

Volume II: Action Plan - Table of Contents

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Introduction

The general purpose of land-use and development planning is to further the welfare of people and their communities by creating convenient, equitable, healthful, efficient, and attractive environments for present and future generations.¹ Outagamie County has prepared this plan to serve as the County's Comprehensive Plan, per Wis. Stats. 66.1001, and the County Development Plan, per Wis. Stats. 59.69(3).

The Outagamie County Comprehensive Plan 2040: *The Shared Path Forward*, has been organized into three major volumes:

- ▲ Vol. 1: Existing Conditions (previous volume), utilized demographic data to describe Outagamie County as it exists today.
- ▲ Vol. 2: The Action Plan (this volume) is intended to provide a road map to a desired future.
- ▲ Vol. 3: Appendices (next volume) provides reference materials, background information and documentation of the planning process.

The following will provide additional context for the Plan, as well as a framework for making future land use decisions. It also outlines key recommendations and action steps that will help shape related County policy in the future.

Planning Context

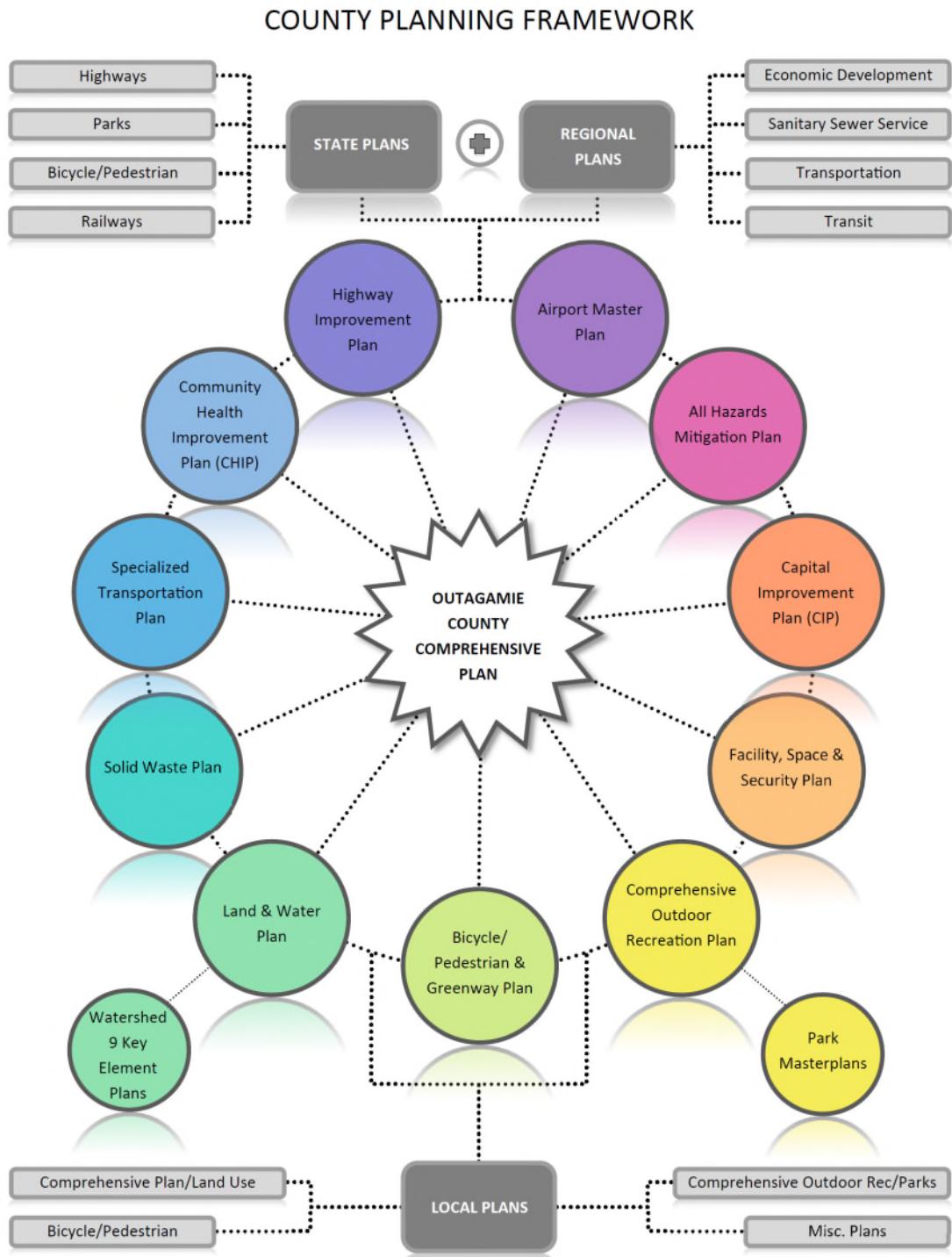
The Outagamie County Comprehensive Plan 2040 (hereafter, the Plan) focuses on broad county policy, with an emphasis on land use, development and infrastructure policy (e.g. the built environment). The Plan is interrelated to a multitude of functionally specific county-level plans and also interfaces with a variety of municipal, state and regional plans (see Figure 21). An inventory of pertinent local, state and County-level plans has been provided in Appendix VI.

Consistency with the County Farmland Preservation Plan

If there are inconsistencies between the County Comprehensive Plan and the County's Farmland Preservation Plan, the Farmland Preservation Plan supersedes the Comprehensive Plan and any and all inconsistencies between the two shall be resolved in favor of the Farmland Preservation Plan for matters related to agricultural planning and development.

¹ Source: American Planning Association, 2019.

Figure 21: County Planning Framework.



Plan Approach & Focus

Plan development embraced an integrative approach to the planning process and resulting plan recommendations. As previously mentioned, this plan focuses broad county policy, with an emphasis on land use, infrastructure and development policy. The Plan provides strategic direction, next steps, and recommendations regarding future planning and implementation activities that will help shape the future “Built Environment” within Outagamie County for years to come.

Built Environment, def.

The Built Environment is the human-made or modified places and infrastructure that provide people with living, working, and recreational

Complex, and often vexing issues (including those identified in the planning process, and further discussed in the coming pages) require integrative, systems-based solutions. The composition of the Comprehensive Plan Steering Committee was purposely structured in a manner to allow for cross-functional thinking within County government. This team-based structure allowed for the development of strategies and recommendations that are more effective and, at times, creative. The Plan focuses recommendations around key issues related to the Built Environment that otherwise may not be comprehensively solved within siloed areas of policy or department jurisdiction (see Appendix I, *Public Participation Plan*, for details on the governance structure for Steering Committee).

Figure 22: Siloed Thinking Illustration



Image Source: [Kindling XYZ](#) (Lee Sauer)

Figure 23: Systems Thinking Illustrations

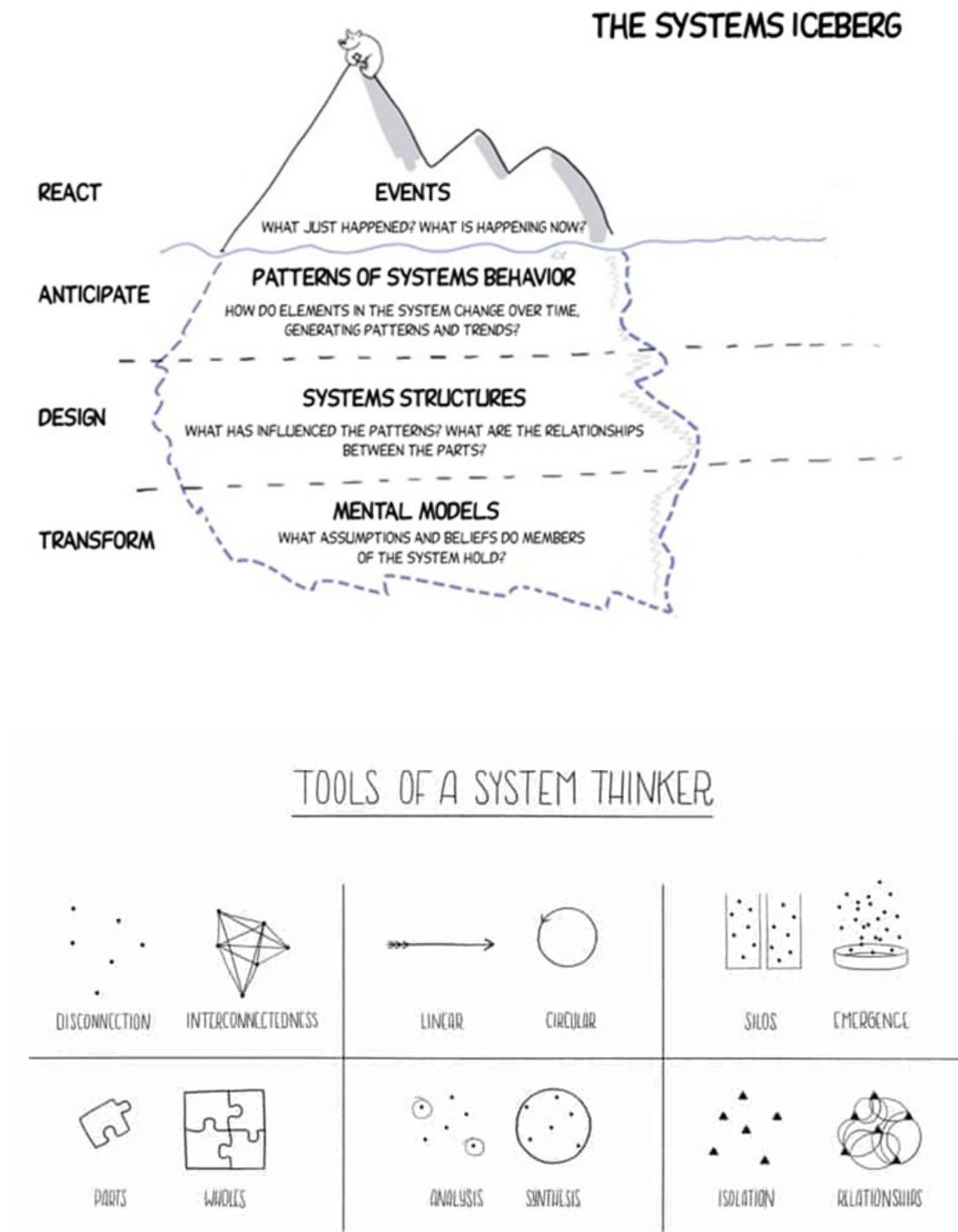


Image Sources: [Kindling XYZ](#) (Emma Segal). California Local Government Commission, Adaptation Forum 2020.

Summary of Key Issues & Themes

The planning process, further described in Volume 1: *Existing Conditions*, was structured in an intergovernmental format, with significant outreach and coordination involving local units of government. By documenting and synthesizing the key issues affecting our communities, county policy recommendations within the implementation framework were created with the intent of finding win-win solutions. Below are diagrams representing the key issues identified through community outreach within the County's rural and urban/urbanizing communities, as well as those identified by the Steering Committee. See Volume 1, Sections III & IV, and Appendices IV & V for more detailed information on community input.

Figure 24. Rural Communities: Issues & Themes



Figure 25. Urban/Urbanizing Communities: Issues & Themes



Figure 26. Steering Committee: Issues & Themes



Plan Vision, Guiding Principles, and Goals

Using community and Steering Committee input, research and data, as well as past, current and projected trends gleaned from Volume 1, the Steering Committee established a vision, plan themes/guiding principles, and goals for the plan.

Vision:

Outagamie County continuously advances safety, health and opportunity for all within our communities. With an eye toward the future, we plan, develop and maintain equitable, interconnected, and community sensitive infrastructure and land use policies. Our built environment is resilient, sustainable, and delivered in a manner that wisely stewards our financial and environmental resources. We do so through good governance, collaboration, and creative problem solving.

Plan Themes/Guiding Principles:

- ▲ Advancing Health, Safety & Opportunity
- ▲ Good Governance, Collaboration & Creativity
- ▲ Sustainability, Resilience & Resource Stewardship
- ▲ Equitable, Interconnected & Community Sensitive

Goals:

1. Integrated land use and transportation system.
2. Modernized land use and regulatory tools.
3. Cooperative, intergovernmental land-use decisions.
4. Robust, well planned county infrastructure to support a thriving economy and livable communities.
5. Advance housing affordability; ensure a housing stock that meets the needs of all residents.
6. Wise land development and conservation practices.
7. Sustainable and resilient public infrastructure & communities.
8. Proactively anticipating the future becomes standard practice for Outagamie County.

Implementation Framework

A Plan implementation framework, developed in the form of a matrix, was created to organize recommendations related to each plan goal. Recommendations² within the matrix, when implemented, are intended to shape future County policy, programs and work efforts towards our desired future (e.g. the Vision). The matrix also illustrates how each recommendation interfaces, and is internally consistent with the required comprehensive plan elements. The Plan implementation framework matrix can be found on the following pages.

² Plan implementation framework “recommendations” contain objectives and policies related to each Plan Goal.

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Figure 27. Plan Implementation Matrix

GOALS & RECOMMENDATIONS	OC Dept. Lead(s)	COMPREHENSIVE PLAN ELEMENT LINKAGES						
		Housing	Transportation	Land Use	Ag. Cult., & Nat. Resources	Comm. Facilities & Utilities	Economic Development	Intergov. Cooperation
GOAL 1: Integrated land use and transportation system.								
1.1 Evaluate and modernize the Highway Access Control Ordinance. Recognize differing land use patterns (urban, suburban, rural) & travel speeds may warrant a different approach.	HWY; DLS		X	X				X
1.2 Evaluate and, if warranted, update Administrative Rule 2010-02 on cost sharing and maintenance for county highway urbanization and multi-modal accommodations.	HWY; DLS		X	X		X		X
1.3 Create a strategy to determine which county highways should be urbanized, and to what extent (e.g. multi-modal accommodations). Do so in coordination with local units of government.	HWY; DLS		X	X		X		X
1.4 Develop a County Bicycle & Pedestrian strategy, focusing on county policy & infrastructure (e.g. highway ROW and County Parks & Trail system); integrate with municipal plans/local road networks. Incorporate into the County Comprehensive Plan when completed.	HWY; PARKS; DLS		X	X				X
1.5 Promote compact and interconnected development patterns, to minimize costs to provide infrastructure and public services.	DLS	X	X	X		X	X	X
1.6 Engage school districts in the planning process, when county facilities, parks, land use or transportation decisions interface with school district facilities or operations.	DLS; HWY; PARKS		X	X		X		X
1.7 Monitor advances and potential disruptions in transportation and technology that will affect land use and development patterns – such as ride-share services, autonomous vehicles, unmanned aerial vehicles, etc. Begin to develop land use and transportation strategies and implementation activities around these potential shifts in our standard transportation models.	DLS; HWY		X	X				
1.8 See Recommendation 2.5.								
GOAL 2: Modernized land use and regulatory tools.								
2.1 Evaluate the zoning (general, airport, etc.), subdivision, and other land use codes for compliance with statutory changes, urban, suburban and rural land use patterns, and community and county goals. Do so in an intergovernmental format (see Recommendation 3.1). Identify areas where greater clarity could be added. Recommend changes where appropriate.	DLS; ATW; CORP	X	X	X				X
2.2 Consider creating a mixed use zoning district; where desired by communities, this could be used for town centers, select transportation corridors and other mixed use zones.	DLS; CORP	X	X	X			X	X
2.3 Consider creating provisions within the zoning code to allow for agritourism-based business, in areas desired by local communities.	DLS; CORP			X	X		X	X
2.4 Identify model town-based ordinances (subdivision & official mapping), and subdivision development standards.	DLS		X	X		X		X
2.5 Develop a plan pursuant Wis Stats 236.46 to serve as the County's "Official Map" for the purpose of preserving future county highway corridors and other allowable county infrastructure expansions. Coordinate, where mutually beneficial, the mapping of future county facilities in Municipal "Official Maps".	DLS; CORP			X		X		X
2.6 See Recommendation 1.1.								

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Figure 27. Plan Implementation Matrix (cont.)

GOALS & RECOMMENDATIONS	OC Dept. Lead(s)	Housing	Transportation	Land Use	Ag., Cult., & Nat. Resources	Comm. Facilities & Utilities	Economic Development	Intergov. Cooperation
GOAL 3: Cooperative, intergovernmental land-use decisions.								
3.1 Create a routine community-based process to evaluate key land use issues and how best to address through regulatory instruments or other means.	DLS		X				X	
3.2 Continue to improve coordination and communication with towns for land use planning & zoning actions, creating a partnership between county staff and town officials (Boards, Plan Commissions, Building Inspectors and Professional Staff).	DLS		X				X	
3.3 Provide hands on professional guidance and recommendations to Town Boards/Plan Commissions, where desired by local communities.	DLS		X				X	
3.4 Reference town comprehensive plans (in addition to the County Plan) for further land use guidance when considering rezoning and other discretionary land use requests.	DLS		X				X	
3.6 Continue to build and refine the CityView enterprise permitting system, to develop efficiencies and increase transparency in the planning & permit review process for staff, communities, applicants and citizens alike.	DLS; HWY; LCD		X			X	X	
3.7 Support intergovernmental coordination and cooperation for land use and infrastructure planning on the urban fringe. Usage of boundary agreements and other cooperative planning tools is encouraged.	DLS	X	X	X	X		X	
3.5 See Recommendation 2.1.								
GOAL 4: Robust, well planned county infrastructure to support a thriving economy and livable communities.								
4.1 Identify ways to expand and enhance affordable broadband service to underserved portions of the county. Implement strategies where feasible, partnering with local units of government where possible.	DLS	X	X		X	X	X	
4.2 Embrace the I41 corridor as a means to connect the corridor's workforce and industry freight needs.	HWY; DLS		X			X	X	
4.3 Support creating a Multi-modal (rail, port and interstate) freight facility at the Bay of Green Bay.	HWY; DLS		X			X	X	
4.4 Create a long-range plan for the county-highway system, to supplement the 5-year capital program. Evaluate current and future land use patterns, functional classification, weight limits, access control, and areas for potential jurisdictional transfers. Ensure coordination with locals, WisDOT; take into account current and anticipated trends in transportation, and safety best practices. Incorporate into the Comprehensive Plan when completed.	HWY; DLS	X	X				X	
4.5 Long-range Multi-jurisdictional planning and coordination to improve safety and travel conditions at the following intersections: CTH KK and STH 441 in Appleton; STH 441, CTH OO and French Rd in Little Chute/Grand Chute & Appleton; CTH GV, Casaloma Dr and Wis 96 in Grand Chute; I41 and CTH OO/Wis 15; STH 15, CTH JJ and CTH TT in Hortonville.	HWY; DLS	X	X		X		X	
4.6 Further study the extent and scope of the westside arterial (CTH CB). Evaluate options and finalize the preferred route for the north extension of CTH CB from STH 15 to CTH JJ. Incorporate into necessary planning documents. Work collaboratively with Greenville and Grand Chute to finalize the preferred route, officially mapping if feasible.	HWY; DLS	X	X				X	

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Figure 27. Plan Implementation Matrix (cont.)

GOALS & RECOMMENDATIONS	OC Dept. Lead(s)	Implementation Matrix						
		Housing	Transportation	Land Use	Ag., Cult., & Nat. Resources	Comm. Facilities & Utilities	Economic Development	Intergov. Cooperation
4.7 Support the urbanization and inclusion of multi-modal accommodations along Wis 76 in the Town of Greenville.	HWY	X	X					X
4.8 Support the final construction of the Wis 15 bypass of Hortonville, which includes a corresponding multi-modal trail.	HWY; DLS	X	X					X
4.9 Support the design and reconstruction of I-41 between STH 96 and Schuering Road, converting to 3 travel lanes in each direction. Encourage WisDOT to include bicycle & pedestrian accommodation at all county and local road I-41 bridge crossings & underpasses - to include sidewalk, grade-separated 12-foot trail/sidewalk, on-street bike lanes. Transit accommodations should be included where warranted. A trail or bike lane(s) should be considered on the frontage road system connecting Kaukauna and DePere, with additional consideration given for integrating bicycle & pedestrian networks between Grand Chute and Kaukauna. I-41 bridge widths should be scoped considering the above multimodal accommodations, and vehicular travel lane requirements as forecasted by the Fox Cities MPO Travel Demand Model.		X	X		X	X		
4.10 Encourage WisDOT to begin planning for the reconstruction of STH 125 between Mall Dr. (Grand Chute) and the Viaduct (Appleton), to include better mobility solutions than exist with the current highway and adjacent frontage roads. The future cross-section should be urbanized with curb and gutter; feature multi-modal accommodations (including a trail on the north side), and blend the county's new CTH CA corridor with existing College Avenue east of the viaduct.	HWY; DLS		X	X		X	X	
4.11 Evaluate ATV/UTV usage of County Highway system, ensuring consideration for the safety of all users.	HWY; DLS; SHERIFF		X					X
4.12 Continue to implement the Outagamie Solid Waste strategic efforts around regional solid waste management and on-site landfill expansion.	RSW				X		X	
4.13 Appleton International Airport should continue to explore and implement efforts to increase passenger and freight volumes; increase the number of destinations served; and further develop synergies with co-located businesses and institutional partners (e.g. FVTC).	ATW			X		X	X	X
4.14 Maintain the Airport Masterplan and airport zoning, as required by FAA/Wis Bureau of Aeronautics. Evaluate all tools at the county's disposal to preserve current and future county investment in ATW, including provisions found within Wis. Stat. 59.69(4g). Incorporate the next update of the Masterplan into the Comprehensive Plan when complete.	ATW; DLS		X	X		X		X
4.15 Continue to enhance and maintain the county parks & trail system, as guided by park specific Master Plans and Strategic Plans.	PARKS		X	X		X		
4.16 Routinely update the County Comprehensive Outdoor Recreation Plan (CORP), to include developing a strategic, long term plan for the development and maintenance of the county parks and trails system. Pursue state & federal and private/non-profit funding where possible and advantageous.	PARKS; DLS		X	X		X		X
4.17 Continue to maintain the County Specialized Transportation Plan and administer the annual process to allocate funds to service providers.	HHS-ALTS		X					X

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Figure 27. Plan Implementation Matrix (cont.)

GOALS & RECOMMENDATIONS	OC Dept. Lead(s)	Implementation Matrix						
		Housing	Transportation	Land Use	Ag., Cult., & Nat. Resources	Comm. Facilities & Utilities	Economic Development	Intergov. Cooperation
GOAL 5: Advance housing affordability; ensure a housing stock that meets the needs of all residents.								
5.1 Evaluate the land use regulatory framework through an affordable housing lens; identify strategies to support housing affordability and meet the demand for housing, while still achieving community objectives.	DLS	X	X				X	
5.2 Routinely engage with housing groups to stay abreast on trends in housing and discuss achieving shared policy objectives.	DLS	X					X	
5.3 Identify ways to increase housing density and choice, where appropriate, to lower the infrastructure and land costs associated with housing costs, and better meet the housing needs for all stages of life and incomes.	DLS	X		X			X	
5.4 Continue partnership with Brown County to administer the Regional CDBG Housing Revolving loan fund; explore other funding sources or partnerships to advance affordable housing throughout the county.	DLS	X					X	
5.5 Explore and evaluate potential partnerships and programs that could further advance affordable and workforce housing, ensuring rural areas are not overlooked.	DLS	X					X	
5.6 Explore and evaluate potential partnerships to improve older housing stock, and in turn, neighborhoods, ensuring rural areas are not overlooked.	DLS	X					X	
GOAL 6: Wise land development and conservation practices.								
6.1 Continue to diligently administer the county's shoreland zoning, ensuring protection of sensitive areas abutting our navigable waterways. Partner with local building inspectors to ensure required shoreland permits are procured.	DLS	X		X			X	
6.2 Continue maintenance and enforcement of county Stormwater & Erosion Control Ordinances, and other stormwater-related activities in compliance with EPA and WDNR approved Outagamie County MS4 Permit. Seek intergovernmental stormwater solutions where mutually beneficial.	DLS; HWY		X	X		X		X
6.3 Encourage more intense development patterns to occur on public sewer, within the limitations of the NR-121 Sewer Service Area Plans where applicable, and water systems, whenever possible.	DLS	X	X	X		X		X
6.4 Continue to maintain the Farmland Preservation program. Consider adding a "food systems" element to the next Farmland Preservation Plan Update. Explore creating additional Agriculture Enterprise Areas (AEAs) when desired by local communities, and when county resources are available.	DLS; LCD			X	X		X	X
6.5 Continue to educate and provide technical assistance to land owners for best practices for soil conservation and nutrient management, to limit the amount of erosion, phosphorus and other pollutants in our waterways.	LCD			X	X			
6.6 Continue to maintain and implement recommendations for the County Land & Conservation Plan, and the 9-Key Element Plans. Through partnerships, proactively implement solutions that contribute to meeting the basin's TMDL targets.	LCD			X	X	X		X
6.7 Encourage redevelopment of blighted parcels and brownfields, where practicable. Proactively work with communities to repurpose blighted InRem parcels for the benefit of the community and county at large.	DLS; TREAS.			X			X	X
6.8 Continue to notify the Outagamie County Drainage Board of development proposals under consideration, in conformance 66.1102 Wis. Stats. Aim to further improve coordination and communication when planning for future development within drainage districts.	DLS			X		X		X

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Figure 27. Plan Implementation Matrix (cont.)

GOALS & RECOMMENDATIONS	OC Dept. Lead(s)	Housing	Transportation	Land Use	Ag., Cult., & Nat. Resources	Comm. Facilities & Utilities	Economic Development	Intergov. Cooperation
GOAL 7: Sustainable and resilient public infrastructure & communities.								
7.1 Scrupulously maintain the County's Floodplain Program through effective Floodplain Zoning administration, in coordination with Wisconsin DNR. Ensure continued membership in the National Flood Insurance Program (NFIP), making our homeowners eligible for subsidized flood insurance.	DLS			X X			X	
7.2 Strive to design county facilities with resiliency and "green principals" in mind, targeting designs that also minimize operating costs and risk to natural hazards. Aim for a LEED Silver level of design or higher.	MAINT; ATW; PARKS					X		
7.3 Continue maintenance and updating of the County-wide All Hazards Mitigation Plan.	EM		X X X				X	
7.4 Update the County's Sustainability Plan; consider incorporating a "resiliency" section into it.	DLS		X X X					
7.5 Evaluate county highways for vulnerability to major flooding events, including those that may exceed the 100 year floodplain; Prioritize areas where flood proofing improvements could be made.	HWY; DLS; EM	X X						
7.6 Explore the feasibility of establishing a county-wetland mitigation site or sites, in addition to the one that exists to benefit ATW. Explore potential partnerships with municipalities and other entities.	LCD; DLS	X	X X				X	
7.7 Identify ways to encourage reinvestment/revitalization in community centers (e.g. "Main Streets") throughout the county, and in particular our rural communities.	DLS			X X	X	X		
7.8 Support a financially sustainable, regional approach to transit. Encourage the State of Wisconsin to create enabling legislation for Regional Transit or Transportation Authorities to address regional transportation needs for the long-term.	DLS; HHS-ALTS	X X					X	
GOAL 8: Proactively anticipating the future becomes standard practice for Outagamie County.								
8.1 Re-evaluate demographic data when new American Community Survey data, and 2020 census, and DOA population/household projections are available. Lead discussions within the county to evaluate impacts on county-related services and what changes should be anticipated and planned for in advance.	DLS		X X	X X			X X	
8.2 Re-evaluate county facility needs on a routine basis (every 5-10 years), using past, current and projected staffing, space utilization, and programmatic trends. Evaluate existing county land and facilities for future uses and repurposing.	DLS; MAINT					X		
8.3 Departments should use the county's long-term plans, when available and appropriate, to help prioritize capital/infrastructure projects for inclusion in the county Capital Improvement Program.	FIN; ALL OTHERS	X			X			

Figure 28. Plan Implementation Matrix – Key of County Departments

ATW: Appleton International Airport

LCD: Land Conservation

CORP: Corporation Counsel

MAINT: Maintenance

DLS: Development & Land Services (incl Planning & Zoning)

PARKS: Parks

EM: Emergency Management

RSW: Recycling & Solid Waste

FIN: Financial Services

SHERIFF: Sheriff's Office

HHS-ALTS: Health & Human Services, Aging & Long Term Support

TREAS: Treasurer's Office

HWY: Highway

Future Land Use

The Land Use element is one of the principal components of a comprehensive plan in terms of statutory authority. Its main purpose is to provide a framework for decision makers to guide growth and development. It will guide the County Board & Zoning Committee, Town Boards & Plan Commissions, staff, property owners, developers, and others in determining the type, location, and density of future development primarily in the County's unincorporated areas. The following land use actions, when considered by the County Board, must be found to be consistent with the Comprehensive Plan, per 66.1001(3) Wis Stats:

- Zoning Map Amendments ("Rezonings");
- General Zoning Code Text Amendments;
- Subdivision Code Amendments;
- Shoreland Zoning Code Amendments; and
- Official Mapping Ordinance Amendments.

Future Land Use Transect

Land use in Outagamie County ranges from low-density rural townships on its northwestern periphery to the vibrant intensity of College Avenue in Appleton. Understanding the County will continue to contain an assortment of land use patterns and levels of development intensity, the County's Future Land Use Map was crafted using a Land Use Transect concept. Seven transect categories and five land use overlays are listed below and further described in the following Table 26: *Land Use Transect Categories*.

Future Land Use Categories:

- Agriculture & Open Land
- Rural Character
- Suburban Transition
- Suburban Residential
- Community Mixed Use
- Commercial/Industrial

Transect Planning, def.

Transect Planning is based on the creation of a set of human habitats that vary by their level and intensity of urban character. In transect planning, this range of environments, from rural to urban, is the basis for organizing the components of the built world: building, lot, land use, street, and all of the other physical elements of the human habitat. Transect planning seeks to create immersive environments, created to preserve the integrity of each location along the rural-to-urban continuum. This is a matter of finding an appropriate spatial allocation of the elements that make up the human habitat. Rural elements must find their place in rural locations, while urban elements must find their place in more urban locations—not unlike natural ecological systems where plant and animal species coexist within habitats that best support them. The transect is designed to strengthen the integrity of each immersive environment and can be used as a new, alternative approach to conventional zoning systems.

Excerpted from the Journal of the American Planning Association, Vol. 68, 2002 - Issue 3

What's the Difference between a Zoning Ordinance and the Comprehensive Plan's Future Land Use designation?

Zoning is a regulatory tool established to identify, among others, the permitted and conditional uses allowed on a given parcel within a specific zoning district. Comprehensive plans are vision-based guidance documents developed with high levels of public participation. The Future Land Use map provided in this chapter presents a vision for future development. It will serve as a guide for reviewing and approving rezoning and other land use proposals.

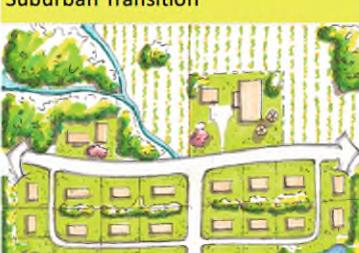
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▲ Urban / Incorporate City & Village

Future Land Use Overlays:

- ▲ Town Center/Hwy Mixed Use
- ▲ Existing Non-Metallic Mining Operations
- ▲ Natural Areas
- ▲ Airport Protection Area
- ▲ Oneida U.S. Trust Land

Figure 29. Future Land Use Categories

Agriculture & Open Land		
Rural Character	Description	Land Use
	<p>Consists of land in open or cultivated state with limited residential development. Residential uses are primarily accessory to agricultural or agriculture-related activities (i.e. farmsteads). Residential uses not accessory to principal agricultural activities are limited in number and generally located on unplatted parcels or lots created by minor land divisions. Development served by Private Onsite Waste Treatment Systems (POWTS).</p>	<p>Typical Uses* - Agriculture, agriculture-related, and uses accessory to the same; Farm owner/operator home-based businesses and home occupations.</p> <p>Potential uses* - Certain types of governmental and institutional land uses (church, town hall, school, etc.); non-farm residences; nonmetallic mining operations.</p>
Suburban Transition		
Suburban Transition	Description	Land Use
	<p>Consists of agricultural land, open land and residential development. Agricultural and open land become less interconnected due to increased residential development, including a limited number of subdivision plats. Development beyond residential use is limited, and is largely comprised of agriculture-related businesses. Development served by POWTS.</p>	<p>Typical uses* - Agriculture, agriculture-related uses, and uses accessory to the same; residential development via minor land division; home-based businesses and occupations.</p> <p>Potential uses* - Certain types of governmental and institutional land uses; platted residential subdivisions; duplexes; multi-generational housing; nonmetallic mining operations; contractor/skilled trades businesses.</p>
	<p>Consists of residential development with agricultural and open land interspersed. Agricultural and open land yield way to increased residential and non-residential development. Residential development patterns reflect an increase in platted subdivisions. Non-residential development begins to include a diversity of uses including nurseries & landscaping businesses, and light manufacturing. Development served by POWTS and sanitary sewer service.</p>	<p>Typical uses* - Agricultural uses, agriculture-related uses, and uses accessory to the same; residential development via minor land division and platted subdivision; home-based businesses and occupations.</p> <p>Potential uses* - Certain types of governmental and institutional land uses; nonmetallic mining operations; contractor/skilled trades businesses; warehouse/storage units; light manufacturing; duplexes; multi-generational housing; multi-family apartment buildings.</p>

* Land uses provided represent typical land uses within each category and are in no way inclusive. Please see Outagamie County and/or Town Zoning Ordinances for specific land use information and regulations.

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Figure 29. Future Land Use Categories (cont.)

Suburban Residential		Description Consists of residential development, almost exclusively via subdivision plats. Isolated remnants of agricultural and open land. Very limited non-residential uses. New development served by sanitary sewer; isolated, existing development served by POWTS.	Land Use Typical uses* – Residential subdivisions; senior housing (including condominium and townhouse); duplexes; multi-generational housing; multi-family apartment buildings. Potential uses* – Certain types of governmental and institutional land uses; neighborhood service establishments; home-based businesses.
Community Mixed Use		Description Consists of an array of land uses including residential, commercial, light manufacturing, industrial, institutional, recreational, and governmental at lower densities than urban areas. Isolated remnants of agricultural/open land. New development served by sanitary sewer; isolated, existing development served by POWTS.	Land Use Typical uses* – Senior housing (including condominium and townhouse); duplexes; multi-family apartment complexes; multi-generational housing; small scale commercial retail and office space; restaurants; service establishments. Potential uses* – Automobile sales, service and repair; filling/charging stations and car washes; light manufacturing, wholesale and warehouse establishments.
Commercial / Industrial		Description Consists of multi-scale commercial, manufacturing and industrial development as well as other closely related uses. Development typically includes larger building envelopes with increased vehicular focused infrastructure. Generally located within close proximity to high capacity transportation systems (rail, airport, highway). Residential uses are limited to those existing. Extremely isolated remnants of agricultural/open land. Nearly all development served by sanitary sewer.	Land Use Typical uses* – Commercial uses (retail, service, office); wholesaling; warehousing; storage; manufacturing and closely related uses; distribution centers. Potential uses* – Wrecking, salvage, recycling yards; the manufacturing, storage or distribution of hazardous materials.

* Land uses provided represent typical land uses within each category and are in no way inclusive. Please see Outagamie County and/or Town Zoning Ordinances for specific land use information and regulations.

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Figure 29. Future Land Use Categories (cont.)

Urban/Incorporated City & Village	
	<p>Description</p> <p>Consists of high density residential, institutional, commercial, retail, office and mixed use development. Urban areas within Outagamie County are primarily located within incorporated areas (cities and villages). Development served by sanitary sewer.</p>
Land Use Overlays	
	<p>Description</p> <p>Consists of an array of land uses including residential, commercial, light manufacturing, industrial, institutional, recreational, and governmental at lower densities than urban areas. Typically located in Town Centers and along highway corridors.</p> <p>Land Use</p> <p>Typical uses* – Senior housing; single family residences; condominium, townhome; duplexes; multi-family apartment complexes; multi-generational housing; small scale commercial retail and office space; restaurants and service establishments.</p> <p>Potential uses* – Automobile sales, service and repair; filling/charging stations and car washes; light manufacturing, wholesale and warehouse establishments.</p>
	<p>Description</p> <p>Consists of existing nonmetallic mining operations which include the use of mining equipment or techniques to remove materials from non-metallic mineral deposits, including drilling and blasting, as well as any associated activities such as topsoil removal, excavation, grading and dredging.</p> <p>Land Use</p> <p>Typical uses* – Non-Metallic Mining and activities/processes generally associated with non-metallic mining.</p> <p>Note: Residential development adjacent to a non-metallic mining operations is limited to existing development</p>
	<p>Description</p> <p>Consists of Navigable waters, DNR mapped wetlands, 100 year floodplain and other environmentally sensitive areas.</p> <p>Land Use</p> <p>Development is highly restricted and requires permitting via WDNR, USACE, and Outagamie County.</p> <p>Potential uses* – Agriculture, agriculture-related; non-structural outdoor recreation</p>

* Land uses provided represent typical land uses within each category and are in no way inclusive. Please see Outagamie County and/or Town Zoning Ordinances for specific land use information and regulations.

Outagamie County, Wisconsin

Comprehensive Plan 2040: The Path Forward

Figure 29. Future Land Use Categories (cont.)

Land Use Overlays		
	Description	Land Use
 Airport Protection Area	<p>Consists of land under the regulation of the Federal Aviation Administration (FAA), Wisconsin Department of Transportation—Bureau of Aeronautics, and the Outagamie County Airport Zoning Ordinance. To ensure the safety of airport operations, land uses within these areas are subject to additional regulations and further review.</p>	<p>Appleton International Airport (ATW): Land uses regulated by the Federal Aviation Administration (FAA), Wisconsin Department of Transportation—Bureau of Aeronautics, and the Outagamie County Airport Zoning Ordinance.</p> <p>Outagamie County Airport Zoning Districts include:</p> <ul style="list-style-type: none"> AD—Airport District AOD1—Airport Overlay District Zone 1 AOD2—Airport Overlay District Zone 2 AOD3A—Airport Overlay District Zone 3A AOD3—Airport Overlay District Zone 3 AID—Airport Industrial District <p>Additional land use restrictions include:</p> <ul style="list-style-type: none"> Height Limitation Zones: Land uses within a three (3) mile radius of the Air Operations Area (AOA) are subject to height limitations. 10,000 FT Buffer: Retention, detention, and other human-made waterbodies located within 10,000 feet of the Air Operations Area (AOA) are subject to additional restrictions and design criteria. <p>Shiocton Airport: Future land use and zoning modifications (Special Exceptions, Rezonings, etc.) within proximity to the Shiocton Airport, should consider best practices for land use compatibility near airport operations.</p>
 Oneida Nation U.S. Trust & Fee Simple Land	<p>Consists of land held in trust by the United States Federal Government for the benefit of the Oneida Nation and land held under fee simple ownership of Oneida Nation.</p>	<p>Land use and land use policies within this future land use category are established and regulated by the Oneida Nation.</p>

* Land uses provided represent typical land uses within each category and are in no way inclusive. Please see Outagamie County and/or Town Zoning Ordinances for specific land use information and regulations.

Future Land Use Development Process

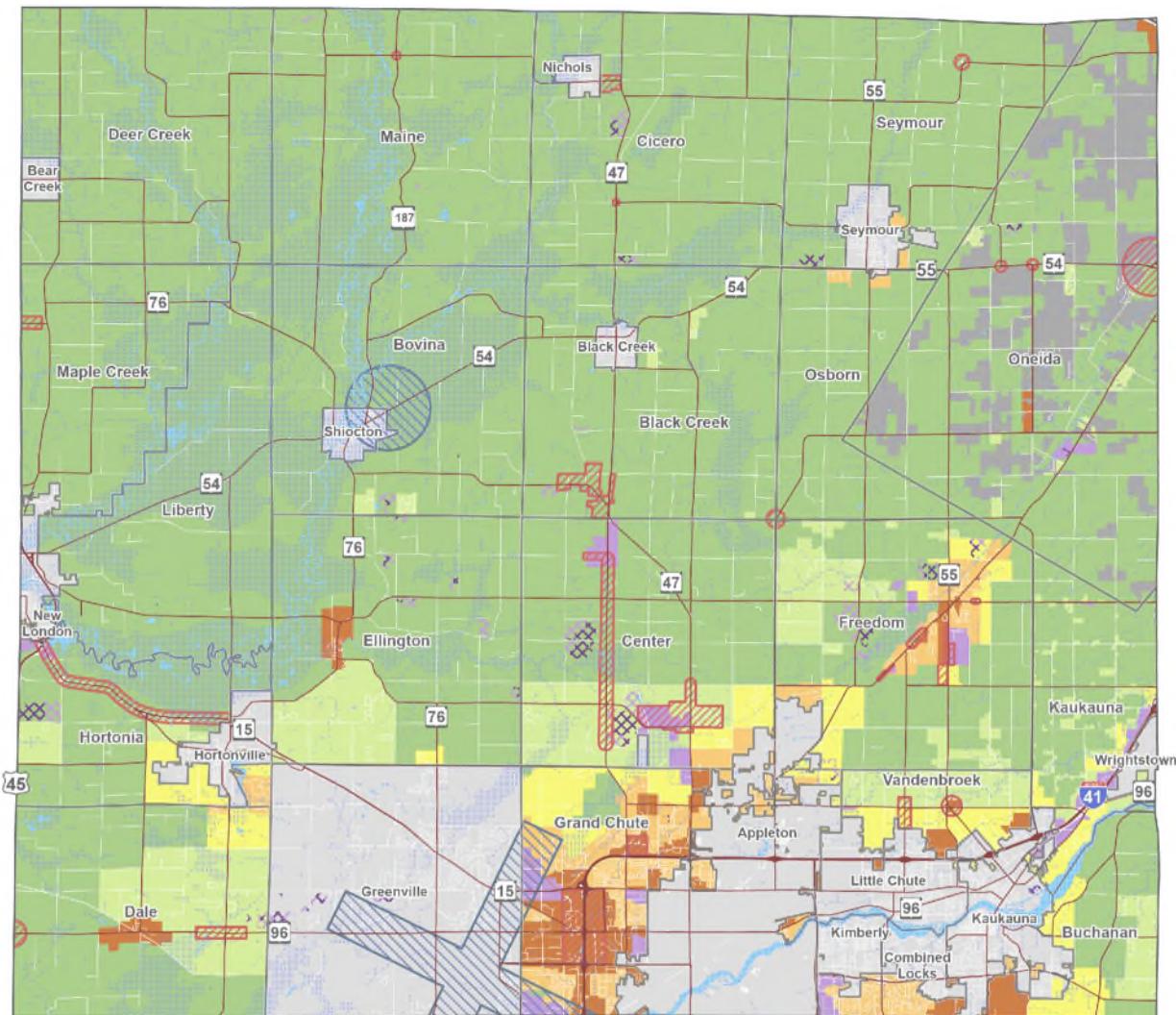
The Future Land Use Framework was created with general oversight and direction provided by the Land Use Advisory Group (See Appendix III for more information). The Land Use Advisory Group included representatives from urban, suburban, and rural communities, to ensure the County's Future Land Use Framework created enough structure to define land use patterns and advise future land use decisions, while also providing enough flexibility for local communities and the county to consider a variety of land use types that the housing and/or land markets may demand, and our residents may need.

The County's Future Land Use Map was created using a bottom up / top-down process. This involved taking every Town-level Comprehensive Plan, evaluating their Future Land Use Map and land use categories, and categorizing each parcel into the County's transect-based future land use categories. Recognizing that the County may have misinterpreted a local plan, or that a community may desire a shift in future land use, County staff followed up with every unincorporated community to discuss their community's map. For smaller towns, this included consultative meetings with their local Plan Commission and/or Town Board; and for larger towns, their Planning or Administrative staff. Approaching the County's future land use this way ensured there was consensus in how each community's future land uses were depicted within the County Comprehensive Plan, and also overall consistency and cohesion between the County and local plans.

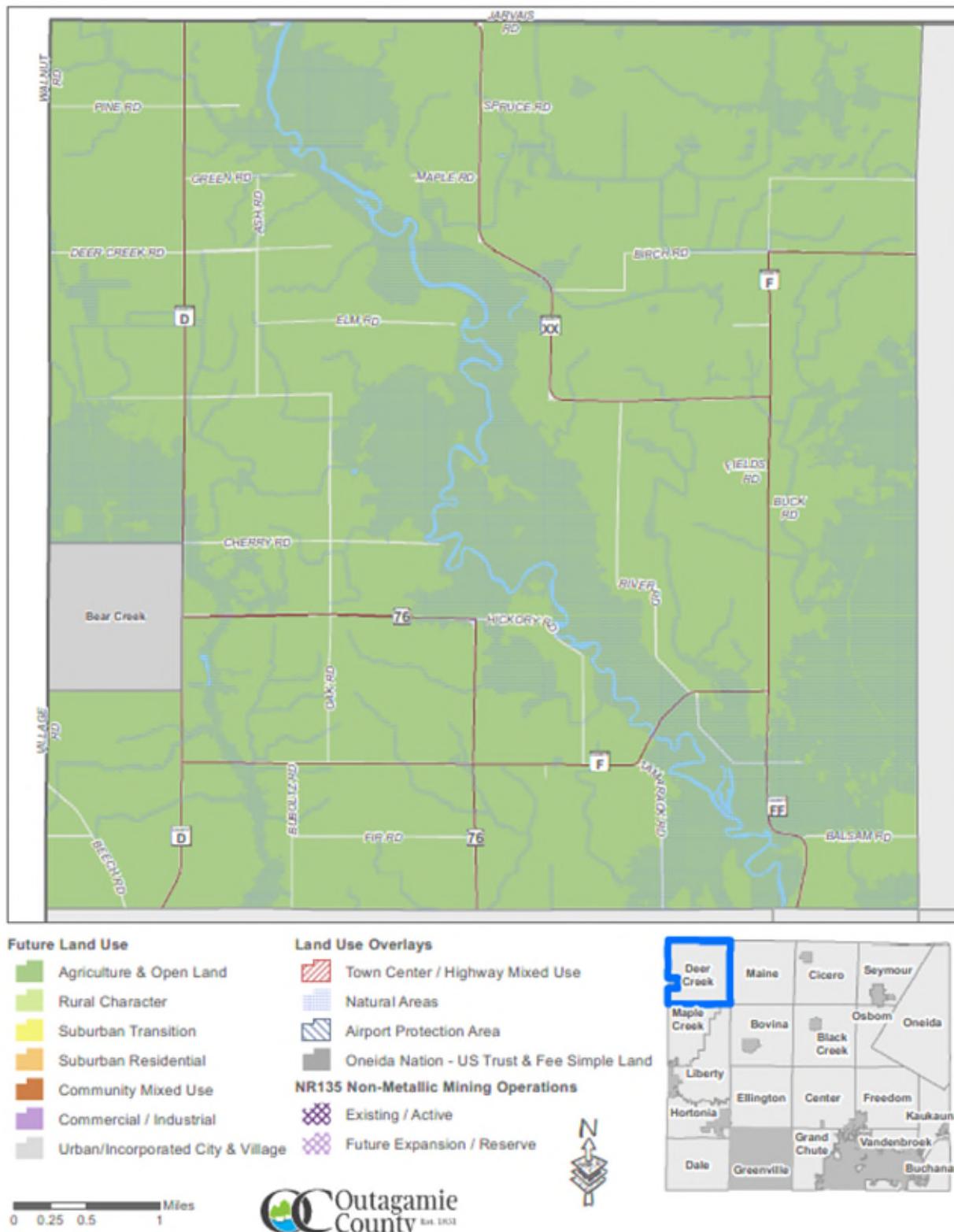
Map 18 depicts the overall Outagamie County Future Land Use Map; Maps 19-27 illustrate future land use, town by town.

Outagamie County, Wisconsin Comprehensive Plan 2040: The Path Forward

Map 18: Future Land Use – Outagamie County

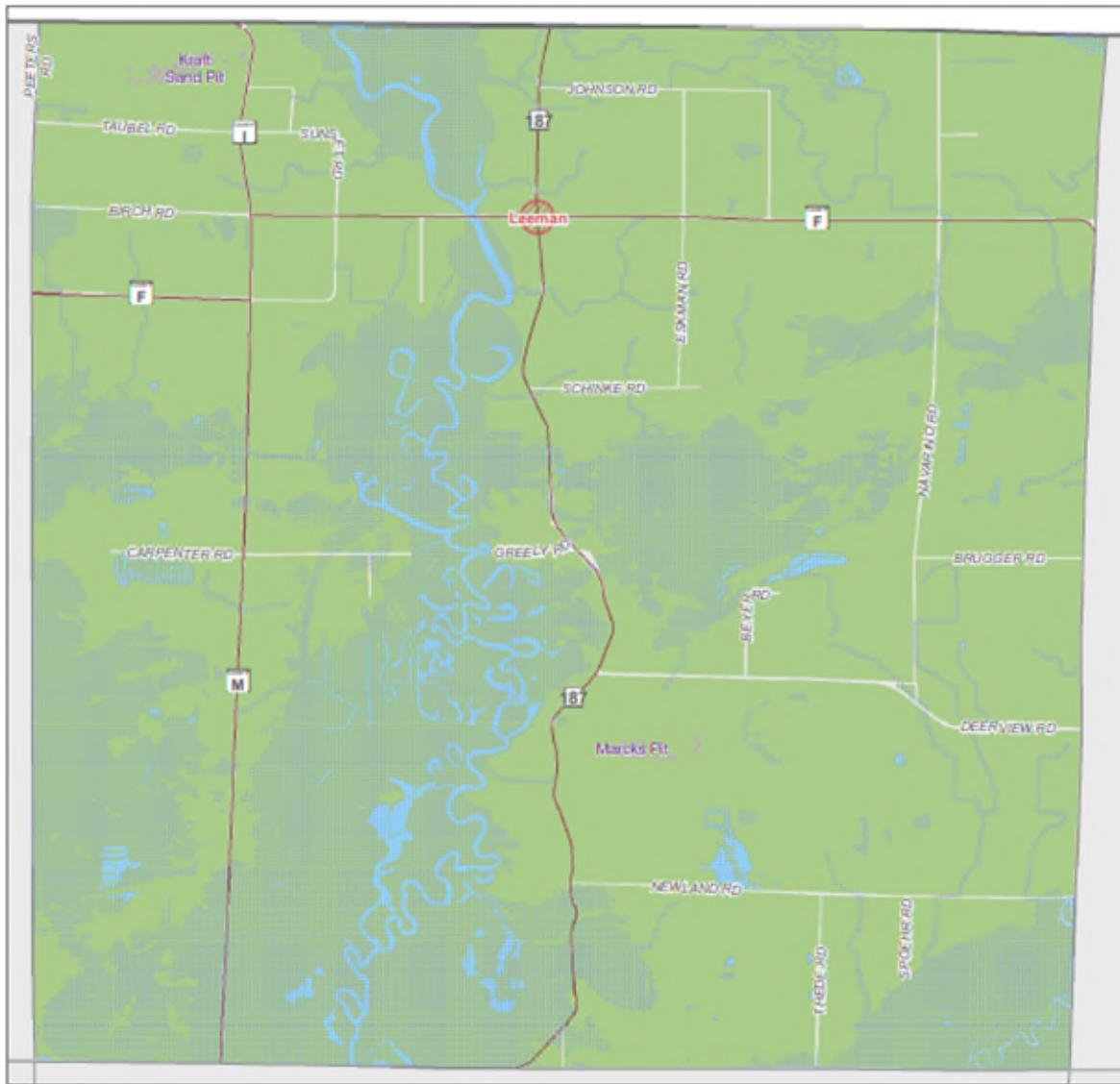


Map 19: Future Land Use – Town of Deer Creek

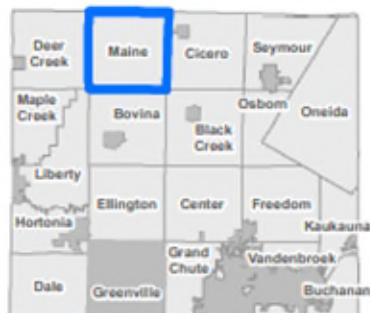


Outagamie County, Wisconsin
Comprehensive Plan 2040: The Path Forward

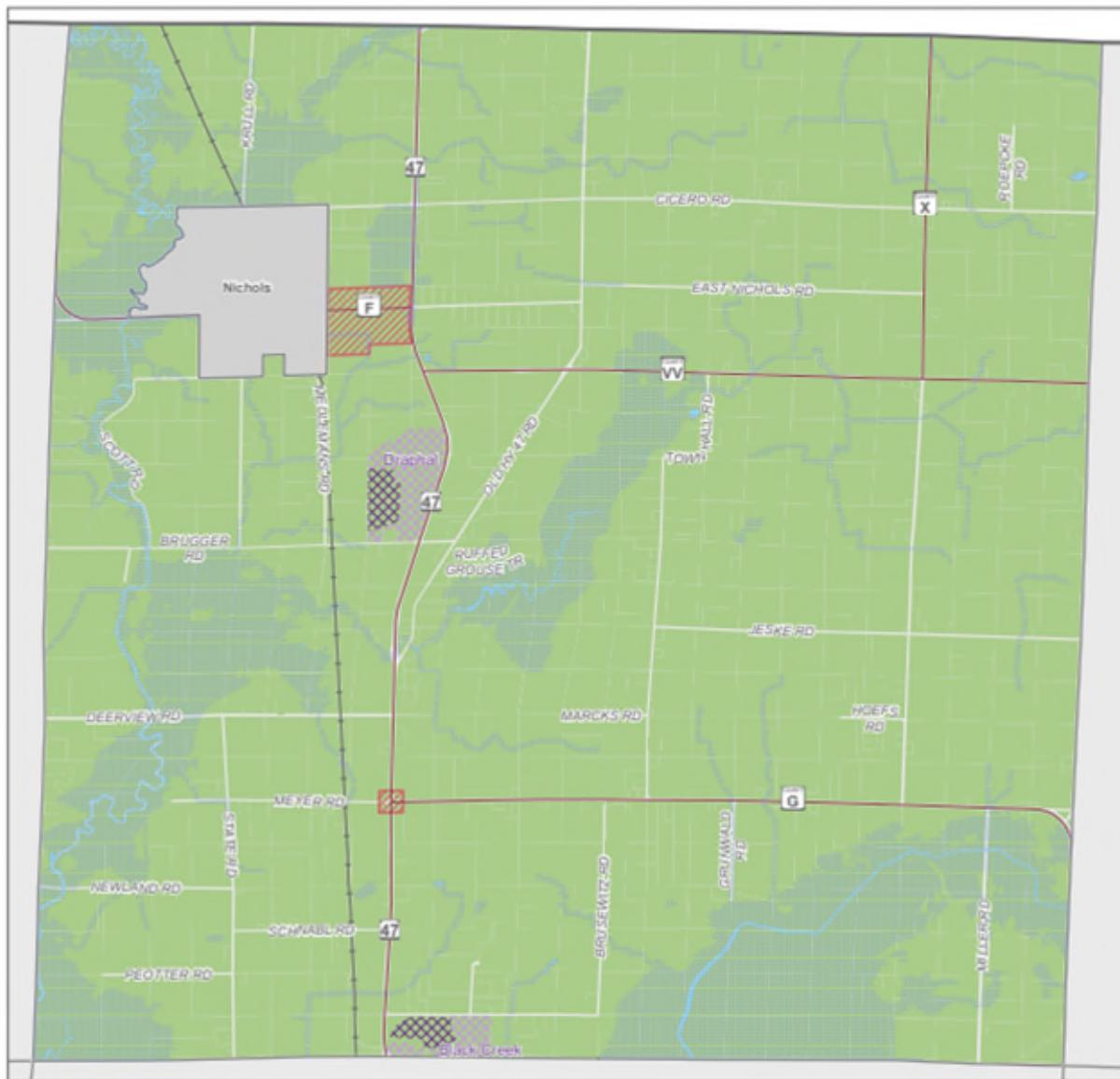
Map 20: Future Land Use – Town of Maine



0 0.25 0.5 1 Miles



Map 21: Future Land Use – Town of Cicero



Future Land Use

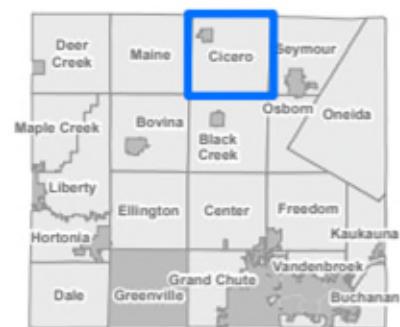
- Agriculture & Open Land
- Rural Character
- Suburban Transition
- Suburban Residential
- Community Mixed Use
- Commercial / Industrial
- Urban/Incorporated City & Village

0 0.25 0.5 1 Miles

Land Use Overlays - Cicero

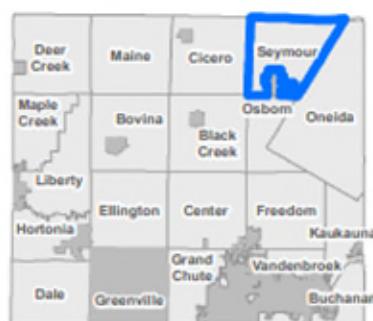
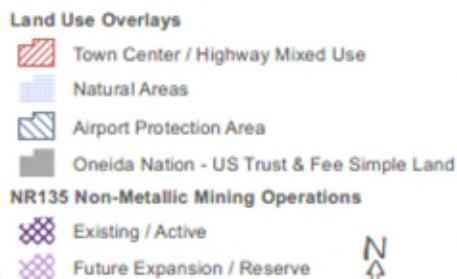
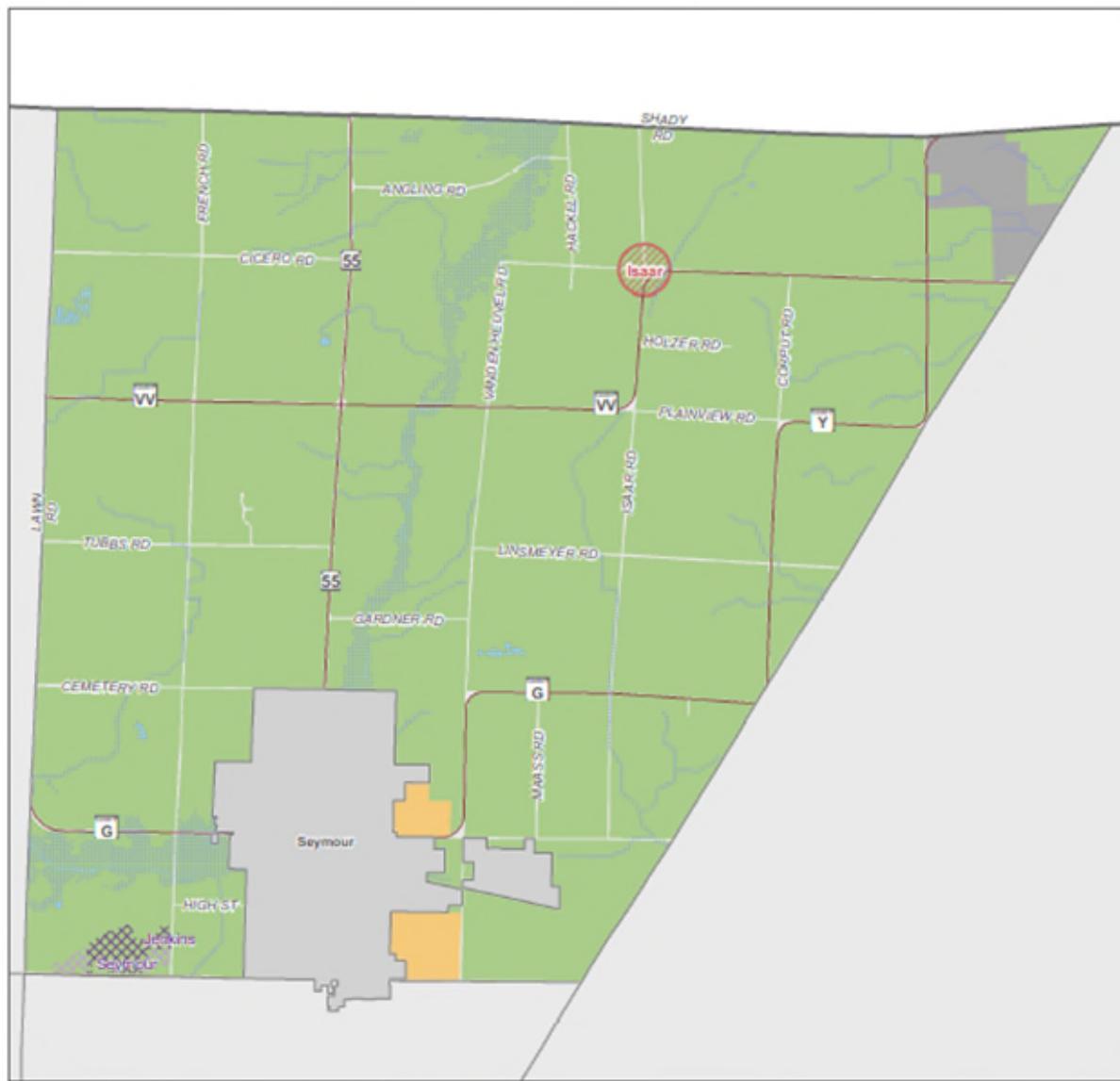
- Town Center / Highway Mixed Use
- Natural Areas
- Airport Protection Area
- Oneida Nation - U.S. Trust & Tribal Land
- NR135 Non-Metallic Mining Operations
- Existing / Active
- Future Expansion / Reserve

Outagamie
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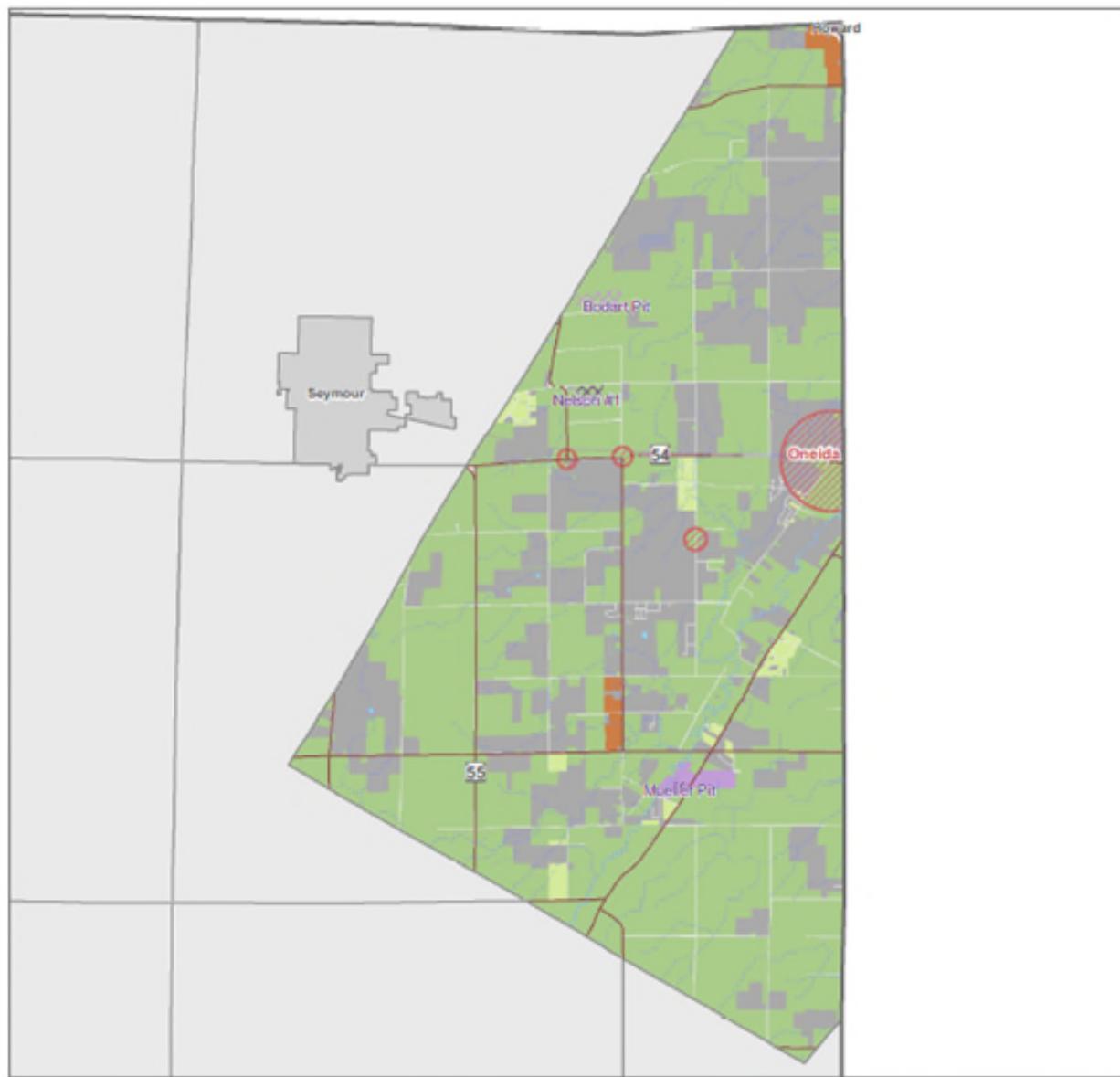


Outagamie County, Wisconsin Comprehensive Plan 2040: The Path Forward

Map 22: Future Land Use – Town of Seymour



Map 23: Future Land Use – Town of Oneida



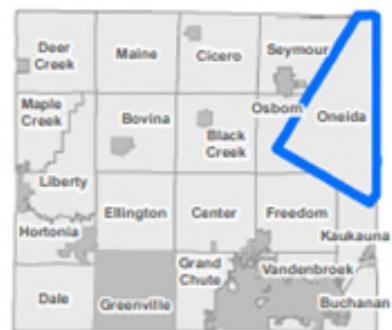
Future Land Use

- Agriculture & Open Land
- Rural Character
- Suburban Transition
- Suburban Residential
- Community Mixed Use
- Commercial / Industrial
- Urban/Incorporated City & Village

0 0.5 1 2 Miles

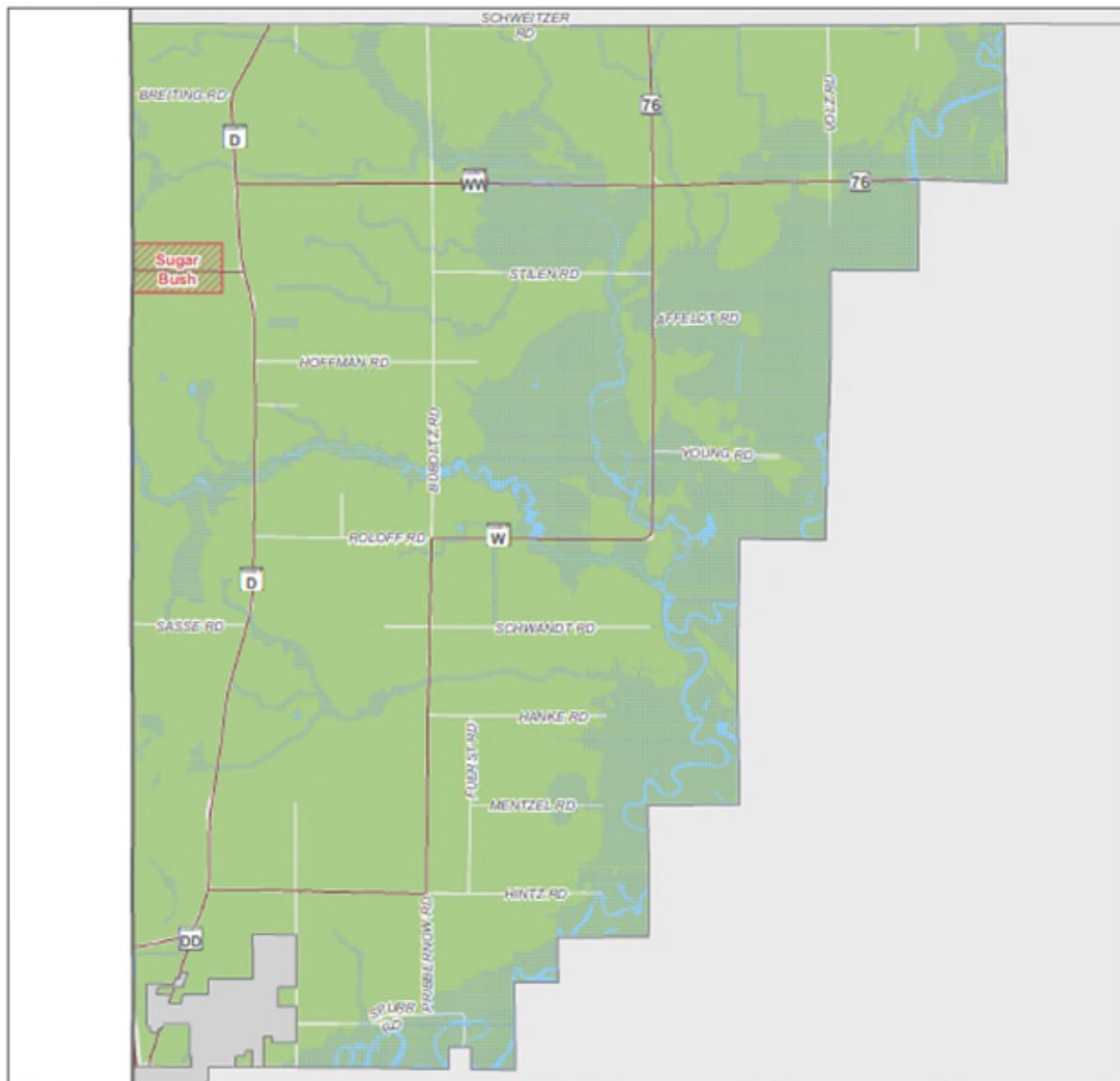
Land Use Overlays

- Town Center / Highway Mixed Use
- Natural Areas
- Airport Protection Area
- Oneida Nation - US Trust & Fee Simple Land
- NR135 Non-Metallic Mining Operations
- Existing / Active
- Future Expansion / Reserve



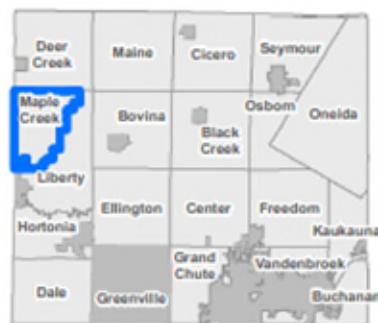
Outagamie County, Wisconsin
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Map 24: Future Land Use – Town of Maple Creek

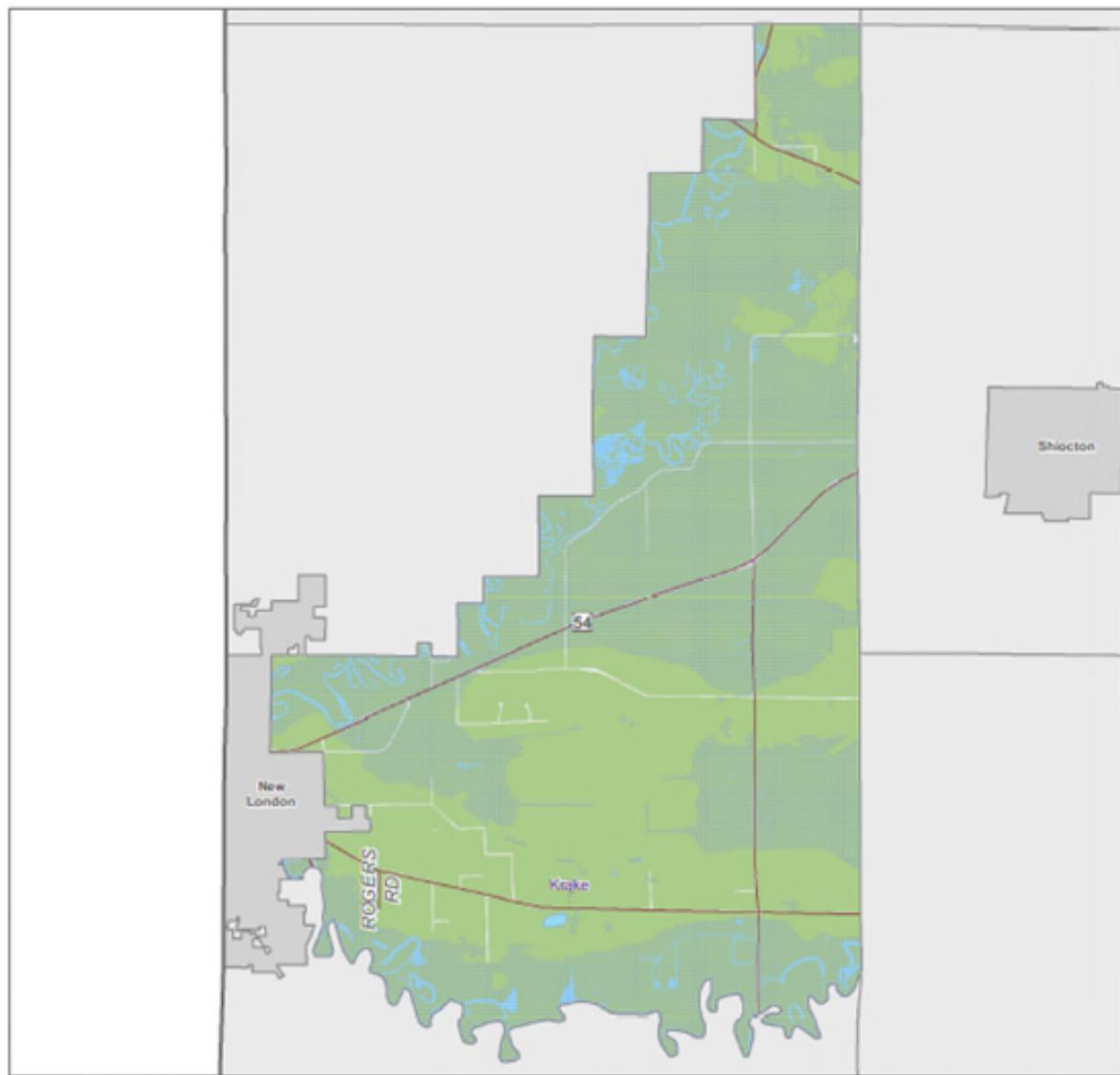


0 0.25 0.5 1 Miles

Outagamie
County Est. 1851



Map 25: Future Land Use – Town of Liberty



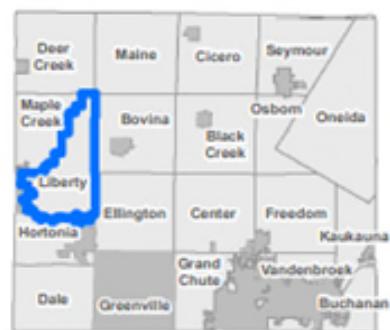
Future Land Use

- Agriculture & Open Land
- Rural Character
- Suburban Transition
- Suburban Residential
- Community Mixed Use
- Commercial / Industrial
- Urban/Incorporated City & Village

Land Use Overlays

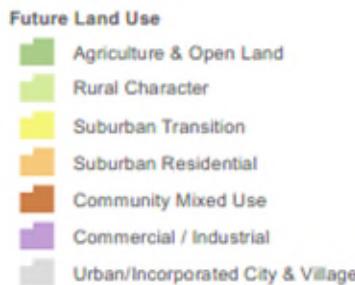
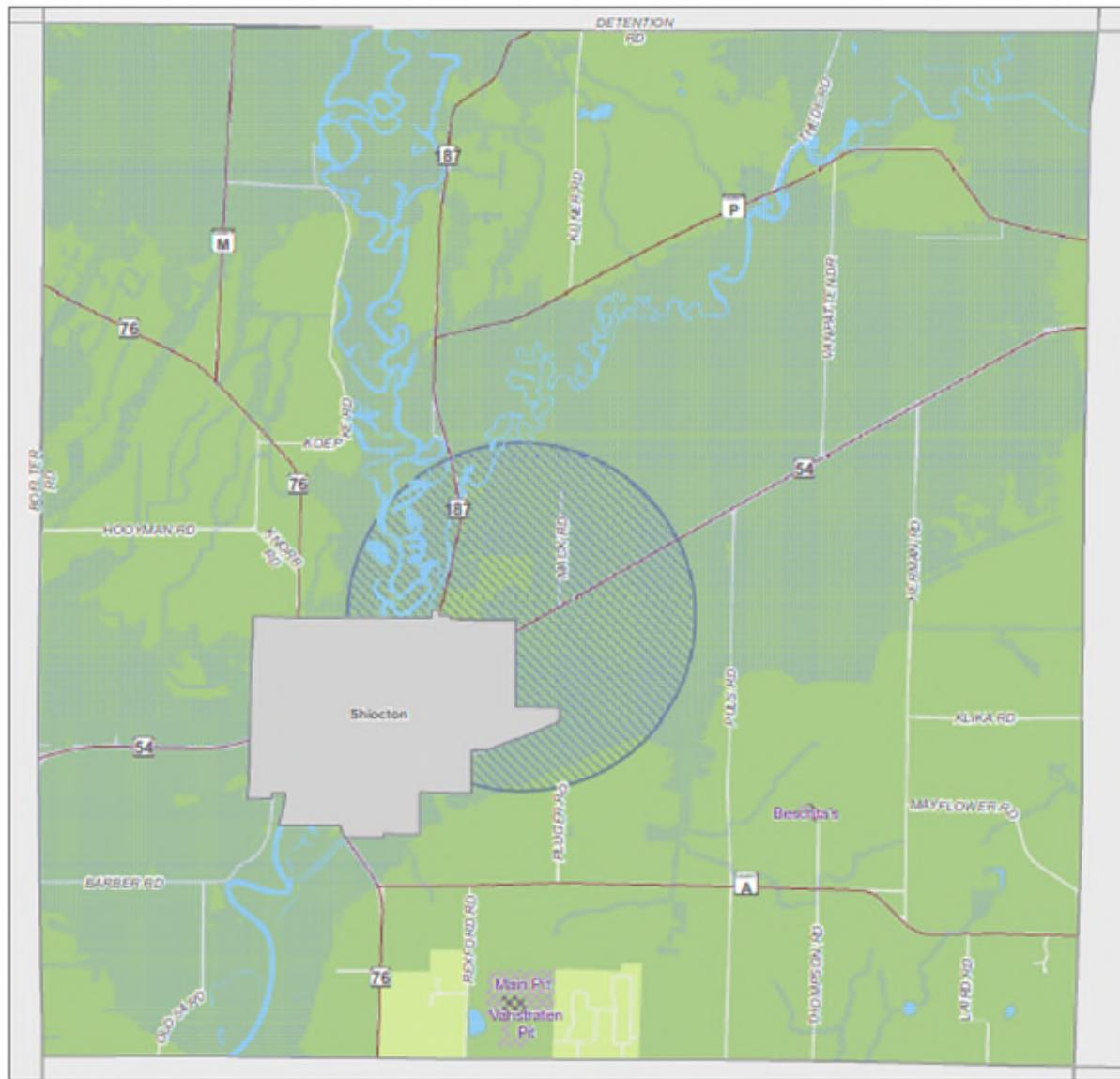
- Town Center / Highway Mixed Use
- Natural Areas
- Airport Protection Area
- Oneida Nation - US Trust & Fee Simple Land
- NR135 Non-Metallic Mining Operations
- Existing / Active
- Future Expansion / Reserve

0 0.425 0.85 1.7 Miles



Outagamie County, Wisconsin
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Map 26: Future Land Use – Town of Bovina

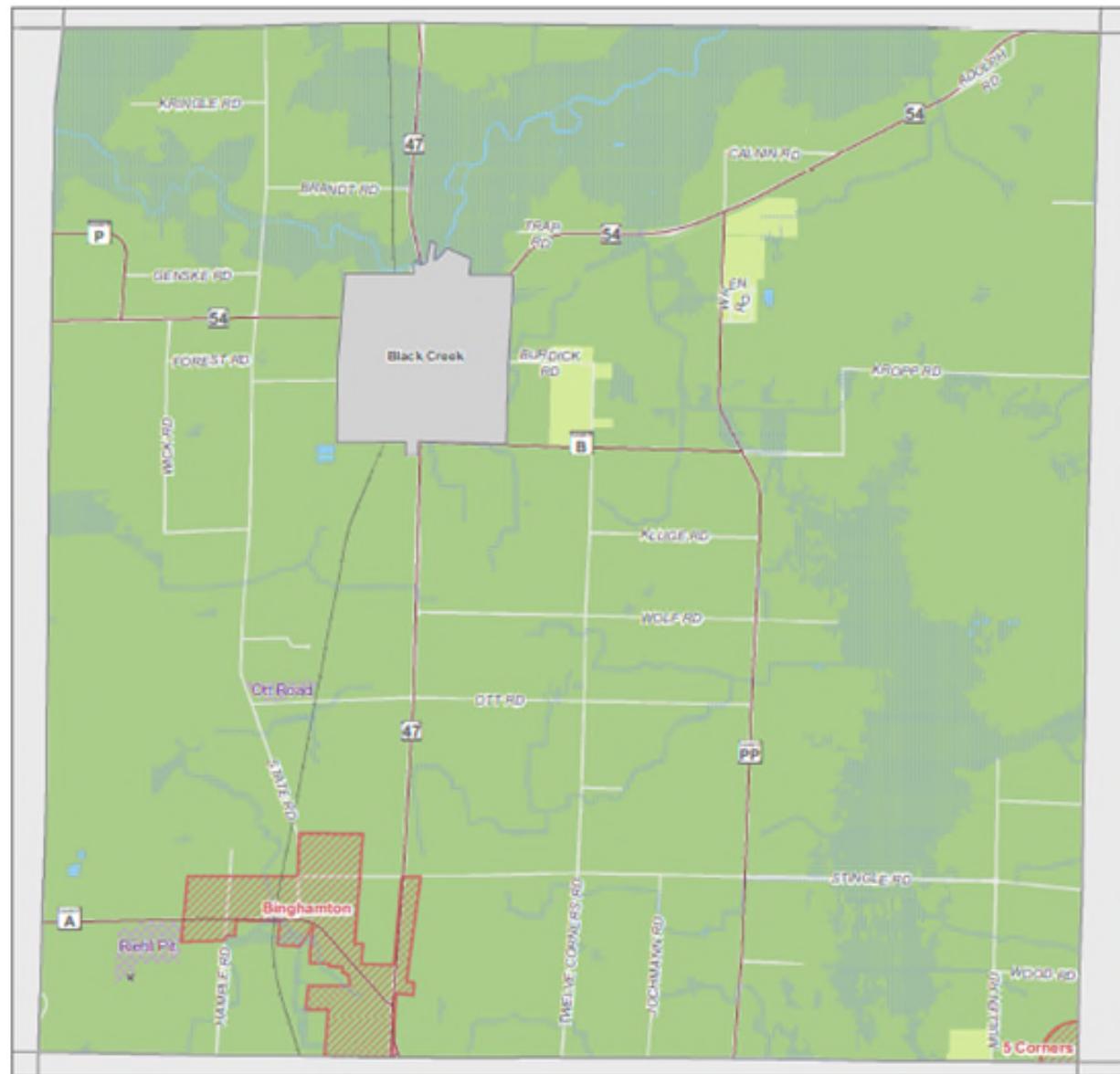


0 0.25 0.5 1 Miles

Outagamie County Est. 1851



Map 27: Future Land Use – Town of Black Creek



Future Land Use

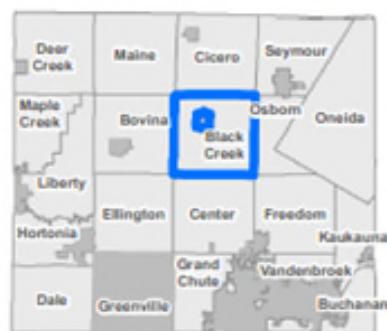
- Agriculture & Open Land
- Rural Character
- Suburban Transition
- Suburban Residential
- Community Mixed Use
- Commercial / Industrial
- Urban/Incorporated City & Village

Land Use Overlays

- Town Center / Highway Mixed Use
- Natural Areas
- Airport Protection Area
- Oneida Nation - US Trust & Fee Simple Land
- NR135 Non-Metallic Mining Operations
- Existing / Active
- Future Expansion / Reserve

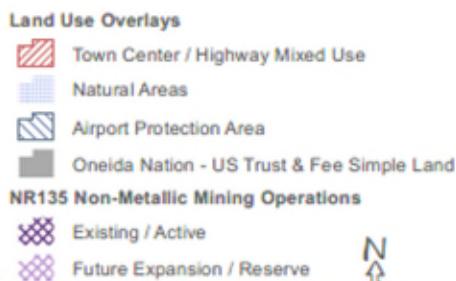
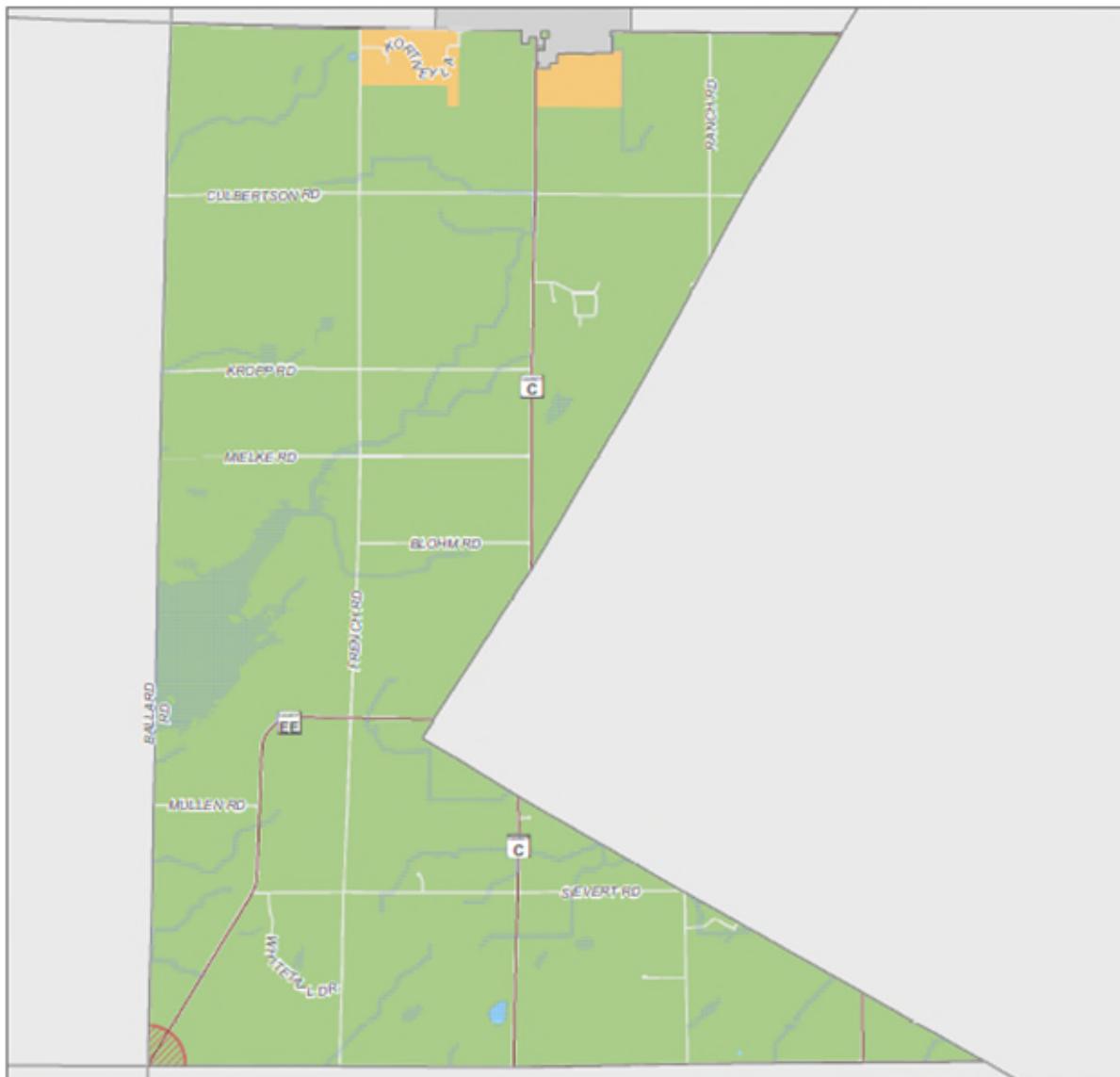
0 0.25 0.5 1 Miles

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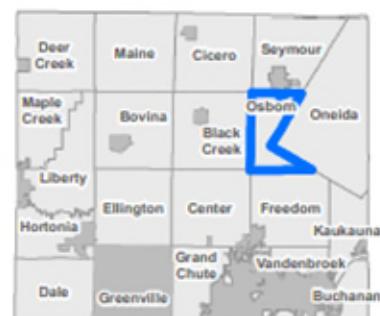
Outagamie County, Wisconsin
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Map 28: Future Land Use – Town of Osborn

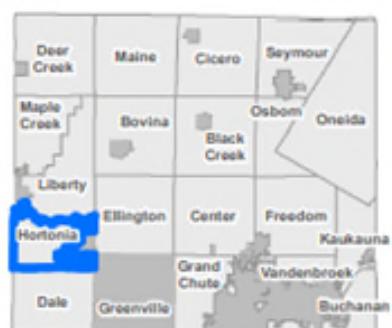
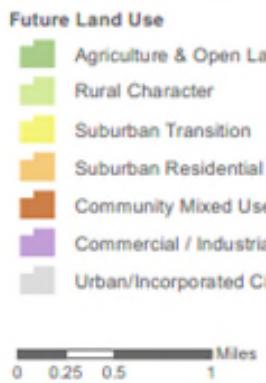
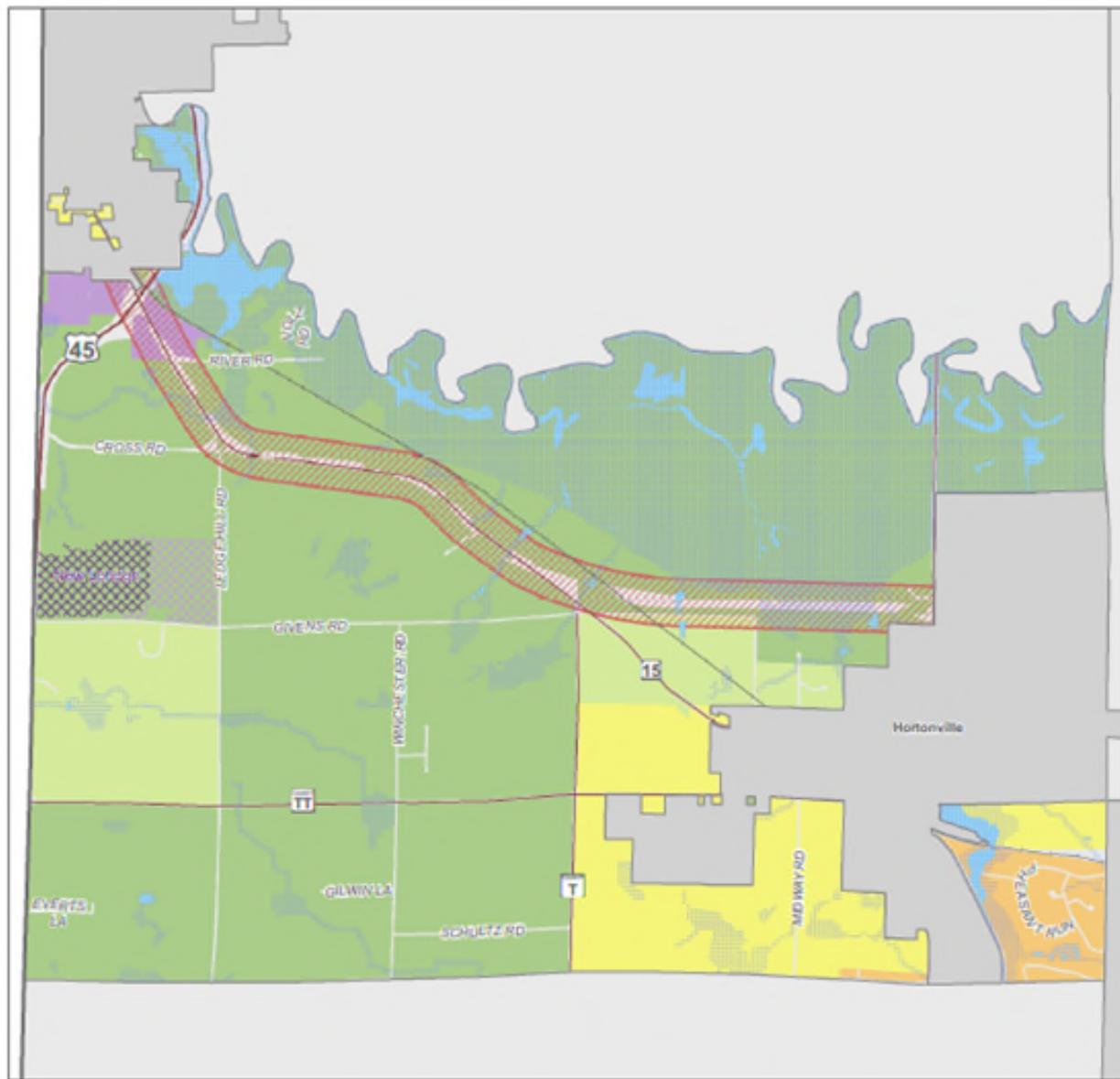


0 0.25 0.5 1 Miles

 **Outagamie**
County Est. 1851

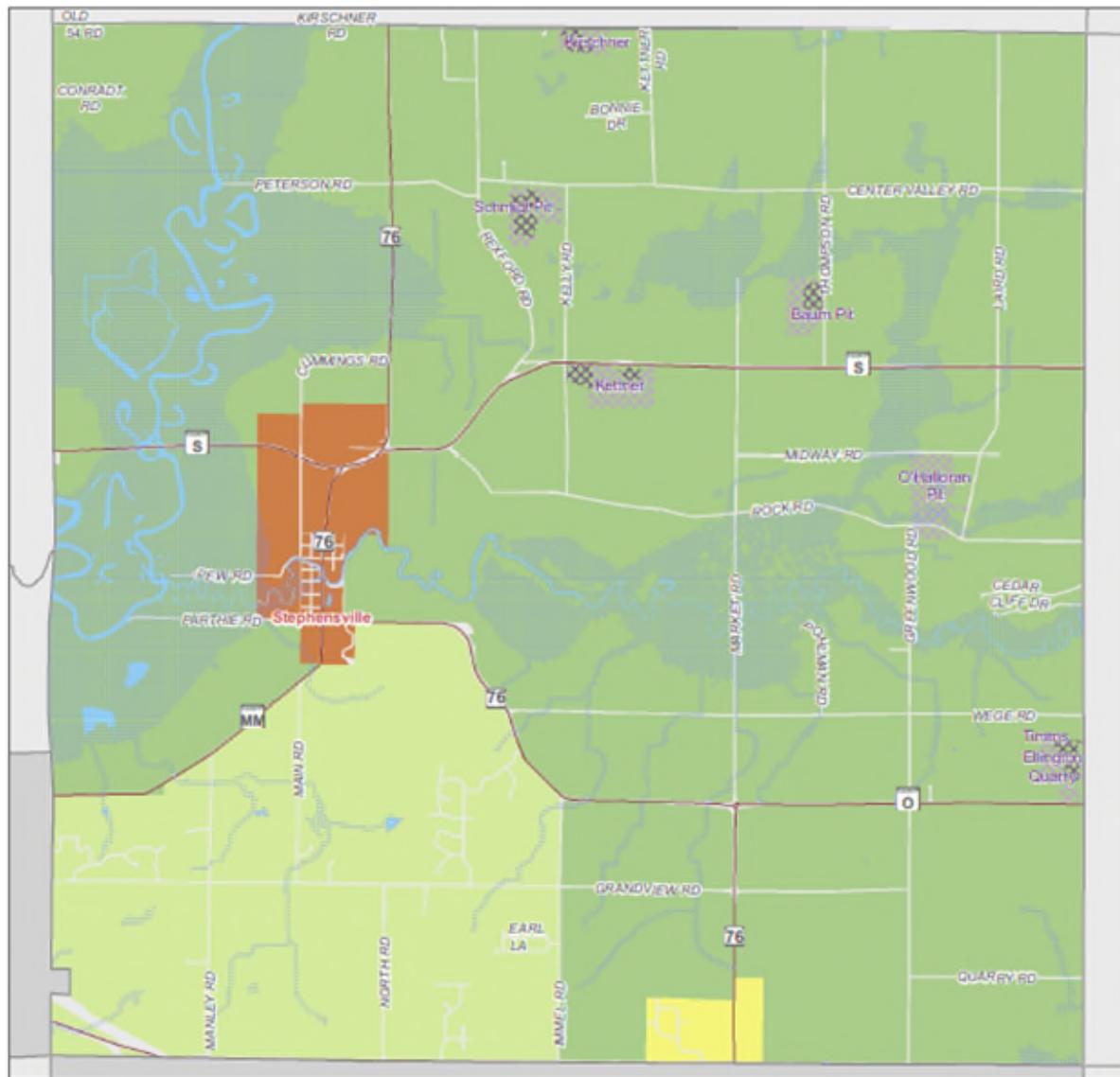


Map 29: Future Land Use – Town of Hortonia



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Map 30: Future Land Use – Town of Ellington



Future Land Use

- Agriculture & Open Land
- Rural Character
- Suburban Transition
- Suburban Residential
- Community Mixed Use
- Commercial / Industrial
- Urban/Incorporated City & Village

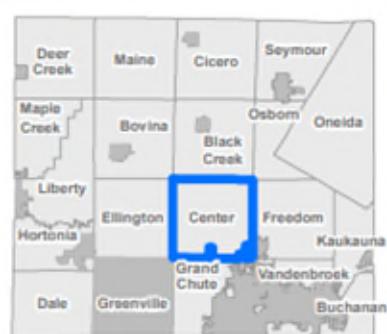
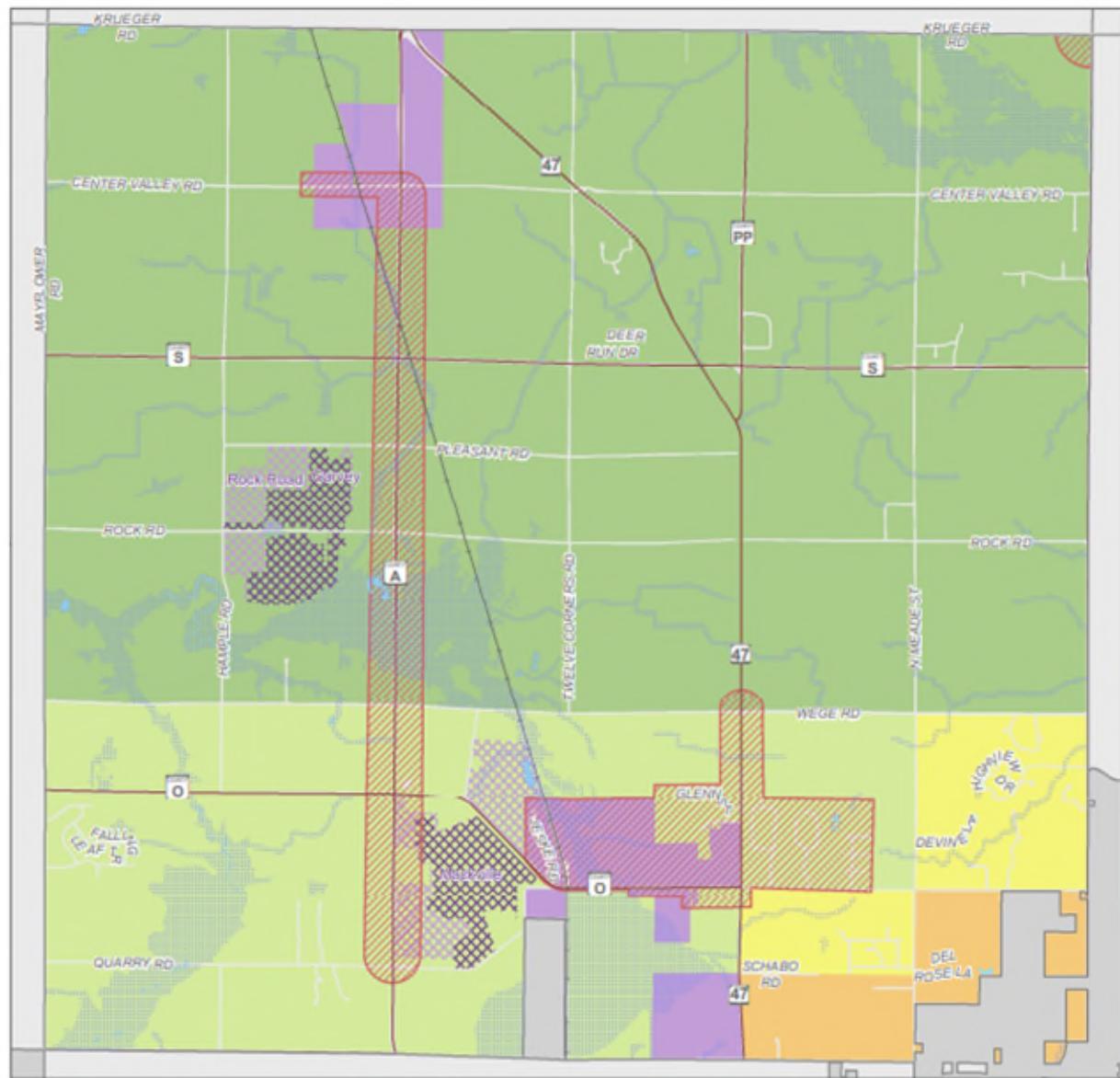
0 0.25 0.5 1 Miles

Land Use Overlays

- Town Center / Highway Mixed Use
- Natural Areas
- Airport Protection Area
- Oneida Nation - US Trust & Fee Simple Land
- NR135 Non-Metallic Mining Operations
- Existing / Active
- Future Expansion / Reserve

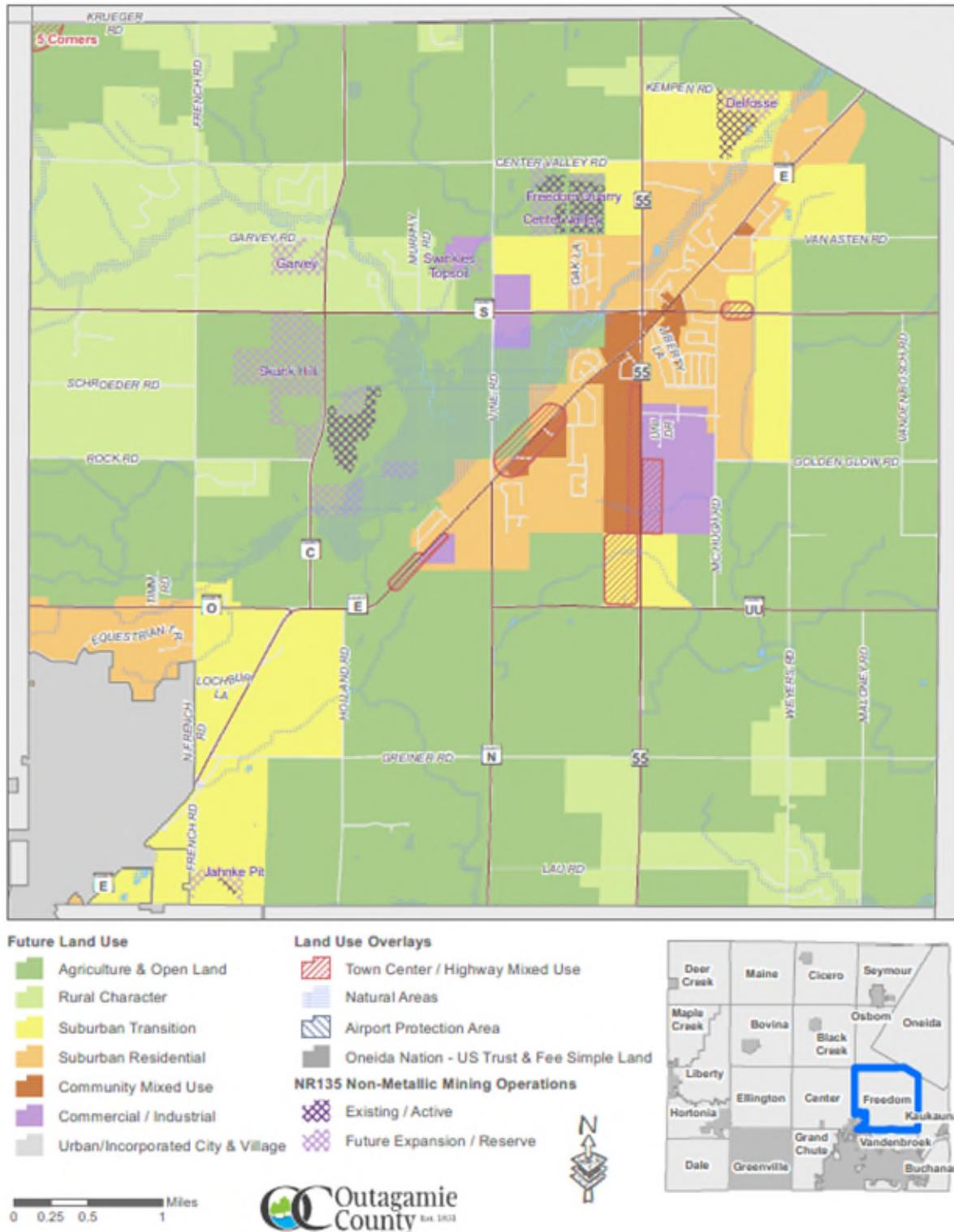


Map 31: Future Land Use – Town of Center

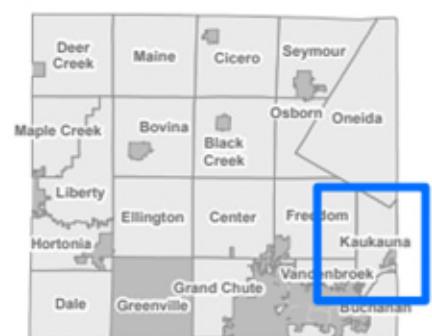
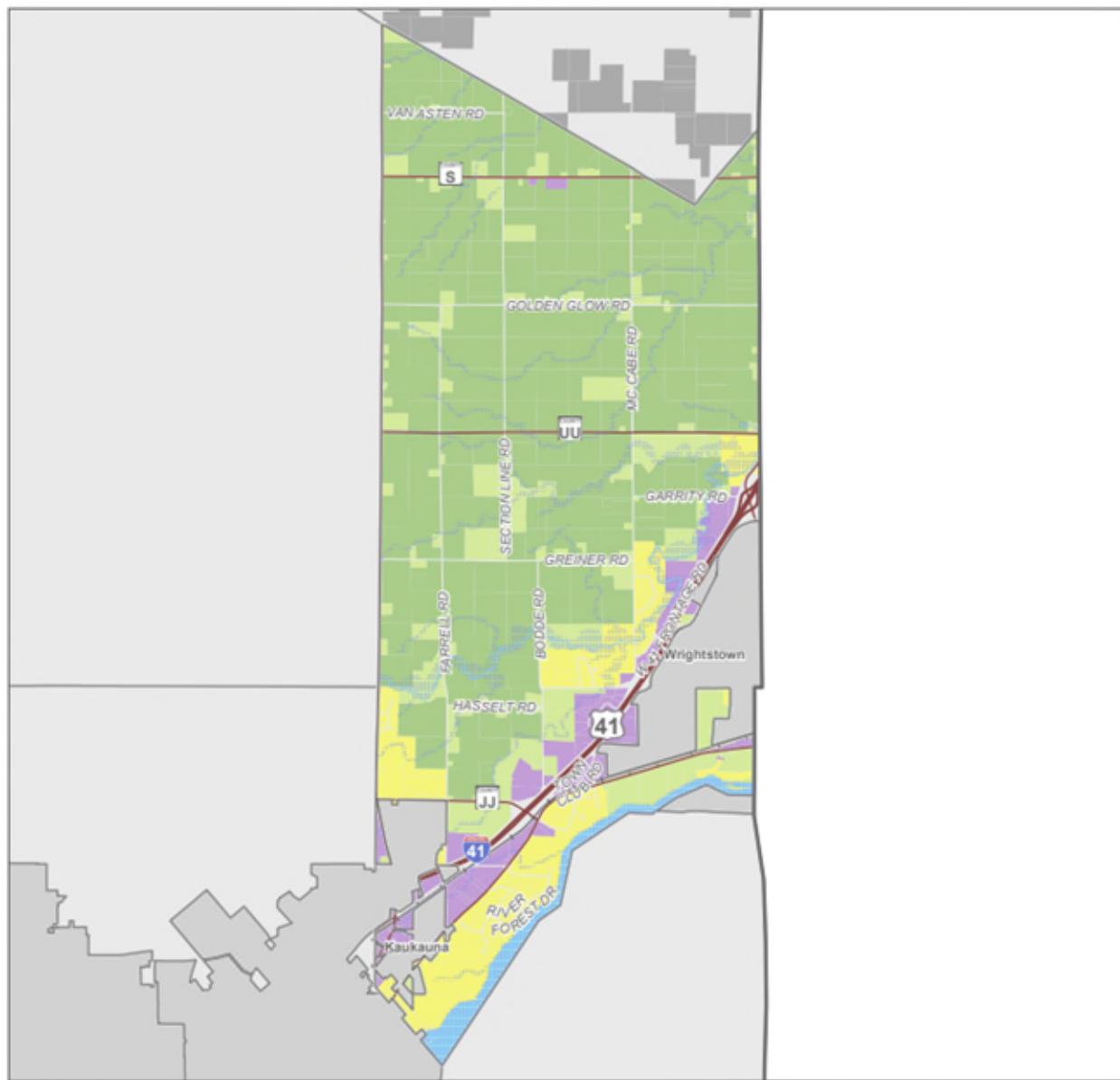


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Map 32: Future Land Use – Town of Freedom

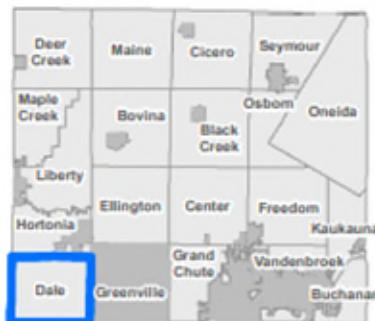
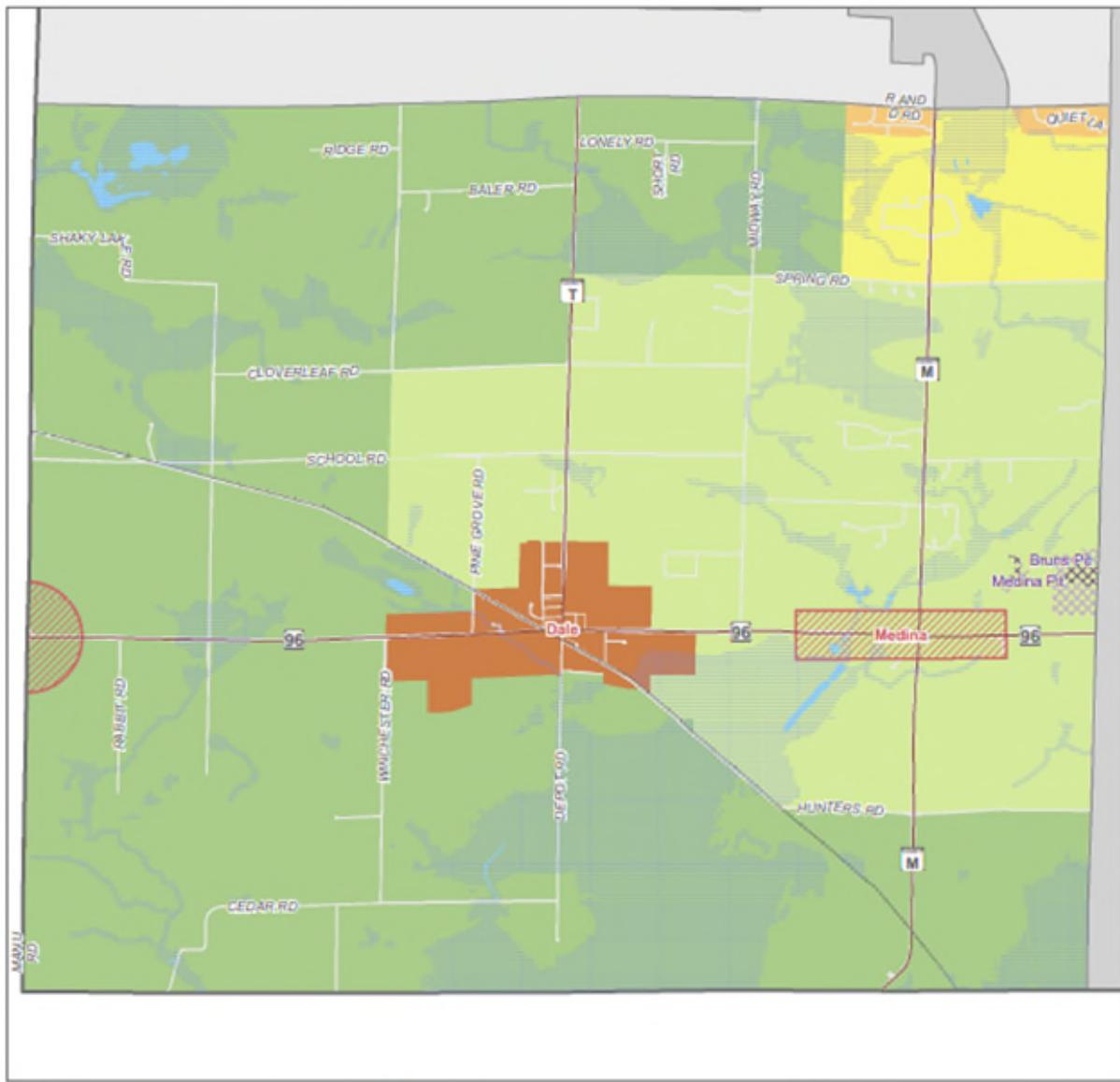


Map 33: Future Land Use – Town of Kaukauna

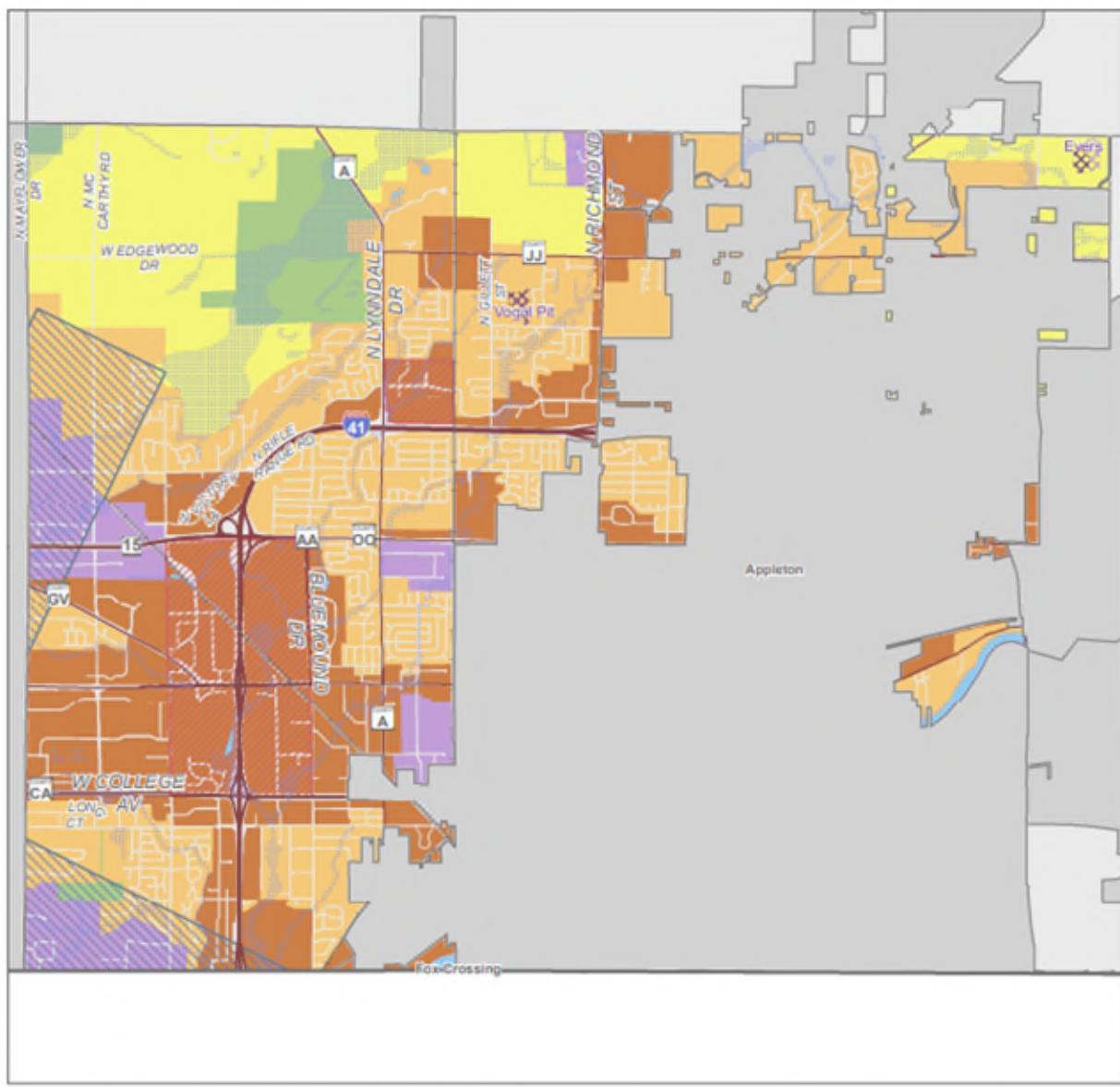


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Map 34: Future Land Use – Town of Dale

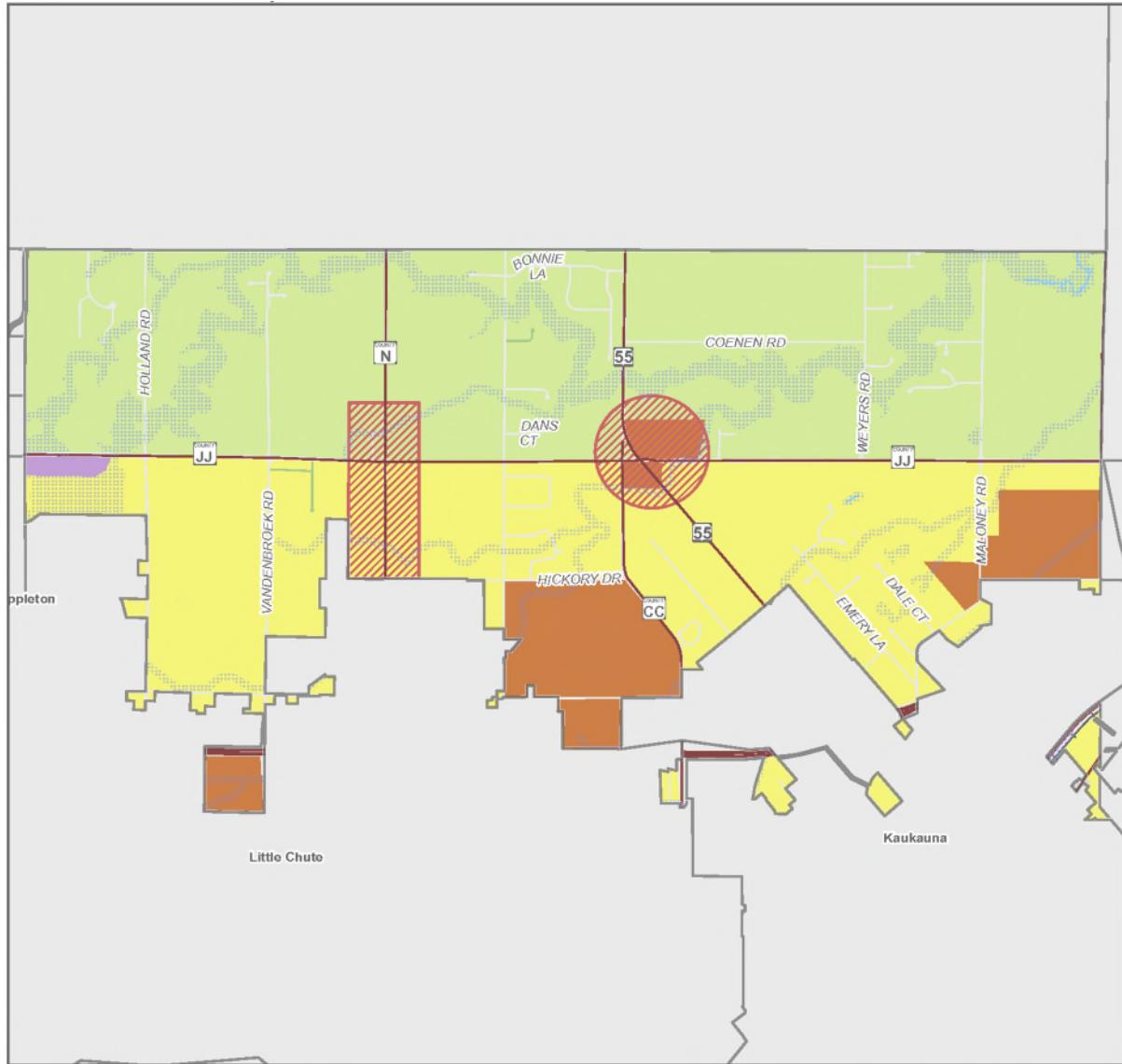


Map 35: Future Land Use – Town of Grand Chute



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Map 36: Future Land Use – Town of Vandenbroek



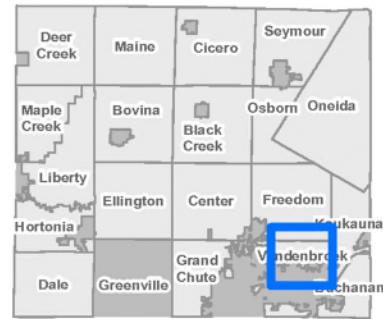
Future Land Use

- Agriculture & Open Land
- Rural Character
- Suburban Transition
- Community Mixed Use
- Commercial / Industrial
- Urban/Incorporated City & Village

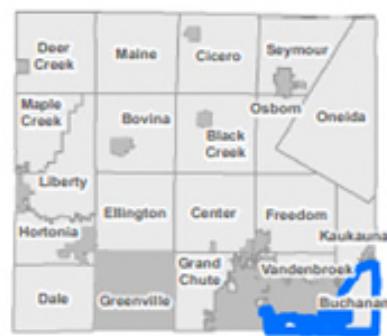
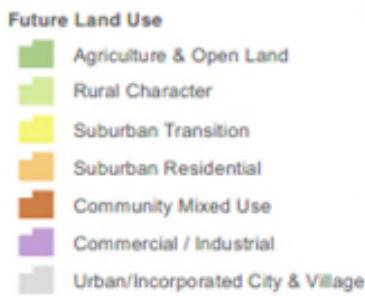
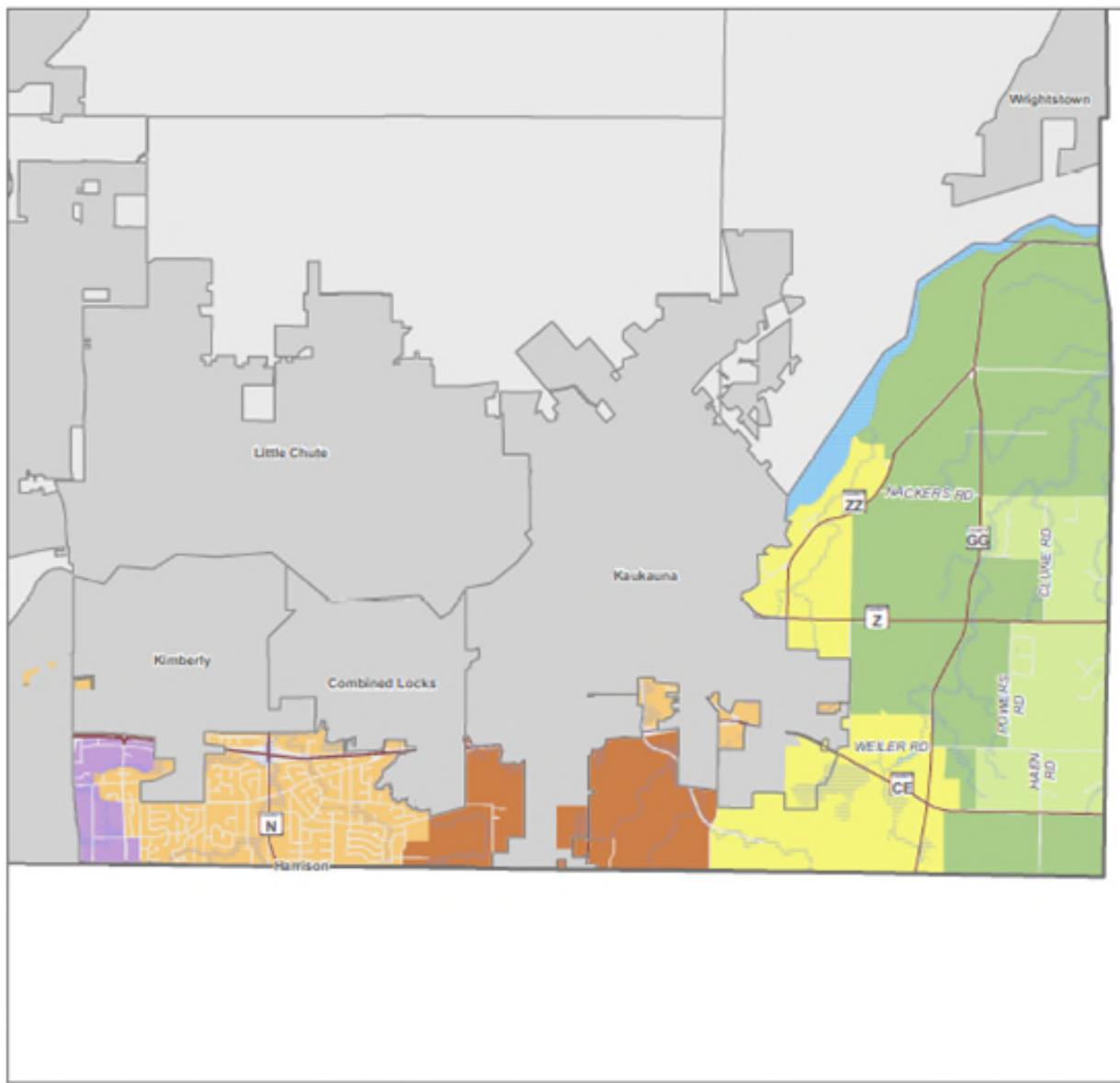
0 0.17 0.35 0.7 Miles

Land Use Overlays

- Town Center / Highway Mixed Use
- Natural Areas
- Airport Protection Area
- Oneida Nation - U.S. Trust & Fee Simple Land
- NR135 Non-Metallic Mining Operations
- Existing / Active
- Future Expansion / Reserve



Map 37: Future Land Use – Town of Buchanan



Future Highway Improvements

The Comprehensive Plan, within the Implementation Framework, identifies a set of highway and transportation related recommendations. These include future County and State highway corridor extensions/expansions, multimodal accommodations, and the need to evaluate and plan for key intersection improvements. Map 39: *Future Highway Improvements* illustrates the geographic location of items specifically identified in the planning process.

Additional, more focused planning work on County transportation systems (Highway, Bicycle and Pedestrian) is recommended within the Implementation Framework (see Recommendations 1.4 and 4.4). When future planning efforts are completed, at the direction of the County Board, these plans can be adopted as Addenda to the Comprehensive Plan.

See Appendix VI: *Plans & Programs*, for additional information on state, regional and local plans related to transportation infrastructure and services.

I-41 Road Crossings

During the County's planning process, WisDOT advised the County of the advantages of including recommended bicycle and pedestrian accommodations within I-41 road crossings within the County's Comprehensive Plan update. WisDOT relies heavily on local comprehensive plans in the scoping and design of their major infrastructure projects; local plans can provide WisDOT guidance for designing the I-41 project to best serve and integrate with our communities for the next 75+ years.

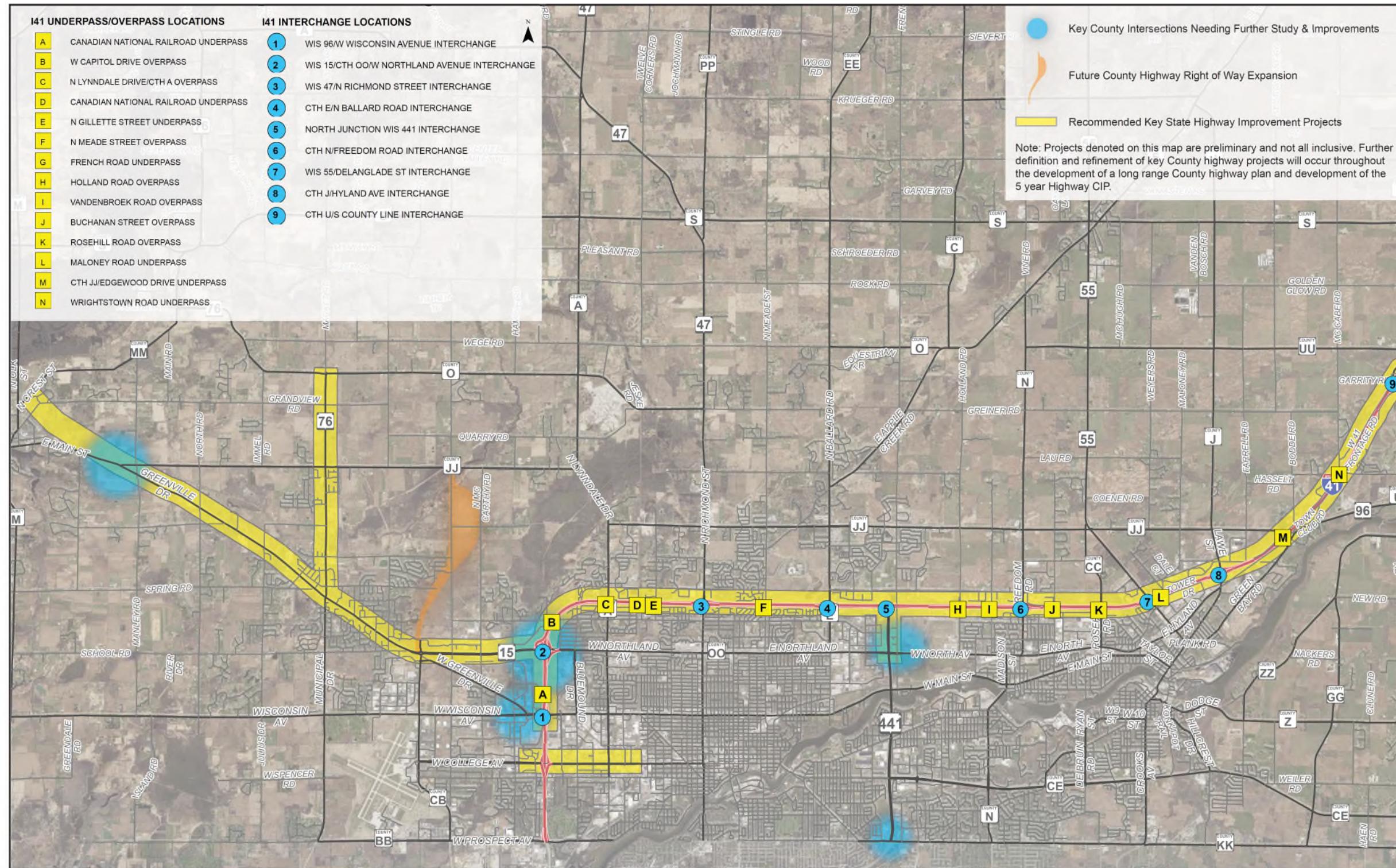
After consultation and review with representatives of local communities during the County's final Comprehensive Plan outreach process, a conceptual cross-section of the recommended bicycle and pedestrian accommodations for all road crossings (overpasses, underpasses & interchanges) is depicted in Figure 30; See Recommendation 4.9 for additional detail. Further analysis and coordination will be needed between WisDOT, the County, Municipalities, and the Fox Cities MPO throughout the I-41 planning and design phase.

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Figure 30. I-41 Local Road Crossings: Recommended Bike/Ped Accommodations



Map 38: Recommended Future Highway Improvements



Implementation Process & Priorities

Plan implementation is an ongoing process; a plan is lifeless without taking actions towards achieving its vision and goals. We anticipate the Outagamie County Comprehensive Plan will be implemented primarily through the following means:

- ▲ Development review process (i.e., rezonings, subdivisions, and other discretionary land use decisions);
- ▲ Revision to the County land development codes (General Zoning, Subdivision, Access Control Ordinance and others);
- ▲ Creation or updates and implementation of functionally specific planning documents (e.g. Farmland Preservation; CORP; Airport Masterplan, etc.);
- ▲ Additional research and policy recommendations; implementation where warranted
- ▲ Changes in County administrative rules, policy and procedures;
- ▲ Implementation of pilot projects and/or programs;
- ▲ Planning of County infrastructure projects through the CIP;
- ▲ Funding of projects, programs and initiatives through the annual county budget, grants and other sources; and
- ▲ Implementation through partnerships, and/or through other entities.

While comprehensive revisions typically occur every 10 years, interim amendments to the County's Comprehensive Plan are anticipated. These amendments will primarily be related to Future Land Use Map amendments, and incorporating related plans (e.g. CORP, Airport Masterplan; Farmland Preservation Plans, etc. as addenda when updated). Updates will occur in accordance with the procedures outlined in Wis. Stats. 66.1001(4).

Outagamie County's Comprehensive Plan has been written in a flexible format, recognizing that what we think we know about the future today could change drastically with new data and emerging trends. This plan purposely avoids prescribing a detailed implementation timeline for each plan recommendation because of the following factors:

- ▲ The need for agility. Conditions can change rapidly, and in unanticipated ways for:
 - Planning norms and assumptions;
 - State and Federal law;
 - Local, County Administration and County Board priorities; and
 - Funding sources & cycles;
- ▲ Implementation types:
 - By others, or requires a change in Federal, State or local law to implement;
 - Routine or mandatory actions; and
 - Discretionary, and requires allocating staff time, operating or capital funds.

Steering Committee Priorities

A prioritization exercise was conducted with the Comprehensive Plan Steering Committee to advise County Administration and future County Boards on what the initial priority action items should be, as outlined below. The exercise involved Steering Committee members indicating, through a dot prioritization exercise, what they felt the most important recommendations were for the immediate future (1-3 years). Plan recommendations were categorized as follows, with 12 dots available per category, per participant:

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Figure 31. Prioritization Exercise, In Progress

Recommendation Categories:

Yellow	Promote/Support/Encourage
Green	Coordinate/Partner/Communicate
Red	Routine Efforts - Potential to enhance/emphasize
Blue	Discretionary Planning or Policy Efforts

The Steering Committee's top 3 recommendations (in summary format**) for each category were as follows:



- ▲ Promote/Support/Encourage:
 1. [Rec. 4.9](#): Support reconstruction/expansion of I41, including related bicycle and pedestrian accommodations.
 2. [Rec. 1.5](#): Promote compact and interconnected development patterns.
 3. (TIE)
[Rec. 4.8](#): Support the construction of the Hwy 15 bypass and related trail.
[Rec. 7.8](#): Support financially sustainable regional transit; encourage the state to enable Regional Transportation Authorities (RTAs).
- ▲ Coordinate/Partner/Communicate:
 4. [Rec. 1.6](#): Engage school districts in county planning processes.
 5. [Rec. 3.2](#): Continue to improve coordination and communication with towns for land use planning & zoning actions.
 6. [Rec. 3.7](#): Support intergovernmental coordination and cooperation for planning on the urban fringe.
- ▲ Enhance/Emphasize Routine Efforts:
 7. [Rec. 4.12](#): Continue to implement Outagamie Solid Waste & Recycling strategic efforts and on-going landfill expansion.
 8. [Rec. 4.15](#): Continue to enhance and maintain the County Parks & Trail System, as guided by related planning documents.
 9. [Rec. 4.13](#): Maintain/Update the Airport Masterplan, evaluating all tools to protect the county's investment in Appleton International Airport (ATW).
- ▲ Discretionary Planning & Policy Efforts:
 10. [Rec. 4.4](#): Create a long-range plan for the County Highway System.
 11. [Rec. 1.4](#): Develop a County Bicycle and Pedestrian Strategy.
 12. [Rec. 4.1](#): Identify ways to expand and enhance affordable broadband service in underserved areas.

**See Pages 9-13 for specific details on each recommendation summarized above.

Detailed information on committee priorities can be found in Appendix II: *Steering Committee Information*.

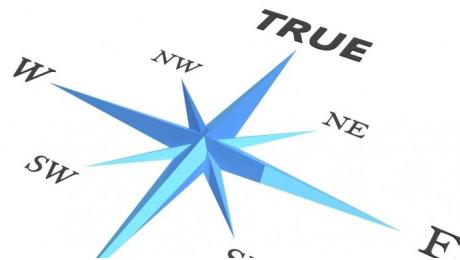
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Regardless of how the County proceeds with implementing the Plan, future implementation actions (many specifically listed, and others not yet anticipated) should use the Plan's vision, guiding principles and overall goals as the County's "True North" for making decisions that will affect our built environment. The Plan should be used as a consultative tool to guide future work efforts, CIPs, budgets and county policy changes, but should not constrain the County from future actions that generally move the County towards the desired state, but are not specifically addressed in this Plan.

True North, def.

An internal compass that guides you in a shifting world; derived from the most deeply held beliefs, values and principles to lead by.

Summarized from "True North,"
by Bill George



Plans are nothing;
Planning is everything.
Dwight D. Eisenhower

~

Success is the residue of planning.
Benjamin Franklin

~

It takes as much energy to wish as it does to plan.
Eleanor Roosevelt