Preserving our Roots, Securing our Future

Outagamie County's
Farmland Preservation Plan for the
2023–2033 Planning Horizon

PREPARED BY:
Outagamie County Development
and Land Services Department

ADOPTED October 24, 2023

Outagamie County Est. 1851

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Part 1 explains the purpose of this plan and it presents the County's farmland preservation goals and policies. This section also presents a series of recommendations (strategies and actions) to implement this plan's goals and policies.	Part 2 summarizes existing agricultural conditions and trends in Outagamie County, and in Wisconsin to offer additional context. This section also documents issues that Outagamie County should plan for over the next 10 years.	Part 3 delineates the County's farmland preservation areas. A farmland preservation map is included for every Town in Outagamie County as well as the Village of Greenville.

PART 1

INTRODUCTION

Wisconsin's farmland preservation program began in 1977. To participate in the state's program, Outagamie County has maintained a farmland preservation plan since 1982. This document, *Preserving Our Roots, Securing Our Future*, updates the County's farmland preservation plan which was last certified by the Department of Agriculture, Trade and Consumer Protection in 2012.

Purpose of the Plan

The purpose of this plan is to protect agricultural land uses within Outagamie County. It is also to help the County plan for the future agricultural needs of the county and state.

Development of this plan allowed the County to take stock of existing agricultural resources, and relevant changes that have occurred over the past decade. It has allowed the County to improve and reshape our policies to ensure we continue to support farmers, preserve farmland for future generations, and mitigate any environmental and land use conflicts that have arisen or may arise in the future.

This plan addresses Wisconsin's farmland preservation planning requirements, which are documented in Wis. Stats. 91.10. At a high-level, and among other required content, this plan includes:

- The county's goals and policies related to farmland preservation and the development of enterprises related to agriculture.
- Information documenting the county's agricultural trends and resources.
- Information about development trends, plans, or needs that may affect farmland preservation and agricultural development in the county.
- Strategies to preserve farmland and promote agriculture development.
- Maps delineating agricultural preservation areas countywide.

THE WORKING LANDS INITIATIVE:

The passage of the "Working Lands Initiative" in 2009 revamped Wisconsin's Farmland Preservation Program of 1977.

The existing program is administered by the Department of Agriculture, Trade and Consumer Protection (DATCP).

DATCP allows counties to participate in its Farmland Preservation Program by developing farmland preservation plans. Plans must be updated and recertified every 10 years.

This plan ensures that Outagamie County and its Towns remain eligible to participate in other farmland preservation programs such as Agricultural Enterprise Areas and Farmland Preservation Zoning. It also ensures that eligible farmers have a pathway to collect Farmland Preservation Tax Credits. As of 2023, the Village of Greenville and seven of Outagamie County's Towns participated in the farmland preservation zoning program (Black Creek, Cicero, Deer Creek, Hortonia, Kaukauna, Maple Creek, and Seymour). As of 2023, the County contained three Agricultural Enterprise Areas (Cicero Blackmour AEA, Greenville Greenbelt AEA, and Three Rivers AEA).

Consistency with the County Comprehensive Plan

Outagamie County's Farmland Preservation Plan serves as Addendum 2 of the County's Comprehensive Plan. At the time of this plan's adoption in 2023, the mapped farmland preservation areas, documented in Part 3 of this plan, were consistent with the future land use maps documented in the County's Comprehensive Plan. Changes to the farmland preservation plan, including mapped farmland preservation areas, may occur via an amendment to the County's Comprehensive 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.

The Planning Process

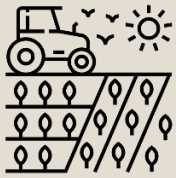
To summarize the development of this plan, Outagamie County's Development and Land Services Department carried out four major tasks:

- Data Analysis and Examination of Trends. County staff analyzed data and reviewed relevant reports to document and better understand agricultural and development trends affecting the county. County staff also assessed specific trends impacting Wisconsin overall as a point of comparison. Some of the primary data sources used included the U.S. Census of Agriculture, USDA's National Agricultural Statistics Service, and the U.S Decennial Census. This research helped to inform what changes to anticipate in the nature, scope, location, and focus of agricultural production, processing, supply, and distribution needs in the county.
- Public and Stakeholder Engagement. County staff provided opportunities for the public and stakeholders to offer input. Key opportunities included two online surveys, updates at Outagamie County Town's Association meetings, and ongoing correspondence with Towns to review draft work at key stages of the planning process. Findings from these outreach efforts allowed County staff to evaluate what was uncovered through technical analysis against the perspectives held by members of our community.

  For more information about the public and stakeholder engagement activities conducted as part of this planning process, please see the *Farmland Preservation Plan, Record of Outreach and Engagement*. This record includes all the responses to the two online surveys.
- Spatial Analysis. County staff established a framework using objective criteria and modeled spatial and land use data to inform the development of its farmland preservation area maps. The County relied on feedback from municipality representatives and DATCP to refine and streamline the mapping framework.
- Best Practice Research. County staff reviewed literature, publications/reports, and other Wisconsin County's farmland preservation plans to understand how best to preserve farmland and support farmers. This research helped to inform the development of this plan's goals, policies, and strategies.

GOALS

This plan highlights four farmland preservation planning goals. These goals represent general statements of the future conditions considered desirable for the Outagamie County community.

Goal 1	Goals 2	Goal 3	Goal 4
			
Agricultural, forest, and open lands are abundant.	Agricultural enterprises are successful.	New occurrences of incompatible land uses are rare.	Locating urban development near public facilities is standard practice.

Source: image: www.flaticon.com.

In addition to these goals, this plan upholds the four planning themes / guiding principles of the County's Comprehensive Plan.

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

POLICIES

This plan highlights eight policies to guide decision-making through 2033. These policies are intended to provide guidance, consistency, accountability, efficiency, and clarity for County government when making decisions associated with farmland preservation matters.

Policy 1 Outagamie County will continue to participate in farmland preservation planning and related activities, consistent with recommendations in the County's Comprehensive Plan.

Policy 2 Development of non-farm uses which are incompatible with farm uses should be discouraged in farmland preservation areas.

Policy 3 When the conversion of a certified farm parcel to a non-certified farm parcel (or portion thereof) is warranted or requested, the size of the conversion should preserve the maximum amount of remaining farmland of the parent farm parcel; the location and configuration of the conversion should not substantially impair or limit current or future agricultural use of surrounding parcels of land. In addition, the location and configuration of the conversion should minimize the impairment to future agricultural use of surrounding parcels of land. See recommendation 2.3 for further guidance.

Policy 4 Development of community, regional, national, and international markets for agricultural products should be encouraged to promote the county's agricultural industry.

Policy 5 The creation of conventional, organic, and regenerative agricultural practices and enterprises in Outagamie County should be supported.

Policy 6 Participation in Certified Farmland Preservation Zoning and the Agricultural Enterprise Area (AEA) Program shall be encouraged and supported.

Policy 7 Urban development, including residential subdivisions, should be encouraged to locate in incorporated communities of the county or in identified growth areas that are consistent with the County's Comprehensive Plan.

Policy 8 The County should continue to manage consistency between the future land use maps within the County's Comprehensive Plan, the farmland preservation maps within the County's Farmland Preservation Plan, and town and county zoning district maps.

FARMLAND PRESERVATION STRATEGY

This section presents recommended strategies and actions and programs to implement the goals and policies of this plan. A schedule is offered to estimate when specific tasks should be completed during the planning period. Unless otherwise noted, the implementation "lead" for many of these actions will be Outagamie County's Development and Land Services (DLS) Department.

Recommended Action		Lead	Schedule
Strategy 1: Maintain compliance with the State's Farmland Preservation Program and maintain the use value of Outagamie County's Farmland Preservation Plan.			
1.1	Review this plan annually.	DLS, Zoning Committee	Annually
1.2	Submit annual rezone reports for farmland preservation zoning districts to DATCP.	DLS, Appl. Towns	Annually
1.3	Work with DATCP to recertify the County's and Towns' farmland preservation zoning ordinances.	DLS, Appl. Towns	2024
1.4	When 2022 and 2027 USDA Agricultural Census data is released (estimated: February 2024 and 2029), conduct and publish a brief analysis to assess changes to the agricultural landscape in Outagamie County.	DLS	2024 & 2029
1.5	Update this plan in its entirety, and adopt the revised plan, before December 31, 2033.	DLS	2032 – 2033
Strategy 2: Actively and intentionally manage the preservation of farmland.			
2.1	Engage Towns and landowners to promote Farmland Preservation Zoning and Agricultural Enterprise Areas Programs.	DLS	Periodically
2.2	Evaluate the standards set forth in the County's certified farmland preservation zoning ordinance to ensure the County's Exclusive Agriculture District continues to be effective in meeting the purpose of the district. If issues are identified, work with towns under County Zoning Authority to evaluate potential amendments.	DLS, Appl. Towns	Near-term
2.3	Consistently apply decision-making guidance (documented in Exhibit 1) when the conversion of a certified farm parcel to a non-certified farm parcel (or portion thereof) is warranted or requested.	DLS	As needed

Recommended Action		Lead	Schedule
2.4	Collaborate and partner with municipalities and groups to support and encourage farmland preservation programs, practices/concepts, and initiatives.	DLS	As needed
Strategy 3: Proactively mitigate conflict between agricultural and non-agricultural uses.			
3.1	Evaluate changes to the County's Zoning Ordinance to better manage growth and development. In particular, evaluate: • Zoning efficiency measures that can be implemented in residential zoning districts, for the purpose of increasing housing densities in areas designated for growth. • Appropriateness of the permitted uses and special exception uses in the General Agriculture District. If issues or opportunities are identified, work with towns under County Zoning Authority to evaluate potential amendments.	DLS, Appl. Towns, Zoning Committee	2023, and As needed
3.2	Assist in the development of cooperative boundary agreements and exterritorial zoning.	DLS, Village/City, Appl. Towns	As needed
Strategy 4: Support existing and new agricultural producers, and expanding and new agricultural businesses or enterprises.			
4.1	Promote programs that make local farming operations more sustainable and economically viable.	DLS, LCD	Ongoing
4.2	Promote agritourism by identifying opportunities to amend the County's Zoning Ordinance to allow agritourism uses outright or as a special exception in the General Agricultural District.	DLS	Near-term
4.3	Identify ways to encourage farm succession planning.	DLS	Mid-term
4.4	Identify ways to help promote the 4-H program.	DLS	Mid-term
4.5	Develop marketing strategies to inform the general public of the importance of agriculture and of supporting existing, local agricultural businesses/enterprises.	DLS	Mid-term
Strategy 5: Continue to explore evolving topics, issues, and programs that are related to the agricultural industry and farmland preservation.			

Recommended Action		Lead	Schedule
5.1	Monitor the impact of solar and wind facility installation on agricultural lands in the County and across the state.	DLS	Ongoing
5.2	Identify preferred locations for solar and wind facility installations that minimize impacts to county agricultural lands.	DLS	Near-term
5.3	Explore water management opportunities to mitigate drainage issues and address water quality issues.	DLS, LCD	Ongoing
5.4	Explore provisions, efforts, or programs related to voluntary climate-smart agricultural and forestry practices and renewable energy opportunities for agricultural producers.	DLS	Long-term
5.5	Continue to explore food system research opportunities, possibly through partnerships with adjacent counties.	DLS	Long-term
5.6	Explore agricultural resource protection tools and programs such as conservation subdivisions, conservation easements, purchase of and transfer of development rights programs, and right to farm deed restrictions.	DLS, Appl. Towns	Ongoing

Decision-Making Guidance for Certified Farm Parcels

Per Policy 3 and Recommendation 2.3, consistently apply the following decision-making guidance when the conversion of a certified farm parcel to a non-certified farm parcel (or portion thereof) is warranted or requested.

Exhibit 1. Decision-Making Guidance for Rezoning Certified Farm Parcels

Recommended Criteria to Consider for Required Findings[1]		YES	NO
Finding 1: The rezoned land is better suited for a use not allowed in the AED exclusive agricultural district.			
1a.	The rezoned land is not prime farmland.	☐	☐
1b.	The rezoned land is directly adjacent to land that is not zoned AED.	☐	☐
1c.	The rezoned land is within 3-miles of a first-, second-, or third-class city or is within 1.5-miles of a fourth-class city or village.	☐	☐
Finding 2: The rezoning is consistent with any applicable comprehensive plan.			
2a.	The rezoning is consistent with the Future Land Use Map of the applicable comprehensive plan.	☐	☐
2b.	The rezoning is consistent with goals of the comprehensive plan.	☐	☐
Finding 3: The rezoning is substantially consistent with the county farmland preservation plan, which is in effect at the time of the rezoning.			
3a.	On a per Town-basis, the lands within a certified farmland preservation zoning district are at least 80% consistent with the lands planned for farmland preservation in the County's Farmland Preservation Plan.	☐	☐
Finding 4: The rezoning will not substantially impair or limit current or future agricultural use of other protected farmland.			
4a.	The rezoned land is two or fewer acres.	☐	☐
4b.	The rezoned land is located adjacent to road frontage and adjacent to a corner of the parent parcel.	☐	☐
4c.	If the rezoned land cannot be located within the corner of the parent parcel, the distance between the rezoned land and the parent parcel's lot lines are sufficiently spaced to maintain the future use value of the parent parcel.	☐	☐
4d.	The rezoned land is square or rectangular in shape, not overtly elongated, and compact, unless certain topographical or environmental circumstances prevent it.	☐	☐
4e.	The rezoned land does not isolate farmland parcels that would further fragment areas of agricultural lands.	☐	☐

[1] Findings derive from Wis Stat 91.48 and Sec. 54-105 of Outagamie County's Zoning Ordinance.

PART 2

RESOURCES SUPPORTING AGRICULTURE

This section considers land, soil, and water resources which are each necessary building blocks to support the County's agricultural industry. This section also considers the human-made resources supporting agriculture in this county (e.g., key infrastructure and enterprises).

Available Land

While Outagamie County contains much of the Fox Cities (a cluster of urban and urbanizing cities, towns, and villages along the Fox River), it maintains strong roots in agriculture. This is primarily due to the fact that most of the county – in terms of geographic area – remains rural in nature and comprises extensive and contiguous agricultural acreage.

According to the U.S. Census of Agriculture, the county had 236,963 acres of farmland as of 2017 – accounting for roughly 57 percent of the county's total land area. Due to development pressure over the years, the county has experienced a loss of its agricultural land supply. For example, Exhibit 2 shows that the county lost over 13,000 farm acres between 2012 and 2017. Looking over a longer time period, the county lost over 26,000 farm acres between 2002 and 2017.

Exhibit 2. Change in Total Farmland Acreage in Outagamie County - 2002, 2007, 2012, and 2017
Source: U.S. Census of Agriculture, 2002, 2007, 2012, and 2017 (Table 8).

Total Farmland Acres				Change in Total Farmland Acres			
				2002 to 2017		2012 to 2017	
2002	2007	2012	2017	#	%	#	%
263,485	247,482	250,748	236,963	-26,522	-10%	-13,785	-5%

Exhibit 3 depicts land use distribution trends in Outagamie County, to further assess the county's agricultural land base. The exhibit uses GIS data from the County and land use data from the East Central Wisconsin Regional Planning Commission.

It shows that, between 2003 and 2015, the county's share of land classified as "Agricultural & Vacant" decreased by three percentage points. This has occurred as the share of developed lands (e.g., residential, commercial/institutional, and industrial) increased.

Exhibit 3. Land Use Distribution in Outagamie County - 2003 and 2015
Source: Outagamie County Comprehensive Plan (Summary of Table 24).

Category	2003	2015
Agricultural & Vacant	61%	58%
Woodland	21%	22%
Residential	7%	8%
Commercial / Institutional	2%	3%
Industrial	1%	2%
Other	7%	7%
Total	**100%**	**100%**

Soil Resources

Prime farmland, as defined by the USDA, is land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops and is available for these uses. Because of these characteristics, prime farmlands are important to preserve for agricultural purposes.

Exhibit 4 shows the location of prime farmland in Outagamie County. Of the county's total land area, roughly 47% is classified as prime farmland, 36% as prime farmland (if drained/protected), and 17% as not prime farmland. See Exhibit 5 to review soil quality data at a more granular level (by municipality).

Exhibit 4. Prime Farmland in Outagamie County
Source: Outagamie County, using data from NRCS Soil Survey.

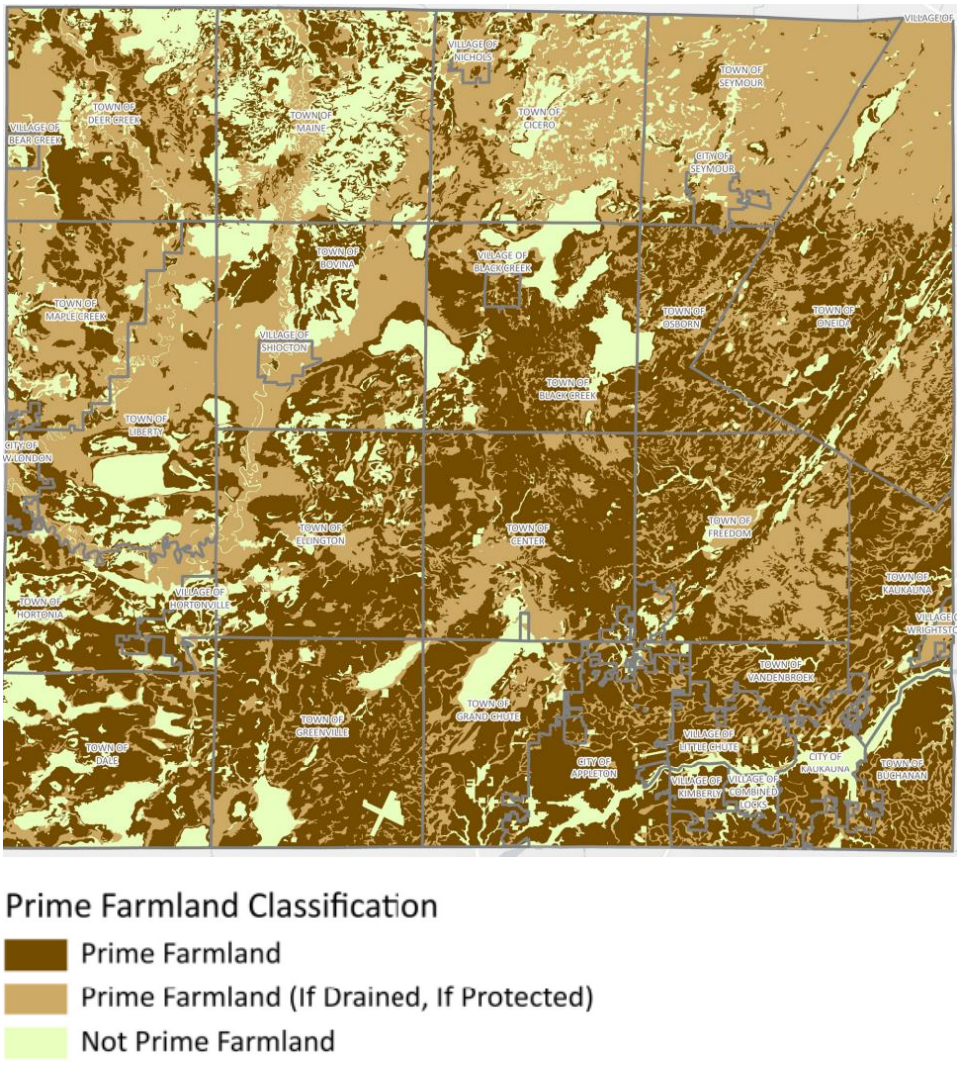


Exhibit 5. Prime Farmland Characteristics in Outagamie County (by Municipality)
Source: Outagamie County, using data from NRCS Soil Survey.

Municipality	Prime Farmland		Prime Farmland (If Drained / Protected)		Not Prime Farmland	
	Acres	Share	Acres	Share	Acres	Share
Unincorporated Communities						
Black Creek	12,794	57%	4,695	21%	4,965	22%
Bovina	7,369	34%	9,066	42%	5,205	24%
Buchanan	6,912	71%	1,917	20%	877	9%
Center	14,625	65%	6,851	31%	879	4%
Cicero	3,414	15%	13,665	60%	5,601	25%
Dale	11,040	57%	2,862	15%	5,536	28%
Deer Creek	7,509	33%	10,494	46%	4,666	21%
Ellington	13,153	59%	6,140	27%	3,118	14%
Freedom	11,423	52%	9,115	42%	1,400	6%
Grand Chute	8,794	61%	3,251	23%	2,320	16%
Hortonia	6,160	51%	2,382	20%	3,442	29%
Kaukauna	7,192	68%	2,493	24%	829	8%
Liberty	5,249	27%	9,602	49%	4,868	25%
Maine	6,929	29%	5,908	25%	11,188	47%
Maple Creek	4,361	31%	8,073	58%	1,412	10%
Oneida	15,594	40%	20,485	53%	2,801	7%
Osborn	6,864	63%	3,455	32%	499	5%
Seymour	1,441	7%	16,380	84%	1,588	8%
Vandenbroek	3,515	72%	1,202	24%	196	4%
Incorporated Communities						
C. Appleton	10,478	74%	1,675	12%	2,005	14%
C. Kaukauna	3,034	56%	1,089	20%	1,279	24%
C. New London	901	57%	542	34%	142	9%
C. Seymour	420	24%	1,171	66%	193	11%
V. Bear Creek	88	15%	174	56%	591	29%

Municipality	Prime Farmland		Prime Farmland (If Drained / Protected)		Not Prime Farmland	
	Acres	Share	Acres	Share	Acres	Share
V. Black Creek	423	66%	23	31%	642	4%
V. Combined L.	640	52%	559	2%	1,220	46%
V. Greenville	15,989	70%	2,962	17%	22,892	13%
V. Hortonville	1,344	61%	611	12%	2,214	28%
V. Kimberly	1,157	75%	256	9%	1,545	17%
V. Little Chute	2,849	66%	557	21%	4,334	13%
V. Nichols	85	15%	45	77%	565	8%
V. Shiocton	27	3%	99	88%	1,068	9%
V. Wrightstown	144	20%	29	76%	711	4%
Total	**191,930**	**47%**	**70,322**	**36%**	**412,490**	**17%**

Water Resources

According to the United Nations, agriculture is the largest consumer of the world's freshwater resources, and – demand for water is rising due to population growth, urbanization, and a significant dietary trend from a starch-based diet toward a more water-intensive meat- and dairy-based diet.[2]

Given the county's location within the Great Lakes region, water scarcity tends not to be a major concern, relative to other regions of the United States. In fact, too much water (and lack of proper drainage, due to our flat terrain) is often where the County sees community consternation. For example, upon examining survey comments received as part of this project, **agricultural producers and county residents have both cited drainage issues as a growing problem in the county.**

The blame for drainage issues is wide ranging from too much government interference to not enough government regulations and enforcement, from agricultural practices to new development, and from weather pattern changes to improper treatment of the environment. To better understand root causes, the county may need to further explore drainage issues over this plan's planning horizon.

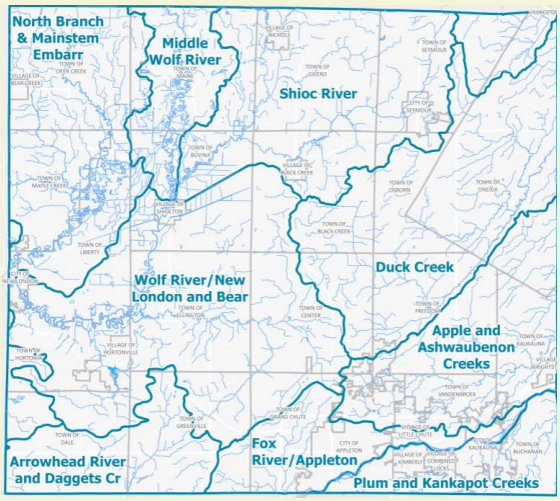
Equally as important as drainage is managing the quality of our water resources. Water quality shares a nexus with public and environmental health and is a worthwhile topic to explore in relation to agriculture, as agricultural runoff and some farming practices contribute to water pollution. Too much manure, fertilizers, and/or sediment as well as the improper use or disposal of pesticides, herbicides, and/or livestock medicines can pollute our surface water and groundwater.[3] The excess nutrients from manure and other agricultural runoff can raise the amount of nitrogen and phosphorus in the water which can create algae bloom, reduce oxygen levels in the water (impacting aquatic species), and increase plant growth at unsustainable rates. The County should continue to encourage sustainable agriculture practices to reduce the runoff of sediment, nutrients, bacteria, pesticides, and other pollutants.

WATER RESOURCES IN THE COUNTY:

Outagamie County's Land and Water Resources Management Plan (2018) indicates that the county contains nine watersheds, about 1,250 miles of streams and river, and 237 acres of lakes and impoundments.

The western half of Outagamie County is in the southeastern section of the Wolf River Basin (see Exhibit 5). In this basin alone, there are 33 county lakes. Most of these are unnamed and small; however, Black Otter Lake and one unnamed lake are larger than 25 acres.

Exhibit 6. Watersheds in Outagamie County
Source: Outagamie County Comprehensive Plan (Map 6).



[2] United Nations. Water, Food and Energy.
[3] Wisconsin Department of Natural Resources. Environmental Impacts of Agricultural Runoff.

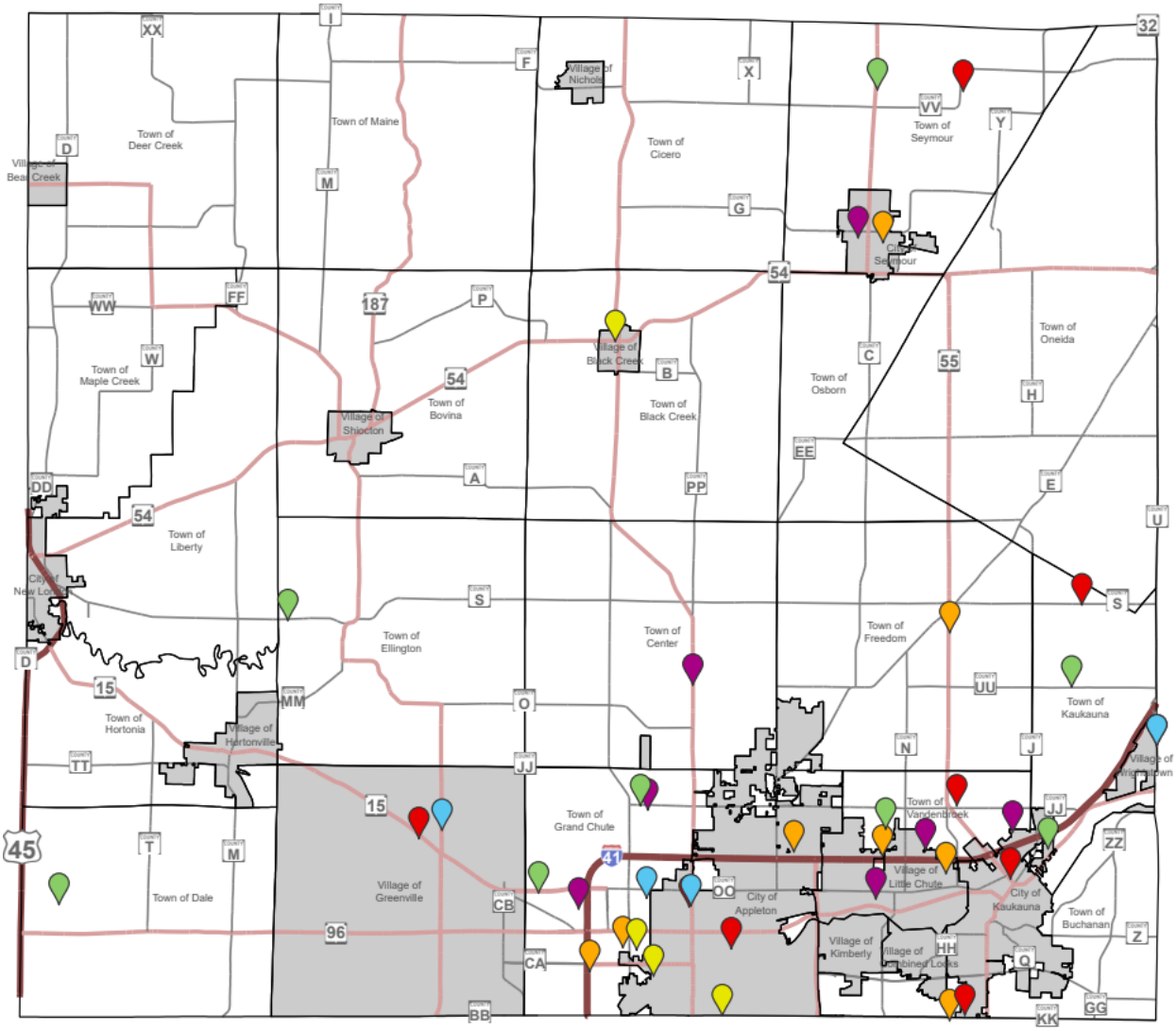
Infrastructure and Enterprises

Outagamie County and the surrounding area contains the necessary balance of services and suppliers for the agriculture industry to remain competitive. Key agricultural infrastructure and enterprises that support the industry in the county include:

- A robust transportation network that enables the efficient movement of agricultural products, farm labor, and goods/services required to support farm operations. The County contains the I-41 interstate, several US highways, and many county trunk highways that traverse throughout the County and link to local road networks. The County is also served by freight rail.
- Ample processing, storage, and supply facilities, as documented in Exhibit 7 and Exhibit 8. The county contains dealers and suppliers of equipment, parts, and repair service; feed and fertilizers; fuel; and livestock. The county also contains an ample supply of storage facilities and manufacturing/processing plants for meat, dairy, animal byproduct, and other agricultural products.

  According to the data displayed in Exhibit 7, most of the county's key processing, storage, and supply facilities are located in the county's incorporated communities to access the region's employment base. They are also in close proximity to I-41 to ensure efficient access to the region's primary transportation outlets. Following an analysis of the data presented in Exhibit 7 and Exhibit 8, as well as findings from a survey of the county's agricultural producers, the county's existing processing, storage, and supply facilities are adequately available.
- Agricultural cooperatives (co-ops), of which Outagamie County contains several. According to the UW Center for Cooperatives (as of Summer 2021), Outagamie County has 13 co-ops. Three co-ops are agriculture cooperatives (located in Appleton, Black Creek, and Seymour) and one co-op is a grocery cooperative (located in Kimberly).
- Concentrated animal feeding operations (CAFOs), of which Outagamie County contains 10 CAFO permittees. According to WDNR (as of May 2022), nine of the permits are held for dairy operations and one permit is held for a beef operation.
- Other agriculture-related enterprises including grocery stores and farmers markets as well as consulting, veterinary, delivery/hauling, and soil testing services. According to the Wisconsin Farmers Market Association, Outagamie County has six farmer's markets. They are located in Appleton, Kaukauna (city), Seymour (city), Greenville, Buchanan (Darboy), and Oneida.

Exhibit 7. Location of Key Processing, Storage, and Supply Facilities in Outagamie County - 2023
Source: Yellow Pages and internet research.



Legend

City/Village Boundary

Processing, Storage & Supply Facilities

- Processing - Dairy & Cheese
- Processing - Meat
- Processing - Other
- Storage
- Supply - Farm Equipment
- Supply - Other

Exhibit 8. Details of Key Processing, Storage, and Supply Facilities in Outagamie County - 2023
Source: Yellow Pages and internet research.

Facility	Location	Type (Mapped)	Type - Detail
McCain Foods	555 N Hickory Farm Ln	Processing - Other	Processing - Potatoes & Snack Foods
GLK Foods, LLC	3912 N Lightning Dr	Processing - Other	Processing - Sauerkraut (Cabbage)
Produce With Purpose Marketplace	W5072 Amy Ave Unit 6 (Just outside county border in Calumet Co.)	Processing - Other	Processing - Fruits & Vegetables
Freedom Feed Mill Warehouse	W2093 Industrial Dr	Processing - Other	Processing - Animal Feed
Cargill Inc	1800 E Elm Dr	Processing - Other	Processing/Supply - Grains and Oilseeds
CP Feeds	361 County Road U	Processing - Other	Processing - Animal Feed
Trust Local Foods	3000 Apostolic St	Processing - Other	Processing - Locally Produced Beverages, Dairy, Meat, Ready Made & Shelf Stable Products (Chips & Canned Produce)
Product Handling Concepts	4010 W Spencer St	Processing - Other	Processing - Other Food
Lakeside Foods Inc	530 E Wisconsin St	Processing - Other	Processing/Supply - Canned & Frozen Veggies, Frozen Appetizers & Seafood, Canned Meats, Canned Beans, Whipped Toppings & Sauces
Jacobs Market	544 N Lawe St	Processing - Meat	Processing - Meat
Geckosus Inc	730 W Frances St	Processing - Meat	Processing - Sausage
The Meat Block LLC	N1739 Lily of the Valley Dr	Processing - Meat	Processing/Supply - Meat
Haen Meat Packing, Inc.	600 W County Road KK	Processing - Meat	Processing/Supply - Meat
Roskom Meats	W803 County Road S	Processing - Meat	Processing/Supply - Meat
Beck's Meat Inc	W2012 County Road JJ	Processing - Meat	Processing - Meat

Facility	Location	Type (Mapped)	Type - Detail
Kaukauna Meats Inc	310 Delanglade St	Processing - Meat	Processing - Meat
Provimi Veal Corporation	W2103 County Rd	Processing - Meat	Processing/Supply - Meat
MCT Dairies, Inc.	2358 W Packard St	Processing - Dairy & Cheese	Processing - Dairy
Foremost Farms USA	1815 W Spencer St	Processing - Dairy & Cheese	Processing - Cheese
Saputo Cheese USA Inc.	307 N Clark St	Processing - Dairy & Cheese	Processing - Cheese
Malcore Foods Inc.	237 E Calumet St	Processing - Dairy & Cheese	Processing - Cheese
Nestle USA Inc	1022 Washington St	Supply - Other	Supply - Wide variety of Food and Beverage Products
Infinity Feeds	440 Morrow St	Supply - Other	Processing/Supply - Animal Feed
Hubbard Feeds	1915 W Edgewood Dr	Supply - Other	Supply - Animal Feed
Midwest Perlite Inc	4280 W Parkway Blvd	Supply - Other	Supply - Fertilizer
Oh Snap! Pickling Company	1725 E Evergreen Dr	Supply - Other	Processing/Supply - Pickled Goods
Frito - Lay	2350 Northridge Dr	Supply - Other	Supply - Snack products
Van De Loo Feed & Grain	W24244 Wege Rd	Supply - Other	Supply - Grain Elevator
Tesch Brothers Implement Inc	N9060 WI-55	Supply - Farm Equipment	Supply - Farm Equipment
Kozlovsky Dairy Equipment Inc	712 County Road UU	Supply - Farm Equipment	Supply - Farm Equipment
DeLaval Dairy Service NE WI - Kaukauna	360 E Farmland Dr	Supply - Farm Equipment	Supply - Dairy Farm Equipment
Swiderski Power Inc.	5500 Clairemont Dr	Supply - Farm Equipment	Supply - Farm Equipment
Dale Hay Farm & Imp	N1177 Shakey Lake Rd	Supply - Farm Equipment	Supply - Farm Equipment
Knuth Farm Equipment	W8315 County Road S	Supply - Farm Equipment	Supply - Farm Equipment
Krone Wisconsin	5085 N Wren Dr	Supply - Farm Equipment	Supply - Farm Equipment

Facility	Location	Type (Mapped)	Type - Detail
R & M Farm and Lawn	N1894 Vandenbroek Rd	Supply - Farm Equipment	Supply - Farm Equipment
Country Visions Cooperative	359 County Road U	Storage - Other	Supply/Storage - Variety of Services
Americold Logistics Appleton	2000 W Pershing St	Storage - Other	Storage - Cold
Food Storage Sales	2125 N Richmond St	Storage - Other	Storage - Misc.
United Cooperative	N1868 Municipal Dr	Storage - Other	Processing/Supply/Storage - Seed and Fertilizer & Grain Storage

STATE AGRICULTURAL TRENDS

A review of state agricultural trends, as presented in this section, can provide an understanding of macro-level changes that may influence Outagamie County over the next 10 years. This assessment finds that in Wisconsin:

- Agricultural land has decreased in total acres. According to the U.S Census of Agriculture, Wisconsin's agricultural land supply is decreasing. Between 2012 and 2017, farmland declined by 250,296 acres (-1.7 percent), from 14,568,926 acres in 2012 to 14,318,630 acres in 2017.
- Farm operations have declined in total number, while the average farm increased in size. According to the U.S. Census of Agriculture, between 2012 and 2017 Wisconsin lost 4,961 farm operations (-7.1%). As agricultural producers leave the business or retire, some sold their farmland to other farmers. Some of these new farmers consolidated their purchased land into their existing farm operations, making them larger and more expansive. Between 2012 and 2017, the average farm operation increased in size by 12 acres, from 209 acres in 2012 to 221 acres in 2017.
- Agricultural land (without buildings and improvements) has increased in value.[4] According to data from the USDA, in 2021, agricultural land sales that continued as an agricultural use sold for an average of $6,202 per acre, compared to $5,221 per acre in 2016 ($981 increase). During this same period, agricultural land sales that diverted to another use sold for an average of $32,158 per acre, compared to $7,558 in 2016 ($24,600 increase). DATCP explains that "the steep climb in values for agricultural land being diverted to other uses came primarily from land being developed for commercial uses in southeastern Wisconsin."
- The number of farm production jobs decreased, while food processing jobs grew.[5] Since 1969, the average annual rate of farming jobs has declined by 0.3 percent while the average annual rate of food processing jobs has increased by 0.5 percent in this same time. For comparison, the average annual rate of growth for all employment in Wisconsin was about 1.9 percent in this time. UW-Extension explains that the downward trend in farm labor is a result of "two driving forces: (1) a decline in the number of farms, and (2) the rise of productivity enhancing technologies." UW-Extension also highlights the importance of growth in the state's food processing sector, stating:

  > *From 2011 [to 2017] total employment in Wisconsin increases by 13.6% but for food processing employment increased by almost 16.5%. This surge in food processing employment is reflective of the growth in specialty food processing, generally those associated with local foods such as craft beers and artisan cheese, and growing demand by consumers for prepared meals (outside of restaurants). If we compare Wisconsin to our neighboring Great Lake States and the nation, this upward swing in food processing is not unique to Wisconsin.*

- Concentrated Animal Feeding Operations (CAFOs) are an expanding agricultural practice. According to WDNR permit data, Wisconsin contained six permitted CAFOs prior to 1995, which grew to 274

[4] United States Department of Agriculture, National Agriculture Statistics Service: WI Agricultural Land Sales, 2021.
[5] UW-Extension, Center for Community Economic Development: Trends in Wisconsin Agriculture Employment.

CAFOs in 2017.[6] Recent data shows that Wisconsin is now home to 327 permitted CAFOs (2022) with the majority specializing in dairy cows (90 percent).[7] There are trade-offs associated with CAFO growth. In terms of benefits, CAFOs maximize food production, create operational efficiencies, and help to keep food prices more affordable. However, they also produce pollutants which impact air, groundwater, surface water, and soil quality. They can also introduce potential odor/noise nuisances, and they are commonly associated with animal welfare concerns. Moreover, as CAFO's expand, they tend to push smaller farms out of business.

- Agritourism is increasingly popular. According to DATCP, agritourism is broadly defined as any agricultural-based activity that brings visitors to a farm or ranch to encourage a connection or reconnection to agriculture.[8] A number of social trends are making agritourism an increasingly popular industry in Wisconsin and nation-wide. For example: there is a growing respect for "making/makers" versus consumption, a growing interest in knowing the source of one's food and how it is produced, a growing interest in food and travel as a sought out cultural experience, and a growing societal desire to mitigate against technology overload by unplugging and reconnecting with traditional skills and lifestyles.[9]
- Consumer preferences are driving demand for healthier and more sustainable food products, and agricultural producers are responding in effective ways. To take one example, organic foods are becoming more of a staple as consumers continue to show an interest in organic eating for health and/or environmental reasons. As of 2021, Wisconsin had 1,516 certified organic operations, up from 1,334 certified organic operations in 2015 (14 percent increase). [10] These figures make Wisconsin a national leader in organic agriculture. In fact, of all US states, Wisconsin ranks #2 with the largest number of organic farms. Wisconsin ranks #4 with the largest amount of certified organic land (250,000 acres).
- The agricultural industry remains strong. According to agricultural statistics compiled by DATCP for Wisconsin (as of April 2022), farming is still a large part of Wisconsin commerce, as explained below:[11]
    - Wisconsin agriculture contributes $104.8 billion annually to our state's economy. Food processing activity contributes $82.7 billion to industrial sales.
    - Agriculture provides 435,700 jobs or 11.8% of the state's employment base. On-farm production contributes 154,000 jobs. Processing contributes 282,000 jobs.
    - Wisconsin is one of the top states in the production of major processing vegetables (e.g., snap beans, carrots, and green peas). The state ranks third in the nation in potato production and the state produces 59 percent of the nation's cranberry crop making Wisconsin the top cranberry producing state in the country.

[6] Zach Raff and Andrew Meyer (2021). *CAFOs and Surface Water Quality: Evidence from Wisconsin*, Agricultural & Applied Economics Association.
[7] Wisconsin Department of Natural Resources. CAFO and CAFO WPDES Permit Statistics.
[8] Wisconsin Department of Agriculture, Trade and Consumer Protection. Agritourism.
[9] Travel Oregon. Market Trends for Agritourism: Information from Other Regions.
[10] UW-Extension, Center for Integrated Agricultural Systems. Organic Agriculture in Wisconsin: 2021 Status Report.
[11] Copied and summarized from DATCP's webpage titled "Wisconsin Agricultural Statistics," on May 3, 2022. https://datcp.wi.gov/Pages/Publications/WIAgStatistics.aspx

- Wisconsin is home to approximately 6,500 dairy farms, more than any other state, and 1.28 million cows. The dairy industry itself contributes $45.6 billion to Wisconsin's economy each year. The feed mills, dairy equipment manufacturers and technicians, veterinarians, construction companies, genetics companies, milk haulers, dairy plants, and dairy software companies - create a wave of economic impact across the entire state.
- Wisconsin produces 25 percent of the nation's cheese. Nearly 1,200 licensed cheesemakers produce over 600 types, styles and varieties of cheese – nearly double the number of any other state.
- Wisconsin exported $3.96 billion of agricultural and food products in 2021 to 146 countries. Wisconsin ranks first in the export of ginseng roots, prepared/preserved cranberries, raw furskins, bovine semen, whey, and sweet corn. The state's top agricultural export markets include Canada, China, Mexico, Korea, and Japan.

COUNTY AGRICULTURAL PROFILE

Outagamie County is developing and its population is growing. However, agriculture continues to play a key role in shaping the county's land base, economy, and culture. This section documents the county's agricultural profile and trends to assess the local agricultural industry and how it is changing.

Farm Operations

As of 2017, Outagamie County contained over 1,100 farm operations, operating on 236,963 farm acres. The average farm operation in the county was approximately 210 acres in size, 11 acres smaller than Wisconsin's average farm size of 221 acres.

Exhibit 9 shows that from 2012 to 2017, the county lost 40 farm operations and 13,785 farm acres.

In this time, the average farm size in the county shrank (by about five acres), despite the average farm size in Wisconsin growing overall (by about 12 acres).

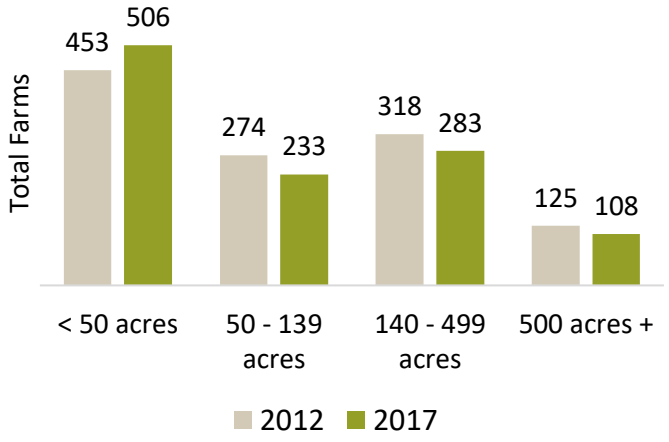
Exhibit 9. Change in Total Farm Operations and Farmland Acreage in Outagamie County - 2012 and 2017
Source: U.S. Census of Agriculture, 2012 and 2017 (Table 8).

	Total Farm Acres	Total Farm Operations	Average Farm Size
2012	250,748	1,170	214.3
2017	236,963	1,130	209.7
Change (2012 to 2017)			
Number	(13,785)	(40)	(4.6)
Percent	-5%	-3%	-2%

When assessing individual operations disaggregated by size, this analysis finds that most of the county's farm operations declined in size, except for operations smaller than 50 acres, which grew by 12 percent (Exhibit 10).

These trends represent a shift in the kinds of operations that comprise Outagamie County's agricultural industry.

Exhibit 10. Change in Farm Operations by Farm Size (Acres) in Outagamie County - 2012 and 2017
Source: U.S. Census of Agriculture, 2012 and 2017 (Table 8).



Farm Labor

Farm workers are a critical resource for farming operations. As of 2017, 338 of the county's 1,130 farm operations (30 percent) relied on hired farm labor.

The number of farm laborers in the county declined from 1,652 workers in 2012 to 1,328 workers in 2017 (Exhibit 11). This experience is consistent with state trends.

Of the county's 1,328 farm laborers, 55 percent worked more than 150 days per year and 45 percent worked less than 150 days per year.

Total payroll for these workers was $23.5 million, which is an average, annual salary of about $17,696 per worker (2017).

Exhibit 11. Change in Farm Workers in Outagamie County - 2012 and 2017
Source: U.S. Census of Agriculture, 2012 and 2017 (Table 7).

	Farm Workers
2012	1,652
2017	1,328
Change (2012 to 2017)	
Number	(324)
Percent	-20%

Agricultural Uses of Land

A majority of farm acres in Outagamie County is used for crops (Exhibit 12). As of 2017, cropland accounted for 87 percent of all agricultural land in the county and 51 percent of the total land area in the county. Cropland acreage declined by about 3,922 acres (about 2 percent) from 2012 to 2017.

Exhibit 12. Changes in Agricultural Uses of Land in Outagamie County - 2012 and 2017
Source: U.S. Census of Agriculture, 2012 and 2017 (Table 8).

	Acres (2012)	Acres (2017)	Change (2012 to 2017)	
			Number	Percent
Cropland	210,085	206,163	-3,922	-2%
Harvested	201,680	196,099	-5,581	-3%
Pastured	1,514	1,037	-477	-32%
Other	6,891	9,027	2,136	31%
Woodland	20,718	16,029	-4,689	-23%
Pastureland	5,194	5,060	-134	-3%
Other	14,751	9,711	-5,040	-34%
Total	**250,748**	**236,963**	**-13,785**	**-5%**

Agricultural Inventory and Production

Exhibit 13 shows livestock inventory in the county. From 2012 to 2017, the only commodities which increased in number were beef cattle/cows (by 27 percent) and chicken and egg-laying chickens (by 78 percent).

Exhibit 13. Change in Livestock Inventory in Outagamie County - 2012 and 2017
Source: U.S. Census of Agriculture, 2012 and 2017 (Table 1).

	2012	2017	Change (2012 to 2017)	
			Number	Percent
Cattle, incl. Calves	99,409	88,951	-10,458	-11%
Cattle, Cows, Dairy	38,017	33,760	-4,257	-11%
Cattle, Cows, Beef	2,202	2,797	595	27%
Hogs	2,053	1,691	-362	-18%
Chicken, Layers	1,986	3,536	1,550	78%
Sheep, Lambs	805	465	-340	-42%

Exhibit 14 shows crop production in the county between 2012 and 2017. Of the core crops produced in the county, only soybeans and corn/silage grew in total volume, by three and 10 percent respectively.

Exhibit 14. Change in Crop Production in Outagamie County - 2012 and 2017
Source: U.S. Census of Agriculture, 2012 and 2017 (Table 1). Note: BU stands for bushels.

	2012	2017	Change (2012 to 2017)	
			Number	Percent
Corn, Grain (BU)	9,419,427	8,854,831	-564,596	-6%
Soybeans (BU)	2,611,627	2,686,904	75,277	3%
Corn, Silage (tons)	500,444	551,855	51,411	10%
Wheat (BU)	488,330	312,955	-175,375	-36%
Hay, Haylage (BU)	149,362	136,431	-12,931	-9%
Oats (BU)	87,962	56,567	-31,395	-36%
Barley (BU)	12,272	5,090	-7,182	-59%

Agricultural Specialties

According to the USDA, as of 2021, Outagamie County ranked eleventh in the state with the most dairy cows. This makes the county a leader in the state in terms of dairy production. As of 2021, the average dairy cow in Outagamie County produced 27,700 pounds of milk, compared to 24,884 pounds on average in Wisconsin overall.

Another important agricultural specialty in the county is cabbage. Agriculture census data shows that Wisconsin farmed 4,593 total acres of cabbage in 2017. Of that total acreage, approximately 1,578 acres (34 percent) was located in Outagamie County. This makes Outagamie County a leading producer of cabbage in the state. In fact, Outagamie County holds a lot of joy and pride it its cabbage production. For example, a 'World Championship Cabbage Chuck" (see Exhibit 15) is an event held annually in Shiocton Lake Park. The event includes cabbage chucking, a contest for the largest cabbage, raffles, and other family-friendly activities.

Exhibit 15. Images from World Championship Cabbage Chuck
Source: www.stdenis-shiocton.org/photos.

Commodity Sales

According the U.S. Census of Agriculture, in 2017, farms in Outagamie County generated $263.7 million in total sales, down from $302.2 million in 2012 (Exhibit 16).

The average farm generated $233,388 in total sales, down from $258,319 in 2012.

Exhibit 16. Change in Nominal Commodity Sales in Outagamie County - 2012 and 2017
Source: U.S. Census of Agriculture, 2012 and 2017 (Table 2).

	Commodity Total Sales	Average Sales per Farm Operation with Sales
2012	$302.2 million	$258,319
2017	$263.7 million	$233,388
Change (2012 to 2017)		
Number	($38.5 million)	($24,930)
Percent	-13%	-10%

More farming operations are generating less in sales from 2012 to 2017.

Exhibit 17 shows that between 2012 and 2017, operations that generated less than $25,000 per year or between $25,000 and $49,999 per year increased by six percent and 58 percent respectively.

During the same period, operations that generated between $50,000 and $99,999, $100,000 and $499,999, and $500,000 or more per year decreased by 24 percent, 13 percent, and 36 percent respectively.

Exhibit 17. Change in Farm Operations by Nominal Commodity Sales in Outagamie County - 2012 and 2017
Source: U.S. Census of Agriculture, 2012 and 2017 (Table 2).

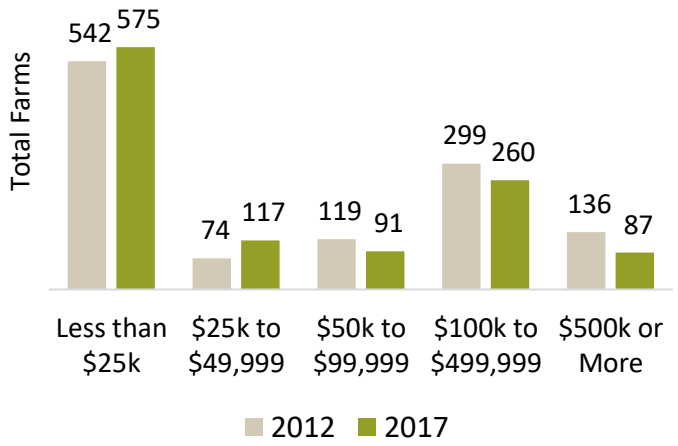


Exhibit 18 and Exhibit 19, on the following page, shows the nominal value of agricultural products produced and sold in Outagamie County in 2012 and 2017. It shows that, in Outagamie County, and:

- Of the crop products listed in Exhibit 18, grain generated the most in total sales ($55.8 million), followed by corn ($30.3 million), (2017). Between 2012 and 2017, and without adjusting for inflation, all products decreased in total sales with the exception of horticulture, which increased by about $2.1 million.
- Of the livestock products listed in Exhibit 19, milk products generated the most in total sales ($146.5 million), followed by cattle and calves ($44.1 million), (2017). Between 2012 and 2017, and without adjusting for inflation, all products grew in total sales with the exception of cattle/calves, which declined by about $5.2 million.

Exhibit 18. Nominal Value of Ag. Products (Crops) Sold in Outagamie County - 2012 and 2017
Source: U.S. Census of Agriculture, 2012 and 2017 (Table 2).

Note: Exhibit includes products with at least $100,000 in total sales in 2017.

	2012	2017	Change (2012 to 2017)	
			Dollars	Percent
Grain	$89.1 m	$55.8 m	($33.3 m)	-37%
Corn	$53.0 m	$30.3 m	($22.7 m)	-43%
Soybeans	$32.4 m	$24.2 m	($8.3 m)	-26%
Horticulture (except cut trees)	$6.6 m	$8.7 m	$2.1 m	32%
Vegetables	$5.7 m	$3.6 m	($2.1 m)	-37%
Other field crops, including hay	$3.6 m	$3.6 m	($36k)	-1%
Wheat	$3.2 m	$1.2 m	($2.0 m)	-63%
Fruit, nut trees	$535k	$319k	($216k)	-40%
Other grain	$244k	$107k	($137k)	-56%

Exhibit 19. Nominal Value of Ag. Products (Livestock) Sold in Outagamie County - 2012 and 2017
Source: U.S. Census of Agriculture, 2012 and 2017 (Table 2).

	2012	2017	Change (2012 to 2017)	
			Dollars	Percent
Milk	$146.5 m	$146.6 m	$39k	0%
Cattle, calves	$49.3 m	$44.1 m	($5.2 m)	-11%
Hogs	$308k	$335k	$27k	9%
Sheep, goats	$282k	$286k	$4k	1%
Specialty animals	$75k	$159k	$84k	112%
Poultry, eggs	$37k	$130k	$93k	251%

Value of Agricultural Assets

The value of agricultural assets in Outagamie County is increasing. Between 2012 and 2017, and after adjusting for inflation, the county's total agricultural asset value increased by 21 percent (about $293.7 million). The average asset value per farm operation increased by 25 percent (about $302,730), and the average asset value per acre increased by 28 percent (about $1,567).

In 2017, Outagamie County recorded $1.7 billion in agricultural assets (Exhibit 20), which was approximately 2.4 percent of the total value of agricultural assets in Wisconsin.

The average farm operation in Outagamie County recorded $1.5 million in total assets in 2017, compared to $1.1 million for the average farm operation in Wisconsin.

Exhibit 20. Inflation-Adjusted (2017 dollars) Value of Assets (Ag. Land, including Buildings) in Outagamie County – 2012 and 2017

Source: U.S. Census of Agriculture, 2017 (Table 8). Note: asset value includes agricultural land, including buildings.

	2012 (2017 $)	2017
Total Asset Value	$1.4 billion	$1.7 billion
Per Farm Operation	$1.2 million	$1.5 million
Per Ag. Acre	$5,640	$7,207

Agricultural Land Transactions

Between 2000 and 2020, agricultural producers sold 45,936 acres of agricultural land in Outagamie County. This land is increasingly being sold to other agricultural producers. For example, Exhibit 21 shows the distribution of agricultural land sold between 2000 and 2020, by subsequent use. In 2010 and onward, the county saw a shift in sales, with most agricultural land being sold to owners who continued to use the land for agriculture. This trend may be caused by several factors, including:

- Farmland preservation efforts are taking hold in the county and state.
- A glut of land purchased for development prior to 2010 on speculation has taken years to develop through lot inventories.
- Housing trends have moved the market towards multifamily housing in urban areas and housing in proximity to urban services.
- Consolidation of farms and CAFO growth have increased demand for smaller tracts of land by larger farm operators to expand, grow feed, or spread manure.

Exhibit 21. Share of Ag. Land (Acres) Sold by Subsequent Use in Outagamie County - 2000 through 2020

Source: USDA National Agricultural Statistics Service.

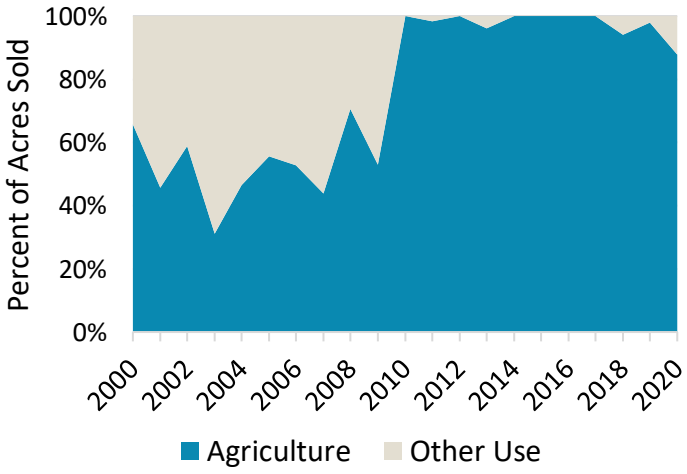


Exhibit 22 and Exhibit 23 show the average, per acre cost of agricultural land sold in Outagamie County.

Exhibit 22 examines agricultural land sold with improvements. Between 2000 and 2020, agricultural land diverted to other uses often sold for a premium. However, between 2010 and 2017 and in 2019, all agricultural land with improvements sold to owners that continued to use the land for agriculture.

Exhibit 22. Average Cost per Acre of Agricultural Land (with Improvements) Sold by Subsequent Use in Outagamie County - 2000 through 2020

Source: USDA National Agricultural Statistics Service.

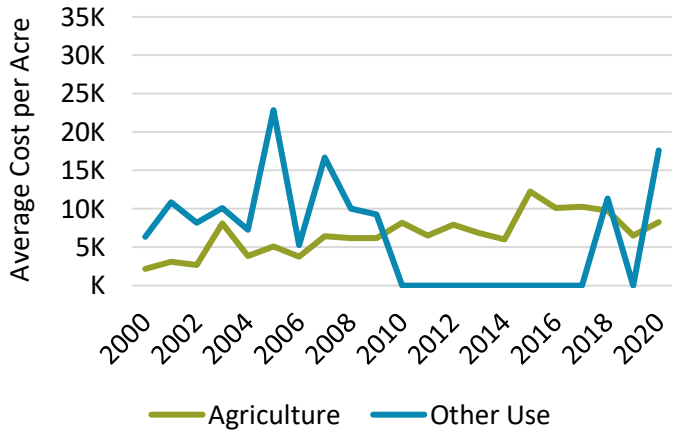
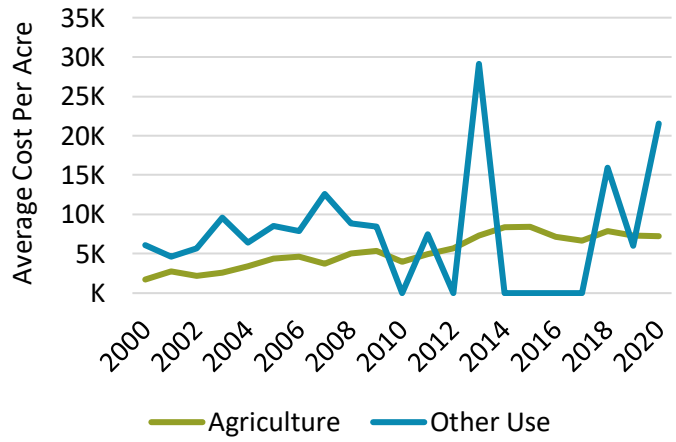


Exhibit 23 looks at agricultural land without improvements. Between 2000 and 2020, agricultural land diverted to other uses often sold for a premium. However, in 2010, 2012, and between 2014 and 2017, all agricultural land without improvements sold to owners that continued to use the land for agriculture.

Exhibit 23. Average Cost per Acre of Agricultural Land (without Improvements) Sold by Subsequent Use in Outagamie County - 2000 through 2020

Source: USDA National Agricultural Statistics Service.



DEVELOPMENT TRENDS & NEEDS

This section identifies, describes, and documents other development trends, plans, and needs that may affect farmland preservation and agricultural development in Outagamie County.

Factors Affecting Development

New development spreading from more urbanized areas of the county can put added pressure on agricultural and open land. This section highlights a few factors that may contribute to growing development pressures.

POPULATION GROWTH

Outagamie County's population is growing.

From 2000 to 2020, the county's population grew by 29,734 people (about 18 percent), (Exhibit 24).

According to Wisconsin's Demographic Services Center, county population is projected to continue growing by another 24,585 people or about 13 percent between 2020 and 2040.

Exhibit 24. Population Trends and Projections in Outagamie County - 1980 through 2040

Source: U.S. Decennial Census (1980 to 2020); Wisconsin DOA, Demographic Services Center (2030 and 2040).

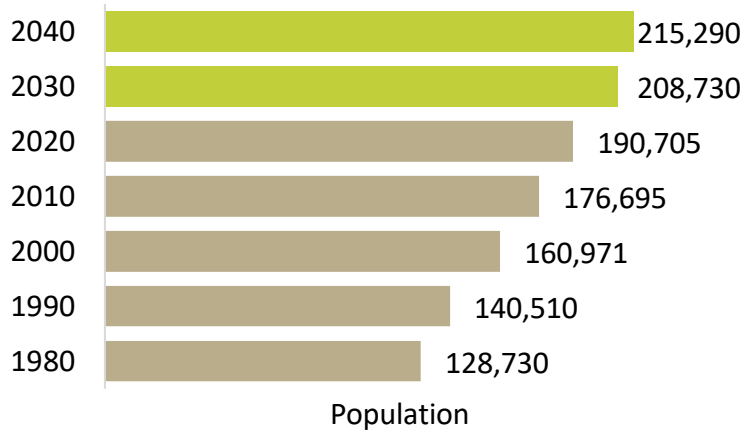


Exhibit 25, on the following page, presents more granular population trend data to analyze change at the municipal level between 2010 and 2020. The data show marginal growth (less than 200 people) or declining growth in most of the county's townships.

Some of the county's Towns have, however, experienced more growth which could potentially create land use issues in the future if growth management practices are not followed. For example, between 2010 and 2020, the Town of Grand Chute's population increased by 2,912 people (14 percent change), which is a level of growth commensurate with many of the county's incorporated communities. The Towns of Ellington, Freedom, and Center added a fair amount of people to their populations in this time as well (416, 374, and 220 people respectively). Population growth is associated with housing and business growth and these findings show that urbanization from the Fox Cities is continuing to expand north, deeper into rural Outagamie County. To mitigate potential land use issues while preserving farmland, the County should implement the policies and recommendation set forth in this Plan and its Comprehensive Plan to guide growth and development to planned growth areas.

Exhibit 25. Population Change in Outagamie County Towns and Incorporated Areas - 2010 and 2020
Source: U.S. Decennial Census, 2000 and 2020. Note: Data for Appleton, New London, and Wrightstown represent the portion of the community in Outagamie County only.

Towns in Outagamie County	Total Pop. 2010	Total Pop. 2020	Population Change (2010 – 2020)	
			Number	Percent
Black Creek	1,259	1,251	-8	-1%
Bovina	1,145	1,153	8	1%
Buchanan	6,755	6,857	102	2%
Center	3,402	3,622	220	6%
Cicero	1,103	1,008	-95	-9%
Dale	2,731	2,869	138	5%
Deer Creek	637	630	-7	-1%
Ellington	2,758	3,174	416	15%
Freedom	5,842	6,216	374	6%
Grand Chute	20,919	23,831	2,912	14%
Hortonia	1,097	1,052	-45	-4%
Kaukauna	1,238	1,306	68	5%
Liberty	867	826	-41	-5%
Maine	866	851	-15	-2%
Maple Creek	619	591	-28	-5%
Oneida	4,678	4,579	-99	-2%
Osborn	1,170	1,200	30	3%
Seymour	1,193	1,191	-2	0%
Vandenbroek	1,474	1,627	153	10%
Total Pop. – Unincorporated	**59,753**	**63,834**	**4,081**	**7%**
Total Pop. – Incorporated	116,942	126,871	9,929	8%
Total Pop. – Outagamie Co.	**176,695**	**190,705**	**14,010**	**8%**

HOUSEHOLD GROWTH

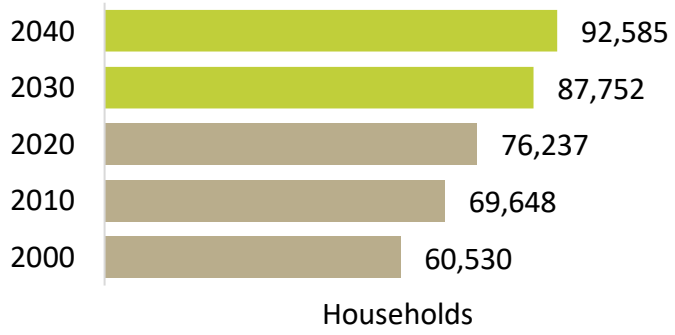
The county is experiencing increased household formations and shrinking household sizes. From 2000 to 2020, the county added 15,707 households and is projected to continue growing through 2040 (Exhibit 26).

The county's average household size declined from 2.66 in 2000 to 2.54 in 2010, and then to 2.50 in 2020.

As the county's population grows and household sizes shrink, greater demand for new housing will exist.

Exhibit 26. Household Trends and Projections in Outagamie County - 2000 through 2040

Source: U.S. Decennial Census (2000, 2010, 2020); Wisconsin DOA, Demographic Services Center (2030 and 2040).



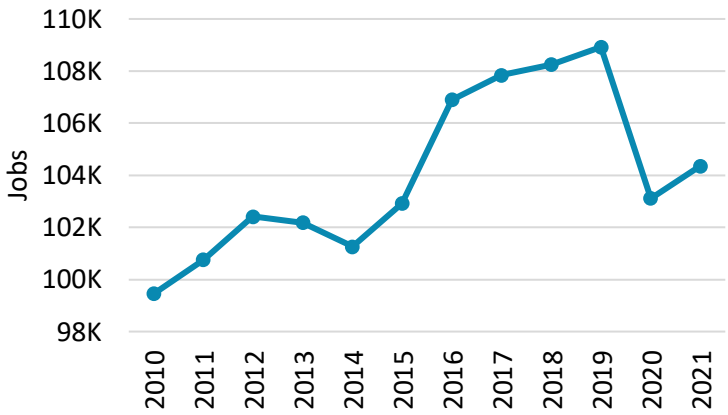
EMPLOYMENT GROWTH

The number of jobs in the county has increased since 2010, even with the sharp decline in employment in 2020 resulting from the COVID-19 pandemic.

Between 2010 and 2021, total jobs increased by 4,910, from 99,450 jobs in 2010 to 104,360 jobs in 2021. This represented a five percent change (Exhibit 27).

Exhibit 27. Employment Growth in Outagamie County - 2010 through 2021

Source: QCEW. Note: Jobs in the estimate include all jobs covered by State unemployment insurance laws and Federal workers covered by the UCFE.



Outagamie County is located in the Bay Area Workforce Development Area. Non-farm jobs in this region are projected to grow through 2028 (Exhibit 28). As employment growth occurs, some of these new jobs will be absorbed in Outagamie County.

As the job base grows, the region will become a more desirable place to live and demand for developable lands will increase.

Exhibit 28. Non-Farm Employment Projections in the Bay Area Workforce Development Area - 2018 to 2028

Source: Wisconsin, Department of Workforce Development.

	Non-Farm Jobs
2018	457,622
2028 (Projected)	474,451
Change (2018 to 2028)	
Number	16,829
Percent	3.7

Factors Affecting Farmland Preservation

This section discusses development trends and community needs that may affect farmland preservation and agricultural development in Outagamie County.

HOUSING

Population growth (Exhibit 24) and the formation of new households (Exhibit 26) will result in demand for new housing in Outagamie County. The delivery of new residential dwelling units can put pressure on more rural areas of the county, as development sprawls from existing urban areas, toward more undeveloped areas of the county (i.e., agricultural and natural areas).

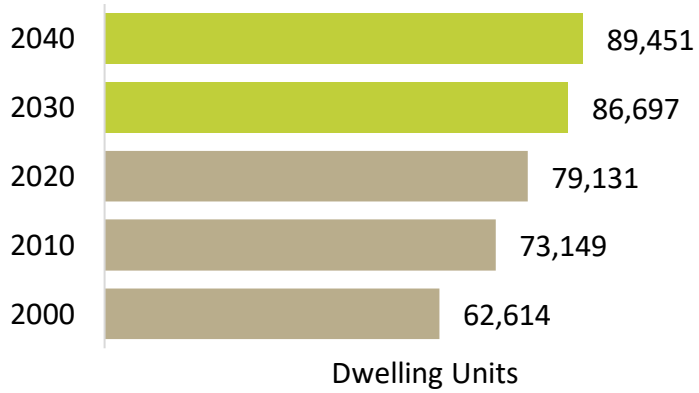
Exhibit 29 shows that, between 2000 and 2020, Outagamie County's housing stock increased by 16,517 units (26 percent).

According to projections developed by the state, Outagamie County is forecast to need 10,320 units between 2020 and 2040.

According to the *Fox Cities and Greater Outagamie County Housing Strategy* (2022), the larger region will need 10,910 to 17,738 new dwelling units through 2030 to accommodate housing underproduction and population growth.

Exhibit 29. Dwelling Unit Growth and Projections in Outagamie County - 2000 through 2040

Source: U.S. Decennial Census; Wisconsin DOA, Demographic Services Center. Note: Projections use DOA population projections and assumptions for average household size (2.5) and residential vacancy (5%).

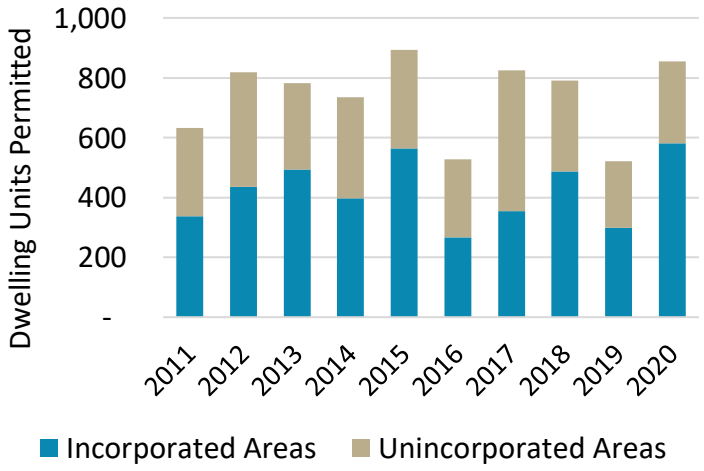


Between 2011 and 2020, approximately 7,937 dwelling units were permitted in Outagamie County, averaging 722 new units per year (Exhibit 30).

In this time, approximately 56 percent of the dwelling units were permitted in incorporated areas (cities or villages) and 44 percent in unincorporated areas.

Exhibit 30. Residential Dwelling Units Permitted in Outagamie County - 2010 through 2020

Source: U.S. Department of HUD, SOCDS. Note: The analysis includes all of Appleton, New London, and Wrightstown.



TRANSPORTATION

Outagamie County's transportation network will influence development countywide, as will the local transportation networks developed by towns, villages, and cities. In terms of County infrastructure, completion of CTH CB is the County's last planned route needed to complete its network. The County plans to extend CTH CB north from STH 15 in the Village of Greenville, to Mayflower Drive in the Town of Grand Chute, and then north to CTH JJ. Development of this route will unlock additional development potential in an already, quickly urbanizing portion of the county.

The County is also slowly urbanizing its highways on an ongoing basis. As part of this process, roadways are improved to handle increased traffic flow, and multimodal transportation options through the development of multi-use paths, sidewalks, or bicycle paths to accommodate pedestrians and cyclists. The urbanization of roadway segments may draw development interest in adjacent areas.

Wisconsin's Department of Transportation (WisDOT) is also embarking on a large project (design, acquisition, and reconstruction) along the I-41 corridor from WIS-96 (Wisconsin Avenue) in Appleton to County Road F (Scheuring Road) in De Pere. Construction is anticipated to complete by 2030. The improvements WisDOT implements will make traveling into Outagamie County more accessible, thereby making the county a more attractive place to live, work, and/or visit.

UTILITIES AND COMMUNITY FACILTIES/SERVICES

Utilities including electric, natural gas, sewer, water, and telecommunications are important services that residents and businesses rely on to meet basic needs. Community facilities include parks and recreational areas, public facilities and centers (government buildings, libraries, schools, etc.), healthcare and social service facilities, and other educational facilities. For more information, Outagamie County's Comprehensive Plan identifies, describes, and in many cases maps the utilities and community facilities found in the county.

Like the County's transportation system, utilities and community facilities largely impact growth patterns in Outagamie County. For example, development tends to locate in areas with access to utilities and services, making agricultural lands near cities and villages (with greater concentrations of these resources) more enticing to developers.

RENEWABLE ENERGY

Renewable energy sources are receiving increased attention around the State, including in Outagamie County. Agriculture and renewable energy industries are linked in many respects, for example:

- According to a 2016 study, Wisconsin had 136 operating anaerobic digesters, of which 34 were agriculture related.[12] Anaerobic digesters can produce renewable heat and electricity from animal waste, crop residue, or byproducts from milk and cheese. An advantage of these digesters is that they can reduce environmental problems associated with manure waste such as stream and groundwater contamination.
- Production of corn to create ethanol, a common biofuel that is renewable and a cleaner alternative to petroleum-based fuels, is on the rise. According to the Wisconsin Corn Growers Association, "Wisconsin's eight ethanol plants produce more than 500 million gallons a year – making Wisconsin the ninth-largest ethanol producing state in the country. These plants use

[12] Wisconsin Office of Energy Innovation (2016). Wisconsin Biogas Survey Report.

more than 180 million bushels of corn each year – about 37 percent of the state's corn crop. Ethanol production in Wisconsin generates $4.2 billion in economic activity, impacting 19,000 jobs, with $982 million in wages, and generates $306 million in taxes."[13]

- Wind turbines are becoming more popular for electricity generation and it is possible that the increased number of turbines will have an impact on farmland preservation as wind turbines are typically installed in rural areas. However, an unintended outcome of wind farm placement is that they provide deterrence to non-farm residential development, helping to preserve agricultural activities in and around the wind farm locations.
- Another growing trend in Wisconsin is small- and large-scale solar farms. Like wind turbines, solar farms are typically installed in rural areas, and therefore, can impact the agricultural landscape.

As demand for renewable energy grows, farmers may become increasingly incentivized to sell or lease their lands to accommodate wind and solar facilities, especially if renewable energy companies are willing to pay a premium for the space. The locational characteristics that may be more desirable for solar and wind companies are those areas which:

1. Are in proximity to existing electrical grid infrastructure, such as transmission lines and substations.
2. Have slopes that are five percent or less.
3. Have minimal environmental constraints.

REGULATORY FRAMEWORK: SOLAR AND WIND FACILITIES

In regards to the installation of wind energy and solar energy systems, Outagamie County follows Wisconsin Statutes (66.0401).

Outagamie County has some regulatory control over small wind and solar generation facilities, but has no control over the installation of large facilities (projects producing over 100 Megawatts of power). Large facilities are controlled by the Wisconsin Public Service Commission (PSC). The PSC coordinates their review with WisDOT and DATCP, and may take local ordinances into consideration. While Outagamie County does not have local control or discretion to approve/deny these projects, they can provide input at public hearings held by the PSC.

Local governments may enter into a developer's agreement with the developer, but this is optional. The agreement can provide the County assures related to road maintenance, hours of operation, decommissioning responsibilities, and other concerns.

In the last several years, the County has become aware of two solar facility inquires: (1) a 100+ Megawatts Solar Facility inquiry on approx. 1,100 acres in the Town of Maple Creek and (2) a 100+ Megawatt Solar Facility inquiry on approx. 750 acres in the Town of Deer Creek and Waupaca County. Both projects are considered "large facilities" (see sidebar above). Both of these projects are located in farmland preservation areas, which impacts the County's efforts to preserve existing and prime farmlands.

[13] Wisconsin Corn Growers Association. Ethanol.

COMMUNICATION

Following the development of *Outagamie County's Broadband Study Report* (2022), the County is working to improve access to and the reliability of broadband internet services and cellular connectivity countywide.

As broadband and communication services expand into more rural areas of the county, development in rural areas could become more attractive as they will be able to better accommodate business and household demands (which increasingly require high-quality, uninterrupted internet and cellular access). However, farms that rely on the internet for business deals and operations can also benefit from improved communication services.

BUSINESS DEVELOPMENT

The local agricultural industry has historically remained an important component of Outagamie County's economy. The 1,130 farms in the county produce products that provide economic security to other local businesses such as food processors, manufacturers, veterinarians, garden centers, grocery stores, and restaurants. In addition, the farmers of these operations support county businesses by purchasing products, equipment, and services. The success of these farming operations enables a strong economy.

Continued growth of the county's agricultural industry (including the development, retention, and expansion of agricultural businesses) will be influenced by many factors, including:

- Availability and cost of farm labor.
- Availability and cost of land to lease or buy.
- Availability and cost of farming equipment, material, and supportive services (e.g., veterinary care, etc.).
- Ability to obtain needed financing.
- Market volatility, production costs, commodity prices, and profit margins.
- The amount of non-agricultural development encroaching in agricultural areas.

COMMUNITY PERSPECTIVE:

According to Outagamie County's farmland preservation community survey (taken by primarily residents / non-farmers), 10% of respondents believe agriculture in the county is a growing industry, 63% believe it has some growth potential, and 27% believe it is a declining industry with no future growth potential.

In addition, business development and industry growth will be influenced by the changing demographics of our existing agricultural producers. For instance, according to the farmland preservation survey, taken by agricultural producers:[14]

- Approximately 61 percent of respondents were 60 years or older; 29 percent were 70 years or older.
- A third of respondents indicated they will discontinue farming in less than 10 years; another third of respondents will discontinue farming in 10 to 20 years.

[14] Outagamie County's Farmland Preservation Agricultural Producer Survey (question 7, 9, 10, 11, and 22). The survey received responses from 81 agricultural producers in Outagamie County.

- In the past five years, most respondents (91 percent) did not expand their operations – primarily due to satisfaction with their current size or due to the owner/operator nearing retirement.
- When asked about respondents' plans for their operation once they retire, 19 percent said they did not know and another 19 percent said they plan to sell their land to the highest bidder.
- A majority of respondents (63 percent) do not have a farm transition plan or estate plan in place.

When agricultural producers were asked about how the County could better support the protection of agricultural operations, survey respondents provided ample suggestions including: restrict urban sprawl (particularly for rural subdivisions/residential uses), reduce taxes on farmland, reduce government regulations, help farmers navigate the various rules and regulations to create a business, develop marketing strategies to inform the general public of the importance of agriculture, reward small farmers, help get youth involved in agriculture, provide low interest-loans, and provide education.[15] Engaging in some of these activities over the planning period can guide future business development objectives.

WASTE MANAGEMENT

Brown, Outagamie, and Winnebago Counties signed an agreement in 2007 to develop a single-stream recycling facility. The partnership has created waste management services, including landfill and recycling efficiencies, for the benefit of all residents.

The Tri-County Recycling Facility, operated by Outagamie County Recycling & Solid Waste, was completed in 2009 and is one of the largest publicly owned and operated, single-stream recycling facilities in the United States. The facility is capable of processing up to 100,000 tons of material each year, so the facility's service area could be expanded in the future. The facility not only serves all Brown, Outagamie, and Winnebago communities, but it also serves most of Northeast Wisconsin (nearly 16% of the state's population).

The Outagamie County Recycling & Solid Waste Department also provides solid waste disposal by providing extensive landfill operations management. The landfill site encompasses 450 acres of existing and future landfill development potential. In 2001, Brown, Outagamie, and Winnebago Counties regionalized landfill operations. In 2012, Outagamie County became the host regional landfill with the creation of the Northeast Landfill. Annually, the Northeast Landfill safely and responsibly services the needs of over 200,000 households and manages over 500,000 tons of municipal solid waste from the Tri-County region and has a capacity to hold over 7 million cubic yards of refuse. The landfill employs state-of-the art compaction and alternative daily cover methods to insure the value of the air space is maintained allowing the landfill to maximize its capacity over its 10 plus years of site life.

Outagamie County Recycling & Solid Waste also maintains a transfer station which opened in 2005 and a resource recovery park which opened in 2020.

MUNICIPAL EXPANISON

Municipal expansion, described here, involves the expansion of cities or villages into towns via annexation. The county contains four cities and eight villages. As they continue to experience population and business growth, existing lands in cities and villages may become insufficient to accommodate demand for housing and business locations. As this occurs, developers will begin establishing plans to

[15] Outagamie County's Farmland Preservation Agricultural Producer Survey (question 19).

develop adjacent to these communities – where larger tracts of land are available to develop in proximity to city/village services and utilities. This reality can sometimes create land use issues, particularly if urban development and/or sprawl occurs absent annexation and that development results from incompatible development locating near agricultural enterprises. Further, development pressure from cities and villages into unincorporated areas can sometimes jeopardize farmland preservation efforts since development in unincorporated areas typically occurs at lower densities then they would have in incorporated areas. Finally, it makes promoting agricultural development more challenging (i.e., when development infringes on prime agriculture lands, it can make that agricultural land and/or agricultural enterprises less valuable).

Development pressure in towns may be alleviated, to a certain extent, through land use efficiency measures and improved growth management policies adopted by the County, towns, and cities/villages. Development pressures could also be alleviated through thoughtful boundary agreements and extra-territorial zoning plans, developed in coordination with cities/villages and adjacent towns. It is well advised that boundary agreements and extra-territorial zoning plans consider both the need to accommodate development as well as the need mitigate sprawl to preserve farmlands.

ENVIRONMENTAL PRESERVATION

Outagamie County's natural resources are facing increased pressures from a growing population. Further, at the cost of natural areas and agricultural lands, natural landscapes are being diminished in the county for "country style living." As development pressure grows, the preservation of natural lands, the protection of groundwater resources, and the mitigation against pollution and contaminants will become more challenging. If left unrestrained, these pressures will result in unplanned, poor development patterns and an inefficient use of land, water, and raw materials.

To better preserve environmental areas such as wetlands and water bodies, the State and County establish plans, policies, and regulations that aim to direct development away from protected environmentally sensitive areas and environmental corridors. County specific plans that provide this guidance include:

- Volume 1 of Outagamie County's Comprehensive Plan. The Natural Resources Element of the County's Comprehensive Plan (beginning on page 64) provides background on the County's geographic and geologic profile. It includes information and maps related to the County's existing and current conditions; metallic and nonmetallic mineral resources; topography; soil characteristics; and water, woodland, and wetland resources. This plan provides guidance on the specific environmental areas and facets that should continue to be preserved and protected into the future.
- Volume 2 of Outagamie County's Comprehensive Plan. Volume 2 of the County's Comprehensive Plan provides valuable policy direction and recommendations related to environmental preservation. Particularly important and relevant is documentation of *Goal 6: Wise Land Development and Conservation Practices*. Recommendations highlighted under this Goal include:
    - Ensure the protection of environmentally sensitive areas.
    - Maintain and enforce the County's storm water and erosion control ordinances.
    - Provide education and technical assistance to land owners for best conservation and nutrient management
    - Limit pollution of our waterways.

    - Encourage development of blighted parcels and brownfields.

- Outagamie County's Land and Water Resource Management Plan. This plan focuses on the current and existing conditions of the county and its land use and agricultural trends. This plan also includes assessments of the natural resources, the estimated rural nonpoint source pollutant loading and priority watershed reduction goals. Importantly, this plan highlights implementation tactics, education strategies, and the County's five-year work plan.
- Outagamie County's Watershed Plans. The County has six 9 Key Element Plans, pertaining to each of the specific watersheds in the County. Each plan discussed the applicable watershed, soil characteristics, and land use/land cover characteristics. The plan also documents water quality and nearby facilities, agricultural lands, and wetlands. The plan highlights goals, objectives, and management techniques that the County will implement to protect the watershed and to measure plan progress and success.

CONNECTIONS TO OUR FOOD SYSTEM

The *Outagamie County Comprehensive Plan 2040: The Shared Path Forward* (2018) recommended the development of a food systems element in the next update of the County's Farmland Preservation Plan. This section satisfies this recommendation, although further exploration may be desired as part of a future, distinct project.

What is a food system?

A food system is a web of activities involving the production, processing, distribution/warehousing, and consumption of food. These four components are further explained below.

- Production: Production involves the use of land and farming practices (e.g., soil and crop management, livestock breeding, harvesting, etc.) to grow agricultural products and/or to raise livestock. Production is the first stage of the food system – it creates the raw materials which are ultimately transported to an end consumer or to a processing facility to be further transformed into a finished product. Production can function differently depending on the scale of the farm and the farming practices employed.
- Processing: Processing refers to the stage of the system that transforms a raw product into a value-add product. For example, it is the transformation of peanuts to peanut butter or fruit to fruit juice. Most food products in the United States require some level of processing, storage, and/or packaging.
- Distribution and Warehousing: When raw products are ready to be sent to a processing facility, or when raw/value-add products are ready for market, they must be distributed. Products can be distributed regionally, nationally, or internationally. These products ultimately work their way to a retail outlet which can include grocery stores, restaurants, and farmer's markets. As an interim step, warehouses are often relied upon to store products prior to or between deliveries.
- Consumption: Consumption is the final component of the food system. It involves consumers (all of us) purchasing food products at a retail outlet to consume.

A successful food system relies on many actors, infrastructure, and sub-systems (e.g., policy systems, financing systems, etc.). Concerns associated with the food system typically involve the governance and economics of food production, sustainability of the system itself, food waste, equity and food access/food security, and the impacts of food system activities on the natural environment and on human health.

Exhibit 31, on the following page, shows the interconnectedness of many of the factors that affect a typical food system. In the outer ring, the exhibit highlights the key components of the system previously discussed. The inner ring highlights key factors that affect or are affected by our food system as a whole (e.g., employment, trade, health and nutrition, animal welfare, etc.).

Exhibit 31. Food System Elements
Source: food.systems.

Increasingly, communities are shining light on the need to maintain "resilient" food systems – which are systems that can withstand and recover from natural or human-made disruptions, while continuing to ensure a sufficient supply of food for all. According to a guide supported by the USDA,

> *Food systems have always been vulnerable to hazards like pests and bad weather, [but] with climate-related shocks and stressors adding to existing hazards facing food systems, this is a critical time to examine food system vulnerabilities and work to ameliorate them… by turning to the concept of resilience to predict, assess, and improve how systems and the actors within them cope with disruption.*[16]

[16] Jenileigh Harris, et al., (2019). Food Systems Resilience: Concepts & Policy Approaches, Center for Agriculture and Food Systems, Vermont Law School.

Why consider the food system in our Farmland Preservation Plan?

Our food system starts at the farm and begins with the farmer. To meet society's food production targets and consumer demands, communities must safeguard their agricultural land supply and ensure existing agricultural enterprises can continue to operate successfully. Monitoring these activities through a reoccurring planning process (such as this one), provides the framework to do just that.

Furthermore, the food production component of our food system (and the agricultural industry more generally), can only truly thrive if the system as a whole functions well. This is because each component shares an interdependent relationship with the other. In essence, the success of one stage relies on the success of another. As such, in addition to monitoring agricultural land and enterprises, keeping a gauge on processing, distribution/warehousing, and consumption activities is another way to ensure the viability of farming operations in Outagamie County. It will also ensure the county has a resilient food system.

While a robust food system assessment is outside the scope of this plan, this plan could serve as a launch pad for further exploration. Exhibit 32 presents key questions that a future study could help to answer.

Exhibit 32 Food System Assessment: Examples Research Questions
Source: Outagamie County.

Production	Processing
• Do farm operations of various sizes have equal access to food processing facilities and distribution services in the region? • How can community / school gardens and urban agriculture play a larger role in food production? • How can community-supported agriculture partnerships be bolstered in the county?	• Are relationships between producers and processing facilities in the region strong? • Are there barriers preventing meat, produce, and artisan processing facilities from locating in the region?
Distribution and Warehousing	**Consumption**
• What infrastructure gaps exist that make activities involving food aggregation, cold storage, and transportation more challenging? • How far do food products, sold at local food retailers, travel following production? • In the face of a disaster or disruption, what processes (or emergency management practices) are in place to ensure food distribution? • What processes are in place to limit food waste and spoilage?	• What is the relationship between the number, type, and location of food retailers and consumer markets? • Are residents educated on the ways to support local producers? • Can institutional food buyers use their collective buying power to influence the food supply chain, and promote healthier foods being grown/raised and processed locally? • What food waste management policies do local food retailers have in place? How successful are they at reducing waste?

ANTICIPATED CHANGES

In summation of the data and analysis presented in Part 2, this plan anticipates continued changes in the nature, scope, location, and focus of agricultural production within Outagamie County and over the planning period. Some key findings that support this conclusion include:

- **Loss of farmland acres.** Between 2002 and 2017, the county lost a total of 26,522 acres (an average loss of 1,768 acres per year). If this trend were to continue at this same rate (e.g., it was extrapolated linearly into the future), the County would lose its entire agricultural land supply (236,963 farm acres as of 2017) by year 2151.

  To ensure we safeguard our farmland for future generations, it is prudent that the County continue to monitor its agricultural land supply, improve its land preservation measures, and continue to make smart land use decisions.

  A primary reason for the county's loss of farmland acres is due to increased urbanization pressures and population growth over the last couple decades. If the Fox Cities (southern Outagamie County) continues to be a desirable place to live, work, and play, we can anticipate urban and residential development to continue expanding north and west into our more rural landscape. This will impact the county's prime farmlands, and available land supply for agriculture more generally.

> **COMMUNITY PERSPECTIVE:**
>
> According to Outagamie County's farmland preservation community survey (taken by primarily residents / non-farmers), 85% of respondents want farming and agriculture to be a major part of the county's identity in the future.

- **Change in the size of production.** Over the last several years, the County has experienced growth in the number of small agricultural operations and a decline in the number of more moderate sized operations. In this same time, CAFO growth across the state and county has made mega-farming practices much more customary. These trends highlight a notable shift in the nature and scope of operations that are representative of Outagamie County's agricultural industry.
- **Declines in the industry's employment base.** Consistent with state trends, farm labor in Outagamie County is down – declining by 20 percent from 2012 to 2017. The demographics of our farm owners/agricultural producers are also changing. Many are reaching or have surpassed retirement age and a majority share of surveyed farm operators do not have succession plans.
- **Narrowing of agricultural inventory.** As a result of CAFO growth and monocropping trends, the county's agricultural production, in terms of inventory, has become more focused. Between 2012 and 2017, inventory of key livestock was down with the exception of chicken and beef cattle/cows. Inventory of key crops was down, with the exception of soybeans and corn silage.

This plan anticipates processing, supply, and distribution facilities and business development will remain stable over the planning period. However, as the region continues to grow and develop, there may be opportunities for growth and expansion of these industries. Some key findings that support this conclusion include:

- **Strong processing, storage, and supplies industry.** The County contains 22 processing facilities, four food storage facilities, and 15 food and farm equipment supply facilities. Many of these facilities have a long history of being located in the region. Some facilities have located or

expanded in the County in the last few years suggesting that, at least recently, there was market potential to absorb.

- Proximity to an increasingly efficient transportation network. Outagamie County's location near the I-41 corridor positions us in a strong location to accommodate the distribution of agricultural goods and services. Improvements to the I-41 corridor through 2030 will further advance efficiency (further incentivizing business location decisions).
- Job growth. Consistent with national trends, food processing jobs have been increasing for decades across Wisconsin. This upward trend is anticipated to endure due to growth in specialty food processing industries.

PART 3

FARMLAND PRESERVATION AREAS

A critical component of Outagamie County's Farmland Preservation Plan is its farmland preservation maps. The maps discussed in this section and presented in large-format in Appendix A, delineate agricultural and natural resource areas intended for long-term preservation. The maps were developed using a streamlined process, as described below.

Framework for Identifying Preservation Areas

To establish the farmland preservation area maps, Outagamie County relied on three streamlined frameworks (i.e., a series of steps that factor in specific, *objective* criteria and available GIS datasets). A single framework was used for each of the following community types:

Unincorporated Community with Farmland Preservation (FP) Zoning	**Unincorporated Community without Farmland Preservation (FP) Zoning**	**Incorporated Community**
• Town of Black Creek • Town of Cicero • Town of Deer Creek • Town of Hortonia • Town of Kaukauna • Town of Maple Creek • Town of Seymour	• Town of Bovina • Town of Buchanan • Town of Center • Town of Dale • Town of Ellington • Town of Freedom • Town of Grand Chute • Town of Liberty • Town of Maine • Town of Oneida • Town of Osborn • Town of Vandenbroek	• Village of Greenville

Each framework (summarized in the sub-sections below) was established to ensure consistency with State statutes and to enable improved administrative accuracy and efficiency in the County/State verification process.

FRAMEWORK FOR UNINCORPORATED COMMUNITIES WITH FP ZONING

Unincorporated communities with farmland preservation zoning (e.g., a certified farmland preservation zoning district) are the Towns of Black Creek, Cicero, Deer Creek, Hortonia, Kaukauna, Maple Creek, and Seymour.

To create their farmland preservation maps, the County applied the following steps and criteria:

- **Step 1 – Establish Base.** Designate all parcels for farmland preservation if the parcel or a portion of the parcel is designated as either "Agriculture & Open Lands" or "Rural Character" in Outagamie County's Comprehensive Plan, Future Land Use maps AND the parcel, or a portion of the parcel, is zoned Exclusive Agriculture and/or located within an Agricultural Enterprise Area (AEA).

- **Step 2 – Modify Base.** Then, remove parcels from the farmland preservation base if:
    a. They (i.e., the center point of the parcel) are located within a sewer service area planning boundary of a city, village, or town sanitary district.
    b. They are part of a platted residential subdivision.
    c. They are planned for new school sites.
    d. They (i.e., the center point of the parcel) are located within a Tax Increment District.
    e. They are lands with Oneida Indians of Wisconsin status or USA inTrust for Oneida Tribe status.

- **Step 3 – Adapt Base Over Time.** Parcels may be requested INTO farmland preservation through public input.[17] Public input should be gathered at a properly noticed public meeting, in which affected property owners are notified of the meeting via direct mail. The public meeting may include a public hearing for a proposed rezoning into a certified farmland preservation zoning district.

The farmland preservation maps included in this plan are particularly important for these seven communities because State law requires that the lands within a certified farmland preservation zoning district be at least **80% consistent** with the lands planned for farmland preservation in the county's certified farmland preservation plan. The framework outlined above ensures that this consistency metric is met.

[17] Lands requested into the farmland preservation plan area are not part of the certified plan until the County requests an amendment of its plan to DATCP, and DATCP certifies the amendment.

FRAMEWORK FOR UNINCORPORATED COMMUNITIES WITHOUT FP ZONING

Unincorporated communities without farmland preservation zoning (e.g., a certified farmland preservation zoning district) are the Towns of Bovina, Buchanan, Center, Dale, Ellington, Freedom, Grand Chute, Liberty, Maine, Oneida, Osborn, and Vandenbroek.

To create their farmland preservation maps, the County applied the following steps and criteria:

- **Step 1 – Establish Base.** Designate all parcels for farmland preservation if the parcel, or a portion of the parcel, is:
    a. Designated as "Agriculture & Open Lands" in Outagamie County's Comprehensive Plan, Future Land Use maps.
    b. Located within an Agricultural Enterprise Area (AEA).
- **Step 2 – Modify Base.** Then, remove parcels from the farmland preservation base if:
    a. They (i.e., the center point of the parcel) is located within a sewer service area planning boundary of a city, village, or town sanitary district.
    b. They are part of a platted residential subdivision.
    c. They are planned for new school sites.
    d. They (i.e., the center point of the parcel) are located within a Tax Increment District.
    e. They are lands with Oneida Indians of Wisconsin status or USA inTrust for Oneida Tribe status.
- **Step 3 – Option to Opt Out.** Towns without certified farmland preservation zoning and Agricultural Enterprise Areas may opt out of being planned for farmland preservation.
- **Step 3 – Adapt Base Over Time.** Parcels may be requested INTO farmland preservation through public input.[18] Public input should be gathered at a properly noticed public meeting, in which affected property owners are notified of the meeting via direct mail.

[18] Lands requested into the farmland preservation plan area are not part of the certified plan until the County requests an amendment of its plan to DATCP, and DATCP certifies the amendment.

FRAMEWORK FOR INCORPORATED COMMUNITIES

The Village of Greenville is the only incorporated community included in this plan because they are the only City or Village in Outagamie County to have farmland preservation zoning and/or an agricultural enterprise area (they have both).

To create their farmland preservation map, the County worked with the Village of Greenville planning staff to establish and apply the following steps and criteria:

- **Step 1 –** Designate all parcels for farmland preservation if they are located in the Village's Exclusive Agriculture District (listed as "AGD – FP General Agricultural District Farmland Preservation" on their zoning map).
- **Step 2 –** Designate all parcels for farmland preservation if they are located in an Agricultural Enterprise Area (AEA), unless it is zoned to accommodate development.
- **Step 3 –** Parcels may be requested INTO farmland preservation through public input.[19] Public input should be gathered at a properly noticed public meeting, in which affected property owners are notified of the meeting via direct mail. The public meeting may include a public hearing for a proposed rezoning into a certified farmland preservation zoning district.

The farmland preservation map included in this plan for Greenville is particularly important because State law requires that the lands within its certified farmland preservation zoning district be at least **80% consistent** with the lands planned for farmland preservation in the county's certified farmland preservation plan. The framework outlined above ensures that this consistency metric is met.

[19] Lands requested into the farmland preservation plan area are not part of the certified plan until the County requests an amendment of its plan to DATCP, and DATCP certifies the amendment.

Inventory of Farmland Preservation Maps

Given the file size and document size of this Plan's Farmland Preservation Maps, they will be publicly posted online on the County's Farmland Preservation webpage, rather than included in this report. To view the maps, please visit the webpage here: www.Outagamie.org/Farmland.

The map inventory will be organized as follows:

- Map 1. Farmland Preservation Map for Town of Black Creek
- Map 2. Farmland Preservation Map for Town of Bovina
- Map 3. Farmland Preservation Map for Town of Buchanan
- Map 4. Farmland Preservation Map for Town of Center
- Map 5. Farmland Preservation Map for Town of Cicero
- Map 6. Farmland Preservation Map for Town of Dale
- Map 7. Farmland Preservation Map for Town of Deer Creek
- Map 8. Farmland Preservation Map for Town of Ellington
- Map 9. Farmland Preservation Map for Town of Freedom
- Map 10. Farmland Preservation Map for Town of Grand Chute
- Map 11. Farmland Preservation Map for Town of Hortonia
- Map 12. Farmland Preservation Map for Town of Kaukauna
- Map 13. Farmland Preservation Map for Town of Liberty
- Map 14. Farmland Preservation Map for Town of Maine
- Map 15. Farmland Preservation Map for Town of Maple Creek
- Map 16. Farmland Preservation Map for Town of Oneida
- Map 17. Farmland Preservation Map for Town of Osborn
- Map 18. Farmland Preservation Map for Town of Seymour
- Map 19. Farmland Preservation Map for Town of Vandenbroek
- Map 20. Farmland Preservation Map for Village of Greenville

Concluding Remarks

Thank you for reviewing Outagamie County's Farmland Preservation Plan for the 2023 to 2033 planning horizon. Questions about the plan, including requests to modify this Farmland Preservation Plan and the associated Farmland Preservation Maps, may be directed to Outagamie County's Development and Land Services Department. Please note that this Plan as well as Appendix A of this Plan serves as Addendum 2 of the County's Comprehensive Plan. As such, modifying this Plan's text and/or maps can only be accomplished via a Comprehensive Plan amendment. In addition, plan text and/or map amendments must be certified by Wisconsin Department of Agriculture, Trade, and Consumer Production.