III. SOCIAL AND ECONOMIC ACTIVITIES

A. ECONOMIC DEVELOPMENT

1. Economic Development Goals and Objectives:

Economic development policies and programs in Winnebago County are to achieve maintenance and enhancement of a strong economic base through diversification, labor force development, and efficient circulation of goods, services and employees that simultaneously protect our quality environment and community atmosphere.

Objectives:

i. Promote the availability of land for the orderly commercial and industrial development that supports healthy rural and urban economies through redevelopment, retention, and attraction.

ii. Maintain, improve and develop transportation systems that effectively move goods, services, and employees to foster economic development.

iii. Maintain the agriculture economy through comprehensive planning policies.

iv. Use brownfield sites for redevelopment opportunities.

v. Capitalize on economic development programs available from the local, state and federal level.

vi. Develop a community atmosphere and educational system that retains and attracts a quality labor force that is paid livable wages.

vii. Foster a system in which business, industry, and the educational institutions work together in order to develop the labor force and the economy.

2. Economic Base, Economic Development Inventory and Analysis

Strengths and Weaknesses of the Economy

Winnebago County's economy is integrated with that of the Fox Valley Region of Wisconsin. A study completed in September 2001
entitled the "Economic Structure of the Fox Valley: a Study of Economic Opportunity" describes strengths and weaknesses of our area’s economy from a business/industry attraction, retention and growth standpoint. An executive summary of this report is shown in the APPENDIX of this plan.

Demographic Profile

The demographic profile of a community is the foundation of its economic base. Following is an analysis of Winnebago County’s demographic profile. UW-Extension Winnebago County through the Wisconsin Department of Administration provided the census information and projections. Supporting Tables are in the Appendix.

There are two reasons why population changes over time. One is net migration, which is the difference between the number of people moving out of an area from the number of people moving into an area during a given time period. The other is natural increase which is the difference between the number of deaths from the number of births in a given time period. Combined, they provide the components to population change in a given area over time.

Table 1 shows that from 1990 to 2000, Winnebago County has grown at a faster rate than the State of Wisconsin, which had a population increase of 9.6%. The urban areas within the County increased 13.2% and the rural areas increased 5.4%. Of the 13.2% increase in urban areas, 5.3% is due to natural increase and 8.0% is due to net migration. As for the rural areas, 1.9% is due to natural increase and 3.5% is due to net migration (see Appendix Table A-3: Components of Population Change 1990-2000).

| Table 1 | Components of Population Change, 1990 to 2000 Winnebago County and Municipalities |
|-----------------|------------------|------------------|
| Total Change    | Natural Increase | Net Migration    |
| Winnebago County| 11.7%            | 4.6%             | 7.1%             |
| Urban Areas     | 13.2%            | 5.3%             | 8.0%             |
| Rural Areas     | 5.4%             | 1.9%             | 3.5%             |
| Wisconsin       | 9.6%             | 5.0%             | 4.7%             |

Source: U.S. Census; Wis DOA Demographic Services Center

CHART 1 (next page) shows that in the past ten years, the population of Winnebago County has increased 11.7% from 140,320 residents to 156,763. This growth rate was greater than the overall State of Wisconsin rate of 9.6% during the 1990’s. In addition, urban areas of Winnebago County grew at a faster rate than rural areas of Winnebago County in the 1990’s.
In the 1990's the national trend was for people to move from large metropolitan areas to smaller urban areas with a population of 250,000 or less. This had a significant impact on the Fox Cities and the Oshkosh Urban Areas. Specifically, in the decade of the 1990's Winnebago County experienced a total population growth rate of 11.7%. This growth rate for the County was significantly greater than the previous two decades of the 1970's (1.4% increase) and the 1980's (6.5% increase) (see CHART 2).
The City of Oshkosh remained the largest incorporated community in Winnebago County with a population of 62,916. The Town of Menasha with a population of 15,858 is the most populated town within the County in 2000. The Town of Nepeuskun is the least populated community in the County with a population of 689 in year 2000. (See Appendix: Tables A-1 and A-2).

POPULATION PROJECTIONS
While the County's population is projected to grow in the coming decades the rate of growth will decrease from 11.7% (1990-2000) to 7.9% in the next decade (2000-2010). This growth rate will remain consistent at 7.2%, for the years 2010-2020. Total Winnebago County population increase between 2000 and 2020 is projected to be 24,684 new residents (TABLE 2). The largest growth rate 20% will be seen in the Town of Algoma followed by the Towns of Clayton, Menasha, Winchester and the Village of Winneconne (all with growth rates in the double digits).

<table>
<thead>
<tr>
<th>Winnebago County</th>
<th>% Increase 1990-2000</th>
<th>% Increase 2000-2010</th>
<th>% Increase 2010-2020</th>
<th>Population Increase 2000-2020</th>
</tr>
</thead>
</table>

TABLE 2

Age Distribution - Projections
The age composition of a community will have short and long term planning implications for housing, transportation, and community services. Communities with aging populations will need to address issues of health care, housing, and transportation while expanding school age populations will affect community services such as schools and libraries.

Winnebago County’s median age is 35.4 a significant increase from 1970 when the median age was 25.9. In the 1970’s one third of the county’s population was school age (5-19 years) and in 2000, approximately one fifth of the population was school age. While the largest age segment of the population in 2000 is in the 25-44 age bracket in 2020, this group would have aged to the 45-65 age bracket making them the largest segment of the population (CHART 3).

By the year 2020, (CHART 3 & TABLE 3) major portion of the
Population by Age Group, 2000 & 2020

Winnebago County and State of Wisconsin

0-4 years 5-17 years 18-24 years 25-44 years 45-64 years 65 and over

Winnebago 2000 6.0% 17.8% 11.8% 30.4% 21.5% 12.5%
Winnebago 2020 6.0% 15.1% 9.5% 24.5% 27.4% 17.6%
Wisconsin 2000 6.4% 19.1% 9.7% 29.5% 22.2% 13.1%
Wisconsin 2020 6.4% 16.4% 8.5% 26.1% 25.8% 16.8%

Race and Ethnicity

Race and ethnic origin analysis in TABLE 4 provides insights to the cultural and social structure of a community. Various ethnic groups...
have differences in age structure, language capabilities, education, and health conditions. Also new immigrants are more likely to settle in areas where there are existing populations from their country of origin.

The region experienced large increases in its non-white population, yet whites continue to be the largest majority of the population. Winnebago County’s population is 93.9% White, 1.1% African American, 0.4% American Indian, 1.8% Asian, 2.0% Hispanic and 2.86% other races. In comparison, the State of Wisconsin is 87.3% White, 5.6% African American, 0.8% American Indian, 1.6% Asian, and 4.7% other races. This distribution of population by race is also true for the municipalities within Winnebago County. As minority groups have a larger share of their population in the child baring years than the white population, it is likely the county’s population will become more diverse in the future.

Of the relatively small portion of the City of Appleton located in Winnebago County 26% of the residents were non-white. The Urban Areas of the County had 93% of the white population while 97% of the rural communities were white (Appendix Table A-8: Population by Race and Ethnicity 2000).

Households
Understanding household size and structure helps to identify the demand for various types of housing, their size and location. The composition of the household structure along with age, level of education and training, will affect income levels and services needed. The trend in Winnebago, the Region and the State has been towards smaller household sizes. This indicates a need for additional housing units supported by infrastructure such as road and services.

### TABLE 5
Change in Number of Households, 1970 to 2002
Winnebago County and Municipalities

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Winnebago County</td>
<td>0.0%</td>
<td>22.6%</td>
<td>39.1%</td>
<td>59.9%</td>
<td>64.7%</td>
</tr>
<tr>
<td>Urban areas</td>
<td>0.0%</td>
<td>22.3%</td>
<td>40.4%</td>
<td>61.9%</td>
<td>66.7%</td>
</tr>
<tr>
<td>Rural areas</td>
<td>0.0%</td>
<td>23.7%</td>
<td>35.5%</td>
<td>51.2%</td>
<td>55.5%</td>
</tr>
<tr>
<td>Wisconsin</td>
<td>0.0%</td>
<td>24.3%</td>
<td>37.1%</td>
<td>56.9%</td>
<td>61.4%</td>
</tr>
</tbody>
</table>

4/3/2006
The change in number of households in urban areas in the County is greater than that of the State while rural areas have grown at relatively lower pace. Household sizes in rural areas have historically been greater than in the urban areas. This pattern of household size differences between urban and rural areas is projected to remain consistent.

The 2000 U.S. Census reports 61,157 total occupied households in Winnebago County, which is a 14.9% increase than the 53,216 reported in 1990 (CHART 4). The average number of people per household in Winnebago County is 2.56, slightly lower than the 1990 household size of 2.64 (see CHART 5).

Within Winnebago County, several municipalities have grown
significantly over the past ten years. These include the Town of Algoma (732 households), City of Menasha (754 households), Town of Menasha (947 households), and the City of Oshkosh (3,125 households).

At the same time, several municipalities within the County have grown insignificantly over the past ten years. These include the Town of Neenah (6 households), Town of Nekimi (27 households), Town of Nepeuskun (24 households), and the Town of Oshkosh (-187 households, this negative number is attributable to annexation).

From 1990 to 2000, Winnebago County has grown at an equivalent pace to the State of Wisconsin, which presented a household increase of 14.4% from 1,822,118 households in 1990 to 2,084,544 households in 2000. The U.S. Census projects that by 2010 Winnebago County will increase its number of households by 7,630, giving Winnebago County 68,787 total occupied households (Appendix Table A-9: Households 1970-2020, Table A-10: Change in number of households 1970-2020, Table A-11: Persons per household 1970-2020, Table A-12: Change in Household Size 1970-2020).

Education Levels
Education is intrinsically associated with a person's access to full-time year round employment and their earning power. According to the 2000 census, on average, a full-time year round worker with a bachelor's degree earned 1.8 times the amount earned by a full-time year round worker with a high school degree.

Per the ECWRPC Mile Stone Report #1, in 2000, the high school graduation rate for the region, 85.1% was the same as for the State and higher than that for the Nation. Fewer East Central residents had obtained formal education beyond high school than at the state and national levels.

At the county level, high school graduation rates in the region varied from 88.1% in Outagamie County to 78.2% in Menominee County. The share of residents with four or more years of college varied from 22.8% in Winnebago County, where the University of Wisconsin at Oshkosh is located, to 10.1% in Marquette County.

Income Levels
Between 1989 and 1999, median household income increased at the state and county level. Variations in median household income growth between 1989 and 1999 resulted in a decreased disparity between urban and rural county median incomes within the region, as rural county median household incomes, on average, grew faster than the
Winnebago County Comprehensive Plan  
Social and Economic Activities

Urban county median household income.

In Winnebago County, the median household income rose from $30,007 in 1989, to $44,445 in 1999. During the same period median family income rose from $35,821 to $53,932. These income levels were slightly greater than the state median household and family incomes for the same periods.

**Poverty Status**

The poverty level is determined by the U.S. Census Bureau, and based on current cost of living estimates, as adjusted for household size. In 1990, the poverty threshold for a family of four with two children was a household income of $12,674. By 2000, the poverty threshold for a family if four with two children had risen to $17,463.

In Winnebago County, 8.8% of the population fell below the poverty rate in 1989 this number fell to 5.4% in 1999. The number of families below poverty in 1999, were 1,517, down from 1,959 families in 1989.

In 1989, 10.1% (3,546 persons), in the under 18, age group were in poverty, this percentage and number decreased to 7% (2,578) in 1999. In the age group 65 years and older, 6.9% of the age group (1,178 persons) in 1989 were below poverty. This number remained relatively steady at 6.6% or 1,253 persons, in 1999.

**Employment Characteristics**

Understanding the employment characteristics of a community provide important insights to the communities strengths and weaknesses. It also provides a basis for developing industrial policy, redevelopment goals, and a tool for creating and attracting jobs, increase wages and enhance job-training programs.

**Employment**

<table>
<thead>
<tr>
<th>Employment Status for Employed Persons Age 16 and Over, 1970 to 2000</th>
<th>Winnebago County Municipalities</th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Winnebago County</td>
<td>3.8%</td>
<td>5.9%</td>
<td>4.3%</td>
<td>3.7%</td>
</tr>
<tr>
<td>Urban areas</td>
<td>6.0%</td>
<td>4.4%</td>
<td>4.0%</td>
<td>3.0%</td>
</tr>
<tr>
<td>Rural areas</td>
<td>5.5%</td>
<td>3.6%</td>
<td>2.3%</td>
<td>2.3%</td>
</tr>
<tr>
<td>State of Wisconsin</td>
<td>4.0%</td>
<td>6.6%</td>
<td>5.2%</td>
<td>4.7%</td>
</tr>
</tbody>
</table>

**TABLE 6** shows that throughout history, Winnebago County has had a relatively low unemployment rate. In 1970, out of 50,685 employed
persons only 3.8% were unemployed. In 1980, out of 61,274 employed persons only 5.9% were unemployed. In 1990, out of 70,401 employed persons only 4.3% were unemployed, and in 2000, out of 82,666-employed person only 3.7% were unemployed. Through this 30 year time period, the percentage of unemployed for the State of Wisconsin was higher: 1970 - 4.0%, 1980 - 6.6%, 1990 - 5.2%, and 2000 - 4.7%. Throughout this period from 1970 to 2000, only one municipality stands out with a high unemployment rate. The Town of Poygan in 1980 had an unemployment rate of 5.1%, 1990 an unemployment rate of 6.1%, and 2000 an unemployment rate of 7.5%.

Within the County, in 2000, the unemployment rates ranged from 0% in the Town of Nepeuskun to 7.5% in the Town of Poygan (Appendix Table A-13: Employment Status 1970-2000). The County's unemployment rates have consistently been below the States.

Labor Force

**CHART 6** shows labor force changes overtime. The civilian labor force is comprised of employed persons and those seeking employment. It does not include persons in the armed forces and those under the age of 16. The labor force varies in size for many reasons including shift in age and sex characteristics of the population, changes in the number of people seeking employment, and seasonal elements.

Winnebago County's labor force reached 85,820 in 2000 with a participation rate of 69%. This rate, which has gradually risen from 58.2% in 1970, is following a statewide trend of an increased participation rate of the civilian labor force. The largest civilian
labor force in the county is in the City of Oshkosh with 33,807 or 39% of the county's overall civilian labor force. Winnebago County accounts for 27.5% of the region's civilian labor force (Appendix Table A-14: Labor Force Participation 1970-2000).

Similar to the region in Winnebago County employment levels in the County were the highest in the summer months, typically peaking in July and contracting during the winter months.

Non-Farm Employment

The following summary from the ECWRPC State of the Region Report #1: private, non-farm employment activity between 1990-2001 states: for most counties manufacturing is the largest employer followed by services and the retail trade. In Winnebago County the greatest share of employees is concentrated in the paper and allied products, which experienced 21% growth through 2001. Printing, publishing, and allied, electrical and electronic machine equipment, and rubber and miscellaneous plastic products all experienced growth through 2001. The financial, insurance, and real estate sector experienced a 17% growth rate through 2001.

**CHART 7 & TABLE 7 show employment changes by job sector overtime.**

![Employment by Industry Sector, 1980 to 2000 Winnebago County](chart.png)
Agriculture and Agriculture Related Industry Employment

In this region seven agriculture-related industries experienced an increase in the number of establishments and employees between 1990-2000. Only two industries, vegetable and melon crop production and general farms, primarily crop, experienced decreases. Nine industries continued to have unavailable data during this time.

Agriculture and agriculture related services are not diminishing within the region, but rather the numbers indicate that in some cases these industries are experiencing small levels of growth. The increases in dairy farming most likely is taking place in the form of “mega-farms” with hundreds of animals located on one site.

In Winnebago County, cash grains and vegetable and melon production were new by 2000. The county also experienced an increase in dairy farms, up to 11 new establishments employing an average of 110 employees. Veterinary services animal services, landscape and horticulture services also increased in the number of establishments. There was a loss of poultry and egg producers between 1990 and 2000 (Appendix Table A-15: Employment by Industry Sector 1980-2000, Table A-16: Employment by Industry Sector Changes 1980-2000).

Employment Forecasts

The Wisconsin Department of Revenue annually develops projections of employment for Wisconsin MSA’s (Metropolitan Statistical Areas). The most recent publication of projections for the Appleton-Neenah-Oshkosh MSA are included in the “Metropolitan Area Outlook Report, August 30, 2002.” The report shows that the Appleton-Neenah-Oshkosh MSA will have a growth rate of 5.1% from 2001 to 2006. This growth rate exceeds the States projected growth rate of 4.2%. The Report states that manufacturing employment, especially employment in primary metals and industrial machinery, is expected to decline. The strongest growth is expected in finance, insurance, real estate sector and in the services sector.
Winnebago County Economic Development Programs

The Winnebago County Industrial Development Board (IDB) directly administers or has access to economic development programs that financially assist local unit of government and business and industry in the county. Their mission is to create and/or retain quality job opportunities, increase the county's tax base and to raise level of income for local residents. Listed below are programs sponsored by the IDB:

- **The Marketing and Promotional Program** creates awareness of industrial development opportunities and benefits of Winnebago County at the local, regional, national, and international levels. The IDB directly sponsors programs designed to achieve these goals, and participates in cooperative programs with other local and regional economic development organizations.

- **The Revolving Loan Fund** provides low interest (1/2 the prime rate) financing to local units of government to finance infrastructure improvements within their industrial parks, construct spec buildings, purchase real estate, and financially assist businesses and industries that wish to expand or relocate can use funds. Eligible recipients are units of government in Winnebago County with tax levying authority.

- **The Winnebago County Per Capita Funding Program** is an annual grant program administered the IDB. The program is designed to assist local units of government with economic development related programs and projects on an annual basis. Funds can be used for economic development promotion/marketing efforts and/or financing local economic development projects. 50 cents per capita is available to each community in Winnebago County on an annual basis. The recipients are communities with active development programs and provide employment opportunities for its residents and for residents in nearby communities. This is a
grant program and therefore, no payback is required.

- The Winnebago County Community Development Block Grant - Economic Development Program provides low interest funding for business and industrial development. The Wisconsin Department of Commerce runs the program and dollars are passed through the County to loan to businesses seeking the funds. For more information, visit www.winnebagobusiness.com.


The New Economy Study
This recent study is an evaluation of the Fox Valley's regional economy. A 16 county study, it looks at past and present conditions and provides a look at how the economy in the region may be changing in the future. Important actions are recommended that address how the region can deal with the anticipated future economic changes. More information can be obtained from the following website: WWW.NEWECONOMYPROJECT.ORG

Regional Industrial Park Study
A study is currently being conducted by a consultant that is looking at whether consideration should be given to establishing a "Regional Industrial/Business Park" that transcends the capabilities of existing traditional industrial/business parks. The impetus is the sense that there are certain business/industrial firms that require a substantial amount of land and infrastructure that currently cannot be provided by local municipalities acting individually. Establishing such a facility would require multijurisdictional investment and possibly partnering with the private sector. The study is expected to be completed in 2005.

Financial Assistance Programs
Following is a compilation of Financial Assistance Programs available to communities in the region. Compiled by ECWRPC, in Milestone Report #1, State of the Region, April 2003.

Financial Assistance for Wisconsin Communities
The Wisconsin Department of Commerce has a broad range of financial assistance programs to help communities undertake economic development. This quick reference guide identified these programs and selected programs from other agencies. COMMERCE
maintains a network of Area Development Managers to offer customized services to each region of Wisconsin. For more information on COMMERCE, finance programs contact the ‘Area Development Manager’ for your region. The following is a description of the economic development programs administered by Commerce:

- **The Brownfield Initiative** provides grants to persons, businesses, local development organization, and municipalities for development remediation activities for Brownfield sites where the owner is unknown, cannot be located, or cannot meet the cleanup costs. Known locations for potential environmentally contaminated sites are shown in the WDNR’s Registry of Waste Disposal Sites in Wisconsin (see APPENDIX - Part 3), which includes sites in Winnebago County. Additional contaminated sites may be found in each local community’s comprehensive plan.

- **The Community-Based Economic Development Program** is designed to promote local business development in economically distressed areas. The program awards grants to community-based organizations for development and business assistance projects and to municipalities for economic development planning. The program helps community-based organizations plan, build, and create business and technology based incubators, and capitalize incubator tenant revolving-loan programs.

- **The CDBG-Blight Elimination and Brownfield Redevelopment Program** can help small communities obtain money for environmental assessments and remediate Brownfields.

- **The CDBG-Emergency Grant Program** can help small communities repair or replace infrastructure that has suffered damages because of catastrophic events.

- **The CDBG-Public Facilities for Economic Development component** offers grants to communities to provide infrastructure for particular economic development projects.

- **The Community Development Zone Program** is a tax-benefit initiative designed to encourage private investment and job creation in economically distressed areas. The program offers tax credits for creating new, full-time jobs, hiring disadvantaged workers, and undertaking environmental remediation. Tax credits can only be on income generated on business activity in the zone.

The **Freight Railroad Preservation Program** provides grants to communities to purchase abandoned rail lines in the effort to continue freight rail service, preserve the opportunity for future rail service and rehabilitate facilities, such as tracks and bridges, on publicly owned rail lines. Contact Wisconsin Department of Transportation, 608-267-9284.
The **Health Care Provider Loan Assistance Program** provides repayment of educational loans up to $25,000 over a five-year period to physician assistants, nurse practitioner, and nurse midwives who agree to practice in medical shortage areas in Wisconsin. The program is designed to help communities that have shortages of primary care providers and have difficulty recruiting providers to their area. Contact Wisconsin Department of Commerce, 608-266-3751.

The **Minority Business Development Fund-Revolving Loan Fund (RLF) Program** is designed to help capitalize RLF’s administered by American Indian tribal governing bodies or local development corporations that target there loans to minority-owned businesses. The corporation must be at least 51-percent controlled and actively managed by minority-group members, and demonstrate the expertise and commitment to promote minority business development in a specific geographic area. Contact the Bureau of Minority Business Development, 608-267-9550.

The **Physicians Loan Assistance Program** provide repayment of medical school loans up to $50,000 over a five-year period to physicians who are willing to practice in medical-shortage areas in Wisconsin. The program is designed to help communities that have shortages of primary care physicians, and have difficulty recruiting these physicians to their area. Contact Wisconsin Department of Commerce, 608-266-3751.

The **State Infrastructure Bank Program** is a revolving loan program that helps communities provides transportation infrastructure improvements to preserve, promote, and encourage economic development and or to promote transportation efficiency, safety and mobility. Loans obtained through SIB funding can be used in conjunction with other programs. Contact Wisconsin Department of Transportation, 608-266-9910.

**Tax Incremental Financing (TIF)** can help municipalities undertake a public project to stimulate beneficial development or redevelopment that would not otherwise occur. It is a mechanism for financing local economic development project in underdeveloped or blighted areas. Taxes generated by the increased property values pay for land acquisition or needed public works. A similar program the **Environmental TIF** is a program available to unincorporated communities that need funding for Brownfield cleanup to allow for economic development.
The Wisconsin Transportation Facilities Economic Assistance and Development Program funds transportation facilities improvements (road, rail, harbor, and airport) that are part of an economic development project. Contact Wisconsin Department of Transportation, 608-266-9910.

Other Related Financial Programs

The Community Development Block Grant (CDBG)-Economic Development Program provides grants to communities to loan to businesses for start-up, retention, and expansion projects based on the number of jobs created or retained. Communities can create community revolving funds from the loan repayments. As mentioned earlier, Winnebago County participates in this program.

The Freight Railroad Infrastructure Improvement Program awards loans to businesses or communities wishing to rehabilitate rail lines, advance economic development, connect an industry to the national railroad system, or to make improvements to enhance transportation efficiency, safety, and intermodal freight movement. Contact the Wisconsin Department of Transportation, 608-267-9284.

The Recycling Demonstration Grant Program helps businesses and local governing units fund waste reduction, reuse, and recycling pilot projects. Contact the DNR at 608-267-7154.

The Wisconsin Fund provides grants to help small commercial businesses rehabilitate or replace their privately owned sewage systems. Contact the Department of Commerce at 608-267-7113.

Area Development Managers

Wisconsin Department of Commerce Area Development Managers assist business expansions, promote business retention, and help development organizations in their respective territories. Area Development Managers use their knowledge of federal, state and regional resources to provide variety of information to expanding or relocating firms. They also mobilize resources to help struggling businesses. Local economic development practitioners can turn to Area Development Managers for assistance with financing, long-term marketing, and planning strategies. Winnebago County falls within Commerce's Region 4: Contact: 920-498-6302; web site: commerce.wi.gov

For other finance questions - 1-800-HELP-BUSINESS
3. Economic Development Policies and Recommendations

The following economic development polices are intended to support commercial and industrial development in both urban and rural areas. It is the intent of the plan that all land use decisions take into account the economic base of the community. The County should work with local governments to enhance, develop, and implement these recommendations.

1. Balance the needs of Urban and Rural Communities
   Protect agricultural uses. Minimize large amounts of residential development in farming areas. Large amounts of non-agricultural development, particularly homes make the long-term continuation of farming difficult. The land use conflicts between such uses including the use of roads, odors, noise, and hours of operation are important considerations.

   Businesses and services that support farming should be encouraged to locate in rural areas. The county should work with towns to allow these types of businesses in areas planned for agricultural use, if the natural resources and character of the area are not negatively impacted. Develop a plan for the transition of agricultural to non-agricultural uses.

   Promote and support home-based businesses and professional services. These businesses are particularly appropriate in rural areas as they afford an opportunity to supplement household income. These types of businesses may range from selling craft items, repair services, and telecommuting (using the computer and the internet to conduct business from home). The County and local communities should evaluate their land use, zoning and subdivision regulations for consistency with these types of businesses and make necessary changes to accommodate them.

2. Promote Recreation-based Development.
   Tourism is one of Wisconsin's largest industries and one of the least developed industries in Winnebago County. With the abundance of natural resources in the county developing, a countywide recreational based tourist industry will help diversify the county's economic base. The strategy should capitalize on existing natural resource without destroying the character of the County. The County should develop and enhance existing public and private facilities, such as, campgrounds, recreation trails, harbors and marinas, and other lake and river access areas.
The types of recreation and tourism related development appropriate in Winnebago County may include small retail shops, convenience stores, lodges, resorts, inns, bed and breakfast establishments, and restaurants. Large-scale commercial oriented tourist uses, which do not enhance the county's natural resources, should be generally discouraged.

3. Plan for economic growth based on reasonable projections
Plan for a sufficient future supply of developable land for commercial and industrial uses, based on reasonable projections. The planning should be logical and in accordance with the goals of local communities. These plans should not negatively impact, adjacent property owners, or communities.

Diversify the Economic base. Work closely with IDB to identify new opportunities for business expansion. Build upon the existing industrial base and look for opportunities to further diversify the businesses using existing networks of community services, and infrastructure. Collaborate with local governments, educational institutions, and neighboring counties.

4. Protect existing businesses
Identify major employers and discuss their long-term needs. Protect and enhance their future viability, by providing necessary support. Collaborate with educational institutions to advance job skills and promote labor retention. Work with available state and federal grants and programs to provide revolving fund programs, marketing and promotion, CDBG-Funds, small business loans, and tax-credits for local businesses. Continue support of the Winnebago County Industrial Development Board, and the programs they administer.

5. Locate industrial and commercial development in an effective manner
Locate new business adjacent or near similar uses, this allows for the efficient uses of services and resources. Work with local public and private utilities to improve telecommunications, sewer, water, and other local infrastructure in planned economic development areas. Locate intensive business uses with significant transportation and land use impacts away from incompatible uses (such as residential and environmental corridors) and close to State and County highways.

Businesses and services which support agriculture and other natural resource based industries should be located in rural areas where they are needed.
Infill of existing industrial and business parks in the County should be encouraged, before new business areas are developed. Revitalizing urban centers is critical to the health of urban centers but also uses existing infrastructure and resources in a sustainable manner.

6. **Reuse Environmentally Contaminated Sites**
   Promote the assessment, clean up, and re-use of existing 'brownfield' sites within Winnebago County. In general, most contaminated sites are older industrial properties. The County and Town governments should require proper environmental assessment and any required clean up before offering final approval on any property identified as possibly being contaminated. The County should work with local communities to identify potential contaminated sites and develop a strategy for their clean up and redevelopment. There are many state and federal programs available for this and the County should assist the communities in pursuing this funding. The redevelopment strategy for these properties will require detailed site-specific plans.

7. **Economic Programs and Partnerships**
   The County through the Industrial Development Board of Winnebago County offers assistance to local municipalities and private enterprises to promote, fund and develop local businesses. The various Chamber of Commerce's, UW-Oshkosh, local Technical Colleges, and the Regional Plan Commission all have incentives and programs for job creation and retention. These organizations play an integral role within the County and direct some of their programs to the training needs of local workers and businesses, while identifying methods to attract new businesses.
B. HOUSING

Along with population projections, household projections, household size, occupancy, tenure, age, and value all become critical to planning for future residential needs within communities. With the trend of smaller household sizes, the need for number of housing units has increased at a greater rate than population growth. Establishing the housing needs within a community is a function of the community's need for type of housing (single-family, multi-family, affordable, elderly etc.), number of units, location of units, and local values, which influence patterns of development and density.

1. Housing Goals and Objectives

Housing policies and programs in Winnebago County are to achieve a provision of housing choices for all residents, including different age, income, and special need levels, that protect the environments, balance fiscal constraints with available services, and promote a strong economy.

Objectives

i. Promote the availability of land for the development and redevelopment of all income (including low and moderate income), all age groups including elderly), and special need housing.

ii. Maintain and rehabilitate the existing housing stock.

iii. Promote orderly housing development that provides vital infrastructure balanced with reasonable and equitable taxes.

iv. Promote small compact development that integrates open/green space into development.

v. Promote large areas with low population density in the rural areas and small areas with high population density in the urban areas.

vi. Promote housing that maintains and develops healthy urban centers.

vii. Develop a functional housing system that makes housing available to a variety of employees upon which our economy is dependent.

viii. Integrate housing development with goals and objectives of the other functional elements of the comprehensive plan.

ix. Collaborate with profit, non-profit, and governmental organizations to address implementation of tools to address housing issues and opportunities in Winnebago County.
2. Housing Inventory and Analysis

Households
The projection for households and a discussion of household size were done in depth in the previous section. It is anticipated that by 2020 there will be 62,920 households in Winnebago County with 10,979 of those in rural areas. The average household size is projected to drop in size from 2.43 persons to 2.39, in the next two decades. The household size in rural areas will be slightly larger than in urban areas, following historical trends. (See Appendix Table A-9: Households 1979-2020, Table A-10: Change in Households, Table A-11: Size of Households and A-12: Change in size of households.)

Household Occupancy and tenure

TABLE 8 shows that in Winnebago County, 94.5% of total housing units are occupied, the occupancy rate in the rural areas is 89.9% and in the urban areas 95.5%.

The Housing units in Winnebago County are primarily owner occupied. 2000 Census Data reports 61,157 total occupied housing units within Winnebago County. Of the 61,157 total occupied housing units, 68.0% (41,571) are owner occupied and 32.0% (19,586) are non-owner occupied.

A further detailed look at Winnebago County shows that of the total housing units within urban areas 95.5% are occupied, 63.7% of which are owner occupied and 36.3% are non-owner occupied. As for the rural areas, 89.9% of the total housing units are occupied, of which 88.4% are owner occupied, and 11.6% are non-owner occupied. This is also the case for most of the municipalities within Winnebago County, except the City of Appleton, whereby 87.7% of the housing units (336) are non-owner occupied. Countywide, vacancy rates in 2000 were at 4.5%, however, the Town of Wolf River displayed the highest vacancy rate at 36.2% (292 units), primarily due to the large number of seasonal homes located along the Wolf River. (Appendix Table A-17: Housing Units by Occupancy and Tenure).
**Age of Housing**

**CHART 8** shows that almost one-fourth of the existing homes in Winnebago County pre-date 1940, according to the 2000 U.S. Census. This totals approximately 15,038 (23.2%) housing units. This percentage share compares closely with the statewide share where 23.4% of the existing housing were built pre 1940. Winnebago County does however have 11,281 (17.4%) housing units that were built within the last ten years, which is slightly higher than the overall state share of newer housing units at 16.8%.

Although older homes built pre 1940 can be viewed as an asset from an affordability standpoint, the added cost for upkeep should be taken into consideration when looking at housing affordability. However, some communities such as the Town of Algoma have a much higher share of newer housing stock compared to the County as a whole. According to 2000 Census, 881 (43.6%) housing units were built in the last ten years in the Town of Algoma. ([Appendix Table A-18: Age of Housing Unit by Decade, Table A-19: Distribution of Housing Units by Decade Built]).

**Housing Value**

Housing values for Winnebago County over the past twenty years have been fluctuating. In 1980, the median housing value was $85,500; in 1990, the median housing value declined to $76,300; then increased again in 2000 to $97,700 ([CHART 9]).
A similar pattern was found when looking at the urban areas and rural areas of Winnebago County. For urban areas, the value in 1980 was $83,300; then declined in 1990 to $75,600; then increased in 2000 to $95,100. Rural areas showed a median value of $103,900 in 1980; then declined in 1990 to $91,900; but increased to $127,100 in 2000. Individual municipalities in the County showed a similar pattern.

Municipalities with higher median household values include the Towns of Algoma ($147,700), Black Wolf ($137,500), Clayton ($140,600), Neenah ($145,800), and the Town of Winneconne ($150,900). These communities have been the recipients of newer residential development and therefore higher dollar higher values as a result.

The distribution of housing value within Winnebago County is in TABLE 9. Almost half of the housing units (17,634) are valued at $50,000 to $99,999. A greater majority of homes in rural areas were valued at over $100,000. In urban areas, a greater majority of homes were valued below $100,000 dollars (Appendix Table A-20: Value of Owner-Occupied Housing Units 2000, Table A-21: Distribution of Value of Owner-Occupied Housing Units 2000, Table A-22: Value of Housing Unit 1980-2000.)
Current Trends
Housing trends in Winnebago have followed population trends, with peaks in housing unit development occurring in the 1970’s and then again in the 1990’s. The majority of housing in the county is single family. Affordable housing is becoming an issue as rental households are having difficulty finding accommodations. Per ECWRPC, In 2000, 27% of renters were paying a disproportionate share of their income for housing, compared to 15% of homeowners. While the majority of households in the region are family households, non-family households are the fastest growing in the region.

Future Trends
Over the next 20 years, Winnebago County as a whole (cities and towns) is projected to add an additional 6,500 housing units to the current inventory - 4,400 single-family units and 2,100 rental units. This is based on projected population increases coupled with projected decreases in household size (decreasing household size generally means that current households will “split up” more often due to, for instance, individuals living alone as a result of divorce or delaying marriage). To accommodate the challenges of increases in housing unit demand, Winnebago County will need to plan for additional land demand as a result of increased housing unit needs.

Financial Assistance for Wisconsin Communities for Housing Maintenance, Rehabilitation, and Development

The Winnebago County Housing Authority provides housing opportunities primarily for low-income households including families, elderly, and disabled persons in the county.

Listed below are the services provided by the Authority per the adopted five-year and annual plan for 2003. The authority is principally involve in ownership and management of three hundred and eighty-six “elderly” residential units in central Oshkosh housing developments. The authority also serves families with 70 units of scattered site public housing, 66 unit affordable Housing Choice...

TABLE 9
Distribution of Value of Owner-Occupied Housing Units, 2000
Winnebago County and Municipalities

<table>
<thead>
<tr>
<th></th>
<th>Under $50,000</th>
<th>$50,000 to $99,999</th>
<th>$100,000 to $149,999</th>
<th>$150,000 to $199,999</th>
<th>$200,000 to $249,999</th>
<th>$250,000 to $499,999</th>
<th>$500,000 or more</th>
</tr>
</thead>
<tbody>
<tr>
<td>Winnebago County</td>
<td>4.0%</td>
<td>48.6%</td>
<td>27.4%</td>
<td>11.6%</td>
<td>3.4%</td>
<td>4.1%</td>
<td>0.9%</td>
</tr>
<tr>
<td>Urban areas</td>
<td>4.5%</td>
<td>53.6%</td>
<td>25.9%</td>
<td>9.7%</td>
<td>2.5%</td>
<td>3.0%</td>
<td>0.7%</td>
</tr>
<tr>
<td>Rural areas</td>
<td>2.3%</td>
<td>29.1%</td>
<td>33.3%</td>
<td>18.7%</td>
<td>6.7%</td>
<td>8.2%</td>
<td>1.7%</td>
</tr>
<tr>
<td>State of Wisconsin</td>
<td>6.5%</td>
<td>33.4%</td>
<td>30.6%</td>
<td>15.5%</td>
<td>5.5%</td>
<td>5.7%</td>
<td>0.8%</td>
</tr>
</tbody>
</table>
Voucher program and management affiliate that owns a 72 unit multi-family site. The authority also owns three group homes and acts as a conduit for tax-exempt financing for private development of affordable housing options. For further information contact: Winnebago County Housing Authority, 600 Merritt Avenue P.O. Box 397, Oshkosh WI 54903-0397
bradm@ohawcha.org Ph. 920-727-2880 www.co.winnebago.wi.us

Several state and federal programs and funding sources are available to assist Winnebago County, Twins and residents to meet their housing objectives. The Winnebago County Housing Authority should work with state, federal, and non-profit agencies to access and direct these programs. The following is a brief description of four programs that are available to county residents if the Housing Authority sponsored an application and program:

The Community Development Block Grant Program (CDBG) provides grants to local governments for housing rehabilitation programs that primarily benefit low and moderate-income households. Using CDBG funds, communities may establish rehabilitation loans or grants to assist owner occupants with repairs. In Wisconsin, the Department of Administration’s Bureau of Housing administers the CDBG Program. Any Wisconsin rural county, city, village, or town with a population less than 50,000 residents is eligible to apply for grant funding. In 2000, the estimated funding amount for the CDBG program was approximately $7.5 million. The application deadline is typically September.

The Home Investment Partnership Program (HOME) is intended to expand the supply of affordable housing, especially rental housing to very low income and low income families. In Wisconsin, The Department of Administration’s Bureau of Housing administers the HOME program. Grant awards typically fund down payment assistance for homebuyers, weatherization related repairs, rental rehabilitation, accessibility improvements and rental housing development. In 2000, the estimated funding amount for the HOME program was approximately $12.5 million. The application deadline is typically in May.

The Low Income Energy Assistance Program (LIEAP) is a State administered program. It provides payments to utility companies or individuals upon billing to help pay for home heating costs in winter. This program is funded by both the state and federal governments, and is only available to individuals below 150 percent of the federal poverty level. Funds are administered through application process.

The Property Tax Deferral Loan Program is a State-administered that provides loans to low and moderate income elderly homeowners
to help pay local property taxes, so that the elderly can afford to stay in their homes. To be eligible, individuals must be at least 65 years old with a spouse that is at least 60 years old, unless one is disabled.

**Funding Available for Developing Affordable Housing**

Winnebago County is interested in siting affordable housing and elderly housing in both rural and urban areas. There are a number of state and federal programs available to assist in promoting affordable, elderly, and assisted housing. Following is a brief description of these programs:

The Wisconsin Housing and Economic Development Authority (WHEDA) administer the Low Income Housing Tax Credit Program. The program encourages affordable housing development by providing private investors with income tax credits when they invest in low-income housing development. Tax credits are allocated to housing projects on a competitive basis. Local government support is an important factor in the award of credits.

The Housing Cost Reduction Initiative (HCRI) is a State-administered program that provides funds to local public and non-profit agencies throughout Wisconsin to reduce housing costs for low and moderate-income households. Funds are administered through an application process, which is competitive. Eligible activities can include emergency rental aid, down payment assistance; homeless prevention efforts related housing initiatives. In 2000, the estimated funding amount was approximately $2.8 million. Applications are typically due in February.

The State-funded and administered Local Housing Organization Grants (LoHOG) provides grants to local housing organizations to help support staff salaries, administrative costs, and operating expenses associated with the provision of affordable housing and housing counseling for low-income households. Funds are administered through an application process. In 2000, the estimated funding amount was approximately $500,000. Applications are typically due in November.

The Easy Close Option Loan Program is a State-administered program that assists low-income households in payment of closing costs to purchase a home. Qualifying households must have a total income of less than $35,000 and requires the filing of a non-competitive application.

The Lease Purchase Assistance Program is a State-administered program, which provides financial assistance to governmental non-profit agencies to acquire, rehabilitate, or construct affordable housing to be initially leased to low-income families. The ultimate
The intent of the program is to sell the property to the family within three years. A non-competitive application process is required for this program.

The Federal Section 8 Program provides rent assistance to eligible low-income families based on family-size, income, and fair market rents. Typically, the tenants’ share of the total rent payment does not exceed 30 percent of annual income under this program.

The Multi-family Mortgage Program is a State-administered program that provides construction and or permanent financing in the form of below market interest loans to private non-profit and for-profit entities for the development of multi-family rental units.

3. Housing Policies and Recommendations

The following Housing polices are intended to support residential development in both urban and rural areas. It is the intent of the plan that all land use decisions regarding housing should take into account-projected growth, site issues, accommodating the need for different housing types, and community values.

Efficient residential development is critical to the long-term preservation of the quality of life and values of the residents in Winnebago County. Maximizing and clustering development to areas where amenities are available, using conservation, and traditional neighborhood design techniques to accomplish this will be important. The County should work with local governments to enhance, develop, and implement these recommendations.

1. Plan for sufficient residential development
   Planning for future residential development should be based on reasonable projections of population and household growth. Land use plans should accommodate at least 20 years of projected residential development. No more than twice the amount of land needed to accommodate housing for the next 20 years should be designated for residential development. The development areas should be consistent with local values and of densities and types consistent with service requirements. Plans for residential development should be coordinated with plans for surrounding areas.

2. Plan for housing in proximity to amenities
   New housing should be directed to areas with amenities such as sewer service areas, sanitary district, transportation arterials, schools etc. as they are available within communities.

3. Encourage an even distribution of various types of housing.
   Affordable, elderly, and multi-family housing should be effectively located and integrated throughout the County.
Housing should be near services, transportation corridors, and community services and not isolated.

4. **Encourage housing maintenance and rehabilitation**
   The County and local municipalities should work together to use the various funding programs available to residents for the maintenance and rehabilitation of existing residential units.

5. **Pursue funding for developing affordable housing**
   The County and local municipalities should work together to use the state, federal and local funding programs available for developing affordable housing.

6. **Strengthen Site and Design guidelines for mobile/manufactured housing**
   Manufactured housing and mobile homes are a source of affordable housing in Winnebago County. The County should review its current ordinance that govern Mobile/manufactured housing and revise them as necessary to address issues such as home size, placement, roofing, and siding. In addition, site design concerns such as density of units, open/park space should be included.

7. **Encourage Conservation Development Patterns in rural areas**
   In land, surrounding agricultural areas allow for lower density housing, use conservation and other techniques to maintain the character of the area. The County should work with local communities to provide detailed guidelines on the siting of homes (and driveways) in agriculture areas. Any necessary ordinance revisions required to accommodate 'cluster subdivisions' should be made at the county level and encourage at the local level.

8. **Encourage Traditional Neighborhood Design (TND) Standards**
   In the design of residential development in urbanized and urbanizing areas, the concepts of traditional neighborhood design should be used. Creating walkable neighborhoods, with a mix of housing option and uses, take advantage of amenities that more urban area can provide. The county should develop model TND design standards that could be used by local communities.

9. **Preserve Important Natural Features**
   Preserve and enhance natural resources, environmental systems, and recreational facilities that define, connect, and add character to neighborhoods. Promote and preserve connectivity of roadways and environmental systems, and preserve rural character.
C. COMMUNITY SERVICES AND FACILITIES

An efficient and fully developed infrastructure of community facilities is an essential component to the economic vitality of a community. Most development shares a common need for basic services and facilities such as water and sewer facilities and solid waste disposal sites. Support facilities such as health and education facilities, police, and fire protection are also important to the economic activities and livability of a community. The provision of public and private utilities and community facilities are governed at many levels: federal, state, regional, county, and local.

1. Utilities and Community Facilities Goals and Objectives

Utility and community facilities policies and programs in Winnebago County are to achieve maintenance and development of quality public services and facilities that provide for recreational opportunities, a low crime rate, strong rural and urban economies, a clean environment, and reasonable and equitable taxes.

Objectives

i. Promote the expansion, maintenance, and rehabilitation of utilities and community facilities to achieve housing, economic development, land use and other comprehensive planning goals.

ii. Provide a pedestrian and bicycle path system connecting the county.

iii. Promote community development initiatives that maintain and enhance the quality education system.

iv. Provide community services that maintain the low crime rate.

v. Use the capacity of utilizes and community facilities to direct future growth.

vi. Develop nature-based recreational resources.

2. Utilities and Community Facilities Inventory and Analysis

Public and private utilities include sanitary sewer, municipal water, gas, and electric services. Community facilities generally include publicly owned buildings, and lands that serve the public. These facilities are required for the efficient provision of public services. The location, quality, capacity, and planned improvements to community utilities and facilities can influence the pattern and pace of development.
The three critical planning concerns regarding land use development, as it influences utilities and community services within the county, are capacity, level of service and cost.

Capacity addresses issues of ability to serve the anticipated population growth while allowing for a land development pattern that meets the community's needs.

Levels of Service (LOS) standards are minimum standards in which the county expects adequate public facilities. Sample LOS standards as established by the Urban Land Institute are:

- 1 fire personnel for every 600 people (or 1 for every 240 dwelling units).
- 1 fire truck for every 5,000 people (or 1 for every 2,000 dwelling units).
- 1 police personnel for every 500 persons (or 1 for every 200 dwelling units).
- 1 police vehicle for every 1650 persons (or 1 for every 660 dwelling units).
- 1 ambulance for every 30,000 people (or 1 for every 12,000 dwelling unit).
- 1 doctor for every 666 people (or 1 for every 266 dwelling units).
- 1 acre of parkland for every 100 persons (or 1 for every 40 dwelling units).
- Police, fire, ambulance can also use average response time for a LOS standard to ensure timely response, depending on dispersal of development patterns.
- Water storage at least equal to the average daily pumped, and has at least two fully developed water sources.

Costs address how much residents in the county are willing to pay to improve services in order to meet necessary capacity and LOS, as land development continues. In 2001 the median cost per dollar of revenue raised to provide public services to the following land uses were; residential: $1.15, farm/forest: 35 cents and commercial/industrial; 27 cents (Source: UW-Extension).

The East Central Wisconsin Regional Planning Commission has developed Level of Service and Capacity standards for residential, commercial and industrial development as it relates to its sewer service area planning. East Central uses these standards to evaluate local plans as it relates to the sewer service area plans. For reference, these standards are shown in Table A-23 of the Appendix section.
Sanitary Sewer and Waste Water Treatment
Per the ECWRPC Milestone Report #1, 2003; The Federal Water Pollution Control Act (1977), established the basic structure of regulating discharges of pollutants into the water of the United States. Many of the East Central Regions wastewater treatment plants were upgraded with the passage of this act.

Area wide Water Quality Management Planning, Section 208, and the Facility Planning Grant Program, Section 201 evolved because of the Clean Water Act. This legislation is the primary policy base for sewer service area planning in conjunction with Wisconsin Administrative Code NR-121, concerning area wide waste treatment management planning and NR-110, which relates to facility planning and sewer extension review.

Most sewage collection and treatment systems in Wisconsin are subject to administrative rules of the Department of Natural Resources (WDNR). Decisions regarding the extension, or expansion, of the wastewater collection and treatment systems are made primarily at the local level.

MAP 2

24 Sanitary Districts serve Winnebago County (MAP 2).
The 'Sewer Service Areas' are based on projected 20-year growth areas for sewered development and the 'Planning Area Boundary' is based on projected 40-year growth area for sewered development (MAP 3).

MAP 3

MAP 4 and TABLE 10 show and list active public and private wastewater treatment facilities in Winnebago County. Public and private wastewater treatment facilities support a majority of the region's development, and they are directly linked to the...
Winnebago County Comprehensive Plan

Social and Economic Activities

protection of the region's surface and ground water quality. Winnebago County is home to 11 wastewater treatment facilities, of these only the Edison Estate Mobile Home Park Facility in Oshkosh is private.

Winnebago County

Waste Water Treatment Facilities, 2002

<table>
<thead>
<tr>
<th>Location</th>
<th>Design Flow (MGD)</th>
<th>Type of Treatment</th>
<th>Sewer Extension Limitation</th>
<th>System Needs</th>
<th>No. Reported I/I SSO/Bypass</th>
</tr>
</thead>
<tbody>
<tr>
<td>Edison Est. Mobile Home Park*</td>
<td>5.240</td>
<td>Activated Sludge</td>
<td>none</td>
<td>At Capacity</td>
<td>4</td>
</tr>
<tr>
<td>Grand Chute-Menasha West**</td>
<td>0.021</td>
<td>Stabilization Pond</td>
<td>none</td>
<td>above 90% flow</td>
<td>4</td>
</tr>
<tr>
<td>Larsen-Winchester S.D. No.*</td>
<td>12.800</td>
<td>Activated Sludge</td>
<td>none</td>
<td>above 90% flow</td>
<td>4</td>
</tr>
<tr>
<td>Neenah-Menasha Sewerage Comm</td>
<td>0.525</td>
<td>Oxidation Ditch</td>
<td>none</td>
<td>Above 90% Flow</td>
<td>4</td>
</tr>
<tr>
<td>N. Lake Poygan S.D. No.1</td>
<td>0.078</td>
<td>Aerated Lagoon</td>
<td>none</td>
<td>Above 90% Flow</td>
<td>4</td>
</tr>
<tr>
<td>Osseo</td>
<td>0.540</td>
<td>Activated Sludge</td>
<td>none</td>
<td>Above 90% Flow</td>
<td>4</td>
</tr>
<tr>
<td>Oshkosh**</td>
<td>20.000</td>
<td>Activated Sludge</td>
<td>none</td>
<td>Above 90% Flow</td>
<td>4</td>
</tr>
<tr>
<td>Poygan-Poy Sippi S.D. No.1</td>
<td>0.078</td>
<td>Aerated Lagoon</td>
<td>none</td>
<td>Above 90% Flow</td>
<td>4</td>
</tr>
<tr>
<td>Ridgeway Country Club Inc.* (Neenah)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Winneconne**</td>
<td>0.495</td>
<td>Activated Sludge</td>
<td>none</td>
<td>Above 90% Flow</td>
<td>4</td>
</tr>
<tr>
<td>Butte Des Morts Consolidated S.D. #1**</td>
<td>0.078</td>
<td>Aerated Lagoon</td>
<td>yes</td>
<td>At Capacity</td>
<td>4</td>
</tr>
</tbody>
</table>

Source: ECWRPC and Wisconsin Department of Natural Resources - March 2001 & December 2002, and MSA 2002

* Private

** Regional Facility serving more than one unit of government.

Private, on-site Wastewater Treatment Systems (POTWS)

These are systems that receive domestic quality wastewater and either retains it in a holding tank, or treats it and discharges it into the soil, beneath the ground surface. The Department of Commerce has administrative rules, Comm 83, for building plumbing and non-municipal sewer lines, and for private on-site wastewater treatment systems. Any system with a final discharge exposing treated wastewater upon the ground surface, or discharging directly into surface waters of the state is subject to DNR regulation. Additionally certain POWTS are subject to Wis. Dept. of Commerce and DNR review and regulation.

Wisconsin Administrative Code Comm 83, was revised during the 1990's to add provisions for new system technologies and land suitability criteria and came into affect on July 1, 2000. Unlike the code it replaced the new rules prescribe end results - the purity of groundwater discharged from the system - instead of the specific characteristics of the installation.
Storm Water Management
Per the ECWRPC Milestone Report #1, Storm water runoff and management have recently gained more attentions as an environmental concern due to flooding and surface water quality issues. When one considers it from a regional, or watershed, perspective the potential for damage is tremendous. According studies by the Center for Watershed Protection, as little as 10% impervious cover (street, roofs, parking lots, driveways etc.) within a watershed can negatively impact fish habitat, while 25% impervious cover overloads the natural functions of the watershed and can permanently degrade stream quality. Managing and controlling storm water runoff resulting from urbanization is a challenge.

To address issues of stormwater and erosion control, Winnebago County adopted a comprehensive Stormwater Management Ordinance that became effective September 1, 2003. The ordinance provides for management of stormwater and erosion control on both a larger scale level and smaller scale (single lot) development level.

Water supply
Six Public Water Systems serving 50,000 customers and pumping 61 mgd serve the County. The Water Facilities are located in the City of Menasha, Neenah, Omro and Oshkosh, the Village of Winneconne and the Town of Menasha (see MAP 5).

Menasha Utilities supplies water to the City of Menasha through its water filtration plant, reservoirs and water distribution system. The water filtration and water distribution system serves 5,000 commercial, industrial, and residential customers in Menasha. The Menasha Water Utility also provides wholesale water services to the Menasha Utility District located in the Town of Menasha.

Per ECWRPC, applying accepted engineering standards relating to water supply and storage capabilities could assess potential water system deficiencies. Because of possible well malfunctions such as plugged screens, contamination, or broken well shafts, it is suggested that communities have at least two fully developed water supply
sources. Nine of the region’s smaller systems do not meet this standard. While larger communities usually have several water sources many smaller communities have only one well and are therefore vulnerable to shortages. Maintaining multiple water sources provides the flexibility to sustain water distribution in the event of a malfunction.

Water storage is also an important component of the water supply chain. It is a general standard that the water storage of a community be equal to the average daily pumped. In the event of a general power loss or equipment malfunction it is important to have water stored to provide continuous service. Almost 30% of the region’s water system do not meet this standard.

**Solid Waste and Recycling Facilities**

The Winnebago County Board established the Solid Waste Management Board in 1975 in response to the major municipalities' requests to provide solid waste management services to all communities, businesses, and industry in Winnebago County.

In 1975, the technology of choice was solely the Snell Road Landfill Facility. However as it’s title implies, solid waste management involves more than just landfills, and as a result, the program responded to regulatory requirements and the needs of communities in Winnebago County and expanded into a comprehensive integrated Solid Waste Management Program consisting of:

- **Sunnyview Landfill Facility** provides for landfill disposal of non-hazardous industrial, commercial, and residential solid wastes generated in Winnebago County.

- **Winnebago County Sunnyview Recycling Facility** processes and markets recyclable materials for industry businesses and communities in Winnebago County.

- **Landfill Gas Electric Generation Facility** methane gas, a byproduct of solid waste decomposition, is collected from Snell and Sunnyview Landfill and is converted to electrical energy and sold to an electric utility.

- **Household Hazardous Material Facility** provides drop-off collection by appointment only for Winnebago County residents.
• **Industrial Waste Beneficial Utilization Program** provides $800,000 per year to industrial waste generators by using wastes such as foundry sand for landfill operations.

• **Yard Waste Beneficial Utilization Program** converts yard waste, which is otherwise prohibited by State Law to be disposed of in landfills, into useful mulch material, which is then used beneficially as daily cover material on the landfill.

• **Planning and Development Initiatives** promoted Minergy Corporation in development of 45 million-dollar paper mill sludge recycling facility that manufactures glass aggregate material. This facility, in addition to creating 25 new jobs, also reduced 66% of all solid waste materials generated in Winnebago County and disposing in landfills.

• **Solid Waste Management Education Program** provides education information to local governments, schools, institutions and civic groups.

• **Industrial Development Loan Program** provides three million dollars in a revolving fund for low interest loans to local communities in Winnebago County. $2 million of this fund were innovatively derived from Solid Waste Management Board’s contingency fund, which were otherwise invested in non-local investment. Source: [http://www.co.winnebago.wi.us/Solid_Waste/SWMain.htm](http://www.co.winnebago.wi.us/Solid_Waste/SWMain.htm)

Of the three active landfills in the County, two are privately owned while one is public (**TABLE 11**). Winnebago, Outagamie, and Brown County recently entered into a 25-year agreement to handle the disposal of solid waste recycling within their respective counties. Consolidation of the recycling efforts began in 2002, and landfill resources in 2003.

<table>
<thead>
<tr>
<th>Name</th>
<th>Location</th>
<th>Owner</th>
<th>Design Capacity</th>
<th>Estimated Remaining Life Years</th>
<th>Types of Waste</th>
</tr>
</thead>
<tbody>
<tr>
<td>General Chemical Corp. Alum LF</td>
<td>T. Neenah</td>
<td>Private</td>
<td>175,000</td>
<td>&gt;100</td>
<td>1</td>
</tr>
<tr>
<td>Georgia-Pacific tissue LLC -N</td>
<td>T. Vinland</td>
<td>Private</td>
<td>3,062,000</td>
<td>1.3</td>
<td>NA</td>
</tr>
<tr>
<td>Winnbago County Sunnyview LF</td>
<td>T. Oshkosh</td>
<td>Public</td>
<td>8,000,000</td>
<td>11</td>
<td>2,3,4,5,6</td>
</tr>
</tbody>
</table>

Source: Wisconsin Department of Natural Resources
1 - All other solid wastes not designated as hazardous
2 - Municipal solid waste
3 - Pulp/paper mill sludges produced by waste treatment or MFG process
4 - Waste exempt from fees-used as daily cover, berms, dikes etc.
5 - High volume waste exempt from fees-used as daily cover, berms, dikes, etc.
6 - Shredder fluff exempt from fees-used as daily cover, berms, dikes, etc.
Electrical Service
Four entities provide electrical services in Winnebago County. WE Energies (formally Wisconsin Electric) serves most of the northern area of the county shown in green, except for the City of Menasha which is served by Menasha Utilities. Wisconsin Public Service serves the southeast portion of the county shown in blue. Alliant Energy serves the southwestern area of the county shown in white (see MAP 6).

(MAP 6)

Menasha Utilities owns and operates the electric distribution system in the City of Menasha. The utility owns a 24MW of coal fired generation at its River Street Power Plant and is under contract for its generation with Wisconsin Public Power, Inc. (WPPI). The Utility serves within the boundary of the City of Menasha.

Natural Gas Service
Wisconsin Public Service, WE Energies (formally Wisconsin Electric Power Company) and Wisconsin Gas Company supply Natural Gas to most areas of the county. Two areas in the town of Wolf River and Poygan remain unserviced (see Map 7).

(MAP 7)

(Source: East Central Regional Planning Commission: Overall Economic Development Program Update, 1998)
Telecommunication facilities
Three service groups, Century Tel, Ameritech and GTE provide telecommunication services within the county.

Power Generation Sites
There are 29 existing and 2 approved generating sites in the region, this includes 7 fossil fuel, 22 hydroelectric and 2 renewable energy sites. Three exist in Winnebago County (TABLE 12). Approximately 77% of the power in the region is generated by the five existing fissile fuel (oil, gas, and coal) sites, while the 22 hydroelectric sites generate about 21% of total generating capacity. In comparison, within the state, 85% of the power generated in the state is by fossil fuels. The remaining 15% of the total power that is generated in the region is from other sources: wind and biomass.

TABLE 12
Winnebago County
Existing Power Generating Sites

<table>
<thead>
<tr>
<th>Site</th>
<th>Fuel Type</th>
<th>Number of Units</th>
<th>Capacity MW</th>
</tr>
</thead>
<tbody>
<tr>
<td>Menasha*</td>
<td>Coal</td>
<td>2</td>
<td>21.2</td>
</tr>
<tr>
<td>Alliant**</td>
<td>Gas</td>
<td>2</td>
<td>314.0</td>
</tr>
<tr>
<td>Minergy LLC**</td>
<td>Biomass</td>
<td>NA</td>
<td>6.5</td>
</tr>
</tbody>
</table>

Source: ECWRPC Milestone Report No.1
* Wisconsin Energy Statistics/2000, Wisconsin Energy Division, DOA
** Strategic Energy Assessment, Draft Report, Wisconsin Public Service Commission, July 2002

Transmission and Natural Gas Lines
There are a number of high voltage electric transmission lines in the region. The American Transmission Company ATC divided the state and Upper Peninsular into 5 zones to track energy issues. Our region is part of zone 1 and 4.

The major transmission line within the region, which crosses Winnebago County, is the 345kV line, the North Appleton-South Fond du Lac that runs south along the west side of Lake Winnebago. Another minor 138kV line moves along the West Side Lake Winnebago along with a major natural gas pipeline. (Source: ECWRPC, 2003 Milestone Report #1).

Capacity Assessment
Per the ECWRPC Milestone Report No.1, summer peak demand and supply conditions ordinarily determine the need for either new electric generating stations or new transmission facilities. For summer peak demand, Wisconsin does not have enough generation within the state to meet its demand and must rely on transmission lines to meet the required demand and to achieve the desired reserve margin.
Currently within the state, most generating capacity is utility owned, with only four merchant plants operating at the end of 2001. While utility owned electric generating facilities have provided a relatively stable capacity, non-utility generation has been the supply area in which significant power plant construction has taken place and may in the future. It is predicted that merchant plant production could make up nearly 17% of the generating capacity used to meet electricity demand in the state by the end of 2004. If all capacity purchases without reserves come from merchant plants, this percentage could increase to 26% (Source: Strategic Energy Assessment Draft Report, July 2002)

Following national trends, natural gas usage is expected to increase dramatically over the next few years, as new generation plants will be fueled almost exclusively by natural gas. In the eastern part of the state sufficient capacity exists in the system to supply future demands. However, the ANR pipeline that runs south from the Fox Cities on the west side of Lake Winnebago is currently constrained, while the pipeline on the east side of Lake Winnebago has sufficient capacity for future needs.

**Emergency Medical**
Since all hospitals in the region provide emergency medical care, most residents in the region are within 30 minutes of an emergency room. **MAP 8** shows that five providers serve emergency medical needs in the county. They are Gold Cross, Oshkosh Fire and Rescue, Fremont, Ripon and Berlin. City of Appleton provides their own service for the portion of Appleton in Winnebago County.

**Medical Personnel**
There were 18,573 licensed medical doctors in the State of Wisconsin or 1 doctor for every 289 persons. In Winnebago County,
there were a total of 321 doctors or 1 doctor per every 488 persons. 
(Source: Wisconsin Department of Health and Family Services).

Healthcare Facilities
There are three general Hospitals in Winnebago County. They are: Theda Clark Medical Center in Neenah with 214 beds and an occupancy rate of 49.8%; Mercy Medical Center in Oshkosh with 172 beds and an occupancy rate of 53.5%; and the newest one, Aurora Medical Center in Oshkosh with 84 beds and an occupancy rate of 41.7%. (Source: Guide to Wisconsin Hospitals, Fiscal Year 2000, Office of Health Care Information)

There is one county owned psychiatric hospital in the region. The Fond du Lac County Health Center is located in the City of Fond du Lac has 25 beds and an occupancy rate of 63.4%. In addition, there is one state owned mental health hospital in Winnebago County. The Winnebago Mental Health Institute is located in Winnebago and has 299 beds with an occupancy rate of 91.5%.

Winnebago County has 10 licensed nursing home facilities with 1,154 beds and an occupancy rate of 89.8%. (Source: Wisconsin Nursing Homes and residents, 2001 bureau of Health Information)

Childcare Facilities
Licensed and regulated childcare providers in the County are listed in TABLE 13. Public involvement at the state level in the role of childcare falls largely under the supervision of the Wisconsin Department of Workforce Development’s, Office of Childcare (OCC). One of the areas the OCC has primary responsibility of is the oversight of the Wisconsin Shares Program, which is a childcare subsidy program.

Local counties, tribes, and Wisconsin Works (W-2) agencies administer the Wisconsin Shares program. The program assists families whose incomes are less than 200% of poverty to pay for childcare services. Parents choose the type of care and share the

<table>
<thead>
<tr>
<th></th>
<th>Number</th>
<th>Capacity</th>
</tr>
</thead>
<tbody>
<tr>
<td>County Regulated</td>
<td>96</td>
<td>542</td>
</tr>
<tr>
<td>State Licensed</td>
<td>93</td>
<td>2,857</td>
</tr>
<tr>
<td>Nursery/Pre School</td>
<td>14</td>
<td>342</td>
</tr>
<tr>
<td>School-Age Program</td>
<td>13</td>
<td>489</td>
</tr>
<tr>
<td>Drop-In</td>
<td>110</td>
<td>na</td>
</tr>
<tr>
<td>Head Start</td>
<td>5</td>
<td>181</td>
</tr>
</tbody>
</table>

Source: Child Care Resource & Referral, Inc. 2003
cost through a co-payment. In order to be eligible for reimbursement, childcare providers must be licensed by the state, certified by the county or tribal government, or operated by a public school. (Source: ECWRPC, 2003 Milestone Report #1)

**Police**

The region has 59 communities with police departments in addition to a sheriff’s office in each County. There are seven local agencies and one county law enforcement agency in Winnebago. The University of Wisconsin Oshkosh also has its own police department. In 1999, Winnebago County had 301 full time officers, with a ratio of 1.9 full time officers per 1000 population. The County had 1.4 violent crimes, 24.6 property crimes, and 26.0 total crimes per 1000 population in 1999. (Source: Crime and Arrests in Wisconsin, Office of Justice Assistance, Statistical Center)

In addition to local police and county sheriff departments, the State Patrol also provides law enforcement in the region. Winnebago County is a part of District 3 of the Wisconsin Division of State Patrol.

**Jails/Prisons**

There are 71 county jails within the state. In the region, the nine county facilities have a combined capacity of 1,567 beds and employ 293 full time employees. In Winnebago County, there was capacity for 269, with admissions of 5,262 and a staff of 40, in 2000. This was a 7.5% increase from 1999.

According to the Wisconsin Adult Jail Report, 200, total adult admissions to state jails increased by 688% during the past 41-years. In more recent history, between 1999 and 2000, admissions increased 2.5% at the state level and 7.5% at the region level.

The average daily population (ADP) or average number of inmates held each day during one year is based upon a combination of admissions and the average length of stay. Generally, when ADP is more than 80% as expressed as a percentage of jail capacity then a jail is considered overcrowded. In 2000, the Winnebago County Jail ADP/Capacity was at 95.9%. There are three state prisons in the region. In Winnebago County the Oshkosh Correctional Institute was opened in 1986. All three of the state prisons have populations above their operating capacities (source: Jail Report, 2000, Office of Justice Assistance, Statistical Analysis Center and ECWRPC Milestone Report #1, 2003)
Fire

Fire Departments in Wisconsin is a major responsibility of local governments. Fifteen Fire Departments serve Winnebago County. Although Neenah and Menasha fire departments are listed separately in TABLE 14, these fire departments have recently merged and are now referred to as Neenah-Menasha Fire-Rescue.

TABLE 14

Winnebago County Fire Departments

<table>
<thead>
<tr>
<th>Fire Department</th>
<th>Coverage Area</th>
<th>Class</th>
</tr>
</thead>
<tbody>
<tr>
<td>Menasha FD</td>
<td>C. Menasha</td>
<td>3, 3/ 4</td>
</tr>
<tr>
<td>Neenah FD</td>
<td>C. Neenah</td>
<td>3</td>
</tr>
<tr>
<td>Omro FD</td>
<td>C. Omro, T. Rushford &amp; T. Omro</td>
<td>4, 4/ 9</td>
</tr>
<tr>
<td>Oshkosh FD</td>
<td>C. Oshkosh</td>
<td>2</td>
</tr>
<tr>
<td>Winneconne FD</td>
<td>V. Winneconne, T. Poygan, T. Winneconne</td>
<td>4, 4/ 9</td>
</tr>
<tr>
<td>Menasha FD, Town</td>
<td>T. Menasha</td>
<td>5</td>
</tr>
<tr>
<td>Neenah FD, Town</td>
<td>T. Neenah</td>
<td>6</td>
</tr>
<tr>
<td>Nekimi FD</td>
<td>T. Nekimi</td>
<td>9/ 9</td>
</tr>
<tr>
<td>Oshkosh FD, Town</td>
<td>T. Oshkosh</td>
<td>7</td>
</tr>
<tr>
<td>Utica FD</td>
<td>T. Utica</td>
<td>7/ 9</td>
</tr>
<tr>
<td>Vinland FD</td>
<td>T. Vinland</td>
<td>9/ 9</td>
</tr>
<tr>
<td>Boon Bay FD</td>
<td>T. Wolf River (Partial)</td>
<td>1/ 9</td>
</tr>
<tr>
<td>Larson-Winchester FD</td>
<td>T. Clayton, T. Winchester</td>
<td>9/ 9</td>
</tr>
<tr>
<td>Fremont/Wolf River FD</td>
<td>T. Wolf River (Partial) see Fremont, Boonbay &amp; Tustin FD</td>
<td>9/ 9</td>
</tr>
<tr>
<td>Tustin FD</td>
<td>T. Wolf River (Partial)</td>
<td>9/ 9</td>
</tr>
<tr>
<td>Algoma FD</td>
<td>T. Algoma</td>
<td>6/ 9</td>
</tr>
</tbody>
</table>

Source: ECW RPC Milestone Report #1, 2003 & Counties, Towns FD and ISO.

The Insurance Services Office (ISO) classifies municipal and rural fire departments according to their relative quality of protection. The ISO is a private rating company. The ratings are used to determine fire insurance premiums on residential, commercial and other non-residential property. There are 10 classifications ranging from Class 1, the best, to Class 10, unprotected. The table above shows the ratings for Fire Departments in Winnebago County. The ratings are based among other things, the distance from the fire station, distance from a hydrant, if municipal water is available, what type of equipment is available, and if the station is manned full time. Therefore, the ISO rating can vary greatly within a community. According to the National Fire and Police Association, fire protection should meet the standards listed below:

- High Density Development (residential development 3 or more units/acre)
  - Full time staff and chief
  - Average response time: 4 minutes
Winnebago County Comprehensive Plan

Social and Economic Activities

• Medium Density Development (residential development with 1 to 2.99/acre)
  o Partly on call staff
  o Average response time: 6 minutes

• Low Density Development (residential development less than one unit/acre)
  o All on call staff/no full time
  o Average response time: 8 minutes

Parks

Winnebago County is home to approximately 157, municipal, school district, Park and recreational facilities, over 1,619 acres. The Winnebago County Parks department has is responsible for managing 15 facilities throughout the county. They include:

1. Winnebago County Community Park
2. Waukau Creek Nature Preserve
3. Shangri-La Point Nature Reserve
4. Winnebago County Recreational Trails
5. Lake Buttes des Morts Boat Landing
6. Eureka Boat Landing
7. Black Wolf Boat Landing
8. Boom Bay Boat Landing
9. Lake Poygan Boat Landing
10. Grundman Park Boat Landing
11. Lake Winneconne Park and Boat Landing
12. Asylum Point Park and Boat Landing
13. Lasley Point Archeological Site
14. Sunnyview Exposition Center
15. Winnebago County Parks Office

Per ECWRPC, a traditional barometer of the overall adequacy of a local park system is that it should contain at least 10 acres of land per 1,000 residents. Experience has shown that this ratio needs to be higher in smaller communities if they want to accommodate even a basic range of recreational facilities. Another factor that can distort this ratio is the recent trend of maintaining sizable tracts of parkland as relatively undeveloped open space, as this acreage does not contribute to addressing that need for active recreational activities such as sports field and picnicking. Further detail of parks and open space can found in chapter IV.

Other Recreation Facilities

The County fairground in Oshkosh is home to the annual county fair as well as weekly stock car races. The region has 49 golf courses that are open for public play. The Lakeshore in Oshkosh is publicly run. There are over a thousand miles of state-funded groomed
snowmobile trails in the region and a similar amount of unfunded club
trails. The Town of Menasha is home to an indoor ice arena.
Another major event is the EAA convention in Oshkosh that attracts
about 800,000 visitors annually.

Libraries

**TABLE 15** shows information on libraries in Winnebago County.
The Winnefox Library system serves Winnebago County with
nineteen libraries. This includes 6 Public Libraries, 2 academic
libraries, and 11 special libraries. The six public libraries are
located, 1 each in the Cities of Neenah, Menasha, Omro and the
Village of Winneconne, and 2 in the City of Oshkosh.

The number of holdings in a library generally serves as an indicator
of library services. The region as a whole compares favorably with
the state with about 3.6 volumes per person compared with 3.51 in
the state. Winnebago County does slightly better with 3.72 volumes
per person.

**TABLE 15**

<table>
<thead>
<tr>
<th>ID. No.</th>
<th>Location</th>
<th>Total</th>
<th>Public</th>
<th>Academic</th>
<th>Special</th>
<th>Total Service Pop.</th>
<th>Public Libraries</th>
</tr>
</thead>
<tbody>
<tr>
<td>201</td>
<td>Menasha</td>
<td>3</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>23,435</td>
<td>121,595</td>
</tr>
<tr>
<td>225</td>
<td>Neenah</td>
<td>5</td>
<td>1</td>
<td>0</td>
<td>4</td>
<td>40,040</td>
<td>134,831</td>
</tr>
<tr>
<td>245</td>
<td>Omro</td>
<td>1</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>3,171</td>
<td>26,954</td>
</tr>
<tr>
<td>253</td>
<td>Oshkosh</td>
<td>7</td>
<td>1</td>
<td>2</td>
<td>4</td>
<td>86,168</td>
<td>276,836</td>
</tr>
<tr>
<td>375</td>
<td>Winneconne</td>
<td>1</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>4,411</td>
<td>24,840</td>
</tr>
<tr>
<td>TOTAL</td>
<td></td>
<td>20</td>
<td>5</td>
<td>3</td>
<td>12</td>
<td>157,225</td>
<td>585,056</td>
</tr>
</tbody>
</table>

Source: Wisconsin Library Service Record, 2000 and 2001; Wisconsin Department of Public Instruction www.dpi.state.wi.us

Schools

A number of School districts serve the county, which account for
over 70 elementary, middle and high schools. The map below shows
the current school district boundaries in Winnebago County.

The districts serving the County are Neenah, Menasha, Oshkosh
Area, Omro, Winneconne Community, and the following partial
*(see MAP 9).*
TABLE 16 gives general enrollment and other data for public school districts that serve entirely in the County.

In the Region public school enrollment accounted for 82% of the total enrollment, while private enrollment accounted for 18%. Per ECWRPC, it is generally recommended that a district contain a minimum of 1,200 students for operational efficiencies. Within the
Winnebago County Comprehensive Plan  Social and Economic Activities

TABLE 16
School Districts, 2001-2002

<table>
<thead>
<tr>
<th>Name of School District</th>
<th>Code</th>
<th>Enrollment</th>
<th>Pupil/Teacher Ratios</th>
<th>Valuation Per Pupil</th>
<th>Expenditure Per Pupil</th>
</tr>
</thead>
<tbody>
<tr>
<td>Menasha</td>
<td>3430</td>
<td>3,677</td>
<td>14.98</td>
<td>275,590</td>
<td>6,865</td>
</tr>
<tr>
<td>Neenah</td>
<td>3892</td>
<td>6,595</td>
<td>15.98</td>
<td>366,539</td>
<td>7,152</td>
</tr>
<tr>
<td>Omro</td>
<td>4088</td>
<td>1,235</td>
<td>14.15</td>
<td>240,780</td>
<td>8,123</td>
</tr>
<tr>
<td>Oshkosh Area</td>
<td>4179</td>
<td>10,638</td>
<td>14.97</td>
<td>293,031</td>
<td>6,842</td>
</tr>
<tr>
<td>Winneconne Community</td>
<td>6608</td>
<td>1,635</td>
<td>15.01</td>
<td>338,401</td>
<td>7,355</td>
</tr>
</tbody>
</table>

Source: Basic Facts About Wisconsin’s Elementary and Secondary Schools, 2001-2002
Wisconsin Department of Public Instruction. www.dpi.state.wi.us/dpi/dfm/sfms/basicpdf.htm

individual counties in the east central region, the largest increases in public school enrollment were found in districts that have also experienced the largest amount a new single-family development.

Charter schools (TABLE 17) are public nonsectarian schools that are created through a contract or “charter” between the operators and the sponsoring school board or other chartering authority. The majority of charter schools within the region focus on students who are at risk. In Winnebago County there are three charter schools, they are shown in the table below with their enrollment and focus.

TABLE 17
Charter Schools, 2002

<table>
<thead>
<tr>
<th>Name of School District</th>
<th>Code</th>
<th>Charter School</th>
<th>Focus</th>
<th>Grade</th>
<th>Year Established</th>
<th>Enrollment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Menasha</td>
<td>3430</td>
<td>School on the Lake</td>
<td>Environment</td>
<td>6 - 8</td>
<td>2000</td>
<td>43</td>
</tr>
<tr>
<td>Omro</td>
<td>4088</td>
<td>Enterprise Charter School</td>
<td>At-Risk</td>
<td>6 - 12</td>
<td>2000</td>
<td>4</td>
</tr>
<tr>
<td>Oshkosh Area</td>
<td>4179</td>
<td>EAA/Oshkosh 3rd Gr. Aviation</td>
<td>Aviation</td>
<td>3</td>
<td>2001</td>
<td>40</td>
</tr>
</tbody>
</table>

Source: Wisconsin Charter Schools 2001-02, Wisconsin Department of Public Instruction
Wisconsin Department of Public Instruction. www.dpi.state.wi.us.dpi

Winnebago County is home to two institutions of higher education. The University of Wisconsin-Oshkosh in Oshkosh has an enrollment of 10,777 and the UW-Fox Valley in Menasha has an enrollment of 1,678. (Source: Wisconsin Blue Book, 1999-00, 2001-02)

The state is covered by 16-multi-county vocational technical adult education districts, which are organized on a regional basis and financed primarily by local property taxes. These districts tend to follow school district boundaries rather than county lines. Counties in the region are divided among seven districts. Winnebago County is mainly served by the Fox Valley district with a small portion of the southwest corner of the county covered by the Moraine Park District. The County is home to two central campuses and one regional campus. (Source: ECWRPC Milestone Report #1, 2003).

Cemeteries
Appendix MAP 1 shows the location of the known cemeteries in Winnebago County. Local cemetery associations manage most of these cemeteries per state statute and therefore, future capacity issues are not an issue that county governments are responsible for.
3. Utilities and Community Facilities Policies and Recommendations

Public and private utilities include sanitary sewer, municipal water, gas and electric services. Community facilities generally include publicly owned buildings, which serve the local population. These facilities and their capacities are closely associated with a community's ability to efficiently provide for public services. The location, quality, capacity, and planned improvements to community utilities and facilities should influence the pattern and pace of development.

In Winnebago County, various jurisdictions provide different types of utilities and community facilities. Facilities and community services provided by the Cities of Oshkosh, Neenah, Menasha, Appleton, Omro, Village of Winneconne, and Town of Menasha include sewer, water, police, fire protection, street maintenance, parks and recreation, library and health care. Towns provide services such as road maintenance, snow plowing, garbage collection, recycling programs, parks, community buildings, and fire protection.

Facilities and service provided by Winnebago County include administrative services, judicial services, social services, law enforcement, parks and recreation (including County forestlands) and elderly care facilities. State owned facilities include large tracts of land owned by the Department of Natural Resources (WisDNR). Schools, post offices, the EAA, museums and privately owned recreational lands and facilities are other types of community facilities available in Winnebago County.

1. Coordinate community facilities and utility system planning

Community facilities and utility planning should be coordinated with land use, transportation, and natural resource planning. Local communities, county and regional planning efforts should be closely coordinated to ensure the efficient delivery of services to the community. This can be accomplished by creating a close working relationship between planning entities such as the ECWRPC and the County. The location and design of proposed land development should make effective and efficient use of utilities and community services. Ensure that proposed development does not overburden existing facilities.

2. Establish minimum Level of Service (LOS) Standards

The county should work with local and regional agencies and departments to establish minimum LOS standards for the county. The ECWRPC has established thresholds and standards for LOS for single-family (based on density), Commercial, and
Industrial Developments (See Appendix: Tables A-23, 24). The County could either endorse these standards for LOS or revise them to suit the needs of communities in Winnebago County.

3. Direct intensive development to areas where utilities, community facilities, and public services are available. Work with towns to encourage clustering and/or more intensive development so that community facilities and services (e.g. school bus routes, snow removal, police patrol) can be provided in a cost-effective manner.

4. Provide the appropriate and cost efficient level of community services. Ensure the appropriate level of community services and administrative facilities and practices while striving for a low tax levy. Encourage towns to explore joint service agreements with neighboring towns and municipalities where consolidating and coordinating services will result in better services and/or cost savings. Support cooperative public sanitary sewer service area planning as a means to provide efficient utility services to properly manage growth.

5. Ensure adequate capacity in utility services to accommodate projected growth for the next twenty years. Coordinate future land development with planned improvements to public sanitary sewer systems and planned improvements to public water systems. Plan for enlarging and/or modifying services to fit projected demand.

6. Regulate Private On-site Waste Disposal Systems. Most development in the County’s unincorporated areas (not served by sewer), utilize private on-site sewage systems. Systems used include mound systems and holding tanks. COMM 83 allows for both conventional systems and advanced pre-treatment systems for residential development. These rules have significant implications for rural communities. Properties with soil depths or types unsuitable for conventional systems can be developed and serviced by advanced pre-treatment sewage systems. COMM 83 allows Wisconsin counties to further regulate private on-site waste disposal systems through a county sanitary code and permitting process.

The county should revise its ordinances to allow holding tanks as a last resort, for the development of a site, if the site is unsuitable for any other type of private sewage system. The ordinance should restore the requirement to connect to public sewer when it becomes available.
The county should work with towns to create special assessments for system maintenance, to address issues related to failing septic systems. The County should promote the state's grant program called the Wisconsin Fund, to help repair and replace failing septic systems.

7. Assist in the expansion of public and/or utility systems
The ability for utilities to expand to meet demand is critical to maintaining an adequate level of service to the community as it grows. As utilities cross a variety of municipal boundaries, it is essential the County act as a coordinator for expansion efforts initiated by public and/or private service entities.

8. Develop and implement the Winnebago County Recreation Plan
Developing a coordinated and integrated countywide recreation plan will ensure the provision of recreation facilities to all areas of the County. This may identify opportunities for recreation amenities for the shared park facilities and coordinating public, identify opportunities for the purchase of new facilities and improvement for exiting facilities. WisDNR requires counties to update their recreation plan every five years in order to remain eligible for State Stewardship and federal Land and Water Conservation funds, available through WisDNR each year. These funds can assist the County with acquisition and development of parks and trails.

9. Enhance Park Facilities
Park facilities provide Winnebago County residents with both active and passive recreational opportunities and enhance overall quality of life. The following are recommendations to enhance park facilities in the County:
• Provide new park facilities within areas planned for significant residential development
• Improve the County's existing parks with a range of facilities designed to serve the entire community
• Work with local governments on the possibility of providing shared park facilities
• Work with DNR and other local communities to acquire more park and recreational facilities in the county.
• Coordinate community volunteers to improve and maintain parks
• Develop a system in which users of recreational areas can provide feedback on desired facilities and improvements
• Work on developing parks, recreational areas, and trails as a key component of Winnebago County's Economic Development strategy.
• Improve and maintain non-motorized recreational facilities (hiking, off-road biking routes, horseback riding trails, cross-country ski trails and canoe and kayak routes).

• Improve and maintain motorized recreational facilities (snowmobile trials, all-terrain vehicles (ATV) trails, lake and steam access).

10. Recommendations for other Community Facilities

• Libraries: The County should work with respective communities on reviewing formulas for funding library services.

• Medical Facilities: As the population in Winnebago County ages, it will be important for there to be a consistent review of services offered within the community. The County should anticipate these increased demands for facilities and services and develop plans to accommodate them as needed.

• Educational Facilities: In general, new schools should be located within or adjacent to planned residential development areas. The opportunities for co-development of recreational facilities suggest that Public Park and school sites should be located together wherever possible. Actual site selection for future schools should occur only after completion of detailed analysis of existing school capacities and growth trends, and development criteria for future school site selection. The county, working with local governments, should help the school districts identify, map, and secure land for future school construction in advance of the need for such facilities. Partnerships between educational institutions, local businesses, and governments should be encouraged in an effort to retain younger workers in Winnebago County. Programs in local colleges and technical schools should be directed to actual training needs of local workers and businesses.

• Childcare Facilities: The County should work with local governments and the County Industrial Development Board to promote the provision of childcare services within businesses and near job centers. The IDB could assist in facilitating joint day care by multiple businesses.

• Law Enforcement: The Winnebago County Sheriff's Department serves as the primary law enforcement agency to all towns in the County. The sheriff's department should work closely with local units of government to ensure that they have the necessary facilities and resources to provide
the service needs in the community, and are able to offer these services in a cost effective and efficient manner.

- **Fire and Rescue Facilities**: The County should continue to support cooperative fire service agreements and the operation of volunteer fire departments in rural areas. The County should also work with towns and the state to ensure that the departments have adequate equipment and training. The County should work with towns to address specific deficiencies in water supply and/or water storage areas that affect fire protection.

- **County Administrative Facilities**: The County administrative facilities are located in the City of Oshkosh. An ongoing evaluation of space needs in order to facilitate the convenient use of county services by the public should be conducted. Space and expansion needs should be evaluated at regular intervals and accommodated into long-range capital improvement plans.

- **Private Facilities and Utilities**: There are several facilities owned by private or quasi-public entities in Winnebago County that are open to the public for recreational use. The County should support the continued operation of these facilities, which benefit all county residents. As some of these "quasi-public" lands may be disposed of by their current owners the County should play an active role in attempting to preserve all or part of these facilities for public use over the next 20-year planning period.