainable future.

### **Utilities & Community Facilities Vision**

*The Town of Winchester will provide well-planned, cost-effective municipal services and infrastructure, in harmony with its rural character and natural environment, and maintain a fair and equitable tax rate for its citizens and business owners. It will strive to provide the infrastructure and technology necessary to allow its residents and business to compete in the 21<sup>st</sup>-century marketplace and will continue to pursue opportunities for shared services with its municipal neighbors when such partnerships would benefit the community.*

### **Utilities & Community Facilities Plan**

#### Maintaining Reasonable Tax Levels

Residents respect the fiscal discipline demonstrated by local officials and value reasonable tax rates. Given limited finances, coupled with long-term uncertainties surrounding Wisconsin's shared revenue program and state-imposed levy limits, the Town of Winchester must carefully consider all expenditures. This extends to providing utilities and community facilities for the community. To ensure the supply of efficient, cost-effective services, the Town will continue to pursue shared service opportunities with neighboring communities.

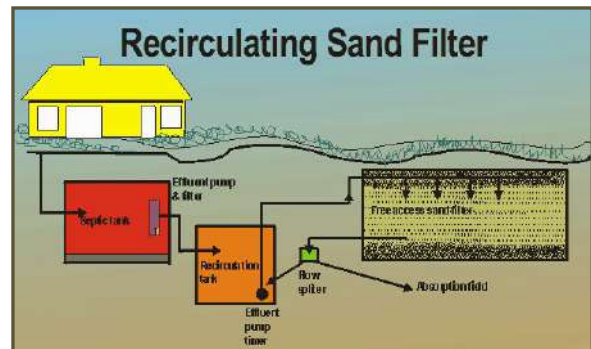
#### Alternative Onsite Wastewater Treatment Systems

Wastewater treatment for homes and businesses in the Town is primarily served via onsite septic and mound systems. These systems must comply with Wisconsin Statute SPS 383 to ensure that they are designed and function properly so as to protect human health and groundwater resources. However, studies have indicated that even properly-designed and maintained conventional septic and mound systems pose a threat to ground water, particularly in soils with high transivity.

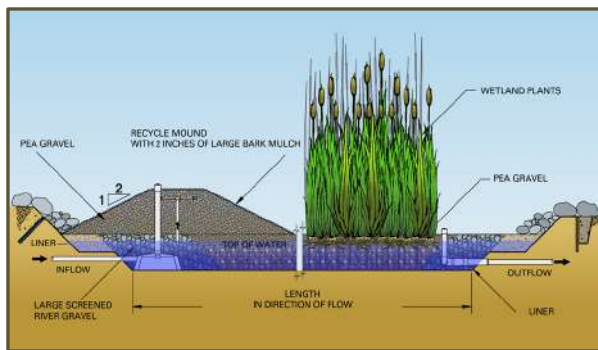
Alternative sanitary facilities can provide wastewater treatment at a cost competitive with conventional onsite systems, particularly when they are clustered to accommodate multiple homes or businesses. Options for clustered sanitary systems permissible in the state of Wisconsin include recirculating sand filters and constructed wetlands, among others.

A recirculating sand filter (RSF) offers an economically viable, environmentally benign alternative to conventional drain field-based treatment systems. The basic components of a RSF system include a septic tank, recirculation tank, and sand or gravel filter. Water discharged from the system far exceeds the quality of a conventional system at a fraction of the price.

RSFs are a viable alternative to conventional methods when soil conditions are not conducive to the proper treatment and disposal of wastewater through percolation beds. Sand filters may be used on sites that have shallow soil cover, inadequate permeability, high groundwater, and limited land area. RSF systems commonly serve subdivisions, mobile home parks, rural schools, small municipalities, and other generators of small wastewater flows.<sup>14</sup>



Courtesy Purdue University



Courtesy Science for Environmental Policy

Constructed wetlands have been used as effective wastewater treatment systems for more than forty years. They have become the dominant treatment system for communities in the Minneapolis metropolitan region not served by municipal wastewater treatment. Although a variety of wetland-based systems are used to treat effluent, the most common is a subsurface flow wetland. Subsurface flow wetlands utilize an anaerobic reactor (septic tank) for pretreatment followed by a forced-bed aeration system and wetland treatment cells. Constructed wetlands are designed to achieve tertiary treatment at a fraction of the cost of a municipal system. They become cost effective against conventional onsite systems when treating effluent from eight or more homes.

## Personal Energy Systems

With rising energy prices and a greater awareness of the environmental impacts of conventional power plants, more Americans are utilizing personal energy systems to reduce costs associated with electricity, heating, and cooling. In addition, state and federal tax incentives have reduced the total costs of these systems making them available to a greater percentage of users. Personal energy systems include photovoltaic solar, solar thermal, small wind, geothermal, and wood-fired boilers, among others.



<sup>14</sup> Source: Environmental Technology Institute: Recirculating Sand Filters, 1998.

# Town of Winchester

Winnebago County, Wisconsin

The Wisconsin Solar and Wind Access Law (66.0401, State Stats.), defines how local governments are permitted to regulate solar and wind energy systems. It covers zoning restrictions by local governments, private land use restrictions, and system owner rights to unobstructed access to resources. Under the law, local government may not place any restriction on the installation or use of solar or wind energy systems unless the restriction:

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

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

## Mobile Communications Towers

As part of the 2013-14 State Budget the Wisconsin Legislature approved Section 66.0404, Wis. Stats. The law governs the local regulation of mobile towers and tower sites and effectively preempts existing zoning regulations regarding cellular communications towers. Under the new law, local governments are limited in their ability to regulate such towers. The following actions are effectively prohibited:<sup>15</sup>

- Testing, sampling, monitoring or other radio frequency compliance requirements.
- Basing approval on signal strength or the adequacy of existing mobile service infrastructure.
- Moratoriums on the construction of new towers.
- Control over physical placement of towers within the municipality.
- Fees that exceed statutory maximums (\$3,000 or \$500 for “class 2 colocation”) or are recurring.
- Disapproval on purely aesthetic grounds.
- Sureties for the structure in excess of \$20,000 or indemnity requirements.
- Any limits on the durations of permits.
- Any limits on the height of structures to anything less than 200 feet (above 200 feet is regulated by the FAA anyway).
- Setbacks or fall zones that are any different than other commercial structures.
- Regulation of related power systems.
- Disapprovals based on lighting or lack thereof of the structure.



<sup>15</sup> Excerpted from Wisconsin Towns Association, “New Mobile Service (Cell) Tower Preemptions.”



## Comprehensive Outdoor Recreation Plan

A Comprehensive Outdoor Recreation Plan (CORP) is a document that describes current parks, recreation, and open space assets and presents a strategy for meeting future needs. The purpose of the plan is to guide land acquisition, development, and maintenance activities by identifying the general location, character, and extent of existing and desired parks, playgrounds, and special recreation areas. By statute, a CORP must be updated every five years.

The funding of local parkland acquisition and development has become more difficult with legislation limiting local government's ability to establish and enforce impact fees upon new residential development projects. As a result, more Wisconsin communities are seeking grant funding to offset the cost of park and recreation development. Wisconsin statutes prohibit local government from applying for state and federal parks and recreation funding without an adopted CORP.

## Broadband Internet

Access to high-speed (or broadband) internet is critical in the 21<sup>st</sup> century economy. The improved connectivity provided by such access supports robust business services, expands access to health care, and improves the quality of education in schools. It has become a necessity, as vital to rural America's future today as electricity and the telephone were in the last century. The technology is a must for the types of home-based and value-added businesses that can thrive in a community like Winchester.

## Other Utilities & Community Facilities Options

- Capital Improvements Plan - As mentioned in *Chapter 4: Transportation*, a Capital Improvements Plan (CIP) is a budgeting tool used to plan for major capital expenditures. CIPs are typically five-year plans identifying necessary and desired improvements related to infrastructure, facilities, and parks and recreation areas.

## **Utilities & Community Facilities Programs**

### Rural Economic Development Loan and Grant Program

The Rural Economic Development Loan (REDL) and Grant (REDG) programs provide funding to rural projects through local utility organizations. Under the REDL program, USDA provides zero interest loans to local utilities that are then passed through to local businesses for projects that will create and retain employment in rural areas. The ultimate recipients repay the lending utility directly. The utility is responsible for repayment to USDA. Under the REDG program, USDA provides grant funds to local utility organizations to establish revolving loan funds. Loans are made from the revolving loan funds to projects that will create or retain rural jobs. When the revolving loan fund is terminated, the grant is repaid to the Agency.



### Rural Utilities Program

A number of programs are available through the Rural Utilities Program as part of the Water and Environmental Programs (WEP). WEP provides loans, grants, and loan guarantees for drinking water, sanitary sewer, solid waste, and storm drainage facilities in rural areas, cities, and towns of 10,000 or less. Public bodies, non-profit organizations, and recognized Indian Tribes may qualify for assistance. WEP also makes grants to nonprofit organizations to provide technical assistance and training to assist rural communities with their water, wastewater, and solid waste programs. Available programs include:

- Water and Waste Disposal Direct and Guaranteed Loans
- Water and Waste Disposal Grants
- Technical Assistance and Training Grants
- Solid Waste Management Grants
- Rural Water Circuit Ride Technical Assistance

### Telecommunications Program

The Telecommunications Program improves the quality of life in rural America by providing capital for the deployment of rural telecommunications infrastructure. Funding is available under various grant and loan programs.

### Community Development Block Grant – Public Funds

The Community Development Block Grant (CDBG) for Public Funds supports infrastructure and facility projects for communities. Eligible projects include improvements, repairs, or expansions of streets, drainage systems, water and sewer systems, sidewalks, and community centers. Grants are limited to projects that, if implemented, would meet a CDBG National Objective.

### Community Development Block Grant – Public Facilities Economic Development

Grant funds under the CDBG for Public facilities Economic Development are awarded to local governments for public infrastructure projects that support business expansion or retention. Examples of eligible applications include: new or improved water & sewer service and streets that result in business expansion and job opportunities for low- and moderate-income individuals.

### Clean Water Fund Program

The Clean Water Fund Program (CWFP) provides subsidized interest rate loans to municipalities seeking to fund wastewater and stormwater infrastructure projects. The CWFP also includes pilot projects to fund adaptive management and other non-traditional projects to comply with a municipality's permit limit. Applications for funding are accepted year round as long as funding is available.

## Safe Drinking Water Loan Program

The Safe Drinking Water Loan Program provides subsidized interest rate loans to municipalities seeking to fund drinking water infrastructure projects. Applications are accepted year round when funding is available.

## Acquisition and Development of Local Parks Program

The Acquisition and Development of Local Parks Program provides assistance to local government to buy land or easements and develop or renovate local parks and recreation area facilities for nature-based outdoor recreation purposes (e.g., trails, fishing access and park support facilities). Applicants compete for funds on a regional basis. This grant program is part of the Knowles-Nelson Stewardship Program.

## Land and Water Conservation Fund

The Land and Water Conservation Fund is a Federal program administered in all states that encourage creation and interpretation of high-quality, outdoor recreational opportunities. Funds received under this program are split between WDNR projects and grants to local governments for outdoor recreation activities. Grants cover fifty percent of eligible project costs.

## Recreational Trail Aids

Municipal governments and incorporated organizations are eligible to receive reimbursement for development and maintenance of recreational trails and trail-related facilities for both motorized and non-motorized recreational trail uses. Eligible sponsors may be reimbursed for up to fifty percent of the total project costs. This program may be used in conjunction with the state snowmobile and ATV/UTV programs and Stewardship development projects.

## Municipal Flood Control Grants

Available to all cities, villages, towns, tribes, and metropolitan sewerage districts to provide assistance with items such as the acquisition of property, vacant land, structure removal, flood proofing, administrative support and other activities.

## Urban Nonpoint Source & Stormwater Management Grants

This program provides competitive grants to local governments to reimburse costs of planning or construction projects controlling urban nonpoint source and stormwater runoff pollution.

For additional information related to utilities and community facilities, please refer to the *Town of Winchester Comprehensive Plan: Planning for 2025 and Beyond*.

# Town of Winchester

Winnebago County, Wisconsin

## Chapter 7: Agricultural, Natural, & Cultural Resources

The Town of Winchester has a strong farming history. Its landscape is dominated by agricultural land, woodlands, rolling hills, and the Wolf River basin...each contributing to the community's character and sense of place. However, residential, commercial, and industrial development is changing the face of communities throughout Wisconsin. Most new construction occurs on farm fields and other open spaces. As the Town grows it must consider how best to preserve agricultural, natural, and cultural resources while accommodating the development necessary to meet the needs of future generations.

### Agricultural, Natural, & Cultural Resources Vision

*The Town of Winchester will adopt policies and programs to preserve its prime agricultural lands, unique natural environment, and cultural and historic resources to ensure that these assets remain available for the benefit and enjoyment of future generations.*

### Agricultural, Natural, & Cultural Resources Plan

#### Conservation Easements

A conservation easement is a voluntary legal agreement between a landowner and a land trust or government agency that limits present and future development of a parcel. Under a conservation easement, the landowner retains ownership of the land (within the terms of the easement, i.e. only for farmland or natural space, not for development) and a land trust or similar organization assumes the responsibility for protecting the land's conservation values. Donated conservation easements that meet federal requirements can provide significant tax advantages to landowners since their land will be assessed as undevelopable land, which has a much lower tax value than developable land. Qualified easements may also generate charitable contribution deductions for income and transfer tax purposes. All land is "taxed" at the same rate, though value determinations are variable.

#### Specialty Farming

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

According to Agricultural Census data nearly 300,000 new farms have begun operations during the past



Courtesy Washington Island Ostrich Farm

decade. Compared with all farms nationwide, these new arrivals tend to have more diversified production, fewer acres, lower total-dollar sales, and operators who also work off-farm. The Town of Winchester's proximity to the Fox Cities provides opportunities for directly marketing specialty agricultural products to local consumers.

Examples of specialty agricultural products include:

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

## Organic Agriculture

Organic farming is a particularly attractive specialty farm option given that organic food is the fastest growing segment of the agricultural industry. Products that once occupied a boutique marketplace niche are becoming mainstream as consumers seek healthier alternatives to conventional farm produce. Organic and specialty farming counter the notion that agricultural operations must become very big to remain profitable.



Courtesy Kellner Back Acre Garden,  
Denmark, WI

## Community Supported Agriculture<sup>16</sup>

Community Supported Agriculture (CSA) is a system in which a farm operation is supported by shareholders who share both the benefits and risks of food production. CSAs consist of a community of individuals who pledge support to a farm operation so that the farmland becomes the 'community's farm', with the growers and consumers providing mutual support and sharing the risks and benefits of food production. Typically, members pledge in advance to cover the anticipated costs of the farm operation and farmer's salary. In return, they receive shares in the farm's bounty

throughout the growing season, as well as satisfaction gained from reconnecting to the land and participating directly in food production. Members also share in the risks of farming, including poor harvests due to unfavorable weather or pests. By direct sales to community members, who have provided the farmer with working capital in advance, growers receive better prices for their crops, gain some financial security, and are relieved of much of the burden of marketing.

<sup>16</sup> Excerpted from United States Department of Agriculture, Alternative Farming Systems Information Center, 2016.

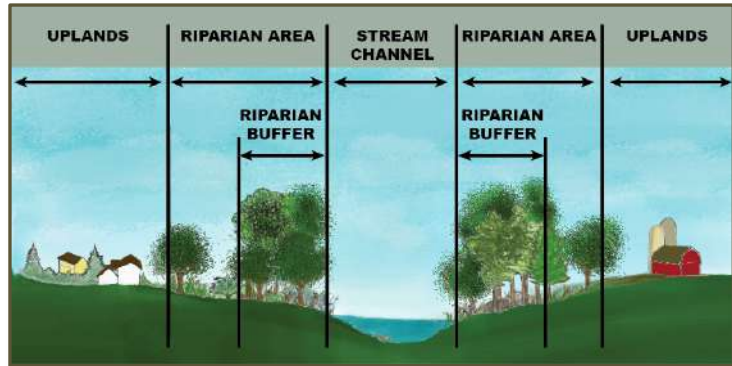
# Town of Winchester

Winnebago County, Wisconsin

## Riparian Buffers<sup>17</sup>

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

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



Courtesy USEPA

## Native Landscapes

A native landscape is generally defined as one comprised of species that occur naturally in a particular region, ecosystem, or habitat, and that were present prior to European settlement. Landscaping with native wildflowers, grasses, shrubs, and trees improves the environment. Natural landscaping brings a taste of wilderness to urban, suburban, and corporate settings by attracting a variety of birds, butterflies, and other animals. Once established, native plants do not need fertilizers, herbicides, pesticides, or watering, thus benefiting the environment and reducing maintenance costs.<sup>18</sup> Finally, their extensive root systems create pathways for the infiltration of precipitation and snow melt thereby reducing runoff and the costs associated with constructed stormwater management systems.

The benefits of native landscapes include:

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

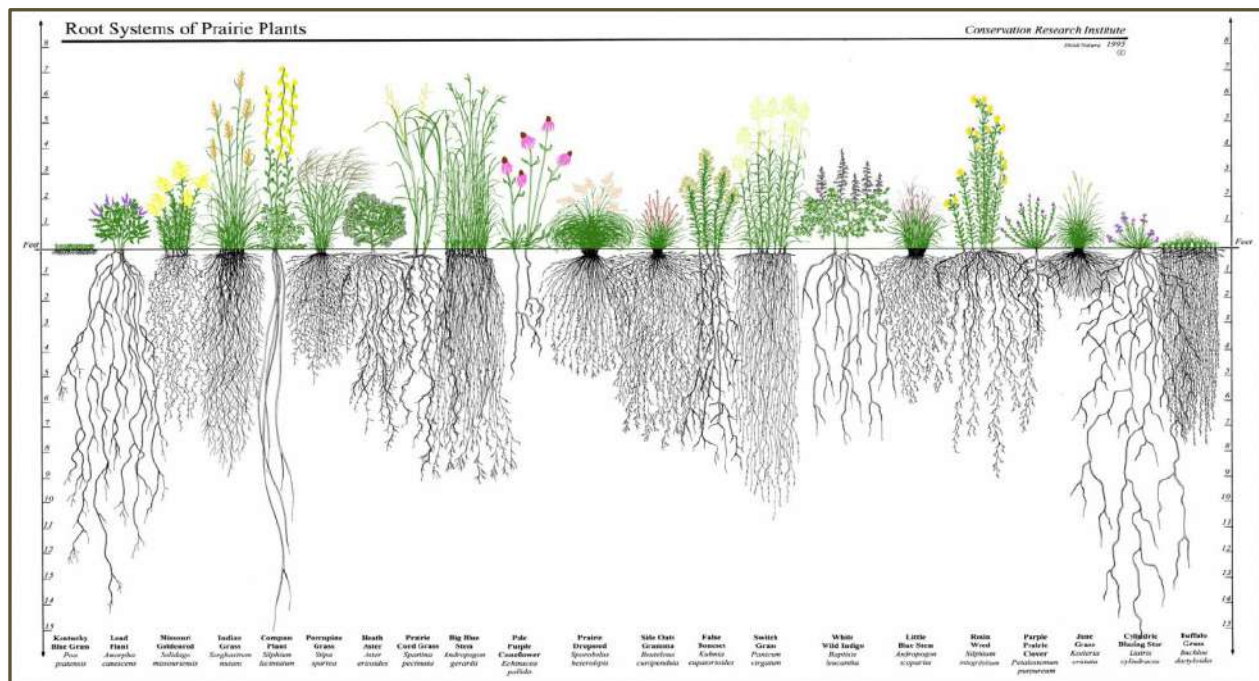
<sup>17</sup> Excerpted from *Managing the Water's Edge: Making Natural Connections*, USEPA.

<sup>18</sup> Excerpted from *Landscaping with Native Plants in the Great Lakes Region*, USEPA.

# Town of Winchester

Winnebago County, Wisconsin

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



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

## Secondary Conservation Areas

As discussed in *Chapter 3: Housing*, conservation subdivisions provide a means by which local government, landowners, and developers may preserve important natural and cultural features present on a given piece of property. They do so by identifying *secondary conservation areas* (SCA) to be preserved during the residential development process. Unlike primary conservation areas (wetlands, flood plains, steep slopes, etc.), SCAs are cultural, natural, and agricultural resources that hold particular value within a given community. Examples of cultural SCAs may include architecturally significant homes, structurally sound barns, fencerows, and windmills, among others. Most importantly, SCAs are determined at the local level based upon local values and priorities.

# Town of Winchester

Winnebago County, Wisconsin

## Other Agricultural, Natural, and Cultural Resources Options

- Historic & Cultural Resource Inventory – Conduct an inventory of historically and culturally significant places and structures within the Town.
- Historic Preservation Ordinance – Develop and implement a historic preservation ordinance to maintain and enhance significant structures and places.
- Conservation Design – Apply the principles of conservation design to future commercial and industrial development within the zoning and subdivision ordinances.

## **Agricultural, Natural, & Cultural Resource Programs**

### USDA Conservation Reserve Enhancement Program

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

### Natural Resource Conservation Service – Environmental Quality Incentives Program

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

### Natural Resource Conservation Service - Farm and Ranch Lands Protection Program

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



## Natural Resource Conservation Service – Financial Assistance Program

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

## Natural Resource Conservation Service – Landscapes Initiatives Program

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

## Farm Services Agency – Conservation Reserve Program

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

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

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

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



### WDNR Managed Forest Law

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

### WDNR Knowles-Nelson Stewardship Program – Acquisition of Development Rights Program

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

### WDNR Land and Water Conservation Fund Program

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

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

### WDNR Wisconsin Forest Landowners Grant Program

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

## Wisconsin Historical Society Historic Home Owner's Tax Credits

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

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

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

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

## Wisconsin Historical Society Historic Preservation Tax Credits for Income-Producing Historic Buildings

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

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

## UW-Extension Wisconsin Barn Preservation Program<sup>19</sup>

Despite the rich stock of historic barns in the Wisconsin landscape, we see fewer attempts to save them. The threats to these buildings are many, including urban growth and its associated roadway expansion, improper maintenance and upkeep, and new construction techniques, materials, and design. The University of Wisconsin-Extension and Wisconsin Historical Society, are spearheading a multifaceted approach aimed at saving many of Wisconsin's historic agricultural buildings. The Wisconsin Barn Preservation Program is aimed at both addressing public concerns and drawing

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<sup>19</sup> Excerpted from Wisconsin Barn Preservation Program website, 2016.



attention to the importance of preserving the elements of Wisconsin's rural countryside, those elements that make it a unique part of America.

Some of the strategies being pursued by this group include the coordination of regional educational workshops, the production of technical resource materials and the support of non-profit organizations that can help orchestrate efforts to establish grants and other kinds of technical assistance programs aimed at helping barn owners interested in preservation.

### Winnebago County Land & Water Conservation Department<sup>20</sup>

The Winnebago County Land and Water Conservation Department (WCLWCD) provides assistance to local government and landowners in the planning, design, and implementation of programs and projects that protect, restore, and sustain the natural resources of the County. WCLWCD works closely with federal and state agencies including WDNR, DATCP, UW-Extension, USDA Agencies, and the U.S. Fish and Wildlife Service to achieve agricultural and natural resource preservation and protection goals. Technical and financial services provided by WCLWCD include:

- Land management planning and project design for individual landowners. This includes lands that are being cropped, tree planting, upland wildlife habitat development, wetland restorations, etc.
- Design, cost-estimating, layout and construction supervision of "best management" practices built for land and water resource improvements.
- Administer a county funded Water Quality Improvement Program. This program provides funds to private landowners for various projects that improve water quality.
- Secure and manage state and federal grants for County Land and Water Resource Management initiatives.
- Secure and make available equipment, tools, and supplies that assist landowners in meeting their objectives in installing best management practices including planting protective vegetation on critical sites, tree planting, wildlife habitat development, etc.

For additional information related to agricultural, natural, and cultural resources, please refer to the *Town of Winchester Comprehensive Plan: Planning for 2025 and Beyond*.

## **Chapter 8: Land Use**

Land Use is the central element of a comprehensive plan. Its main purpose is to provide a framework for decision makers to guide growth and development. Wisconsin's Comprehensive Planning Law requires that land use decisions reached via a zoning ordinance, subdivision ordinance, or official map be consistent with the comprehensive plan (Chapter 66.1001(3), Wis. Stats.). This chapter briefly describes existing land use patterns in Winchester and sets forth a plan for future land use consistent with the community's visions. It will guide the Town Board, Plan Commission, property owners, and developers in decisions regarding the type, location, and density of future development.

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<sup>20</sup> Excerpted from Winnebago County Land & Water Conservation Department website, 2016.

Implementation of the comprehensive plan will result from the incremental decisions made by elected and appointed officials during the review and approval of zoning changes, certified survey maps, subdivision plats, site plans, and the like. Through these decisions, the Town will realize its goals and aspirations as they relate to the physical growth and development of the community. Successful implementation will require a sustained effort by the public and private sectors to utilize this chapter, and the Future Land Use map contained within it, as *the essential decision-making guide* for land use in the Town of Winchester.

## Land Use Vision

*To preserve the places most important to the residents of Winchester while allowing for well-planned development designed in harmony with the natural landscape so as to ensure a safe, beautiful, and thriving community for future generations.*

## Current Land Use Inventory

Land Use	Total Acreage	Percent of Total Acreage
Agricultural	7877.92	33.75%
Commercial	15.45	0.07%
Utilities	6.41	0.03%
Farmsteads	295.44	1.27%
Institutional	14.76	0.06%
Industrial	1.66	0.01%
Single Family	672.17	2.88%
Mobile Homes	16.75	0.07%
Multi-family	1.94	0.01%
Open Water	881.47	3.78%
Transportation	1070.96	4.59%
Quarries	157.98	0.68%
Woodlands	3632.87	15.57%
Recreational Facilities	74.33	0.32%
Natural Areas	8619.85	36.93%
<b>Total</b>	<b>23339.96</b>	<b>100.00%</b>

Source: Town of Winchester Current Land Use map, 2016.

The inventory of current land uses in the Town of Winchester is based upon the Current Land Use map appearing on the following page. The map was developed utilizing existing data provided by Winnebago County, ECWRPC, and WisDOT. The purpose of the map is to provide a reasonably accurate ‘snap shot’ of the community as it exists today. Table 9 presents current land uses in Winchester along with the total acreage for each category and its representative percentage of the total land base acreage within township boundaries.

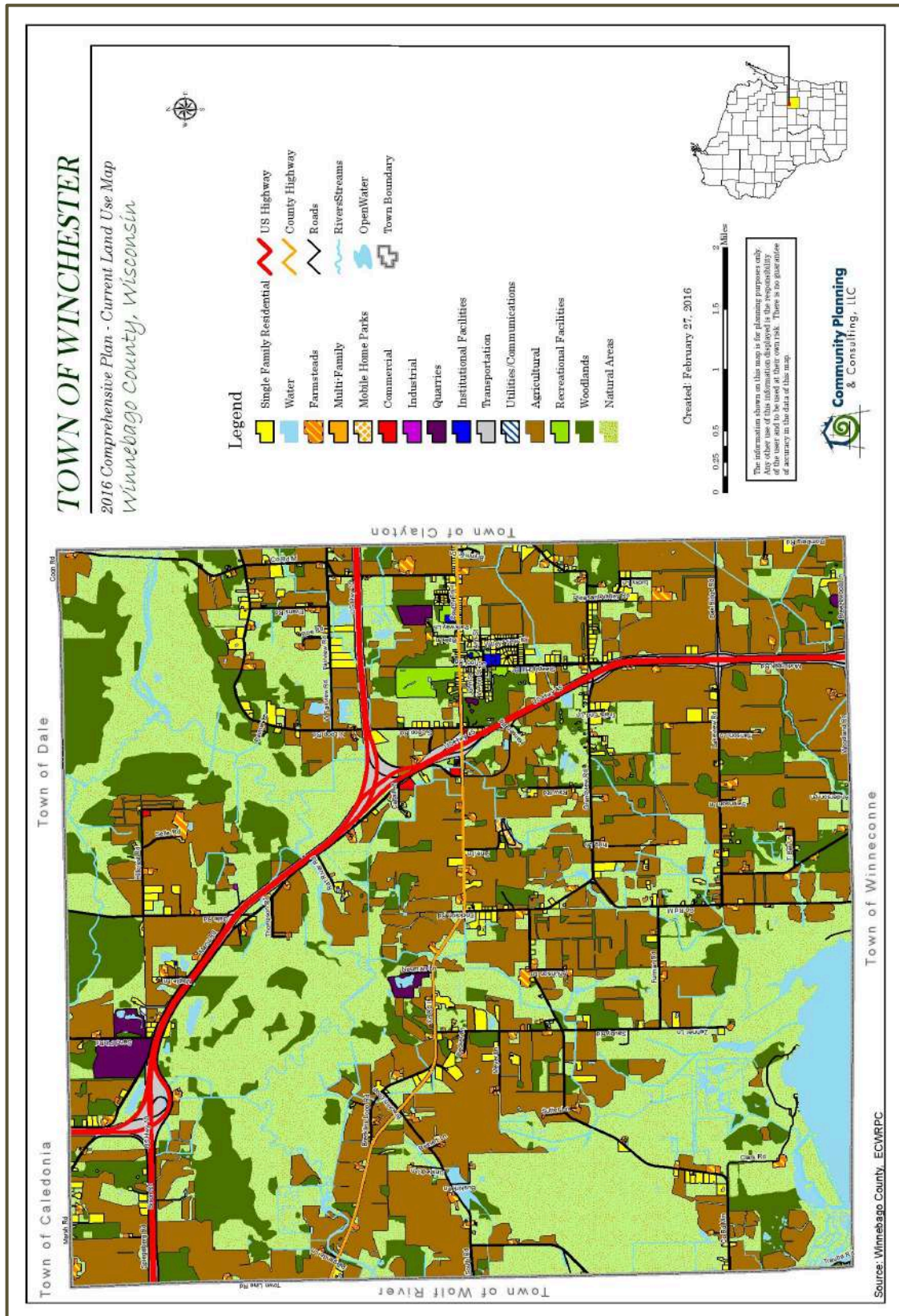
## Primary Land Use Tools

### Zoning Ordinance

The purpose of a zoning ordinance is to identify the permitted and conditional uses allowed on parcel of land within designated zoning districts. Zoning ordinances may also regulate lot size, road frontage, density, and the location, height, and size of structures, among others. The Town of Winchester administers and enforces zoning regulations within the community, including compliance with Wisconsin’s new Farmland Preservation zoning regulations (Chapter 91, Wis. Stats.).

# Town of Winchester

Winnebago County, Wisconsin



## Subdivision Ordinance

Unlike zoning, which regulates the use of land, subdivision regulations govern the manner in which land transitions from one use to another (typically from agricultural or open space to residential). A subdivision ordinance provides the procedures and standards for dividing a large parcel into smaller parcels for sale or development. Subdivision regulations require that developers meet certain conditions in order to record a certified survey map or plat. They provide an effective tool through which local government can implement a comprehensive plan. As with zoning, the Town of Winchester administers and enforces its own subdivision regulations.

## **Community Design Considerations**

Community design is an important component of planning and plays a significant role in determining quality of life in a community. Elements of community design may include the culture and history of a community along with architectural standards, open space and natural resource protection, transportation and access, and recreation, among others. Ordinances provide the primary means by which local governments implement community design requirements.

## Property Rights

The issue of private property rights versus community need underlies every comprehensive planning effort. Property rights are ingrained in American jurisprudence. Those rights have been respected, to the greatest extent feasible, throughout the planning effort. This chapter describes and illustrates proposed development patterns for the Town of Winchester. It will be used by local officials, landowners, developers, and others to make informed land use and development decisions. Should a landowner disagree with the Future Land Use map, or any other aspect of this plan, he/she has the right to petition the Town Board for an amendment to the document. All amendments will occur through a public process, defined by state law, and will include a public hearing. The process of amending the comprehensive plan is described in the Implementation chapter beginning on page 49.

## Community Character

Character is defined differently for each community but includes a blend of natural, built, visual, and cultural characteristics. It represents the sum of the attributes and assets that make a community unique, and that establish a sense of place for its residents. In the Town of Winchester, community character means:

- Small town charm and country living.
- A safe and friendly community.
- An agriculture-based economy.
- Abundant natural resources including streams, creeks, wetlands, and woodlands.



## Future Land Use Map

The future land use map is the visual representation of the visions, goals, objectives, and policies presented in the comprehensive plan. It is the principal tool used by the Town to guide development. As per Wisconsin’s Comprehensive Planning Law, decisions related to development and governed by the zoning and subdivision ordinances must be made in a manner “consistent” with the map.

The future land use map will guide the Town Board and Plan Commission when making decisions regarding land use. Landowners and developers will consult the plan when making development decisions, and should be confident that an application for development that is consistent with the comprehensive plan will be approved. However, the comprehensive plan is not a static document. It must evolve to reflect current conditions. If not regularly reviewed and amended, it will become less effective over time. Applications for rezoning and development that are inconsistent with the plan must be given due consideration, not rejected out of hand. In some situations, it may be desirable to amend the plan (and maps) to accommodate a compatible, but previously unplanned use.

Changes to the plan (including plan maps) must be considered in the context of all nine required plan elements, and reflect the visions, goals, objectives, and policies expressed within the document. If an amendment is to be approved, the process must include a formal public hearing and distribution per the requirements of the Wisconsin Comprehensive Planning Law. Town Board approval of proposed amendments is required before a proposed action may proceed. For additional information regarding plan amendments please refer to Chapter 10: Implementation beginning on page 49.

## Land Use Projections

Category	Current	2020	2025	2030	2035
Agricultural	7,878	7,803	7,728	7,652	7,577
Commercial	16	15	13	12	10
Industrial	2	2	2	2	2
Highway Commercial	--	51	103	154	205
Residential	691	884	1,077	1,295	1,462

Source: Town of Winchester Future Land Use map.



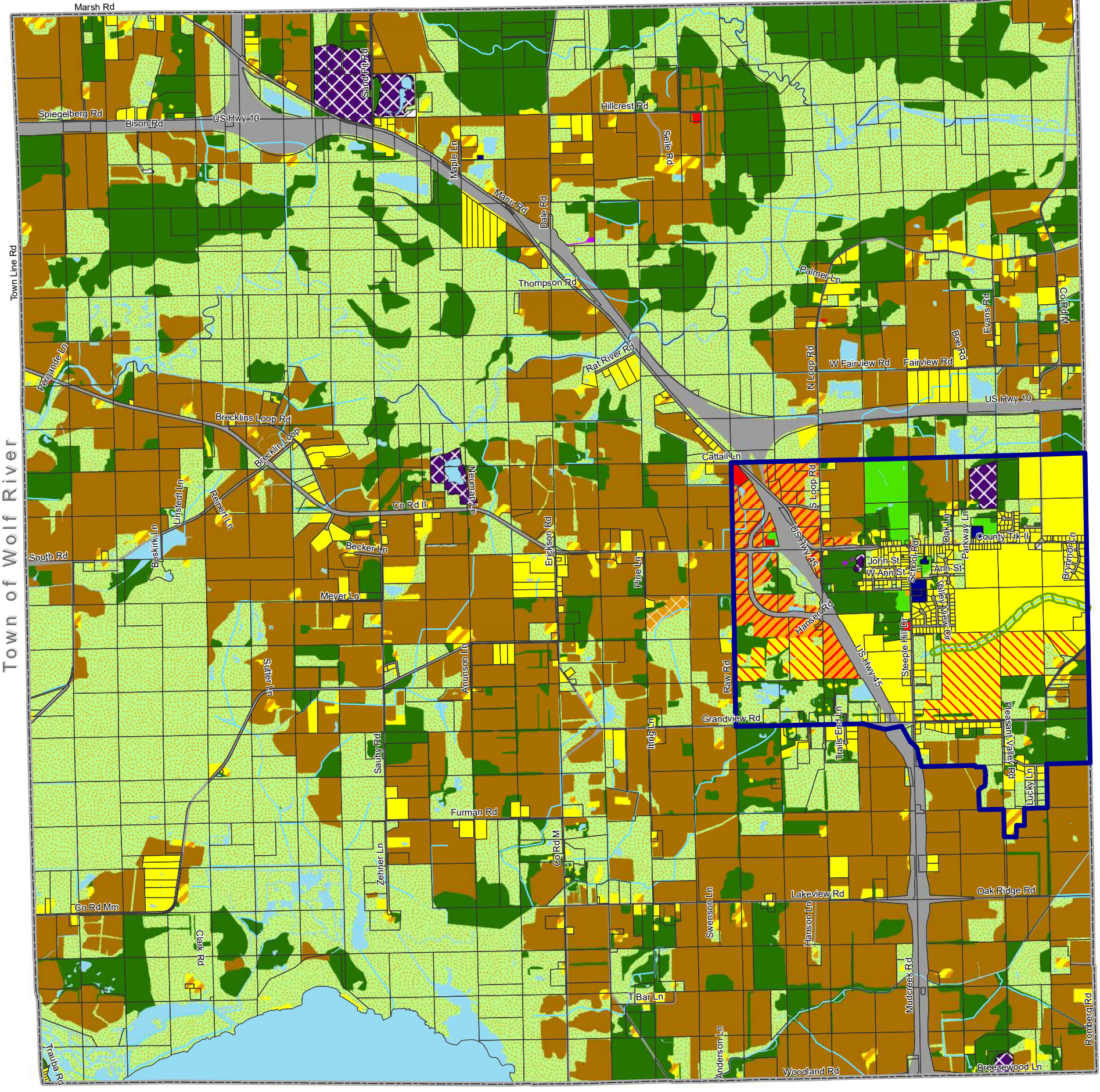
# TOWN OF WINCHESTER

2016 Comprehensive Plan - Future Land Use Map  
Winnebago County, Wisconsin



Town of Wolf River

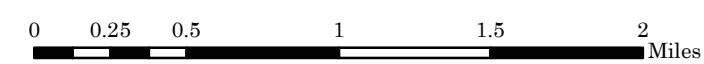
Town of Clayton



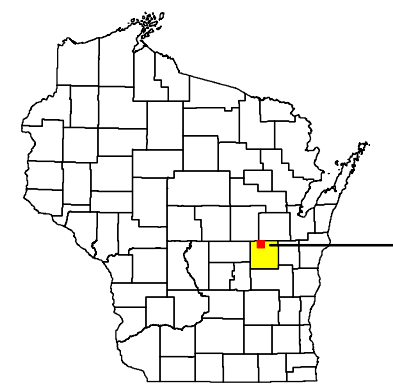
### Legend

- Town Boundary
- Town Core Boundary
- 100 ft Riparian Buffer
- Parcels
- Single Family Residential
- Transitional Residential
- Farmsteads
- Multi-Family
- Mobile Homes
- Highway Commercial
- Commercial
- Industrial
- Quarries
- Institutional Facilities
- Transportation
- Utilities
- Agricultural
- Natural Areas
- Recreational Facilities
- Woodlands
- Open Water
- RiversStreams

Created: July 11, 2016



The information shown on this map is for planning purposes only. Any other use of this information displayed is the responsibility of the user and to be used at their own risk. There is no guarantee of accuracy in the data of this map.



## Chapter 9: Intergovernmental Cooperation

Intergovernmental cooperation may be defined as any arrangement through which two or more municipalities communicate visions and coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can include the sharing of information, facilities, and equipment or involve entering into formal intergovernmental agreements.<sup>21</sup>

The purpose of the intergovernmental cooperation chapter of the comprehensive plan is to describe current intergovernmental agreements, explore opportunities for future collaboration, and identify potential areas of conflict between the Town and its governmental neighbors.

### Intergovernmental Vision

*The Town of Winchester will continue to work with its municipal neighbors, Winnebago County, and the State of Wisconsin to pursue opportunities for cooperation and collaboration that lead to improved services and reduced costs for its residents, land owners, and business owners.*

### Intergovernmental Cooperation - Benefits & Challenges

#### Benefits

Intergovernmental cooperation between and among cities, villages, towns, and counties often produces less expensive and more efficient governmental services. Mergers of similar services can provide substantial cost savings when administrative and equipment duplication is reduced. Significant savings may be realized when local governments combine purchasing, planning, and contracted service delivery processes.

Cooperation during comprehensive planning efforts may be the most effective way to collaborate with neighboring communities. It provides opportunities to collectively identify issues, brainstorm ideas, and reach consensus. It also offers an occasion to address critical issues before decisions have been made and before development activities occur that may limit future solutions. Cooperating with planning provides opportunities for jurisdictions to be proactive rather than reactive. Opportunities for collaboration in planning and the sharing of facilities and services between municipal governments include, among others:

- Water and wastewater treatment facilities.
- Public safety, including police, fire, and rescue.
- Joint economic development efforts.
- Libraries and parks & recreation.
- Solid Waste & Recycling.
- Group purchasing (health insurance, retirements, investments, etc.).
- Partnerships in pursuit of state and federal funding.

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<sup>21</sup> Excerpted from Guide to Preparing the Intergovernmental Element of a Comprehensive Plan, Wisconsin Department of Administration, 2002.

- Sharing of municipal vehicles and equipment (snow plows, mowers, dump trucks, etc.).
- Sharing of staff.

## Challenges

There are often strong desires on the part of elected officials and residents to maintain the independence of existing jurisdictions. Efforts to increase cooperation and collaboration must deal with existing organizational missions and structures that support the independence of each community. The issues to be addressed when entering into multi-jurisdictional partnerships include:

- Desire for community autonomy.
- Questions regarding the allocation of costs.
- Fear of loss of service quality.
- Creating trust and an effective implementation mechanism.

## **Current Intergovernmental Agreements**

As of February 2016, the Town of Winchester is party to the following intergovernmental agreements:

- Intergovernmental agreement with Winnebago County for recycling/refuse to use the county landfill/recycling, adopted in the fall of 2014.
- Road maintenance agreement with the Town of Winneconne for Breezewood Ln/Woodland Road, adopted in Dec. 2012/Jan. 2013.
- Larsen-Winchester Sanitary District, agreement between the Towns of Clayton and Winchester.
- Mutual aid agreement for fire protection (countywide) and MABAS, adopted in fall 2010.

## **Chapter 10: Implementation**

### **Introduction**

The implementation chapter is the “how to” portion of the plan. It describes the actions necessary to realize the visions presented in this document through the goals, objectives, and policies associated with each chapter. The information included herein represents the commitments the Town of Winchester has made to achieve its desired future.



## **Responsible Parties**

The responsibility for implementing this plan will primarily lay with the Plan Commission, with the Town Board retaining the authority to approve recommended implementation actions. All Town Board and Plan Commission decisions pertaining to land use and development will be made in accordance with this document. The individuals and groups responsible for each action item are listed within the tables that follow.

## **Measuring Progress**

Milestone dates are provided for each policy task so that the Town may track progress and ensure that the plan is fully implemented. The Town Board and Plan Commission reviewed and approved the milestone dates presented in the tables that follow.

## **Review and Update Process**

The comprehensive plan may be revised at any time. However, state statutes require that a comprehensive plan be updated no less than once every ten years. The Town of Winchester will adhere to the following comprehensive plan review timeline:

- Five-year Review – Within five years of plan adoption, the Plan Commission will undertake a review of the document to determine whether revisions are warranted. Any changes to the document trigger the same public participation requirements as adoption of the initial plan including, but not limited to: intergovernmental announcements, public participation plan, and a Class 1 public hearing. The Town Board shall approve the amended plan.
- Ten-year Update – Within ten years of plan adoption, the Planning & Zoning Commission will update the plan as required under Chapter 66.1001(2)(i), Wis. Stats., and consistent with all other requirements of Wisconsin’s Comprehensive Planning Law.

## **Petitions for Plan Revision**

Any interested party may petition the Plan Commission for a revision to the comprehensive plan. The process for revising the plan would entail:

- Submittal of a request to have a petition for revision placed on the agenda of the next regularly scheduled meeting of the Plan Commission.
- Plan Commission review of request and recommendation to the Town Board.
- Town Board approval of opening the comprehensive plan to potential revision.

Once the Town Board approves opening the plan for potential revision, the process must adhere to all plan development and adoption requirements as per Chapter 66.1001, Wis. Stats.

<b>Table 12: Implementation Plan</b>		
<b>Elements</b>	<b>Objective</b>	<b>Responsible Party</b>
<b>2016</b>		
Implementation	Ensure that the comprehensive plan is incorporated into all development review and decision processes.	Town Clerk, Town Board
Housing; Agricultural, Natural, and Cultural Resources; Economic Development; Land Use	Update the zoning ordinance to meet the consistency requirement of Wisconsin's Comprehensive Planning Law.	Plan Commission, Consultant
Housing; Agricultural, Natural, and Cultural Resources; Land Use	Update the subdivision ordinance to meet the consistency requirement of Wisconsin's Comprehensive Planning Law.	Plan Commission, Consultant
Housing; Utilities and Community Facilities; Economic Development.	Develop an effective presence on social media.	Town Clerk, Town Board, Consultant
<b>2017</b>		
Transportation; Agricultural, Natural, and Cultural Resources	Adopt an Implements of Husbandry Ordinance, consistent with Wisconsin Act 377.	Town Board, Plan Commission, Consultant.
Utilities and Community Facilities; Economic Development	Pursue opportunities to expand access to high-speed internet throughout the Town.	Town Board, Consultant
Housing; Utilities and Community Facilities; Agricultural, Natural, and Cultural Resources.	Adopt a personal energy systems ordinance to guide the location, installation, and operation of photovoltaic solar, personal wind, geothermal, manure digesters, and other small energy systems.	Town Board, Plan Commission, Consultant
<b>2018</b>		
Transportation; Utilities & Community Facilities	Develop a Capital Improvements Plan to budget for capital expenditures.	Town Board, Consultant
Economic Development	Prepare a Market Trade Analysis to assess the local economy and identify opportunities for targeted economic development.	Town Board, Consultant
Transportation	Adopt a Pedestrian & Bicycle Plan to establish and fund desired pedestrian and bicycle facilities.	Plan Commission, Consultant
<b>2019</b>		
Utilities and Community Facilities; Agricultural, Natural, and Cultural Resources.	Adopt a comprehensive outdoor recreation plan to establish and fund desired parks and recreation facilities.	Town Board, Plan Commission, Consultant
<b>2020</b>		
Economic Development	Explore opportunities to create a Tax Increment District to catalyze findings of Market Trade Analysis.	Town Board, Town Attorney, Consultant

## Chapter X: Appendix

The Appendix of the 2016 Addendum to the 2006 Comprehensive Plan includes:

- The Public Participation Plan, describing the opportunities available for the general public to engage in the process of updating the plan.
- A copy of the Town of Winchester ordinance adopting the 2016 Addendum to the 2006 Comprehensive Plan.

These documents appear on the following pages.

## PUBLIC PARTICIPATION PROCEDURES AND PLAN ADOPTION

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### Introduction

The purpose of the Public Participation Procedures and Plan Adoption is to chronicle the means by which the Town of Winchester engaged the public in the review and update of the 2006 Comprehensive Plan and describe the process by which the Town Board adopted the amended document. The goal of the update process was to ensure that the amended plan was developed in a fair and consensus based manner, balancing community and individual interests to achieve the desired future for the Town of Winchester.

### Comprehensive Planning Law Requirements

Chapter 66.1001(4)(a), Wis. Stats., requires that, "The governing body of a local government unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for wide distribution of proposed, alternative or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments."

### Public Participation Procedures

The Town of Winchester, Winnebago County, Wisconsin, in order to engage the public in the process of updating the 2006 Comprehensive Plan has adopted the following Public Participation Procedures. It is the intent of these procedures to provide opportunities for the public to be meaningfully involved throughout the planning process.

The Town Board designated the Town of Winchester Plan Commission as the appropriate representative body to initiate this public involvement effort. In accordance with the requirements of Chapter 66.1001(4)(a), Wis. Stats., the Plan Commission did:

- Hold a Community Engagement Session to begin the plan update process.
- Hold regularly scheduled meetings of the Plan Commission to review amended plan chapters and maps.
- Hold a Public Hearing to solicit testimony from interested parties regarding the recommended update of the comprehensive plan.
- Post all meeting summaries and draft plan elements and maps to the Town website.
- Make available to the public information about the planning process and copies of plan documents.
- Record meeting attendance through sign-in sheets as part of the plan process record.
- Recommend to the Town of Winchester Board of Supervisors the adoption of these Public Participation Procedures.
- Actively solicit comments and suggestions from the residents and property owners of the Town, neighboring municipalities, local school districts, Winnebago County, East central Wisconsin Regional Planning Commission, Wisconsin Department of Natural Resources, Wisconsin Department of Transportation, nonmetallic mining interests within the Town, and the general public.

## PUBLIC PARTICIPATION PROCEDURES AND PLAN ADOPTION

- Accept written comments from residents, landowners, and other interested parties throughout the planning process.

All meetings related to the comprehensive plan were open to the public and duly posted pursuant to Ch. 985.02(2) Wis. Stats. The public notice announcing the required public hearing on the plan was published as a Class 1 notice, pursuant to Ch. 985.02(1) Wis. Stats., at least 30 days prior to the hearing. The Class 1 notice included the following:

- Date, time and place of the hearing.
- A brief summary of the recommended amendments to the *2006 Town of Winchester Comprehensive Plan*.
- The name of the Town representative who could provide additional information regarding the process of updating the plan.
- The locations where a copy of the updated comprehensive plan could be viewed prior to the hearing.

Prior to posting the public hearing notice, copies of the recommended *2016 Addendum to the 2006 Town of Winchester Comprehensive Plan* were made available for viewing at the Town Hall and on the Town website. Written testimony was accepted prior to and during the public hearing. Oral testimony was accepted during the hearing. All approved revisions to the recommended *2016 Addendum to the 2006 Town of Winchester Comprehensive Plan* resulting from testimony provided during the hearing were posted to the project website and included in the official minutes of the hearing.

### Plan Adoption

The Town of Winchester Board of Supervisors established a Town Plan Commission in accordance with the requirements of Ch. 66.1001(4)(a) Wis. Stats. The Plan Commission was the primary party responsible for the development of the 2006 comprehensive plan and its 2016 amendment. Following the public hearing, and the incorporation of any revisions prompted by submitted testimony, the Plan Commission recommended to the Town Board the adoption of the *2016 Addendum to the 2006 Town of Winchester Comprehensive Plan*.

Based on the recommendation of the Plan Commission, the Town Board, by majority vote, enacted an ordinance adopting the *2016 Addendum to the 2006 Town of Winchester Comprehensive Plan*. A copy of the ordinance and adopted plan was delivered to the following parties:

- Winnebago County
- Winneconne Public Library
- Towns of Clayton, Vinland, Winneconne, and Wolf River in Winnebago County; Town of Caledonia in Waupaca County, and Town of Dale in Outagamie County.
- New London Area School District and Winneconne Community School District
- East Central Wisconsin Regional Planning Commission
- Wisconsin Departments of Administration, Natural Resources, and Transportation

A copy of the *2016 Addendum to the 2006 Town of Winchester Comprehensive Plan* will be permanently maintained at the Winchester Town Hall and Winneconne Public Library for public

## PUBLIC PARTICIPATION PROCEDURES AND PLAN ADOPTION

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viewing purposes. A paper copy or compact disk of the document may be purchased by contacting the Town Clerk.

### **Plan Implementation & Update**

The Town of Winchester Plan Commission shall assist the Town Board in implementing the provisions of the *2016 Addendum to the 2006 Town of Winchester Comprehensive Plan*. From time to time, but not less than once every ten years, the Plan Commission shall review the comprehensive plan for potential changes, additions, amendments, or corrections. The Plan Commission shall be responsible for recommending comprehensive plan amendments to the Town Board on a majority vote of its entire membership.



# Town of Winchester

Winnebago County, Wisconsin

## Town of Winchester

8522 Park Way, Larsen, WI 54947

### ORDINANCE 2016-4

Adopting the Amended Town of Winchester Comprehensive Plan

#### STATE OF WISCONSIN

Town of Winchester, Winnebago County

#### SECTION I – TITLE AND PURPOSE

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

#### SECTION II – AUTHORITY

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

#### SECTION III – ADOPTION OF ORDINANCE

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

#### SECTION IV – PUBLIC PARTICIPATION

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

#### SECTION V – TOWN PLAN COMMISSION RECOMMENDATION

The Plan Commission of the Town of Winchester, by a majority vote of the entire commission, recorded in its official minutes, has adopted a resolution recommending to the Town Board the adoption of the 2016 Addendum to the 2006 Comprehensive Plan, which contains all of the elements specified in s. 66.1001 (2), Wis. stats.

#### SECTION VI – PUBLIC HEARING

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

#### SECTION VII – ADOPTION OF TOWN COMPREHENSIVE PLAN

The Town Board, by the enactment of this ordinance, formally adopts the document entitled 2016 Addendum to the 2006 Comprehensive Plan under s. 66.1001 (4) (c), Wis. stats.

#### SECTION VIII – SEVERABILITY

If any provision of this ordinance or its application to any person or circumstance is held invalid, the invalidity does not affect other provisions or applications of this ordinance that can be given effect without the invalid provision or application, and to this end the provisions of this ordinance are severable.


#### SECTION IX – EFFECTIVE DATE

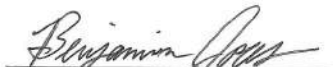
This ordinance is effective on publication or posting. The Town Clerk shall properly post or publish this ordinance as required under s. 60.80, Wis. stats., and a copy of the ordinance and the comprehensive plan, shall be filed with at least all of the entities specified under s. 66.1001 (4) (b), Wis.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

Adopted this 19 day of September, 2016.

Vote: Aye: 3 Nay: 0

  
Lawrence Kriescher, Chairman

  
Glen Mathison, Supervisor I

  
Benjamin Joas, Supervisor II

Attest:   
Holly Stevens, Clerk