



*Town of  
Freedom*

OUTAGAMIE COUNTY P.O. BOX 1007 FREEDOM, WI 54131

• **COMPREHENSIVE PLAN** •



  
**Martenson & Eisele, Inc.**  
"Plan It. Design It. Build It."  
Planning • Environmental • Surveying • Engineering • Architecture

Planning for 2040 and Beyond  
Adopted June 2003  
Amended August 12, 2009  
Recommended Plan April 2020



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**Appendix A: Public Participation Plan & Adoption Procedures**

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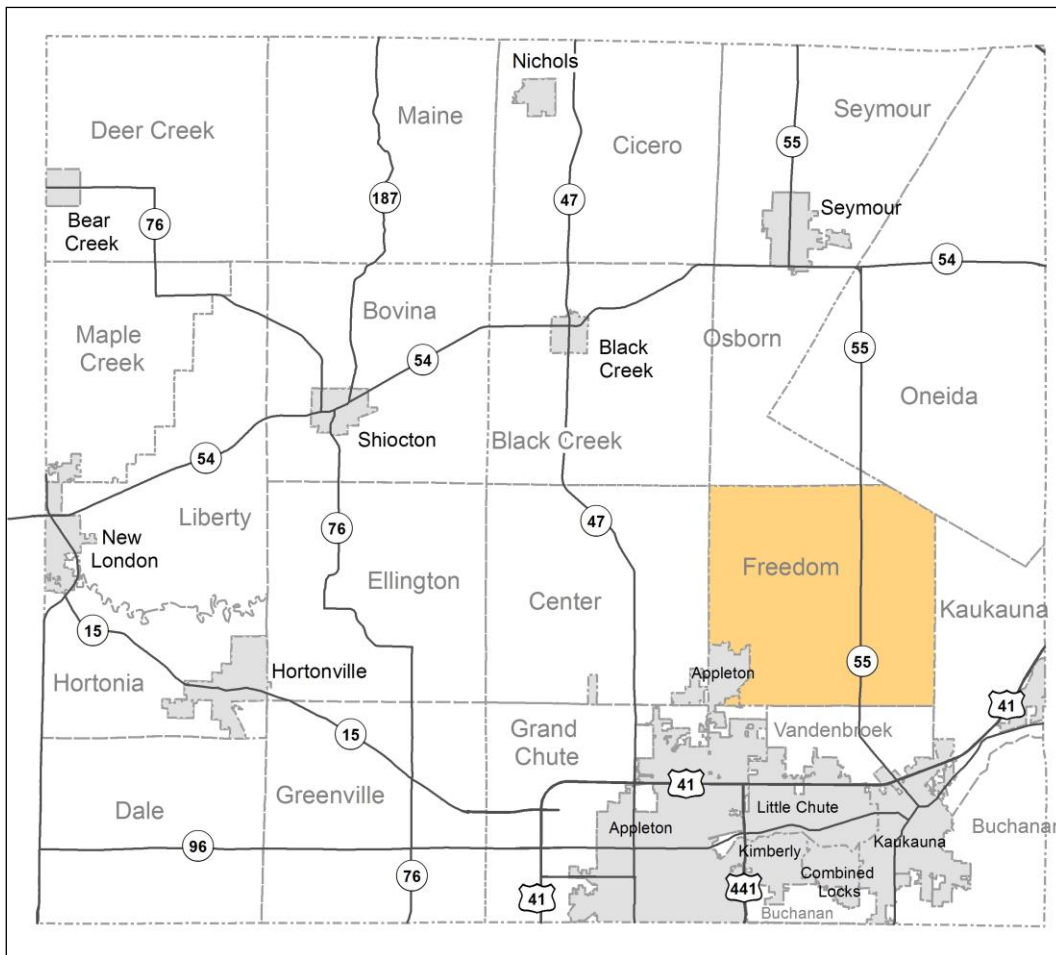
**1.0 INTRODUCTION**

**Where is the Town of Freedom?**

The Town of Freedom is located in Outagamie County, Wisconsin, approximately halfway between the cities of Appleton and Green Bay. Freedom enjoys both rural lands and a core village-like area with subdivisions, numerous commercial establishments, and an industrial park with wastewater treatment service provided by the Freedom Sanitary District No. 1. The urbanized area served by the Freedom Sanitary District No. 1 has its own postal zip code area and is served by a post office located in nearby Kaukauna. In total, the Township includes almost 36 square miles and is home to more than 6057 people in 2018.

The Town of Freedom shares borders with: The Town of Center to the west, Town of Osborn, Town of Oneida and the external boundary of the Oneida Nation to the north, Town of Kaukauna to the east, Town of Grand Chute and Town of Vandebroek to the south and City of Appleton to the southwest.

**Index Map 1-1 Outagamie County, WI**



STH 55 traverses the Town and provides easy access for residents to USH 41 and to nearby employment centers in Appleton and Green Bay. CTY C, CTY E, CTY N, and CTY S are also primary traffic routes through Freedom.

## Town History

In May of 1830, a freed slave named James Jackson and his Stockbridge Indian wife came to Wisconsin to clear their nine acres of land in an area called Lansing. At that time, Lansing included the combined areas of what we now know as the Towns of Freedom and Center. The Freedom village area was called Sagola, which is an Indian word meaning “good morning.” The Town Council wanted to call the Town “Jackson” after James Jackson, but Jackson said they should call it “Freedom” in recognition of his freedom.

By 1849, a small Irish-Catholic settlement developed in the area. In June 1852, the Town of Freedom became an official community. The Town of Center was named after the place of the same name in Columbiana County, Ohio, where so many of the early Irish families had come.

Freedom was a settlement of Irish, Germans and Dutch. Lumbering was the chief industry. Two large sawmills were built. The first post office was established in the part of Town known as "the Hoosier Settlement". In 2002, the Town of Freedom celebrated its sesquicentennial. Recognition of this historic event, makes this plan, with and its focus on the future of the Town, even more important.

## Background

In 2001, the Town of Freedom received a grant from the Wisconsin Department of Administration to prepare a comprehensive plan. The *Town of Freedom Comprehensive Plan* was developed primarily to manage future growth, as evidenced by the Town's 10% average annual growth rate between 2000 and 2010. Just as importantly, the Town faces issues with respect to groundwater quality, surface water quality, preservation of the urban and rural character and agricultural industry production changes. The development of this comprehensive plan amendment will provide the Town with the opportunity to address these, and other issues, in a complete and long-term manner.

Developing this plan sends a clear message that the Town of Freedom wishes to act proactively – to seek out and identify potential issues and land use conflicts and be proactive in working toward providing good sound land use planning decisions for the types of development that will benefit the Town, maintain a rural atmosphere and still provide flexibility for landowners.





In 2019, the Town of Freedom, contracted with the firm of Martenson & Eisele to update the Comprehensive Plan developed in 2003 and amended in 2009. A public participation plan, draft plan documents and deliverables were identified which included stakeholder interviews and an on-line public survey and current GIS mapping for the 9 supporting planning elements as identified. The consultant worked directly with the Town of Freedom Planning Commission to develop a “Recommended Plan” which was forwarded to the Freedom Town Board for adoption by ordinance. Major considerations during this planning update included further expansion of commercial-industrial areas, the need for more Single-Family and Two-Family Housing, Multi-Family Housing, Duplex Development areas; and better alignment with Future Land Use Categories.

Moving forward, The Town of Freedom will be challenged to keep its community base energized and focused on opportunities. Competition for commercial and industrial growth will continue to be fierce amongst all communities in Outagamie County. Small-town America, as it has been universally coined, will continue to be challenged in providing the diversity of expectations residents will seek. In addition, demographic challenges such as housing styles for the Millennial generation, Baby-Boomer retirement and the out migration of talent to larger metro areas will continue to challenge the Town of Freedom. However, the biggest challenge that small Town areas such as Freedom will face is maintaining an adequate infrastructure system, maintain revenue streams to pay for the rising cost of services and debt retirement. If revenue through taxation and other means stays flat, while administrative and service costs increase, the quality of life may subside. Financial creativity will be paramount to Freedom’s future success.

The Town of Freedom has and will continue to face these challenges through its strongest asset; it’s people will strive to grow and prosper. The Town has experienced many challenges but more importantly, many successes as well. Freedom is becoming a premier destination for home owners looking to locate between Appleton and Green Bay. This fact alone, gives the Town of Freedom tremendous opportunity for growth and entrepreneurship.

Town leaders sought assistance from Martenson-Eisele, a consulting firm based in Menasha, WI. to update the plan as required through Wisconsin State Statue 66.1001

**DEFINITIONS**

**Vision:** An overall statement related to each of the nine required elements expressing the Town’s expectations for the future. These statements provide a framework and context to consider when making future land use decisions.

**Goal:** A statement that describes, usually in general terms, a desired future condition. Goals will usually only address one specific aspect of the vision.

**Objective:** A statement that describes a specific action or condition that is to be attained within a stated period of time. Objectives include ordinances changes, new programs, and other tasks. The objectives serve as a “to do” list to implement the plan. To be effective, objectives must be evaluated regularly and updated as necessary.

**Policy:** A course of action, or rule of conduct, used to achieve the goals and objectives of the plan. Policies are based on specific research. Therefore, they are developed after vision statements. In some cases, the policies relate closely to the vision, but provide more refined, specific actions.

## Purpose and Scope of This Document

This 20-year *Town of Freedom Comprehensive Plan*, includes four major components:

- *A profile of the demographic, economic and housing characteristics of the Town;*
- *An inventory and assessment of the environment, community facilities, and natural resources issues as identified by the Planning Commission, Stakeholder interviews and public surveys;*
- *Visions, goals, objectives, policies and implementation strategies; and*
- *A land use map that depicts the future land use patterns in the Town.*

This plan was developed under the authority of 1999 Wisconsin Act 9, Wisconsin’s “Smart Growth” Law which has changed to be known as Comprehensive Planning. The law requires that a 20-year comprehensive plan be developed and adopted by all units of government that wish to have a role in land use issues. The law authorizes municipalities to prepare and adopt comprehensive plans to serve as guides for the development of their communities. The law also authorizes multi-jurisdictional planning efforts.

The Town of Freedom Comprehensive Plan is divided into a series of chapters following the nine (9) required elements defined in the Smart Growth Law which is now Comprehensive Planning in section 66.1001 *Wisconsin Statutes*:

1. Issues and Opportunities (Chapters 2 & 3)
2. Housing (Chapter 4)
3. Transportation (Chapter 5)
4. Utilities and Community Facilities (Chapter 6)
5. Agricultural, Natural and Cultural Resources (Chapter 7)
6. Economic Development (Chapter 8)
7. Land Use (Chapter 9 and 10)
8. Implementation (Chapter 11)
9. Intergovernmental Cooperation (Chapter 12)



## Public Involvement

The *Town of Freedom Comprehensive Plan* was developed in an environment rich with public input. To gain citizen understanding and support throughout the planning process, the public was provided with a variety of meaningful opportunities to become involved in the process. Public input was facilitated through a public meeting and activities, including an on-line survey monkey located on the Town of Freedom Web-site for community input as well as a stakeholder questionnaire which was utilized as an interview process to gain specific information for the plan update from several local organizations (199 surveys were completed). Results of the survey, copies of meeting



agendas and attendance sheets as well as the *Public Participation Plan and Adoption Procedures* are provided in the appendices of this document.

What follows is a description of some of the primary opportunities for public education and input in the planning program.

### **PLAN UPDATE KICK-OFF MEETING**

The Town of Freedom “Update kick-off” meeting was held on February 20<sup>th</sup> 2019. The Planning Commission approved the resolution for the Public Participation Plan for the 2019 Comprehensive Plan update. At that meeting, Martenson & Eisele, Inc. staff presented an overview of the update planning process, and provided general information to the Planning Commission and the public about updating the Comprehensive Plan and the involvement desired with the planning and its importance to the Town of Freedom. Potential Stakeholder were identified as:

- 1) Freedom Area School District
- 2) Freedom Area Business Association
- 3) Outagamie County Planning Department
- 4) Representative from local Agriculture
- 5) Representative (s) from local Real Estate Agency
- 6) Town of Freedom Sanitary District No. 1
- 7) Freedom Athletic Association/Town Parks Committee/VFW/Lions Club
- 8) Police Department/Fire Department/EMS
- 9) Snowmobile Club

### **MONTHLY PLANNING ADVISORY COMMITTEE MEETINGS**

The Plan Commission meet regularly to complete the update in a timely fashion. The Planning Commission’s goal is to review draft text, maps, establish goals and establish priorities for the plan update with accurate existing land use and identify future focus areas to ensure the needs of the Town of Freedom are addressed. Key areas will be identified such as: existing growth, road-way usage, increased need for services such as (fire, police and EMS), school facilities and industrial park development. Each of these meetings meets the requirement as identified in Wisconsin State Statue 66.1001.



### **PLANNING COMMISSION AND STAFF MEETING**

The Plan Commission and staff meetings provide an opportunity to identify and evaluate the communities: Strengths, Weaknesses, Opportunities and Threats (SWOT). Once the SWOT was developed the Planning Commission develop a collective future vision and identify areas of concern. This information was used to develop draft goals for the *Town of Freedom Comprehensive Plan* and to complete the Issues and Opportunities Element.

### **COMMUNITY SURVEY**

The Town of Freedom Plan Commission conducted an on-line SurveyMonkey community survey as part of the planning effort in the summer of 2019. Paper copies of the questionnaires were also available upon request and at the Town Hall. The survey was designed to obtain resident and business owner input about existing conditions in Freedom and desirable future development. The results of the community survey are highlighted throughout this plan with a summary report provided in the Appendix. Additional information about the community survey is also provided in the Issues and Opportunities Element.

Public informational Meetings (PIM) were coordinated to allow the public to stay informed as to the Comprehensive Planning Process and what type of information is included in the plan. The public meetings discussed recent trends which have occurred since the last planning process. The final PIM discussed the content of the “Draft” version of the comprehensive plan. Public comments were taken along with any recommended changes for incorporation within the “Draft” plan.



### **GEOGRAPHIC INFORMATION SYSTEM (GIS) AND MAPPING**

Mapping for all maps provided will be maintained and updated on the Town’s website and will be available during the Comprehensive Plan update process. Existing land use map will be updated at the onset of the plan update and transportation, community facilities and recreation, water and environmental features, and farmland preservation. The final map will be the future land use which will incorporate all prior land use map updates. The “draft” maps will be available, as they are completed, at each Plan Commission Meeting, Public Informational meetings and the Public Hearing for review.

**INTERNET WEB-INFORMATION**

Draft information will be maintained throughout the planning process on the Town of Freedom Website as pertinent information becomes available for public review. Public outreach will be utilized through on-line surveys to increase public awareness and participation.

**INTERGOVERNMENTAL MEETINGS**

As part of the planning program, the Plan Commission will hold seven (7) meetings to work through the plan elements as laid out in the Scope of Work provided by Martenson & Eisele, Inc. The Planning Commission set the months of June, July, August, October, November, December and January of 2020 for the seven meeting with the desire of addressing three chapters at each of the meetings to arrive at a final plan by early 2020. The first meeting will address the existing land use map as well. The finding of the Stakeholders meetings/interviews will be reviewed and the information provided will be incorporated into the plan in the appropriate sections. The stakeholder groups identified were: Freedom Area School District, Freedom Area Business Association, Outagamie County Planning Department, Local Agricultural Representatives, Real Estate Agency Representative, Freedom Sanitary District No. 1, Freedom Athletic Association/ Town Parks/VFW/Lions Club, Local Police/ Fire/EMS and the Local Snowmobile Club. Stakeholder meeting were conducted in the summer of 2019.

At the meetings, participants from the neighboring units of government, County, regional planning and school district were encouraged to discuss any issues or opportunities they felt should be identified while updating the Town of Freedom Comprehensive Plan.

**Town of Freedom's Values:**

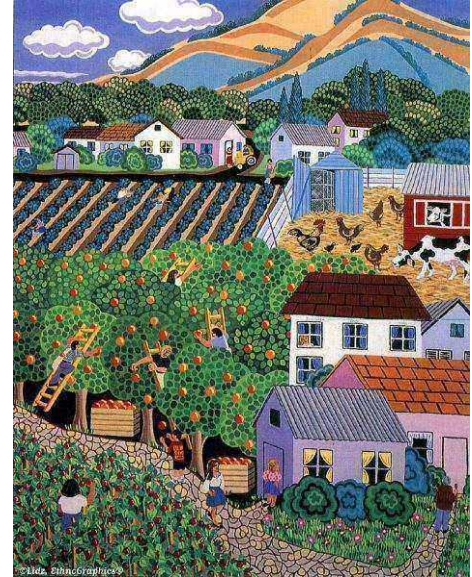
- Agricultural Opportunity
- Rural Setting
- Location between Green Bay and Appleton
- Quiet Neighborhoods
- Down to Earth Values
- Freedom School System
- Private School System
- Opportunities to become involved in the community
- The “Small Town” Atmosphere / “Small Town” Charm
- Low Crime Rate
- Fire Department
- Economic Opportunity

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## 2.0 ISSUES & OPPORTUNITIES

### Introduction

The Issues and Opportunities Element provides the background information on the Town and the overall visions to guide future development and redevelopment over a 20-year planning period. Specifically, the Issues and Opportunities Element includes population, household and employment forecasts and demographic trends, age distributions, education levels, income levels and employment characteristics that exist within the local government unit. This chapter presents the overall vision for the Town of Freedom, including a complete assessment of local Strengths, Weaknesses, Opportunities and Threats (SWOT). The community characteristics and general background information that form the basis for the Issues & Opportunities Element, is included in Chapter 3 Community Profile.



### Community Survey

A SurveyMonkey format located on the Town of Freedom website for 30 days was used to get the general public involved in the public planning process. Printed copies of the survey were available at the Town of Freedom Town Hall for those who were not interested in completing the survey on line. The SurveyMonkey generated 199 surveys with the on-line survey format and zero printed copies were filled out. The survey revealed that residents were generally happy with the Town and do not want to see it change substantially over the next 20 years. In fact, almost 92 % of respondents indicated they were satisfied or very satisfied with the Town of Freedom as a place to live. The findings of this survey identified 183 of the respondents identified the quality of life to be excellent or good for the Township of Freedom.

Community Survey results are provided throughout this plan update to illustrate the residents' opinion with respect to various development needs that have changed since the last plan update, preservation of natural areas, water quality and public services.

### Visioning Process

To identify community issues and opportunities, stakeholder meeting/interviews were conducted to gain input on their areas of expertise. These interviews would help develop a Comprehensive Plan update that would be an accurate representation of what is needed for the future based on what has historically happened in the area. Each of the nine required planning elements were focused on by the Planning Commission mainly focusing on the SWOT model to develop the information used in the plan.

## SWOT

Strength, Weakness, Opportunity, and Threat have been used to categorize important factors that have been changing or need to be changed because of what is happening in the Town of Freedom. The future of the Town of Freedom, with respect to positive growth and a healthy environment, can be influenced by its Strengths and Opportunities. Weaknesses and Threats need to be addressed or eliminated to ensure a quality of life that is desired by those who live within the Township.

- Strength** *Something that makes a community stand out when compared to other communities. Something that makes you proud to call the community home. A strength can be a physical asset, a program, an environmental condition or an impression or feeling (i.e. friendly community atmosphere).*
- Weakness** *Opposite of a strength. Problem that needs to be addressed.*
- Opportunity** *Something that could be done to improve the community. A potential change.*
- Threat** *A threat may be internal or external. A threat can be anything that could jeopardize the future success of a community.*

A SWOT model is a planning exercise used to get communities thinking about:

- where they have been;
- where they are;
- where they want to be in the future; and
- how they want to get there.

The Town of Freedom Planning Commission used the SWOT model for identification and planning of what could be done to develop a solid and realistic Comprehensive Plan. Plan Commission members viewed various aspects of the Town and reflected on the past and where they would like to be in the future. This include their feelings on physical things such as roads, utilities, etc., and “quality of life” issues. Martenson & Eisele, Inc., the Town’s comprehensive planning consultant, facilitated the meetings and collected the information.

During the plan update process the Town of Freedom Planning Commission was asked to review the SWOT responses from the previous plan and make changes to each of the four areas as they saw fit. The identified responses may have changed over the last 10 years and their priority ranking may need to be updated due to changes that have occurred. Additional items were added to each of the four areas as were identified from the Planning Commission or public responses. The Planning Commission reviewed the existing responses and updated the responses as they saw fit.



The primary strengths of the Town of Freedom in 2019 are as follows:

- Location
- Affluent, Educated Population
- Reasonable Land Prices
- High Quality of Living
- Sanitary District opportunities
- Enhanced Law Enforcement Services Through the Outagamie County Sheriffs’ Department

The Plan Commission collectively agreed upon two (2) critical and related *weaknesses* to address:

- Loss of Farmland Due to Sprawl
- Scattered Residential Development

The Plan Commission agreed that three (3) important *opportunities* to address were:

- The development and implementation of a quality plan
- The creation of joint service agreements with neighboring communities
- The establishment of additional service businesses to support population growth

Strengths	<ul style="list-style-type: none"> <li>• School District is high achieving in Fox Valley</li> <li>• Parks</li> <li>• Central Location</li> <li>• Quality of Single-family homes on large lots</li> <li>• Real estate taxes are comparatively reasonable</li> <li>• Land costs for building sites and housing costs are reasonable compared to Appleton and Green Bay</li> <li>• Quality of living</li> <li>• Rural, small Town atmosphere</li> <li>• Lots of volunteerism (Fire Department, Coaching, Summer Athletics, Church Groups, Scouts, VFW, Food Pantry, Hunters Safety Program etc.)</li> <li>• Safety</li> <li>• Quiet</li> <li>• Summer activities for children</li> <li>• Good - fire department, sheriff’s deputy coverage and first responder services</li> <li>• Places to socialize</li> <li>• You know your neighbors (Friendly neighborhoods)</li> <li>• Availability of Public Sewer and Water</li> <li>• Commercial and Industrial Development Opportunities</li> </ul>
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<h1 style="writing-mode: vertical-rl; transform: rotate(180deg);">Weaknesses</h1>	<p style="text-align: center;"><b>Responses</b></p> <ul style="list-style-type: none"> <li>• Lack of citizen participation at Town Board meeting</li> <li>• Maintaining development in Sanitary District</li> <li>• No public swimming-pool</li> <li>• Loss of farmland due to sprawl</li> <li>• Residential development is scattered</li> <li>• No public transportation</li> <li>• Not enough local control – Town and County conflicts</li> <li>• Lack of winter activities</li> <li>• Lack of public sidewalks/trails</li> <li>• Minimal medical facilities</li> <li>• Limited street lights in subdivisions</li> <li>• Lack of local shopping</li> <li>• Lack of industry</li> <li>• No public library</li> <li>• No post office</li> <li>• Increased outward development causes longer commuting times</li> </ul>
<h1 style="writing-mode: vertical-rl; transform: rotate(180deg);">Opportunities</h1>	<p style="text-align: center;"><b>Responses</b></p> <ul style="list-style-type: none"> <li>• Expand and diversify economic development (2 TID’s)</li> <li>• In-migration potential – numbers and diversity (Location)</li> <li>• Space for growth (Residential, Commercial &amp; Industrial)</li> <li>• Service businesses to support population growth</li> <li>• Good planning potential</li> <li>• Explore border agreements</li> <li>• Second Sanitary District</li> <li>• Nice, low income housing development</li> <li>• Development based on wise land use planning</li> <li>• Joint service agreements</li> <li>• Improve storm water drainage</li> <li>• Increase development</li> <li>• Infill development in Sanitary District</li> <li>• Revitalize central downtown area</li> <li>• Connecting street systems</li> </ul>

Threats	<p style="text-align: center;"><b>Responses</b></p> <ul style="list-style-type: none"> <li>• Poor water quality in rural areas, outside Sanitary District</li> <li>• Residential, agricultural and quarries land use conflicts</li> <li>• Annexation</li> <li>• County zoning</li> <li>• High Voltage Transmission Lines</li> <li>• Loss of family-oriented atmosphere (uncontrolled growth)</li> <li>• Loss of farmland</li> <li>• Scattered development</li> <li>• Mega farms - CAFOs</li> <li>• Pressure from developers on agricultural land</li> <li>• Increased taxes impacting residents</li> <li>• Increased traffic (volume and loads) on roads that cannot handle it</li> <li>• Land Use Conflicts</li> <li>• Aging and Outdated School Facilities</li> </ul>
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**COMPREHENSIVE PLAN MAPPING**

Maps for the comprehensive plan update will be reviewed for incorporation into the plan update. Options for mapping include updating existing maps, creating new maps or removing certain maps entirely. At a minimum, the following maps will be generated with the most current data available to reflect land use and or proposed land use to aid in the decision-making process of the Planning Commission. Maps to be included, but not in any specific order are listed below:

- 1) Project Area
- 2) Existing Transportation (road type, functional class, traffic counts)
- 3) Trails and Recreations Opportunities
- 4) Community Facilities and Recreation Areas (includes bike trails)
- 5) Water & Environmental Features (streams, wetlands)
- 6) Farmland Preservation Areas
- 7) Existing Land Use
- 8) Future Land Use

The first 7 maps were used extensively in the development of the *Future Land Use Map* presented later in this plan. This approach helps to ensure that the *Future Land Use Map* accurately reflect community concerns and priorities for the future. Copies of the collective group maps are provided in the Appendix.

**Vision Development**

**ISSUES AND OPPORTUNITIES (OVERALL VISION)**

In 2020 - 2040, the Town of Freedom will strive to provide residents with a high quality of life while maintaining its “Small Town” charm and rural character. The Town enjoys a mix of commercial, industrial and residential development within the Sanitary District. Its industrial park is thriving and is a significant asset to the local economy and provides a wide variety of

employment opportunities. The promotion and continual development of TID #1 – “Mixed Use District” (85.54 acres of mixed Industrial, Commercial and Residential development) and TID #2- “Industrial Use District” (82.64 acres of Industrial development). Agricultural production remains an integral part of the rural landscape and will continue to be a factor/contributor to the Town of Freedom well into the future due to the significant investments into farmsteads and land base. Urban and Rural interface relationships have been an area of continual discussion throughout the Comprehensive Planning Process. Development options are available to preserve and protect farm areas from incompatible development and annexation pressures. The Town continues to provide quality municipal services to its residents.

### **HOUSING VISION**

In 2019, family housing choices are limited for residential lots in the Town of Freedom. In the Sanitary District, single family homes remain the preferred housing choice. Residential options also include apartments, duplexes/multi-family, and other affordable housing types. Rural residential development, outside the Sanitary District, includes a balance of single family, historic farmsteads, farmettes and mobile homes. Rural residences in the Town have been designed to blend with natural features and agricultural uses to minimize land use conflicts. This has resulted in the preservation of the Town’s rural character. All residential development in Freedom is attractive, well planned, well suited for raising a family and economical. Neighborhoods take pride in being friendly and cordial to all the those who reside there, “neighbor friendly”.

### **TRANSPORTATION VISION**

In 2019, a network of well-maintained local roads, County trunk and state highways designed to accommodate automobile needs, truck needs and agricultural equipment needs serves the Town of Freedom. Residents enjoy easy and direct access to Appleton and Green Bay. Local trails, including snowmobile trails, are an integral part of the transportation network - providing connections to environmental areas, schools, recreational facilities, and other trail networks. Sidewalks provide connections throughout the Sanitary Service Area. Rural public transit service is available on a limited basis. Private transportation is more commonly used for the majority of the persons residing in the Town of Freedom.

### **UTILITIES & COMMUNITY FACILITIES VISION**

The Town of Freedom coordinates with Outagamie County, the City of Green Bay, the City of Appleton and the Freedom Area School District to ensure that Town residents have easy access to a full-range of services, including: medical care, retail, educational facilities and entertainment choices. The Town strives to ensure that property taxes are minimized, without jeopardizing public health and safety, by constantly striving to improve efficiencies in service delivery and pursuing shared services, mutual aid, with neighboring communities as a means to reduce costs.

Community services and infrastructure needs are closely coordinated and do not create an unreasonable financial burden for residents. Municipal sewer and water serve developments within the “sanitary service area”. Rural residents rely on Private Onsite Waste Treatment Systems (POWTS) and private well water.

Residents of all ages enjoy year-round access to abundant recreational opportunities. There are four Town parks, a public-school recreational area and two golf courses as well as snowmobile trail system for winter recreation. All-Terrain/Utility Terrain Vehicle Trails and Routes open upon roadways listed in Section 3. of the Town of Freedom Ordinance 19-01.

#### **AGRICULTURAL, NATURAL & CULTURAL RESOURCES VISION**

Agricultural crop production is mixed within the Town municipal boundary and throughout the Township. Agricultural operations in the Town consist of: traditional family farms, several smaller niche farms, rented cropland, and a few Concentrated Animal Feeding Operations (CAFOs). Surface water, stream corridors and floodplain areas are abundant in the Town of Freedom. Federal, state and local regulations and ordinances need to be thoroughly reviewed when development is proposed for property that is in or near any of these resources. Drinking water sources are found mainly from two sources in the Town of Freedom, municipal within the Sanitary District or private wells throughout the Town. Ground water quantity currently is not an issue, but as the number of wells increase the potential for ground water level to fluctuate could occur. Ground water quality can be an issue in areas of concern with high arsenic levels. Water samples should be taken periodically to ensure private well water does not exceed any drinking water standard and pose a human health risk. Woodlands, while not plentiful in the Town of Freedom provide aesthetic benefit and habitat for wildlife. These areas should be managed to utilize their full potential to the community as a recreational resource. Mines and Quarries are found in the Town and are becoming larger in size as the demand for aggregate materials become harder to gain access too.

#### **ECONOMIC DEVELOPMENT VISION**

Commercial and industrial businesses are thriving in the Town of Freedom, concentrated in the Sanitary District, where services are most easily accessible. The focus of commercial and industrial development opportunities should continue to be an area of emphasis as defined by the *Future Land Use Map 10-1*. The Town of Freedom's geographical location between the Fox Cities and Green Bay provides an attractive location for future commercial and industrial business development.

Economic development is in harmony with the Town's natural, environment and residential areas. This includes farming operations of all scale interspersed throughout the Township.

Employment opportunities for Town residents can be easily found within 15-30 miles of their homes.

**INTERGOVERNMENTAL COORDINATION VISION**

The Town of Freedom works cooperatively through border and shared service agreements with the neighboring Towns, the City of Appleton, Village of Little Chute, City of Kaukauna and Outagamie County to provide Town residents with a wide variety of cost-efficient, non-duplicative services for the betterment of both communities. Annexations are planned, based on service demands, and coordinated in a fashion to ensure that both communities preserve their identities.

Planning Commission intent is to work with the School District, to ensure that the location, size and nature of future development including the potential new school site will not result in unexpected additional service requirements and extenuating cost to the Township.

Town leaders keep residents informed on all matters pertinent to Town operations and land development issues. Freedom continues to pursue opportunities to provide coordinated, cost-effective services with neighboring communities.

**LAND USE VISION**

Concentrated development in the Sanitary Service Area provides the Town with a center of activity. Future Land Use Development will be utilized to encourage growth in areas where exiting commercial development already exists. This effort will concentrate service needs, better utilize existing infrastructure, reduce development costs, concentrate desired commercial development for the public, provide job opportunities and aid in the continual growth of the area. Development in the Sanitary Service Area encourages residents to walk to places of interest (i.e. stores, schools, environmental areas etc.). The Town has a strong and growing industrial development sector located within its two industrial parks and commercial areas and will continue to promote growth of future development.

Beyond the Sanitary Service Area, the landscape presents a balance of agricultural areas, scenic natural areas, and rural residential development. Continual land use development issues will arise, but with wise comprehensive planning the conflicts will be minimal.

**IMPLEMENTATION VISION**

By 2040, the Town of Freedom continues to recognize the value and importance of comprehensive planning as a tool to guide development. Plan success relies on zoning to prevent incompatible land uses, encourages creative design solutions (such as conservation subdivision, buffered areas or strategic Future Land Use Planning), and provides adequate financial planning for capital improvements.

Development decisions and provision of public services are determined based on their impact on Town resources.

Supporting goals, objectives and program initiatives are described in Chapter 11 of this plan.

## 3.0

## COMMUNITY PROFILE

## Demographic Profile



The planning process for the Town of Freedom begins with a profile of the people who live, work and own property in the community. Specifically, this section analyzes the size, composition and trends of the population. This information is critical to forecasting the need for community facilities and services, since it is people who will demand better schools, roads, parks, jobs and other public services.

## POPULATION TRENDS

The Town of Freedom has experienced substantial population gains over the last three decades as shown in Table 1. Of particular significance from Table 1 is the steady increase in the Town's share of the overall County population.

<b>Location</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>2010</b>	<b>Actual Chg. 1980-2010</b>	<b>% Change 1980-2010</b>
<i>Town of Freedom</i>	3,746	4,114	5,241	5,824	2,078	55%
Share of County Population	2.9%	2.9%	3.3%	3.3%	NA	NA
Outagamie County	128,730	140,510	160,971	176,695	47,965	37%

Source: WI Dept. Administration, Demographic Service Center and 2010 U.S. Census

To put the population growth rate of the Town of Freedom into context, Table 2 compares the population changes for all Towns in Outagamie County. From this table, it is apparent that the Town of Freedom is growing at a moderate rate compared to other Towns in the County. Of the 20 Towns in the County, the **Town of Freedom growth rate ranked 7<sup>th</sup> out of 20** with Greenville, Dale, Buchanan, Grand Chute, Osborn and Oneida each having higher growth rates.

<b>Town Name</b>	<b>2000 Population</b>	<b>2010 Population</b>	<b>2018 Population Estimate</b>	<b>% Change 2000– 2010</b>
<i>Town of Freedom</i>	<i>5,241</i>	<i>5,824</i>	6,057	<i>11.1%</i>
Town of Black Creek	1,268	1,259	1,246	-0.7%
Town of Bovina	1,130	1,145	1,159	1.3%
Town of Buchanan	5,827	6,755	6,969	15.9%
Town of Center	3,163	3,402	3,564	7.6%
Town of Cicero	1,092	1,103	1,112	1.0%
Town of Dale	2,288	2,731	2,852	19.4%
Town of Deer Creek	682	637	647	-6.6%
Town of Ellington	2,535	2,758	2,999	8.8%
Town of Grand Chute	18,392	20,919	22,701	13.7%
Town of Greenville	6,844	10,309	11,785	50.6%
Town of Hortonia	1,063	1,097	1,093	3.2%
Town of Kaukauna	1,116	1,238	1,296	10.9%
Town of Liberty	834	867	877	4.0%
Town of Maine	831	866	883	4.2%
Town of Maple Creek	687	619	604	-9.9%
Town of Oneida	4,147	4,678	4,729	12.8%
Town of Osborn	1,029	1,170	1,209	13.7%
Town of Seymour	1,216	1,193	1,188	-1.9%
Town of Vandenbroek	1,351	1,474	1,574	9.1%
All Towns in Outagamie County	60,580	70,044	74,544	15.6%

Source: 2000 and 2010 U.S. Census

Table 3 projects the population of the Town of Freedom through 2040. Included in the table is a breakdown of persons per household and total household figures. Information about the Freedom Sanitary District area is also provided for population projections until the year 2030.

<b>Year</b>	<b>Town of Freedom Population</b>	<b>Persons Per Household, Town of Freedom</b>	<b>Freedom Sanitary District</b>	<b>Total Households (Sanitary District)</b>
<b>2020</b>	6,485	2.64	3655	2456(1384)
<b>2025</b>	6,870	2.61	3851	2635(1481)
<b>2030</b>	7,225	2.87	4042	2808(1585)
<b>2035</b>	7,460	2.54	----	2939(--)
<b>2040</b>	7,600	2.51	----	3032(--)
<b>Change 2020-2040</b>	1,115	-0.13	387	576(201)

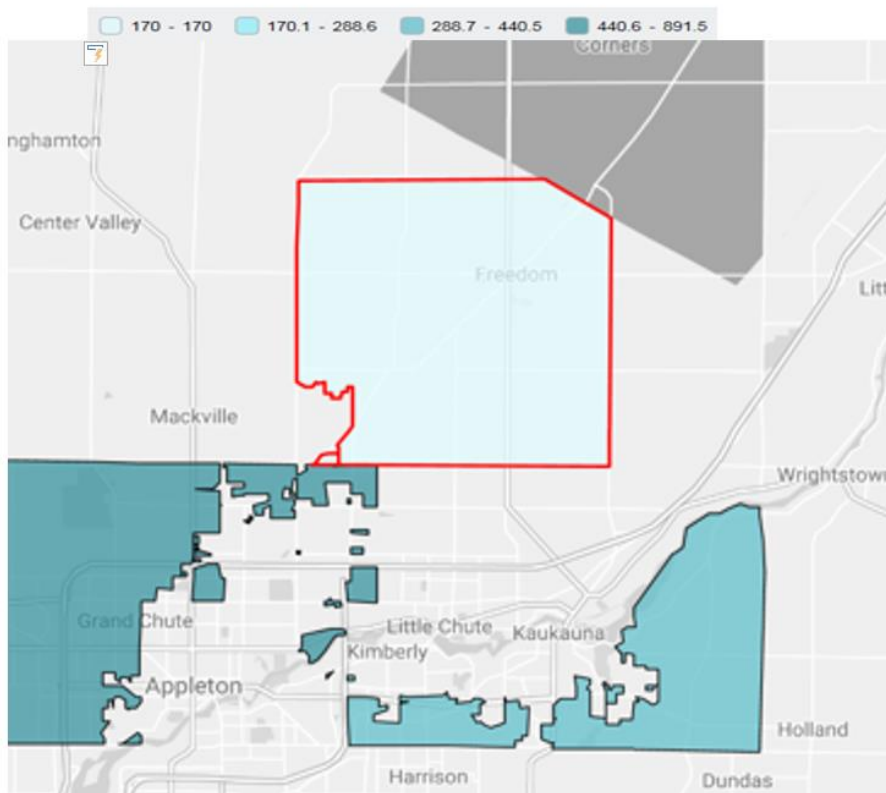
SOURCE: U.S. Census Bureau, 2018; Freedom Sewer Service Area Plan 2012, ECWPRC



Based on the information provided in Table 3, the population within the Town is expected to steadily increase over the next 20 years. However, at the same time, the number of persons per household is expected to decrease (see Population Characteristics). This trend is important because it means more housing units will be needed in the Town to support the population. Important to note from the information in Table 3, is that in 2000 approximately 53% of the Town’s population lived in the Sanitary District, by 2020 this percentage is expected to increase to 56% and in 2030 this percentage will remain at 56%. These figures clearly indicate that rural development, beyond the Sanitary District, will be occurring through 2030 and beyond.

The map below illustrates the persons per square mile based on the results of the 2010 U.S. Census in the Town of Freedom. Based on this map, the overall population per square mile in the Town is approximately 170 persons. Population densities vary throughout the Town of Freedom especially in the areas within the Freedom Sanitary District and less dense in the more rural areas. In fact, more than half of the Town’s population is located within the Freedom Sanitary District, which only encompasses approximately 8.5 square miles. Within the Sanitary District the density of the population is approximately 850 people per square mile.

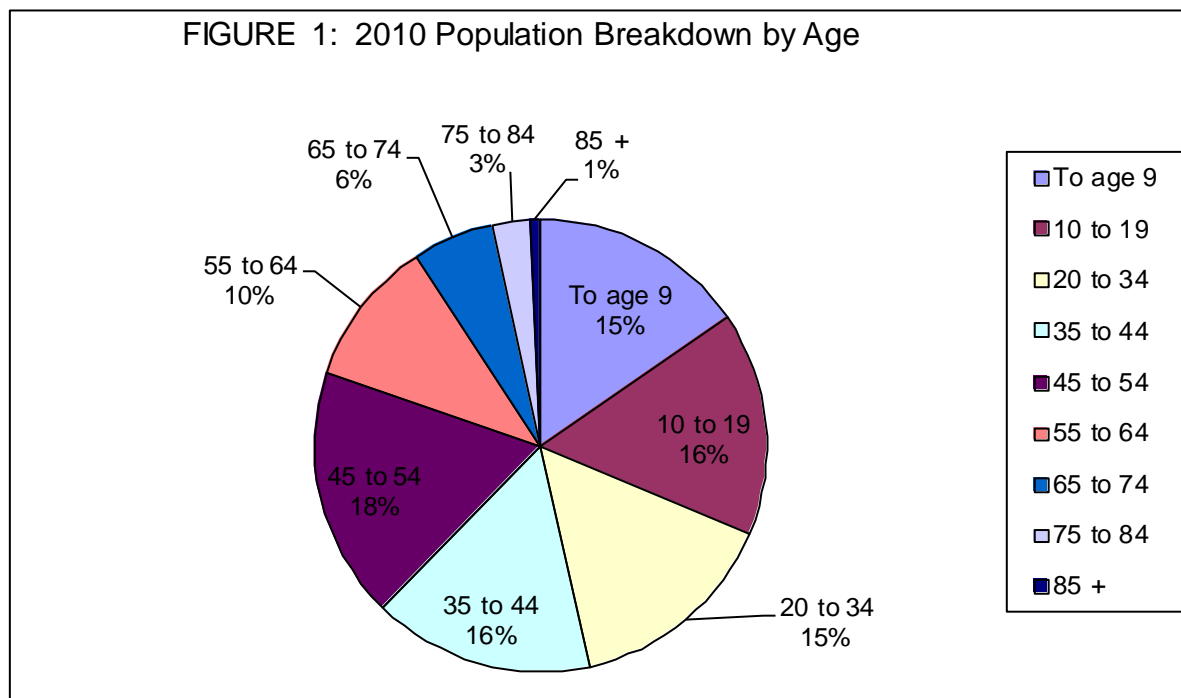
Population per square mile, 2010



**POPULATION CHARACTERISTICS**

In 2017, there were 3219 males and 2,859 females living in the Town of Freedom. Nearly 100% of the residents reported their race as white in 2010 U.S. Census.

The **median age of a Town of Freedom resident in 2017 was 37.9**. The median age is the same for Outagamie County and the State of Wisconsin median age is (39.2). However, this median age continues to get older for Town of Freedom resident. In 1980 the median age was 23.6, in 1990 it was 28.8 and in 2000 the median age was 33.4. Figure 1 examines the age distribution of Town residents in 2010. According to the chart, the population was fairly evenly distributed by age groupings from the age of zero to 54 years of age. Not surprisingly, the smallest population groups are over age 65, while the largest population group has shifted from between ages 20 to 34 in the 2000 census to the age 45 to 54 years of age approximately 20 years later.



Source: 2010 U.S. Census

## GENERAL HOUSEHOLD TRENDS

A “household” can be basically described as *a group of people living together in a single dwelling unit*. This could include a family, a single person, or a group of unrelated individuals sharing a house or an apartment, but excluding those persons living in group quarters.

National and state trends have all moved towards an increase in the number of households, along with a decrease in the average number of persons per household. The main reasons for this decrease in household size include: a decrease in birth rate, people waiting longer to get married, an increased divorce rate, and an increase in the average life span thereby resulting in more elderly people living either alone or with another family member.

The Town of Freedom has not escaped from this trend. The Town has experienced an increase of 291 households from 2000 to the 2010 census. However, during this same period the number of persons per housing unit has decreased significantly. In 2000, there were 2.86 persons per household in the Town of Freedom, compared to 2.75 persons per household in 2010. Outagamie County also experienced an increase in the number of households between 2000 and 2010 by approximately 9,118. The trend of the average household size is decreasing within the County limits, down from 2.61 to 2.49. Projections by the Wisconsin Department of Administration indicate that by 2040, the average number of persons per household in the Town of Freedom will decrease to 2.51 persons which is very close to the current household population size estimate.

## Economic Profile

Economic conditions have a direct impact on the supply, demand and costs for housing, infrastructure and services within a community. Therefore, it is necessary to examine the economic situation in the Town of Freedom to predict additional housing, infrastructure and service needs. This section profiles the local economic environment by examining factors, including per capita income, poverty rate, and unemployment rate.

To understand and appreciate the local economic picture in the Town of Freedom, it is also necessary to look beyond the town and examine characteristics within Outagamie County. These comparisons provide much more information about the local economic situation than would a simple look at conditions only in the Town of Freedom. Furthermore, these comparisons put economic characteristics into perspective. Given that economy of the Town of Freedom depends heavily on the regional economy (i.e. Appleton, Green Bay and Oshkosh), an understanding of the regional economy is very important. Strong fluctuations in the regional economy will impact the Town of Freedom.

The remaining portion of this chapter is primarily specific to Outagamie County and is based on 2000 U.S. Census, 1992 U.S. Economic Census, 1997 U.S. Economic Census, 2010 U.S. Census and other reliable sources. Specific information available for the Town of Freedom is incorporated where available and appropriate.

**LABOR FORCE**

The **labor force** is the sum of employed and unemployed persons who are 16 years of age and older. Table 4 tracks the rate of employment and unemployment in Outagamie County between 2013 and 2018.

<b>TABLE 4</b>						
<b>LABOR FORCE DATA FOR OUTAGAMIE COUNTY</b>						
	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
Labor Force	100,500	101,278	101,956	104,081	104,235	103,628
Employed	94,371	96,459	97,919	100,418	100,108	100,730
Unemployed	6,129	4,819	4,037	3,663	3,127	2,898
Unemployment Rate	6.1%	4.8%	4.0%	3.5%	3.0%	2.8%

Source: WI DWD, Wisconsin LMI Data Access employment statistics 2013 - 2018

Since 2013 the labor force population has steadily increased and the current trend is to continue the upward trend in Outagamie County. The job market continues to grow in strength allowing the increase in number of people in the labor force to find job opportunities. The Town of Freedom is considered a very good location for post-graduates and specialize trades due to the larger urban areas within 30 miles. Technology, labor specialization and increases in trade of goods and services are reasons for a stronger economy in the area.

*The term used to describe the relationship between the labor force and population is* **participation rate**. Outagamie County has a somewhat higher participation rate than the State of Wisconsin and the United States. Outagamie County's labor force participation rate is over 71 percent. The United States' participation rate is only around 63 percent, while the overall State of Wisconsin participation rate is approximately 67.5 percent.

Participation rates are the result of both economic and demographic conditions of an area. Rapid job growth in Outagamie County has consistently resulted in lower levels of unemployment than those found in the U.S. or Wisconsin. The high participation rate in Outagamie County indicates that the County has a diverse mix of employment opportunities and a population willing to work at those industries that are located in the County.

**MAJOR COUNTY EMPLOYERS**

Commuting has changed in the last 10 years with more economical vehicles and better transportation systems. The growing population and younger generation consider a 15 to 30-minute drive to work a normal everyday practice and part of their daily lives. Life style desires, housing opportunities/home values and two-family incomes that require both parents to

look for work in different directions make the Town of Freedom very desirable as a place to live due to splitting the commute distance for each working parent. Almost 29 percent of Town of Freedom residence who were working and were over the age of 16 work outside of the County.

Table 5 provides a more detailed breakdown of commuting patterns in the Town of Freedom. The main commuter route through the County is USH 41. USH 41 is easily accessible to residents of the town via STH 55.

**TABLE 5**

<b>Travel time to work</b>	<b>% of Work Force Commuting</b>
Less than 10 minutes	15.8
10 – 14 minutes	9.9
15-19 minutes	18.8
20-24 minutes	28.4
25-29 minutes	10.1
30-34 minutes	8.7
35-44 minutes	3.7
45-59 minutes	1.5
60 or more minutes	3.1
Mean travel time to work	21.6

Source: United States Census, American Fact Finders, 2017

The Town of Freedom has had an increase in the amount of commercial and industrial development located within the town limits (Refer to *Existing Land Use Map 9-1*) since the last Comprehensive Plan update which was in 2009. However, the potential for additional development exists, particularly in the Sanitary District and industrial park.

According to the 2017 U.S. Census, almost one third (32.6%) of the entire population were employed in management, business, science, and arts occupations. 27.4% of the population were people employed in sales and office occupations. Natural resources, construction and maintenance occupations had (15.4%) of the population employed there. Production, transportation and material moving occupations employed (14.9%) of the work force. Rounding out the work force was the service occupation work force at (9.7%). Agricultural occupations are now included in the Natural Resource, construction and maintenance occupation for this census in 2017. These statistics reveal that although farming is a major land use in the Town of Freedom, it accounts for relatively few workers due to the changing operation style and more agricultural work being specialized or custom hiring which may bring in outside people from considerable distances outside of the township.

Tables 6 and 7 highlight the top 10 industry groups and employers in Outagamie County in 2004. There was a total of 4,451 employers in the County in 2000. The top ten employers employed 15 percent of all non-farm workers in Outagamie County. Four of the ten largest employers are in manufacturing.

The number one rated employer's in Outagamie County are the Restaurant/Food Service/Eatery areas followed by Educational Services (schools) representing the second largest industry of employment in Outagamie County. Special Trades Contractors are the largest private industrial

sector in the County. Special Trades Contractors include services such as personnel services associated with landscaping and lawncare, home building and home repairs, home design, construction work, excavating businesses, vehicle repairs, and custom work for hire

<b>TABLE 6</b>		
<b>TOP 10 INDUSTRY GROUPS IN OUTAGAMIE COUNTY</b>		
<b>Industry Group</b>	<b>Employers</b>	<b>Employment</b>
Educational Services	33	6705
Paper and Allied Products	27	5609
Health Services	203	3125
Eating and Drinking Places	295	6868
Special Trade Contractors	421	5725
Food and Kindred Products	30	3987
Insurance & Related Activities	113	3187
Wholesale Trade-Durable Goods	-	-
General Merchandise Stores	18	3176

Source: Outagamie County Workforce Profile. Employment Figures from March November 2016.

TABLE 7 TOP 10 EMPLOYERS IN OUTAGAMIE COUNTY		
Industry Group	Product or Service	Size
Appleton Area School District	Public School System	1000+
Thrivent Insurance	Insurance Services	1000+
TheDACare Inc.	Health Care Services	1000+
Hillshire Farms	Meat Processing	1000+
Appleton Papers Inc.	Coated Paper Production	1000+
Miller Electric Mfg. Co.	Welding Machine Manufacturing	1000+
Fox Valley Technical College	Education Services	1000+
Outagamie County	County Government Services	1000+
Wal-Mart Associates, Inc	Discount Department Stores	1000+
St. Elizabeth Hospital Inc.	Health Care Services	500-999

Source: Outagamie County Workforce Profile, 2016.

**INCOME & WAGES**

Average annual wages paid in Outagamie County were 98.5 percent of the average state wages in 2016. The greatest differential in average wages between Outagamie County and statewide levels in 2016 was in Professional & Business Services (81.8% of the state average). Information and Leisure & Hospitality occupations followed very close with both having (82.2 % of the state average). Outagamie County’s annual average wages in these sectors are lower than the state average simply because of the numerous service companies in areas such as Green Bay, Milwaukee and Madison. Trade, Transportation and Utilities occupations employ the largest number of employees in Outagamie County with 20,946 people employed in 2016. Education and Health follow with 19,734 people followed by Manufacturing with 19,454 people employed in the County.

The top three industries hiring workers within Outagamie County are: Construction industry in the County pays an annual average wage of \$63,047 (107.5 percent of the state average wage in 2016). Education and Health have an annual average wage of \$48,980 which is (104.7 percent of the state average) and Manufacturing pays an annual salary of \$57,456 (103.8 percent of the state average).

Future employment in the Bay Area Workforce for the time period of 2014 – 2024 are projecting favorable growth of employment in the areas of Education and Health Services by 6,829 potential jobs, Professional and Business Services by 4,256 potential jobs and Trade, Transportation, and Utilities by 3,519 potential jobs.

There are many different breakdowns of income. For example, as in Table 8, per capita income is total income divided by the total number of residents. Median household income is the average U.S. Census report of household income in a community (households include families, married couple households and individual households). Median family income is the average income reported by families in the 2010 U.S. Census. An important distinction between median income and the Wisconsin Department of Revenue adjusted gross income data is that the latter does not include social security and other types of transfer payments. In every classification of income where data is available, the Town of Freedom compares favorably to Outagamie County and the County compares favorably with the state. The County's favorable comparison to the state is also reflected in unemployment and other key economic indicators. This trend is not expected to change in the near future.

<b>TABLE 8</b>				
<b>INCOME COMPARISON</b>				
	<b>2017 Per Capita Income</b>	<b>2017 Median Household Income</b>	<b>2017 Median Family Income</b>	<b>2017 Adjusted Gross Income</b>
Wisconsin	\$30,557	\$54,610	\$75,413	-
Outagamie Co.	\$30,858	\$59,806	\$76,484	\$61,523
T. Freedom	\$34,118	\$77,549	\$84,103	\$77,549

Source: 2017 U.S. Census, and Wisconsin Department of Revenue, American Fact Finder



Within Outagamie County there are 20 towns. Table 9 compares the relative income position of the Town of Freedom to the other towns in the County. Based on 2018 U.S. Census data, the Town of Freedom ranked 8<sup>th</sup> in per capita income compared to the other 20 towns in 2017. This represents a slight increase from its 2000 rank of 10<sup>th</sup>.

<b>Town Name</b>	<b>2000 Median Household Income</b>	<b>2000 Rank</b>	<b>2017 Median Household Income</b>	<b>Difference Between 2000 &amp; 2017</b>	<b>2017 Rank</b>
<i><b>Town of Freedom</b></i>	\$57,868	10	\$75,786	\$20,292	8
Town of Black Creek	\$53,472	13	\$63,553	\$18,041	15
Town of Bovina	\$54,453	11	\$73,000	\$18,155	11
Town of Buchanan	\$65,410	1	\$76,726	\$23,620	6
Town of Center	\$58,092	9	75,820	\$18,442	7
Town of Cicero	\$49,625	16	\$65,833	\$16,831	14
Town of Dale	\$60,152	7	\$81,686	\$25,152	5
Town of Deer Creek	\$44,853	19	\$67,031	\$14,020	13
Town of Ellington	\$53,750	12	\$75,333	\$18,860	9
Town of Grand Chute	\$50,772	15	\$53,980	\$11,089	19
Town of Greenville	\$61,381	5	\$89,431	\$20,773	1
Town of Hortonia	\$59,904	8	\$85,781	\$23,717	2
Town of Kaukauna	\$61,696	3	\$55,536	\$23,509	18
Town of Liberty	\$60,167	6	\$71,250	\$25,636	12
Town of Maine	\$46,058	18	\$48,333	\$16,772	20
Town of Maple Creek	\$43,472	20	\$58,438	\$10,833	16
Town of Oneida	\$51,275	14	\$58,431	\$19,959	17
Town of Osborn	\$64,375	2	\$84,375	\$28,482	3
Town of Seymour	\$48,264	17	\$73,300	\$12,847	10
Town of Vandebroek	\$61,845	4	\$83,125	\$19,970	4
All Towns in County	\$55,344	NA	\$70,837	\$19,350	NA

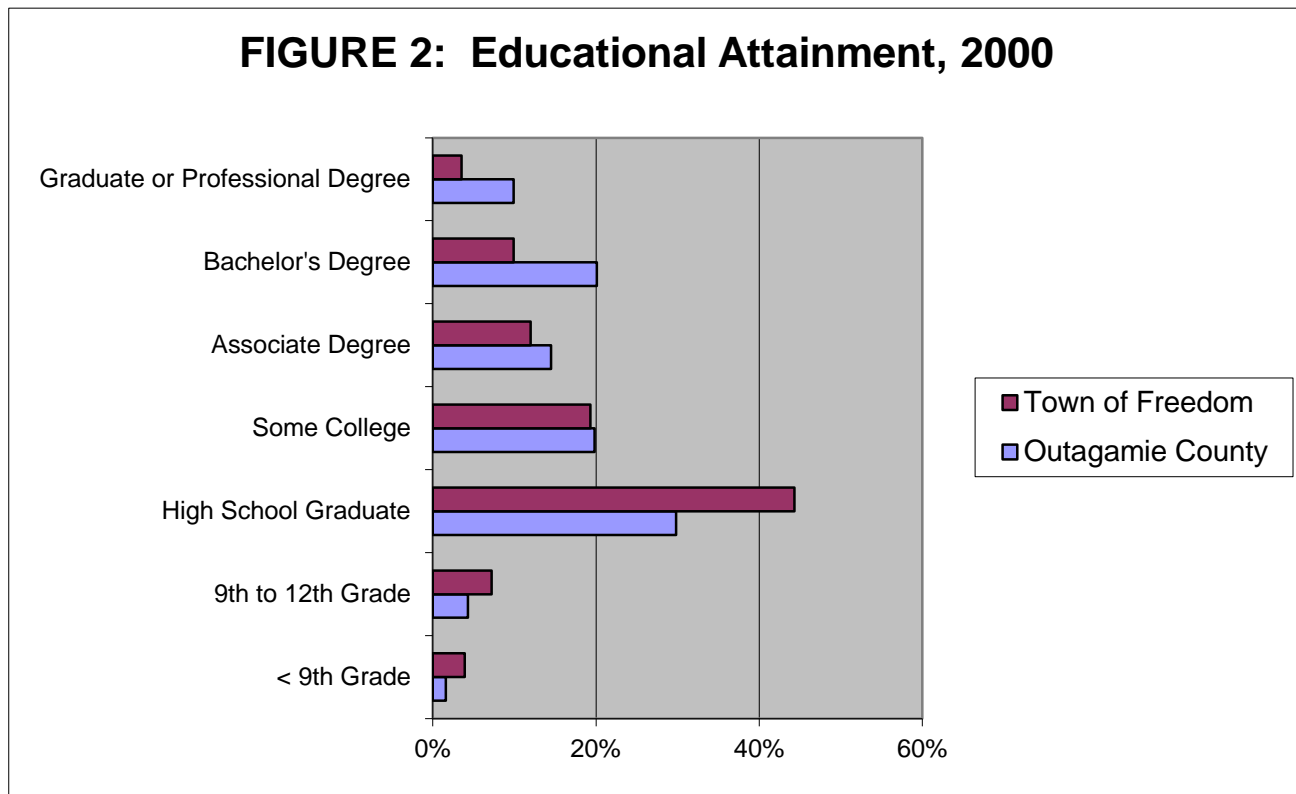
Source: Demographic Statistics, 2018

## EDUCATION LEVELS

A good indicator of the quality of life in a community is the educational attainment of its residents. Generally, a high level of educational attainment reflects a skilled population with a higher earnings potential. Figure 2 illustrates the level of educational attainment for persons age 25 and over in Outagamie County and the Town of Freedom in 2017. From the information for the



Town and County it is apparent that the population is very well educated. In fact, 90.0% of Town residents and 94.1% of County residents have earned a high school diploma.



U.S. Census Bureau. 2017

**POVERTY STATUS**

**2.3 percent of all people in the Town of Freedom’s population were living below the poverty level in 2017**, compared to 7.1 percent in Outagamie County and 12.3 percent in the United State. The poverty level is determined for each household size. For a family of four persons, the average poverty threshold for Outagamie County in 2012 was 6.8 percent.

**EMPLOYMENT AND ECONOMIC FORECASTS<sup>1</sup>**

Historically, Outagamie County and the Fox Cities area have had a strong local economy with employment rates that were higher than the comparable state and national figures. The long period of national economic prosperity has only enhanced Outagamie County’s performance. The economy supports a variety of manufacturing and service industries, including pulp and paper and tourism. Low-interest mortgage loan rates have also spurred housing construction and commercial development. The labor force is the primary beneficiary of the strong economy. Unemployment rates in Outagamie County are very low and continue to remain low at the

<sup>1</sup> Much of the information used to develop this section was from the Wisconsin Department of Revenue Long-Term Economic Forecast, 2017.

present time with the current trend of many employer who are looking for qualified employees to fill their need workforce needs.

Demographic factors are a key driving force in any long-term projection. The growth rate of the population and changes in its composition have considerable impacts on the labor force, the unemployment rate, housing demand, and other spending categories. The population projections used in Wisconsin's economic forecast are based on the Wisconsin Department of Administration's (DOA) data collection based on the inference of what might happen in the future if current trends continue. This projection is based on specific assumptions about fertility, mortality rates and migration. The projected fertility rates for woman at childbearing age is predicted to slowly increase from 1.94 children in 2015 on average to 2.04 children in 2040. The number of children per family is predicted to increase due to economic stability. Life expectancy for men and women will rise steadily from 76.4 and 81.8 years in 2015 to 79.9 and 84.5 years in 2040, respectively. A key factor to note for the future of mortality increase in Wisconsin is that in the year 2026 the "Baby Boomer" average age will reach 80 years of age. This will lead to an increase in deaths from 2026 to 2036. At the peak the death rate for the "Baby Boomers" will reach approximately 220,000 deaths per year. Migration will continue to occur in Wisconsin as well. Migration is commonly known as people moving in and people moving out which is called – "Net" gain or loss, depending on which is greatest (gain or loss). Net migration in Wisconsin has varied greatly over the last 30 plus years. Most of the net gain occurs in Wisconsin with the younger age groups, 0-19 years of age.

The age distribution of the population is also an important part of the long-term outlook. As baby boomers begin to retire, the share of the U.S. population aged 65 and over will jump from 16% in 2017 to nearly 21% by 2040, pushing outlays for Social Security, Medicare, and Medicaid higher. In addition, the growth rate of the working-age population will slow by more than that of the overall population. After increasing 1.1% annually over the past 25 years, the population aged 18 to 64 will decrease .5% per year during 2012-2040 in comparison to the overall population.

A key feature of the population projection that is very problematic for growth of the Wisconsin economy and the local economy in Outagamie County is the prospect for a decline in the working age population. Statewide, the working population aged 18 to 64 is projected to decrease at an annual rate of 0.4% for the next 5 years. The growth of the working age population has a profound effect on the growth of the labor force and employment.

Because of demographic shifts that will play out as baby boomers age and reach retirement, labor-force growth is expected to slow sharply over the next 20 years. First, increases in female participation will taper off, if only because the participation rates for many female age groups are approaching those of males, Town of Freedom is very close to 50% male verses 50% female for the working population age classes. Overall labor-force participation is expected to fall as the population progressively moves into age groups with lower participation rates.

In summary, the United States, Wisconsin and Outagamie County are expected to post markedly slower economic growth over the next 25 years than during the past quarter-century. The prime causal factors for this slowdown are already in place: labor force growth constrained by

demographic forces that cannot be quickly reversed and relatively moderate growth of the capital stock.

For the Town of Freedom, these indicators are important because they may impact the quality of life for residents living in the town. Furthermore, these key economic indicators provide a gauge for the town's ability to support additional commercial and industrial development over the next 20 years.

Over the 20-year planning period, farming is expected to remain a mainstay of the economy due to approximately 70%, about 15,000 acres, of the land within the Township is considered agricultural land. To help ensure this, implementation strategies are provided to protect farm areas in the Town. Additional commercial and industrial growth is also expected, but new industrial growth will be encouraged within the Town's industrial park. Industrial development is expected to be of a similar nature to existing businesses (i.e. smaller, environmentally friendly operations generally employing less than 20 people). Some new commercial businesses are expected to support the growing residential population. Future commercial development will occur in the Sanitary District and be encouraged in TID #1.

## 4.0

## HOUSING ELEMENT

### Introduction

Traditionally, most towns have a high percentage of single-family homes, often with few other housing types available. As new residents move in and the population ages, other types of housing must be looked at to provide the variety needed to meet the needs of all residents. This is particularly true in towns where a large proportion of the population has been long-time residents. In such communities, there is a desire for these residents to remain in the town during their retirement years. Fortunately, Freedom has a Sanitary District serving the heart of the community that is capable of supporting some alternative housing choices (i.e. apartments, duplexes, senior housing). In developing the 20-year plan for the Town of Freedom, the existing housing stock has been reviewed and recommendations have been made to meet the housing needs over the next 20 years. This chapter includes specific goals and objectives to ensure that local housing choices exist for all stages and conditions of life and the vision described below can be achieved.



### Housing Vision

***Currently a variety of housing choices are abundant in the Town of Freedom. In the Sanitary District, single family homes, lining neighborhood streets, remain the preferred housing choice. Residential options also include apartments, duplexes, and other affordable housing types. Rural residential development, outside the Sanitary District, includes a balance of subdivisions, historic farmsteads and farmettes. Rural residences in the town have been designed to blend with natural features and agricultural uses to minimize land use conflicts. This has resulted in the preservation of the town's rural character. All residential development in Freedom is attractive, well planned and well suited for raising a family. Neighbors support neighbors, especially seniors.***

### Existing Housing Supply

Historical records show that in 2000, there were 1,859 housing units in the Town of Freedom. Based on the 2017 U.S. Census information, the total number of **housing units increased to 2,260**. This translates to a 21.6% percent increase in the total housing stock in the last 17 years. By comparison, over the last 9 years, the supply of housing in the Town of Freedom has increased by 12.2% versus Outagamie County has only increased by 6.4%.

The housing supply in the town consists **mostly of single-family homes**. However, single-family homes may not be suitable for everyone. Some people are not able to afford a single-family home. Others may not be able to physically handle the maintenance necessary to keep up

a home and yard. Still others may simply prefer living in an alternative style of housing. To provide more opportunities for other types of housing, suitable areas of the town, particularly areas in and near the Sanitary District, should be identified for additional, alternative housing units (i.e. apartments, condominiums, two-family attached units, etc.).

Currently, 10.6% of the Town of Freedom **housing supply is considered as rental-occupied** housing units, including apartments (2017 Census). This translates into **240 housing units**. In general, one-quarter to one-third of a community's housing supply is recommended, from a planning perspective, to be available as alternative housing to ensure diversity and affordability in a community. If areas for alternative housing are not part of the future plan, long-time residents and people with special needs may be forced to move away from the Town of Freedom to larger nearby cities like Appleton and Green Bay, which offer a more abundant supply of additional housing options.



## Senior Housing

Determining the need for senior housing in a community is not a simple task. Unfortunately, there are no precise formulas or mathematical models available to determine need. This is largely due to the complexity of the marketplace. The majority of seniors in Wisconsin, in all age groups, live in their own homes or in mixed family congregate housing (e.g. apartments that have residents of all age ranges). This is true for seniors living in the Town of Freedom as well. “Baby Boomers” are reaching retirement age and the need for senior housing will steadily increase over the next 10-20 years. If additional housing is not available for the retirement age people this segment of the population may move to other locations. Condominiums, independent living apartments and assisted living apartments are desirable types of housing for the elderly and retired. Within the last 5 years senior housing has started to develop within the TID #1 project area. The ability of seniors to remain in their own homes is significantly increased by organizations and services that are becoming more common. Examples include: “meals on wheels,” parish nursing programs, home health care, etc. Availability of local health care providers and availability of immediate family also has a direct impact on the ability of seniors to continue to live independently in their own homes. However, for a variety of reasons some elderly cannot or will not live in a private home or apartment, and will instead need to live in some type of senior housing arrangement.

Fortunately, there are a wide variety of living options available in Outagamie County for seniors including: independent living condominiums, subsidized and non-subsidized independent living apartments, assisted living facilities and nursing facilities. The facilities are differentiated by the level of care they offer to their residents. The most intensive care environment is the nursing facility.

There are available senior care facilities, nursing homes or other residential care facilities for the elderly in the Town of Freedom. However, the town would encourage more of these types of facilities to locate in the community to serve local resident needs. In fact, according to the Town of Freedom SurveyMonkey, 56% of respondents indicated that they agree or strongly agree with the growth of housing developments for seniors and that the town should encourage new housing development for seniors in the town. Likewise, 63% of respondents indicated the town should encourage affordable housing opportunities for young families.

### Age and Quality of Housing Stock

Understanding the relative age of the housing stock in a community is a good indicator of the quality of the available housing. The Town of Freedom has 340 housing units that were built before 1960 (60 years old). While this does not necessarily mean that the units are in poor condition, it does indicate that the need for repairs and maintenance is likely greater than in communities with a newer housing supply. Table 10 lists the number of units and the corresponding percent of the town’s total housing stock by year built. The town has a nice balance of housing built each decade to provide a blended array of housing choices. Looking at the age of the housing supply by decade, the largest growth period occurred in the 1990s. This is reflected in the town’s strong population growth and indicates that that town has a quality housing supply.



<b>TABLE 10 AGE OF HOUSING STOCK</b>		
<b>Year Structure Built</b>	<b># of Units in Town of Freedom</b>	<b>% of Total Town of Freedom Housing Stock</b>
2000 to 2017	357	15.8%
1990 to 2000	534	23.6%
1980 to 1989	362	16.0%
1970 to 1979	420	18.6%
1960 to 1969	247	10.9%
Pre 1960	340	15.1%
<b>Total</b>	<b>2,260</b>	<b>100.0%</b>

Source: -U.S. Census Bureau, 2017

Age alone is not the best measure of housing condition in a community. To be more accurate, a visual assessment of the housing stock is helpful. Such an assessment is commonly referred to as a “windshield survey” because it entails driving or walking through the community and evaluating each housing unit based on visual appearance. The theory is that exterior condition generally correlates with interior conditions.

A windshield survey of the Town of Freedom was conducted in the summer of 2002 to generally classify available housing in the town. Based on this assessment, there are generally four housing types in the Town of Freedom.

- **Historic Farmhouses.** The family farms in the rural areas of the township include several examples of historic farmhouses. Some of these homes date back to the 1800s. Many of the historic houses are listed on the Historical Register.

- **Apartments and Duplexes.** A few apartment buildings, particularly near the STH 55 and CTH E intersection, are located in the Town of Freedom. Some limited duplex developments are being sought for future development.



- **Established Housing.** Quality examples of established housing developed between the 1950s and 1980s are concentrated in the “Sanitary District” area and on rural lots in other areas of the town. These homes appear to be well maintained and provide the town with affordable housing choices for new home owners and for families that are growing in size and looking to move into a home or start building equity with a home purchase.



- **New Construction.** New housing development is occurring throughout the town. The vast majority of the new housing being developed is in excess of \$250,000 in value. Many of the areas designated as single-family residential have been identified as future growth areas and designated as subdivision. These areas have been noted on the future land use map and will be areas of concentration for future development.



## Occupancy

For a housing market to operate efficiently, it must possess an adequate supply of available housing units (units for sale or rent). A housing market's supply of available housing units must be sufficient to allow for the formation of new households by the existing population, to allow for in-migration, and to provide opportunities for households to change their housing because of a change in size or status.

According to U.S. Department of Housing and Urban Development (HUD), an overall available vacancy rate of 6.5% is considered a healthy housing market (1.5% for the owner-occupied portion of a housing stock and 5.0% for the year-round rented portion) is required to allow for an adequate housing choice among consumers. The overall available vacancy rate for Wisconsin is 6.18% for rentals and 1.4% for owner occupants (WI Dept. of Commerce, 2017/2018 *Rental*



*Statistics/Homeowner Rates*). Vacancy rates vary from one community to the next. High vacancy rates indicate a degree of competition in terms of price. The vacancy rate of a housing market is a good indication of the adequacy of the housing supply, which in turn helps dictate the cost of housing.

In 2017, the vacancy rate for owner-occupied housing units in the Town of Freedom was 0.0%. The rental vacancy rate was 0.0%. The owner-occupied housing unit vacancy rate in the Outagamie County was 0.9% in 2000 and the rental vacancy rate was 4.9%. Based on these figures, there is currently a lack of adequate housing choice in the town. However, the town is promoting development of single-family housing within the Sanitary District, which has the capacity to take on significant growth per the 2030 Sewer Service Area Plan. The Future Land Use map has identified significant residential areas for growth in the next 20 years.



## Cost of Housing

The available supply, age and condition of the housing stock are the basis for determining the demand for and cost of housing. The 2017 U.S. Census indicated that the median value of an owner-occupied home in Outagamie County was \$200,165 and the median value in the Town of Freedom was \$195,100. Table 11 compares the 2017 median home values in all towns of Outagamie County. The housing value in the Town of Freedom ranked 12<sup>th</sup> of the 20 towns in Outagamie County.

<b>Town</b>	<b>2017 Median Home Value</b>	<b>Rank</b>
<i>Town of Freedom</i>	\$195,100	12
<b>Town of Black Creek</b>	\$202,300	8
<b>Town of Bovina</b>	\$191,700	13
<b>Town of Buchanan</b>	\$197,700	9
<b>Town of Center</b>	\$241,900	4
<b>Town of Cicero</b>	\$161,900	17
<b>Town of Dale</b>	\$196,600	10
<b>Town of Deer Creek</b>	\$155,800	18
<b>Town of Ellington</b>	\$213,800	7
<b>Town of Grand Chute</b>	\$173,700	14
<b>Town of Greenville</b>	\$217,600	6
<b>Town of Hortonia</b>	\$271,100	1
<b>Town of Kaukauna</b>	\$255,600	2
<b>Town of Liberty</b>	\$165,100	16

<b>Town of Maine</b>	\$155,700	19
<b>Town of Maple Creek</b>	\$170,700	15
<b>Town of Oneida</b>	\$153,000	20
<b>Town of Osborn</b>	\$252,800	3
<b>Town of Seymour</b>	\$196,300	11
<b>Town of Vandebroek</b>	\$234,900	5
<b>Town Average</b>	\$200,165	NA

Source: 2017 U.S. Census

The desired value of future housing in the Town of Freedom, would encourage or strongly encourage housing choices between \$150,000 and \$250,000. This is comparable to the 2017 median housing value and reflects resident desires to maintain quality affordable housing opportunities in Freedom. The majority of comments, from the SurveyMonkey, related to the desire not to increase or encourage housing due to the small town atmosphere that is desired and if you encourage housing your encouraging more people to come which creates the needs for increased services and road maintenance and causes more utilization of existing resources in the future.

Table 12 provides a detailed breakdown of the 2017 Census information pertaining to the value of owner-occupied housing units in the Town of Freedom.

<b>TABLE 12</b>		
<b>2017 TOWN OF FREEDOM OWNER-OCCUPIED HOUSING VALUE</b>		
<b>Cost Range</b>	<b>Number of Units</b>	<b>% of All Housing</b>
<\$50,000 to \$99,999	199	10.9%
\$100,000 to \$149,999	312	17.1%
\$150,000 to \$199,999	444	24.3%
\$200,000 to \$299,999	539	29.5%
\$300,000 to \$499,999	236	12.9%
\$500,000 to \$999,999	62	3.4%
\$1,000,000 or more	35	1.9%

Source: 2017 U.S. Census – based on 1,827 owner-occupied units reporting

With respect to rental housing, there were **283 renter-occupied housing units** in the Town of Freedom in 2017. The **median contract rent rate** in the town was \$666 in 2017. This rate does not include utilities. This rate is approximately \$100 below the 2017 median contract rent rate for



Outagamie County (\$769). The Town of Freedom rate is especially competitive when you consider that the rental market consists of both single-family style homes and apartments, whereas the County average would include more apartment units.

Average selling price of a single-family home in the town has increased steadily over the last ten years. Specifically, the average selling price of a single-family home was approximately

\$195,100 in 2017. Additional features which make the home more desirable for purchasers is the number of bedrooms. Almost 83% of the homes in the Town of Freedom have 3 bedrooms or more. The median number of rooms in the single-family home is over 6.

## Housing Affordability Analysis

Does the cost of housing match the ability of residents to pay for it? This is the fundamental question to answer when determining housing affordability. There are many ways to answer this question. One common technique comes from the U.S. Department of Housing and Urban Development (HUD). This method involves comparing income to housing costs. According to HUD, housing is considered affordable when it costs no more than 30% of total household income. Per HUD standards, people should have the choice of having decent and safe housing for no more than 30% of their household income.

In 2017, the median annual household income in the Town of Freedom was \$77,549 and the median monthly income was \$6,462. Thirty-percent (30%) of median monthly income yields \$1,939 or less to be used for housing costs. The median value of a home in the Town of Freedom in 2017 was \$195,100 with the median rent contract at \$666 and the median mortgage payment at \$1,464. Based on these figures, **the housing supply is very affordable in the town.**

The 2017 Census information specifically breaks-out housing costs as a percentage of household income. According to the information, 46.8 percent of residents were paying more than 30% of their average monthly household income on housing costs. Most residents (53.2%) were paying less than 30 percent of their monthly household income on housing costs. Renters fare much better with the average rental rate at \$666 per month which is an average of only just over 10% of their median household monthly income going for housing.

The availability of affordable housing in the town (based on median income) was also reflected in the Town of Freedom SurveyMonkey Results. Respondents indicated that the cost of housing should remain approximately the same as it is today over the next 20 years. Moreover, when specifically asked about the availability of affordable housing choices, 78% of respondents indicated that the availability of affordable rental housing was adequate or great availability in the town and 74% of respondents indicated affordable owner-occupied housing was adequate or great availability in the town.

## Opportunities for Housing Choice - Barriers to Affordable Housing

Opportunities for elderly, disabled, and low-income housing are limited in the Town of Freedom. The existing housing supply consists primarily of single-family dwellings. There are two assisted living residents and three condominiums for seniors currently being built in the Sanitary District area.

The fundamental reason for limited housing choices in the Town of Freedom is the fact that the community is still largely rural in nature. Most of the town's development consists of low-density single-family residential units with densities ranging up to 2.0 units per acre in the Sanitary District (ECWRPC Freedom Sewer Service Area Plan, 2030). The town has future

projected plans for an additional development of 5 acres for duplex units and 5 acres for multi-family units in the Freedom 2030 Sewer Service Area plan.

The low density of development is not anticipated to change significantly during the life of this plan given the limits of the Sanitary District, County zoning restrictions, and resident opinion regarding desirable development. Consequently, the supply of jobs, public transportation and other services and opportunities that are necessary to accommodate low-income, elderly, and disabled populations will continue to be either unavailable or extremely limited in supply if the current trends remain “status quo” within the township. However, this is not to say that residents don’t desire senior and affordable housing opportunities in the community. Limited amounts of these types of units are desired to help provide opportunities for residents to live in the community in all stages of life, regardless of income.

There are many possible ways to incorporate additional alternative housing styles (i.e. apartments, senior housing, condominiums, etc.) in the Town of Freedom.

- The first priority when considering alternative housing should be to ensure that units are adequately served with water, sewer and other basic infrastructure needs. Therefore, it will be necessary to locate alternative housing in areas that can be served by the Sanitary District.
- Where feasible, alternative housing types should be considered as an infill housing opportunity, or as an integral part of a mixed-use development along CTH S and CTH E.
- Of course, any new alternative development should be compatible with surrounding housing. Therefore, special consideration should be given to parking, signage, landscaping and façade requirements.

The specific location of these alternative developments should be directed to those areas shown on the *Future Land Use Map* that are either currently served, or to be served, by the Sanitary District.

## Future Housing Need

**The projected population for the Town of Freedom is 7,225 in the year 2030.** This population number will designate 3,183 people outside the Sanitary District and the projected population inside the Sanitary District will be 4,042 persons<sup>2</sup>. If current trends continue, it is estimated that an additional 201 dwelling units will be needed by the year 2030 in the Sanitary District and 322 beyond the district boundaries. The Plan Commission has faith in the accuracy of the amount of overall development in the town. However, of concern is the amount of development beyond the Sanitary District. The community survey results clearly indicate that agricultural land preservation is desired in the Town of Freedom. The construction of 322 additional housing units beyond the Sanitary District will likely jeopardize some productive agricultural land. To mitigate this impact, the town will seek to direct the vast majority of these units to the Sanitary District, consistent with the *Future Land Use Map* and growth management policies presented in this plan.

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<sup>2</sup>Based on estimates provided in the Freedom Sewer Service Area Plan provided by ECWRPC

With these figures, it is important to remember that dwelling units do not necessarily equate to single-family homes. Dwelling units can include apartments, duplexes, condominiums, senior housing units, etc. As is indicated above, it is recommended that at least 15 percent of all new residential development in Freedom consist of alternative housing, all of which should be located in the Sanitary District.

<b>Year</b>	<b>Total Households in the Town of Freedom</b>	<b>Households in the Sanitary District *</b>
2020	2,285	1,384
2025	2,635	1,481
2030	2,808	1,585
2035	2,939	---
2040	3,032	---

Source: *Freedom Sewer Service Area Plan*, 2018 U.S. Census

\* Figures provided in *Freedom Sewer Service Area Plan*, 2012

According to the *Freedom Sewer Service Area Plan*, over the next 20 years the Town's total population will increase by 576 households. These projected household growth rates (refer to Table 13 above) translate into roughly 19 new units per year beyond the Sanitary District and 20 new units per year within the Sanitary District.

Of particular concern is the new growth beyond the Sanitary District. Homes in these areas have a much greater potential for conflict with farmland and a greater potential to impact the town's rural character by interrupting scenic vistas by lining roadsides with homes. In addition, residents in these areas use private ground water wells that supply drinking water needs as well as water for other daily needs. Those residents that live outside the Freedom Sanitary District No. 1 boundaries must rely on groundwater, which may have quality issues, ranging from naturally occurring chemicals and minerals, local land use practices inputs, manufacturing processes, and malfunctioning waste water treatment system such as Private Onsite Waste Treatment Systems (POWTS). The Future Land Use Plan map tries to mitigate these potential impacts by encouraging subdivision, cluster subdivision, commercial and industrial area development, agricultural livestock siting and cropland buffer areas and conservation subdivision techniques to be well planned out far into the future to reduce chances of water quality issues arising. It is recommended to test your private wells every spring for total coliform bacteria, nitrates, total dissolved solids and pH levels at a minimum. If your private well is located in the advisory area, then the water sample should include the contaminate that is of concern.

## **Housing Issues and Concerns**

In 2003, the Town of Freedom successfully negotiated an Intergovernmental Agreement with the City of Appleton that identified a City Growth Area and a Town Growth Area. The Town will not contest any annexations in the City Growth Area and the City will not exercise extraterritorial plat or zoning review in the Town Growth Area. The term of the Agreement is fifty (50) years.

**HOUSING FOR CAFO WORKERS**

Another issue raised early in the planning process with respect to housing, is the need to ensure that housing for the many workers needed to operate a Concentrated Animal Feeding Operations (CAFO's), which is an animal feeding operation with over 1000 animal units. There are four CAFO's located in the Town of Freedom which are all dairy farms. Affordable housing should be provided for workers at these facilities within close proximity to the operation. With this concern, it should be understood that local dairy operations with large herds from seven hundred to several thousand animals will only require a staff of perhaps 10 – 20 workers. Workers in search of affordable housing will have to utilize local apartments, rooms for rent, duplexes, or seek other housing options located elsewhere in the County.

**AVAILABILITY OF SENIOR HOUSING**

The availability of senior housing is also a concern in the Town of Freedom. Specifically, residents are concerned about the lack of assisted living facilities for those elderly residents who want to remain in the Town of Freedom. Due to an aging population and the specific needs of the elderly, senior housing will become more desirable from an economic perspective, for the Town of Freedom and force the market to develop senior housing. Moreover, the County has no plans to establish a senior housing facility in Freedom. As a result, in order for assisted living facilities to be developed in the Town of Freedom, private developers will have to determine a market need and establish facilities. The Town would support the development of such a facility in the next 10 years, in conjunction with anticipated population growth estimates. As the population of "Baby Boomers" is at retirement age the need for senior housing is increasing throughout the County and Township. Future consideration for development of this type of housing needs to be considered to keep options for this population age class.

**TIMING AND COMPLETION OF DEVELOPMENT**

Finally, during the planning process, some concern was raised about past situations where developers begin subdivisions, but unfortunately for one reason or another, the subdivision is not completed. As a result, the Town is left with half platted subdivisions. Continual effort by the Planning Commission to ensure full usage or infilling of these areas will be emphasized.

## Housing Programs

A number of federal and state housing programs are available to help the Town of Freedom promote the development of housing for individuals with lower incomes, senior housing, housing for people with special and/or housing maintenance needs.

### **FEDERAL PROGRAMS AND REVENUE SOURCES**

The Federal Department of Housing and Urban Development (HUD) offers contracts directly or through local housing authorities for new owners, existing or rehabilitated housing units. Payment of the difference between rent charges on private market and tenant's contributions are based on income. The participation may be a public or private owner. Additional subsidies for rental payment may be offered if the landlord is willing to participate. Both of these programs are offered through Section 8 Housing Subsidies.

### **STATE PROGRAMS AND REVENUE SOURCES**

The Wisconsin Department of Health Services offers financial assistance for renovations and weatherizing of existing houses as well as finding public housing and rental assistance. Rural and Economic Development loans are available through "Section 502 Rural Housing Loan Program" to update houses to meet minimum standard of living classified as "decent, safe and sanitary" housing especially for those with disabilities. Low-Income Energy Assistance Programs are offered to provide assistance for those who qualify as low-income home owners or renter. The requirements for assistance from the state indicate that no household can have an income of greater than 150% above the poverty level and show an "energy burden".

The Wisconsin Housing and Economic Development Authority (WHEDA) is a quasi-governmental agency that finances housing development through the sale of bonds. WHEDA offers innovative products and services and utilizes other partners to offer Wisconsin residents the ability to find affordable ways to finance a first-time home loan as well as affordable economic development opportunities. Loans are typically for low to moderate-income households who are first time buyers. Therefore, WHEDA can provide mortgage financing for first-time homebuyers and financing for multifamily housing as well. Specific programs evolve and change with the needs of the housing market.

### **LOCAL PROGRAMS AND REVENUE SOURCES**

The Town of Freedom has the ability to affect the type and cost of housing available in the area through local regulations and policies. While most government regulations are implemented in order to protect public health, safety and welfare needs, they may also have unintended adverse impacts on affordability.

One technique for ensuring a range of housing choice is to provide a variety of densities and lot sizes. This can be regulated through recommended improvements in the comprehensive plan, subdivision control ordinances and local zoning controls.

At this time, Outagamie County enforces all zoning controls in the Town of Freedom. The Town does not have its own separate zoning ordinance and does not have the authority to veto rezoning decisions made by the County. However, the Town may make recommendations on zoning matters to the County for its consideration. The Town also has its own subdivision ordinance. In accordance with the Future Land Use and Implementation Chapters of this plan, the Town will work with Outagamie County to establish overlay zone requirements for rural residential development and will enforce strict policies related to rural development (beyond the Sanitary District).

## Coordination with Other Comprehensive Plan Elements

Housing in the Town of Freedom directly affects most other elements of this comprehensive plan. Land Use, Utilities and Community Facilities, Transportation, Economic Development and Agricultural, Natural, and Cultural Resources are all elements directly affected by housing. The goals and policies set forth in this Housing Element will affect these elements and vice versa. Therefore, it is important that the elements are consistent and support one another.

### LAND USE ELEMENT

Land use dictates the amount of land available for housing, as well as its location, type and density. The *Future Land Use Map 10-1* devotes approximately 864 acres to residential growth over the next 20 years in accordance with current density restrictions. Furthermore, the goals and objectives of the Land Use Element recommend reviewing building permit and residential platting activity to gauge development trends.

One major factor that will impact land use in the Town of Freedom is annexation by the City of Appleton. Appleton views annexation as a tool to direct growth, economics and development. Generally, annexation requests are initiated by property owners to obtain various city services. Requests may be initiated by individuals who wish to develop vacant land or by owners who seek services to solve a problem, such as a failing septic system. Wisconsin law specifies that land contiguous to a municipality, not in an incorporated area, can be annexed by petition of a majority of electors in the area to be annexed or a majority of landowners.

Given the border agreement between the City of Appleton and Town of Grand Chute (which may preclude growth to the west), and the shared boundary with the City of Menasha to the south, Appleton has no choice but to grow north and east of its current boundaries. This pattern of growth has the potential to impact the Town of Freedom.

### UTILITIES AND COMMUNITY FACILITIES

Improvements such as roads, sewers, water service, parks, recreational facilities and schools all need to be coordinated with housing decisions and vice versa. The best method to coordinate improvements is to follow the land use pattern presented on the *Future Land Use Map* as closely as possible and plan for future improvements in a Capital Improvements Plan and Budget as



recommended in the Utilities and Community Facilities Element. This approach will greatly enhance the efficiency of capital improvements expenditures.

A major concern with respect to this element and housing is the issue of school capacity. Freedom Area School District serves 1,640 students from Pre-Kindergarten through grade twelve. Currently, the Freedom Area School District serves the Town of Freedom, Town of Center, Town of Kaukauna, Town of Oneida, Town of Osborn and a part of the City of Appleton. As additional housing is built, and more residents and students move to the area, growth should be coordinated with school district capacity. Additional school buildings or expansions represent a major cost for Town residents. Also, increased demands on the schools will result in increased need for a variety of Town services. Therefore, growth should be paced so that these expenses can be planned and controlled. Freedom Area School District has recently purchase 74 acres of land on County Road N for future district expansion. A key reason the school continues to grow is the that Freedom Area School District is one of the highest achieving school districts in the Fox Valley. Another reason for growth is that Wisconsin Statutes, 118.51- Full-time open enrollment, has allowed students from outside the school district boundaries to enroll in the Freedom School System. A school board meeting was attended by planning commission members and the consultant for the Comprehensive Plan update to discuss the potential of trying to move the school district development proposal within the Sanitary District for better utilization of services needed to cover school and future development needs. The School Board's desire is to pursue the current location that is proposed due to the land already in school district ownership and proposals that have already been developed.

## **TRANSPORTATION**

The location of housing and the quality of the housing available affects commuting patterns and transportation, and vice versa. The location of housing influences which roads people drive or whether they need to drive at all. The affordability of housing also influences how far people must commute. If housing is not affordable in larger population areas, workers must commute from elsewhere. These factors were carefully considered in the Transportation Element to ensure compatibility with projected residential development. Commuting changes have occurred in the last 10 years with more economical vehicles and better transportation systems. The growing population and younger generation consider a 15–30-minute drive to work a normal everyday practice and part of their daily lives. Life style desires, housing opportunities/home values and two-family incomes that require both parents to look for work in different directions make the Town of Freedom very desirable as a place to live due to splitting the commute distance for each working parent. Almost 29 percent of Town of Freedom residents who were working and were over the age of 16 work outside the County boundaries. Access to higher speed roads with more traffic lanes and better maintained road conditions create the ability and desire to travel to work.

## **ECONOMIC DEVELOPMENT**

Housing needs must be linked to a community's economic situation. Specifically, it is important to ensure that the local housing supply offers houses that are desirable in age and value as well as if they are affordable to residents working in the Town of Freedom or elsewhere within Outagamie County as referenced in tables 10, 11 and 12. Moreover, given that housing is an important land use in the Town of Freedom, quality local housing directly impacts the Town's

ability to finance needed improvements to support the local economy through receipt of property taxes.

### **AGRICULTURAL, NATURAL AND CULTURAL RESOURCES**

Agricultural land is the primary land use in the Town of Freedom. It constitutes more than 15,000 acres of land. The desire to preserve agricultural and natural areas competes with the desire of others to build additional housing in the Town of Freedom. These competing interests are balanced through the land suitability analysis information presented in the Agricultural, Natural and Cultural Resources Element. This information helps to ensure that housing is located in areas that will have the least impact possible on existing farming areas and important natural resources, while still supporting additional residential development needs. As stakeholders were interviewed it is evident that land values for new housing can out compete the economics of keeping agricultural land in production. One thing that may slow down the development of agricultural land is the urban/agricultural conflict issue which will continue to be an issue into the future.

### **Goals, Objectives and Policies**

Based on the 10-year population projections and the predicted reduction in household size over that same period, it is estimated that there will be 448 (371 beyond Sanitary District 77 units within the Sanitary District) additional housing units needed in the Town of Freedom. To ensure that these units are of a high quality, goals and objectives are included here based on the information gained during the Strengths, Weaknesses, Opportunities and Threats (SWOT) Analysis and input from Town residents and Plan Commission members.



These goals and objectives were developed to ensure that the Town of Freedom remains a good place to raise a family for the next 20 years, with predominately single family residential uses in a growing community environment; a community which is open to new development, and one which also respects the opportunity for all property owners to receive fair value for their land; and a community which has defined standards for managing growth and maintaining effective planning to ensure conflicts and issues are avoided or kept to a minimum because everything was thought through before it was put on the landscape.

### **HOUSING GOALS**

1. Maintain the environmental assets and rural atmosphere of the community so that it continues to be an attractive place to live.

2. Conserve or improve the quality of existing single-family housing stock and maintain housing values over time.
3. Ensure adequate housing is available in all price ranges and all household sizes.
4. Increase the supply of alternative housing opportunities to serve residents of all ages, including but not limited to, independent and assisted living facilities for elderly and disabled residents for those 65 years of age and older.

### **HOUSING OBJECTIVES**

1. Encourage future single-family residential development within the Sanitary District where services are more readily available, services offered can be more economically supported, conflicts with agricultural uses are minimized, and efficient and cost-effective development is most likely.
2. Using the information provided in the Agricultural, Natural and Cultural Resources Element, identify and map areas for environmental protection and open space that will be utilized by the general public as recreational areas, in the Town of Freedom.
3. Encourage “low impact” development within the Town to encourage surface water infiltration, which will help reduce stormwater runoff and flooding.
4. Support existing efforts and consider new programs that will provide additional elderly and disabled resident housing opportunities and services in the Town of Freedom.
  - a. Coordination with nearby cities and villages to direct large alternative and multiple family developments to these environments where appropriate services are available.
  - b. Survey seniors to gain a better understanding of the services and housing composition needs that are desired locally to keep them as residents within the Town.
5. Educate new residents moving into the area about what it means to live in the country.
  - a. Consider a “welcome” packet for prospective and new homebuyers in the area.
  - b. Have local realtors and area builders distribute this packet.
  - c. Also post information on Town Web Page.
6. Provide quality, affordable housing opportunities in the Town of Freedom by:
  - a. Supporting the efforts of private, non-profit organizations like Community Housing Development Organizations (CHDOs) to develop affordable housing units in the Town of Freedom.
  - b. Developing and aggressively enforcing residential codes and ordinances to ensure that rental, single family, duplex and multi-family properties are adequately maintained.

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## 5.0 TRANSPORTATION ELEMENT

### Introduction

The Town of Freedom's transportation system consists of these functional classes of roads: local minor collector, major collector and minor arterials. Certain areas of the Town can also safely accommodate bicycle and pedestrian traffic. However, private automobiles are the primary means of transportation in, through and around the Town. Immediate concern to the Town, as traffic counts increase and capacity issues are realized on Town and County roadways, is the need to maintain and repair the roadways becomes more evident and costly. Another issue related to mass transit opportunities for seniors and the developmentally disabled need to be looked into to provide the ability for them to gain access to larger urban areas.



### Transportation Vision

***In 2040, a network of well-maintained local roads, County trunk and State highways designed to accommodate automobile needs, truck needs and agricultural equipment needs serves the Town of Freedom. Residents enjoy easy and direct access to Appleton and Green Bay. Local trails, including snowmobile trails and ATV/UTV routes are an integral part of the transportation network - providing connections to natural areas, schools, recreational facilities, and other trail networks. Sidewalks provide connections throughout the Sanitary District area. Private transportation is more commonly used.***

### Inventory of Existing Transportation Facilities

Transportation facilities in the Town of Freedom provide a mix of facilities ranging from rural Town roads to state highways. While residents enjoy easy access to STH 55 and nearby access to USH 41, opportunities for safe pedestrian travel are limited given limited sidewalks and trail facilities to connect developed areas. For the most part, residents of the Town of Freedom rely on their personal automobiles to meet their transportation needs. Other modes of transit, including light rail and air transportation are not available in the Town, nor are they likely to be developed prior to 2040 given that the population and local businesses do not demand, nor can they support, these types of transportation services. Air transportation service is available to Town residents at the Appleton International Airport and Austin Straubel International Airport in Green Bay.

**PEDESTRIAN FACILITIES**

Most of the Town’s rural roads, beyond the Sanitary District, have limited shoulder areas and the posted speed limits are usually more than 45 miles per hour. These conditions hamper safe pedestrian travel opportunities. Moreover, given the relatively low-density development pattern in areas beyond the Sanitary District, and the fact that needed goods and services are located several miles away in nearby cities and villages, walking to places of work, shopping or entertainment is not realistic for most residents. It is simply much easier to drive. This situation is not anticipated to change over the planning period, if future housing trends continue the growth in the outlying areas will continue to increase this problem. As a result, people without access to vehicles face severe transportation challenges in obtaining services and employment, especially given that there is no public transportation service available in the Town. Seniors and the disabled are particularly challenged to find adequate transportation.



**Opportunities for pedestrian travel are best within the Freedom Sanitary District.**

- Sidewalks serve portions of the District, particularly areas along CTH E, CTH S and McHugh Road.
- The Town has been working to develop additional sidewalk connections and encourage developers to include sidewalks in new subdivisions.
- Given the density and type of development in this area (i.e. high school, churches, housing, pubs, etc.), walking is an attractive travel option. In fact, many residents within the Sanitary District can walk to local businesses, schools and other activity centers in approximately 10 minutes or less via trails and sidewalks.

**CYCLING OPPORTUNITIES**



As part of its *State Highway Plan 2020*, the Wisconsin Department of Transportation (WisDOT) completed a bicycling conditions assessment in conjunction with planned state highway priority corridors, to identify key linkages in Outagamie County.

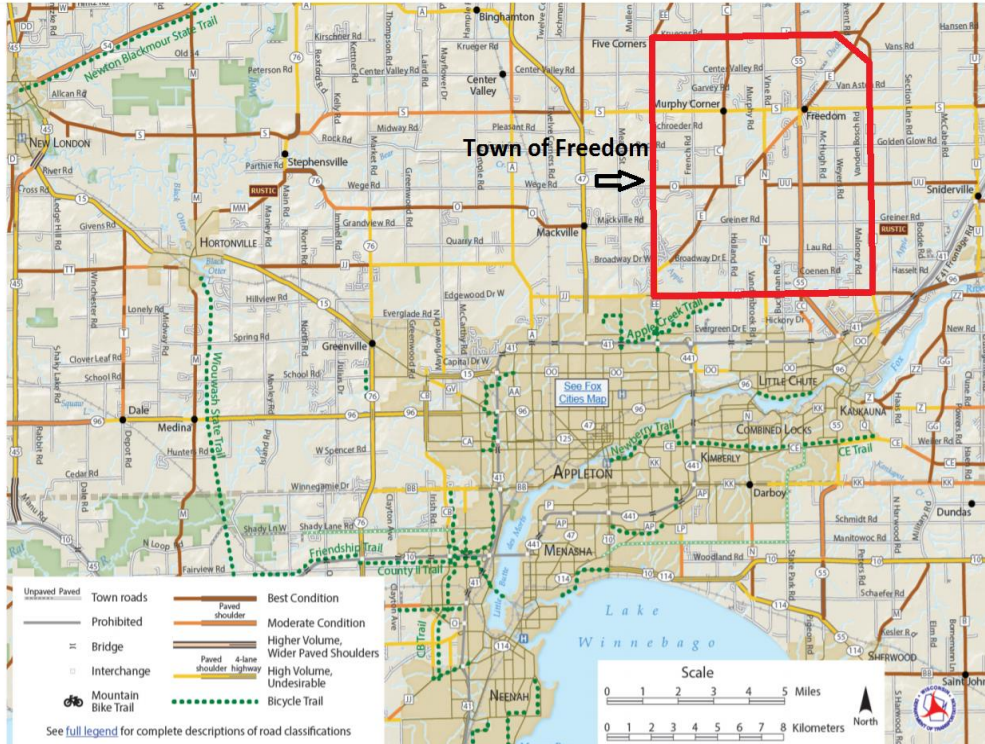
The WisDOT Map provided on the next page suggests possible bicycle routes along state, County, and local roads. Although the WisDOT plan does not establish bicycle routes along County or Town roads, routes along state highways are included in WisDOT’s *Corridors 2020 Plan* and WisDOT will control their development.

In the Town of Freedom, WisDOT Wisconsin Bicycle Map (2015) suggests:

- County Highways: C, E, EE, J, N, O and U as potential County bicycle routes to provide the best conditions for cycling. Good sight distance and minimal truck traffic are reasons why the rating has been assigned.
- STH 55 is considered to have moderate conditions for safe cycling due to the paved shoulder provided outside the lane of automobile traffic. Due to moderate traffic

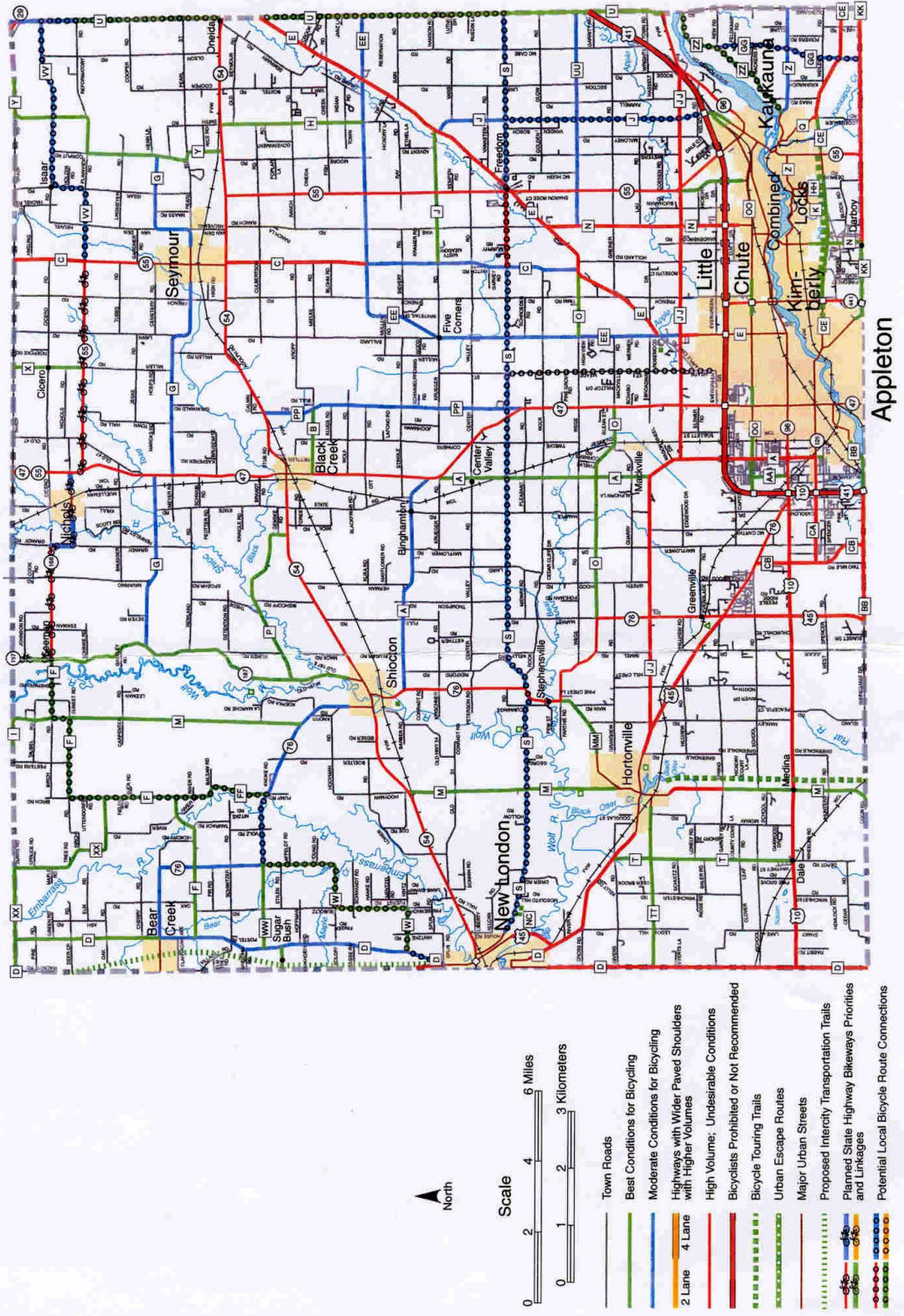
volumes it is recommended that less experienced cyclist should use caution when traveling on these roadways.

- County Highway EE and S are considered undesirable due to the high volume of traffic. Moderate to high traffic volumes of traffic, narrow to no paved shoulders, and truck traffic make these routes areas to avoid if at all possible unless you're a very experienced cyclist.



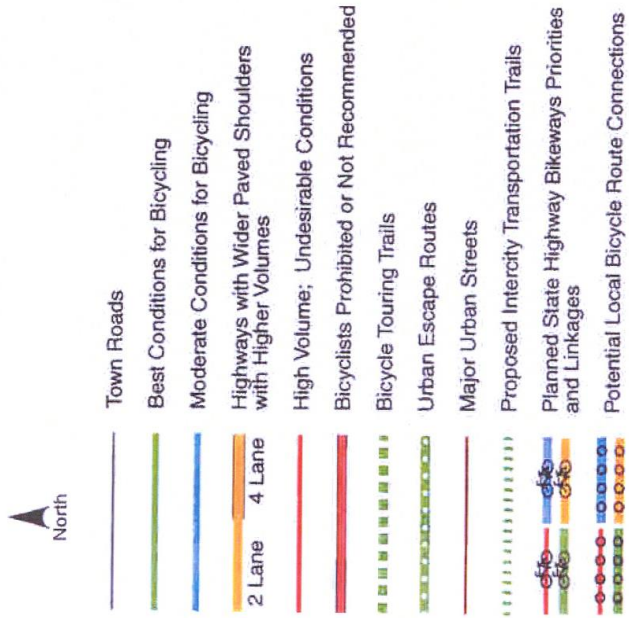
Wisconsin DOT .gov/Documents/travel/bike/bike-maps 2015

Map 1: Bicycling Conditions Assessment with Planned State Highway Priority Corridors and Key Linkages  
 Outagamie County





# Wisconsin Department of Transportation Bicycle Conditions Assessment with Planned State Highway Priority Corridors and Key Linkages Town of Freedom, Outagamie County, WI



WisDOT  
2001

WisDOT also considers Town roads in Freedom based on their appropriateness for bicycle traffic and your cycling skill level.

- ✓ Primary factors include: road width (i.e. ability to accommodate a shoulder path) and traffic volume.
- ✓ Secondary considerations include the percent of truck traffic and site distance restrictions.

**All Town roads in Freedom are considered acceptable by WisDOT standards for cycling.**

The *Recreational Trails Map 5-1* provided illustrates the location of mapped trails and proposed future concept trails. The Town will also continue to pursue future north/south trail routes within the Town, in order to coordinate the Town's trail system with other Town, County, and regional trails. The Town will attempt to work with developers of properties within these corridors to accomplish the goal of enhancing bicycle and pedestrian transportation routes.

### **RAILROAD CORRIDORS**

There are no railroad corridors in the Town of Freedom, but railroad access is available in nearby Towns, the Fox Cities, and Green Bay. There are no plans to establish rail corridors or rail service in the Town. This situation is not anticipated to change over the life of the plan.

### **STREETS AND HIGHWAYS**

Streets and highways are classified according to their primary function, either to move vehicles or to serve adjacent land. Arterials accommodate the movement of vehicles, while local roads are designed to provide direct access to individual parcels of land. Collectors serve both local and through traffic by providing a connection between arterials and local roads. The descriptions of the functional classes provided below are from the *Transportation Planning Resource Guide*, prepared by WisDOT in April 2013.

Facilities classified under the Federal Aids Secondary System (County trunks and state highways) qualify for federal aid for capital projects involving construction, reconstruction or repair. State highway aids are available to communities for construction and maintenance. Aids cannot exceed 85% of expenditures based on a 3-year average.

**Principal Arterials.** Serve interstate and interregional trips. These routes generally serve all urban and other areas greater than 5,000 population. USH 41 is an example of a principal arterial in Outagamie County. There are no principal arterials in the Town of Freedom.

**Minor Arterials.** In conjunction with principal arterials, minor arterials serve cities, large communities, and other major traffic generators providing an intra-regional and inter-area traffic movements. These routes generally serve communities with populations of 1000+. STH 55, which runs north to south through the Town of Freedom, is classified as a minor arterial. CTH S, which runs east to west across the northern half of the Town is also classified as a minor arterial.

**Major Collectors.** Major collectors provide service to smaller to moderate sized communities and other intra-area traffic generators, and link those generators to nearby larger population centers or higher function routes. These routes generally serve communities with a population of 100+. County Highways C, E, EE, N, and S are considered major collectors in the Town of Freedom. CTH C runs north to south through the Town between CTH E and the Town’s northern boundary. CTH E angles across the Town and meets STH 55 in the central Sanitary District area. County EE runs north and south from the City of Appleton to the northern Town boundary. CTH N runs north to south between the Town’s southern boundary and CTH E. County S runs east and west through the Town connecting to Hwy 41.

**Minor Collectors.** These types of roads collect traffic from local roads, and provide links to all remaining portions of smaller communities, locally important traffic generators with their rural hinterland, and are spaced consistent with population density so as to collect traffic from local roads and bring all developed areas within reasonable distance of a collector road. These routes generally serve places with populations of 50+. CTH J runs from CTH E in the Northeast corner of the Township to the south boundary of the Township.

**Local Roads.** The remaining roads in the Town are local. They provide access to adjacent land and provide for travel over relatively short distances on an inter-township or intra-township basis. All rural roads not classified as arterials or collectors will be local function roads.

WisDOT has upgraded the functional classification of several roads in the Town of Freedom since the last plan update. These new functional classifications have already been approved by the County and will be officially adopted. All the roads described in this section are illustrated by their proposed functional classification on the *Functional Classification and Daily Traffic Counts Map 5-2*. Available traffic volume information at key intersections is also provided on the *Functional Classification and Daily Traffic Counts Map*. This information was obtained from the Wisconsin DOT Data-plan. The traffic counts are from 2016.

*Streets and highways are classified according to their primary function, either to move vehicles or to serve adjacent land.*

- ✓ **Principal Arterials** – serve interstate and interregional trips. These routes are in areas with populations greater than 50,000.
- ✓ **Minor Arterials** – accommodate inter-regional and inter-area traffic movements, often in conjunction with principal arterials.
- ✓ **Major Collectors** – provide service to moderate sized communities and other intra-area traffic generators. Many County trunk highways fall into this classification.
- ✓ **Minor Collectors** – these roads collect traffic from local roads and provide links to all remaining portions of smaller communities and other higher function roads.
- ✓ **Local Roads** – provide direct access to residential, commercial and industrial development.

**MASS TRANSIT**

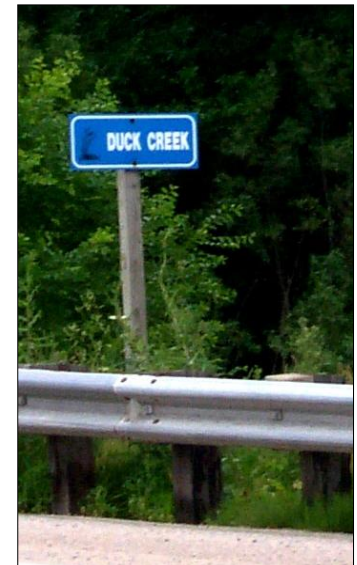
Mass transit via a regular bus route, high-speed train, or the like is not currently available in the Town of Freedom. It is also not likely to be established in the next 20 years given the low density of development in the Town. Simply put, the density of development in the Town cannot provide the ridership needed to support a transit system. The Town has no plans to establish any transit service.

Outagamie County, through its Health and Human Services Department, provides door-to-door advance reservation transportation for all persons with disabilities and persons 60 years or older who reside in rural areas of Outagamie County (outside of the Fox Cities). Valley Transit II Urban Services provides a service area of about ¾ miles off the fixed route system at very low rates from \$4.00 to \$11.00 one-way service. This service is provided through a contract with Kobussen Buses, Ltd. Other (non-disabled or elderly) transit dependent residents (i.e. minors) of the Town must rely on the assistance of friends or family or hire private transportation providers to meet their transportation needs. Assistance can be obtained by following the link provided.

<https://www.outagamie.org/Home/ShowDocument?id=5192>

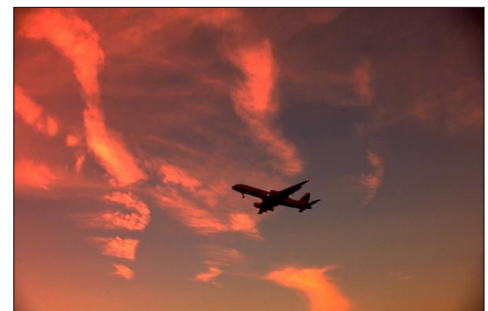
**WATER TRANSPORTATION**

Duck Creek is the primary water feature in the Town. This creek is not deep enough or wide enough to support water-based transportation opportunities except for recreational opportunities. Apple and Ashwaubenon Creeks are located in the South East portion of the Township and they only are for recreational opportunities because they too small for water transportation. The nearest major water access port is in Green Bay.



**TRUCK TRANSPORTATION**

STH 55 is the primary truck transportation route through the Town of Freedom. WisDOT has officially designated STH 55 as a truck route. Wisconsin truck operation conforms to highway and transportation laws and rules. This designation is based on the design of the roadway to withstand truck weight, size of vehicle and traffic. STH 55 connects the Town of Freedom to USH 41 (which is only 5 miles from the Town) and STH 29. In turn, these two highway corridors connect to several other major highways around the state and beyond. Local truck traffic is found on several other County trunk roads in the Town, but it is much more limited in volume than the truck traffic on STH 55.



**AIRPORTS**

As previously mentioned in this chapter, residents of the Town of Freedom have easy access to two nearby airports: Austin Straubel International Airport and

Appleton International Airport. There is also a private grass airstrip located in the Town of Freedom. The location of this private airstrip is in the SE portion of the Township.

The Brown County Airport, Austin Straubel International, is located 7 miles southwest of Green Bay. Austin Straubel is the third largest airport in the State of Wisconsin. It operates 24 hours per day, seven days per week. The airport provides the physical facilities for up to 45,260 take-off and landings annually serving approximately 324,840 commercial passengers, and thousands of sports and general aviation enthusiasts. The airport is currently served by 5 commercial air carriers, three airfreight companies, two fixed-base operators, five rental car agencies, five taxicab companies, two gift shops, a restaurant and cocktail lounge, a custom house broker and an amusement arcade (airnav.com, June 2019). The Austin Straubel International Airport has two runways. Specifications for the runways are provided in Table 14 below.

<b>TABLE 14 AIRPORT RUNWAY SPECIFICATIONS</b>			
<b>Runway Name</b>	<b>Length</b>	<b>Width</b>	<b>Surface Material</b>
Appleton International RWY 3/21	8002 feet	150 feet	Grooved Concrete
Appleton International RWY 12/30	6,501 feet	150 feet	Grooved Concrete
Austin Straubel Int. RWY 18/36	8700 feet	150 feet	Grooved Concrete
Austin Straubel RWY 6/24	7700 feet	150 feet	Grooved Concrete

SOURCE: [AirNav.com](http://AirNav.com)

In 2018, Austin Straubel International had 324,840 passenger enplanements (WisDOT, 2018). Moreover, in 2018, the airport was responsible for 155,695 pounds of enplaned cargo. In the State of Wisconsin, total enplaned cargo pounds for the year 2018 increased by approximately 2% from the previous year. Appleton International, Dane County Reginal and Rhinelander-Oneida County airports reported an increase in enplaned cargo for 2018 (WisDOT, 2018).

According to the *WisDOT State Airport System Plan for 2020*, Austin Straubel International Airport will continue to provide air carrier and air cargo service through 2020 and beyond. The airport will continue to be an important component of the state’s air transportation system. Based on the information provided in the *WisDOT State Airport System Plan for 2020*, Austin Straubel air carrier enplanements had decreased in 2015, 2016 and 2017, but had a significant increase in 2018 from the past year by 14%. By 2020, it has been forecasted that the annual airport passenger enplanements will increase to 588,000. Given that the airport is currently

operating behind forecast, this figure is likely below the actual number of passenger enplanements that will be experienced in 2020.

**Appleton International Airport** is located three miles west of the City of Appleton in the Town of Greenville. The airport includes two runways, a gift shop, lounge and car rental facilities. The airport also offers fuel, charters, maintenance services, avionics services, aircraft sales/leasing/brokerage, hanger space rental, catering, pilot supply sales, courtesy transportation, parking and a flight school/flight training facility.

In 2018, Appleton International Airport has 360,107 passenger enplanements (WisDOT, 2018). Moreover, in 2018, the airport was responsible for 10,978,383 pounds of enplaned cargo.

Currently, the Appleton International Airport is in the midst of a remodeling project that will transform the two-gate facility and outdated terminal into a modern terminal facility complete with a new seven-gate concourse.

With sustainability in mind the new terminal’s architectural design was driven by achieving a goal of a carbon neutral foot print by the year 2030. This goal is a very high standard which is not achieved by many airports. With solar on the roof top already which is used for hot water generation. Solar canopies designed in the short-term parking, three arrays already developed and the intention to expand to a fourth array the operating cost will be significantly reduced for the new facility. The intentions of the solar generation are to reduce the off-site energy needs for the new additions. Low-flow toilets and bathroom fixtures to decrease water usage as well as a more durable terrazzo vinyl flooring to increase longevity for replacement.



**Artist Renderings of the updated Outagamie County**

The airport will remain an important component of the state’s air passenger system. Based on the information provided in the *WisDOT State Airport System Plan for 2030*. Appleton International Airport is forecasted in 2020 to have 314,400 enplaned passenger and it has been forecasted that the airport will see 347,560 passenger enplanements in 2030. However, this figure is likely far below the actual number of passenger enplanements that will be experienced in 2020 and 2030, particularly given the expansion plans and if airfare prices continue to stay low the flight numbers will increase. Impacts from September 11, 2001 have been minimal at this regional airport.

## Summary of Existing Transportation Plans

### WISDOT STATE HIGHWAY PLAN 2020

Wisconsin's State Trunk Highway system, consisting of approximately 11,800 miles of roads make up only 10 percent of the roadway network, but 60 percent of vehicle miles traveled in the state are on these roadways. The Highway system is aging and deteriorating at the same time traffic is increasing significantly due to cheap gas/fuel prices and ease of accessing desired destinations in a timely matter. In response to this critical issue, WisDOT, in partnership with its stakeholders, has developed the *WisDOT State Highway Plan– Connections 2030*, a 20-year strategic plan which considers the highway system's current condition, analyzes future uses, assesses financial constraints and outlines strategies to address Wisconsin's preservation of existing roadways and look into future roadway needs, traffic movement efficiencies, economic competitiveness and trends within the local and regional needs, environmental issues, type of transportation choices and safety and security needs. The plan is updated every ten years to reflect changing transportation technologies, travel demand and economic conditions in Wisconsin.

### OUTAGAMIE COUNTY



The Outagamie County Highway Department does not have an officially adopted transportation plan. Outagamie County does have a five-year capital improvement plan that it uses to plan for long-term road improvement projects. According to the *2019-2023 Outagamie County*

*Capital Improvements Program*, the following projects are scheduled in the Town of Freedom:

- ✓ CTH E (CTH C to STH 55) The proposed project is to improve the existing asphaltic surface by profile milling and installation of new asphalt overlay. The existing pavement is deteriorated to a point where installing a new asphalt overlay is the most economical way to sustain the level of service expected by the public and providing longevity for this section of roadway. The project is scheduled to occur in the year 2022.

Current priorities for the Outagamie County Highway Department include continuing to provide required maintenance and improvements to existing County roads. The Town of Freedom has traditionally coordinated with the County for road improvements. This relationship should continue to ensure timely and efficient road improvements.

### TOWN OF FREEDOM CAPITAL IMPROVEMENTS PROGRAM

As part of the Town of Freedom Capital Improvements Program, the Town annually assesses needed transportation improvement projects (i.e. storm water and drainage way improvements, grading, pavement upgrades, reconstruction, etc.) as well as the need to purchase equipment. The plan anticipates improvement needs for a five-year period. The 5-year Road Reconstruction Plan has been developed for the years 2019-2023. The schedule has three projects for 2020, two projects for 2021, three projects for 2022 and two projects for 2023. These projects are planned

for budgeting purposes, but are subject to change. The recommendations from this Comprehensive Plan, 2020-2040, will be incorporated into the Capital Improvements Program as necessary. For example, planned expenditures with respect to recreational trail development will need to be included in the Capital Improvements Program.

**MIDWEST REGIONAL RAIL SYSTEMS**

Since 1996, the Midwest Regional Rail Initiative (MWRRI) advanced from a series of service concepts, including increased operating speeds at up to 110 mph to reduce travel times between destination by 30 – 50 percent, train frequencies, system connectivity and high service reliability, into a well-defined vision to create a 21<sup>st</sup> century regional passenger rail system. This vision has been transformed into a transportation plan known at the Midwest Regional Rail Systems (MWRRS). The primary purpose of the MWRRS is to meet future regional travel needs through significant improvements to the level and quality of regional passenger rail service. The major MWRRS elements will improve Midwest travel. The major plan elements include:



- ✓ Use of 3,000 miles of existing rail rights-of-way to connect rural, small urban and major metropolitan areas throughout Minnesota, Iowa, Missouri, Illinois, Indiana, Ohio, Michigan and Wisconsin.
- ✓ Operation of “hub-and-spoke” passenger rail system through Chicago to locations throughout the Midwest.
- ✓ Introduction of modern train equipment operating at speeds up to 110 mph
- ✓ Provision of multi-modal connections to improve system access
- ✓ Improvements in reliability and on-time performance

The cost to provide the improvements needed to facilitate a Chicago-Milwaukee-Minneapolis/Green Bay Route would be \$978 million, including rolling stock (i.e. passenger cars) and infrastructure improvements (i.e. track improvements). If the plan is carried out, residents of Freedom will be able to access a train in Green Bay or in the City of Oshkosh (planned connection point) to connect in Milwaukee to a high-speed rail line. The 40-year life span of the project is predicted to generate 3.5 to 4.6 billion dollars in user benefits for Wisconsin. Funding for the project has not yet be gained so the completion date for the entire project is still pending.







**EAST CENTRAL WISCONSIN REGIONAL PLAN COMMISSION**

The East Central Wisconsin Regional Planning Commission (ECWRPC) has adopted a transportation goal and supporting objectives, which it uses to evaluate transportation plans developed in the area. As part of the comprehensive planning process, these goals were reviewed to ensure consistency with the *Town of Freedom Comprehensive Plan*. Many of the ECWRPC goals relate to services and facilities that are not available in the Town of Freedom (i.e. airports, etc.).



The overall goal for the regional transportation program is “to provide a safe, efficient and environmentally sound transportation system that provides personal mobility for all segments of the population and supports the economy of the region.” This statement is consistent with the vision and goals set forth by the Town of Freedom. To support this goal, the ECWRPC has outlined a series of objectives pertaining to: integrated planning, maximum street effectiveness, an efficient street and highway system, safety, minimum environmental disruption, compatibility with land use patterns, conservation of energy, and multi-modal interaction. Each of these objectives is addressed to the fullest extent practical in this chapter of the *Town of Freedom Comprehensive Plan*.

**COMPARISON TO STATE AND REGIONAL PLANS**

Generally, there is a division in jurisdiction related to transportation facilities and services (i.e. County Roads, State Highways, and Town Roads). The transportation network in the Town of Freedom requires coordination between these jurisdictions to work efficiently. Therefore, in developing this plan, the Town invested a significant amount of time researching and coordinating with County, regional and state transportation plans, policies and programs. As a result, the Town’s transportation goals, policies, objectives and programs compliment state and regional transportation goals, objectives, policies and programs by providing local transportation facilities and services that connect to County/regional and state facilities.

**PAVEMENT SURFACE EVALUATION AND RATING (PASER)**

In 2019, the Outagamie County Highway Department completed a Pavement Surface Evaluation and Rating (PASER) for all Town of Freedom roads in accordance with WisDOT requirements (Table 15). PASER is a visual inspection system to develop a condition rating for community roads. PASER is an important tool for smaller government unit planning because it gives a picture of road conditions on all roads and can identify candidates for maintenance and rehabilitation. Surface defects, cracking and potholes are all examined during a typical PASER evaluation. Paved Roads are rated 1 – 10 based on their condition. Gravel Roads are rated 1 – 5. Table 15 lists the rating numbers for each category.

<b>TABLE 15 PASER RATINGS AND MAINTENANCE NNEDS</b>	
<b>Paved Road Ratings</b>	<b>Need(s)</b>
9 & 10	no maintenance required
7 & 8	routine maintenance, crack-sealing and minor patching
5 & 6	preservative treatments (sealcoating)
3 & 4	structural improvement and leveling (overlay or recycling)
1 & 2	reconstruction
<b>Gravel Road Rating</b>	<b>Need(s)</b>
Rating 5	no maintenance required
Rating 4	good; routine maintenance
Rating 3	fair; ditch improve. & culvert maintenance; gravel in some areas
Rating 2	poor; new aggregate; ditch reconstruction & culvert maintenance
Rating 1	failed; rebuilding

Table 16 provides a summary of the total miles of roadway in the Town by each PASER rating. In total, there are **more than 93.03 miles of roads in the Town of Freedom.**

A more detailed breakdown of PASER Ratings, by individual road segment, is available from the Town Clerk in the 2019 PASER Table.

<b>TABLE 16 MILES OF ROADWAY BY PASER RATINGS</b>		
<b>PASER RATING</b>	<b>TOTAL MILES OF PAVED ROAD</b>	<b>TOTAL MILES OF UNPAVED ROAD</b>
1	0	0
2	2.86	0
3	4.53	0
4	9.08	0
5	16.9	0
6	16.87	NA
7	24.33	NA
8	9.98	NA
9	3.51	NA
10	4.97	NA

Source: 2019 PASER Rating System Report, Town of Freedom

It is important to understand that the Town roads were rated in segments. As a result, a portion of a particular road may rate as 9, whereas a different segment may only rate as 6. These fluctuations can greatly impact the overall need for construction improvements.

According to the PASER manual, it is recommended that communities strive to attain a rating of 7 for all roads. Likewise, the Town of Freedom places a strong priority on maintaining local roads. To continue to achieve this goal, the Town may decide that additional tools are necessary to determine the best course of action with respect to annual road improvements and to maximize its available funds. It is recommended that the Town further analyze its PASER results using PASERWARE. This software program is designed to help communities consider different scenarios for optimizing road maintenance and improvements expenses. Using PASERWARE, a community can determine what sequence of improvements is recommended to meet a certain goal (i.e. get all roads to a 7 rating). PASERWARE also will provide cost estimates for maintenance and construction projects. If desired, the Town can provide the PASERWARE with the total funds available for roads in a given year, and the program will recommend ways to best spend the money to obtain the greatest return.

The Town Board should continue to use the PASER results (and if desired the recommendations of PASERWARE) during its annual update of the Town of Freedom Capital Improvements Plan and Budget to effectively plan for road improvements in relation to other Town spending needs.

## Transportation Issues and Concerns

### TRAIL DEVELOPMENT

One consistent message from the SurveyMonkey results was that respondents felt existing trail facilities were inadequate and should be expanded. In fact, 66% of survey respondents indicated that in the next 5 years the Town should invest in increasing the existing trails that are present.

As described in the inventory section of this chapter, WisDOT has identified several County roads as potential bicycle trail routes. After reviewing these suggestions, the Plan Commission was very concerned that the volume of traffic on these roads, particularly CTH S, would present a safety issue. The *Outagamie County Greenway Plan* includes a trail parallel to CTH E and Duck Creek. However, the County has had difficulty acquiring easements to establish this trail. Future planning has been identified for facilities related to bike trails on County Road C, County Road E, County Road S and Broadway Drive. Future proposed trails are located on North French Road, Schmidt Road, Golden Glow Road, Mc Hugh Road, Garvey Avenue, Ridge Lane, County Road E and County Road O. Many of the roadways are considered accessible for bike routes, but only for experienced riders due to the volume of traffic and the types of vehicles utilizing the roadways.

The Town's Park and Recreation Committee has proposed an alternative trail route around the VFW property in the Town of Freedom. This trail would not face the easement challenges of other proposed trails because the Town owns the VFW property. Since the survey so clearly indicated that residents support additional trail development, this trail may provide a timely solution.

Over the next 20 years, the Town should continue to support County efforts to complete the Duck Creek Recreation Trail to provide residents with greater access to trail facilities throughout the County and beyond. Likewise, through its official Town mapping of concept and other official trail routes, and coordination with local developers the Town will continue to support the establishment of local trails.

### **TRANSPORTATION BUDGETING**

Another long-standing transportation issue in the Town of Freedom is the ever-present concern of road maintenance and improvements costs. These types of municipal activities are a major expense and can consume a large share of the limited Town budget. The Town has a Capital Improvements Plan and Budget, to help the Town to effectively budget for transportation costs over time. It is strongly recommended that the Town continue to use this tool during the life of the plan and beyond. The current 5-year Road Reconstruction Plan or Capital Improvement Plan (CIP) has identified 12 existing projects from 2019 to 2023 that have been identified for planning and budgetary purposes.

### **COMMUNITY SURVEY**

In the SurveyMonkey questionnaire several questions were asked related to the quality of transportation facilities serving the Town. First, residents were asked to provide their opinion about the *current* quality of existing transportation facilities in the Town. According to the Survey Results, respondents felt that in the next five years that attention needed to be placed on improving streets and highways. 75% or 148 of the 199 surveys identified the need to address road improvement, 66% of residents (131/199) identified the need within the next 5 years to address new hiking and biking trails. More roadside parking, parking lots and sidewalks were identified as not needed by the SurveyMonkey results.

## **Coordination with Other Required Plan Elements**

### **ISSUES AND OPPORTUNITIES**

How do transportation facilities affect the aesthetics of the Town of Freedom? Aesthetics refer to the “appearance and character” of an area. Generally speaking, beyond meeting the traffic demand and structural requirements, a road should reflect the aesthetics of an area. For the Town of Freedom, the aesthetic character varies significantly from one area to the next. The village-like area in the Sanitary District has a much different character than the rural farming areas of the Town. For example, the Town of Freedom has two-lane roads in the rural portions of the Town. In the Sanitary District, the transportation network is more developed and includes turn lanes, and sidewalks. The Township needs to also consider how the vehicular traffic has changed since the last Comprehensive Plan update. Implements of Husbandry (IoH) for the Agricultural Industry have tried to address the shear-size of equipment that is being utilized today to aid in cropping more acres in a timely manner. The volume of traffic associated with the larger farming operations is not concentrated around the farmsteads as in the past, the harvesting of larger volumes of feed and the ability to disperse the animal waste generated has

forced more road traffic at all times of the day and larger vehicles used to transport to and from the fields.

The Issues and Opportunities Element establishes the framework for planning – the overall future vision – the ideal from which this plan has been developed. That vision will impact the way the Town considers and approves changes to the transportation network. The issues identified need to be looked at as opportunities to create change to make the Township a better place to reside and make the conditions more desirable for the future. It will also guide their participation in activities sponsored by WisDOT. To realize the vision, and support the transportation vision presented in this chapter, the Town will seek to preserve scenic areas using easements, designing road projects to fit into the natural landscape and landscaping areas where necessary to retain the rural character after road construction is completed.

### **HOUSING ELEMENT**

Slightly more than half of the Town’s residents live in the Freedom Sanitary District. New housing developments are becoming more popular in identified residential areas with larger lot sizes. The opportunities for growth are significant around the Township as identified in the future land use map and this trend will continue. Given that these developments are designed as concentrations of residential development, it is important that the Town pays special attention to the quality and access residents have to transportation facilities in this area. The Town has a history of maintaining its roadways, requiring subdivision streets be built to minimum standards, and requiring developers to comply with local requirements. These controls, as well as the Town’s commitment to sidewalk development, are important to the success of the transportation network in this area of the Town.

### **AGRICULTURAL, NATURAL AND CULTURAL RESOURCES**

To meet the needs of all residents, it is imperative that the transportation network be designed to serve rural residents, residents of the Sanitary District and the agricultural industry. These different groups of residents have different transportation needs. For example, from time to time farmers need to use the road network to transport equipment from one field to another. The timing of movement of larger equipment is scheduled when traffic flow will be at its lowest. Early mornings before the traditional work scheduled day starts for most people, before 7:00 am and then after the traffic slows down after 6:00 pm, are the best times for equipment movement. If larger machinery needs to be moved during higher traffic time then this situation may create temporary traffic delays for other residents traveling through the area. One of the reasons that the larger equipment is present is due to the hiring of custom operators such as harvesters and custom tillage operators that utilize larger equipment to expedite the processes. To mitigate this potential conflict, the Town could invest in a few passing lanes or turn out lanes where these conflicts are most common. Ultimately, it may be incumbent upon residents to remain patient and remember that farming is an integral part of the rural environment. As a result, balancing these competing transportation needs will require patience on the part of residents.

## UTILITIES AND COMMUNITY FACILITIES

There is a close relationship between the Transportation Element and the Utilities and Community Facilities Element. This may be due to the fact that transportation facilities are one type of community facility. For instance, in this chapter, local trails and greenways are encouraged. Likewise, in the Utilities and Community Facilities Element additional recreation areas are identified as a community need. Furthermore, the location of trail routes should be coordinated with utility easements and snowmobile trails identified in the Utilities and Community Facilities Element. Additionally, storm water management policies and practices are profiled in the Utilities and Community Facilities Element. Roads and other hard-surface transportation improvements (i.e. sidewalks, parking areas, etc.) have the potential to impact storm water runoff. These examples illustrate the close relationship between these two elements. As a result, it was necessary to coordinate the development of these two elements repeatedly to ensure compatibility.

## ECONOMIC DEVELOPMENT

Providing a quality transportation system is important to the success of any business. Just as businesses need good access, employees also want to be able to efficiently access their places of employment. Lack of access to employment opportunities may affect individual decisions to seek employment or live in a community. In the Town of Freedom, these issues were carefully considered, particularly with respect to the location of new commercial and industrial development. Growth is driven by several factors such as an attractive and economical place to locate a business, the ability to find the workforce to fulfill the labor needs of the business and a good balance of residential, commercial and industrial facilities within a geographical area. Tax Increment Districts (TID) areas can promote growth and aid in starting growth in a community which may put more pressure on the existing roadway system. The Town of Freedom can promote economic growth by being proactive in looking into the future with adequate infrastructure of sewer, water and other services. The local solutions to these issues are reflected on the *Future Land Use Map*.

## LAND USE

While transportation improvements generally respond to changes in land use, they also have the potential to directly and indirectly affect land development either by inducing new development or altering the pattern of existing development. However, land use changes are dependent on other factors as well. These include local plans, zoning, taxation, and the provision of public services.

What steps will be taken to ensure that transportation decisions and land use decisions are compatible? Although transportation is not the only influence on land use, it is important to be aware that decisions regarding the transportation system may impact land use both directly and indirectly. Direct impacts that are caused by the construction of a new transportation facility, changes to an existing facility and/or decision to change traffic patterns along a facility. Urban and rural interface areas will continue to be looked at to ensure to minimize conflicts while still promoting growth and sound environmental land use. These may result in positive or negative impacts, but the overall goal is to have many more positive impacts and very few negative

impacts with the due diligence taken on by the Planning Commission. Efforts were made to plan accordingly for land uses along STH 55 and other main County roads in the Town. The result of these efforts is reflected on the *Future Land Use Map*.

**INTERGOVERNMENTAL COOPERATION**

The transportation network in the Town of Freedom consists of many elements that are not controlled by the Town. For example, County trunk highways, state highways, and air transportation choices are all provided by other agencies and organizations. To ensure that transportation choices remain plentiful, Freedom should continue to coordinate with these agencies and organizations. Coordination will help ensure that transportation improvements and maintenance is well planned and timely. Communication with the City of Appleton for the annexation of an area in the South West corner of the Town of Freedom to the City of Appleton needs to be considered as the area grows in size. This area could continue to grow and have the possibility of increasing road traffic requiring more services to be delivered to that area and desire more traffic control on the existing transportation routes.

**IMPLEMENTATION**

Through the development of a 5-year Road Reconstruction Plan for 2019-2023 and budget the associated costs of the transportation element can be addressed. The Town’s capital improvements plan and budget will seek to not only plan for Town expenditures but also to locate grant and low interest loan opportunities that may exist to fund needed improvements. Moreover, through the implementation of this plan, control and projection against unwanted land uses can be achieved and therefore avoid land use conflicts with respect to transportation facilities.

**Goals and Objectives**

It is the goal of the Town of Freedom that residents will enjoy safe streets and highways with minimal traffic congestion and safe bike/pedestrian routes and trails to promote healthy lifestyle choices when utilizing the community recreational opportunities and other resources located within the Township. Because the Town of Freedom has a limited amount of control over County roads and state highways, the goals in this section are related to actions that the Town can control. The Town of Freedom will work, in accordance with the Intergovernmental Cooperation Element of the Wisconsin Comprehensive Planning Law, with Outagamie County and WisDOT to ensure that adequate community transportation facilities are available to serve the area.

**TRANSPORTATION GOALS**

1. Maintain and improve Town roads in a timely and well-planned manner.
2. Enhance the pedestrian links and amenities available in the Town of Freedom, particularly in the Freedom Sanitary District.



3. Expand opportunities for alternative (i.e. pedestrian, cycling, atv/utv and snowmobiling) transportation in the Town of Freedom.
4. Link local trails with County and regional trail networks.
5. Support efforts of Outagamie County and WisDOT to provide transportation facilities and services for Freedom residents.
6. Provide environmentally sound transportation systems that are safe and efficient.
7. Provide and ensure transportation options for the elderly and disabled.
8. Maintain standards within the Township that are consistent with adjacent Townships and Outagamie County standards.

#### **TRANSPORTATION OBJECTIVES**

1. In accordance with state law, using PASER, evaluate all roads in the Town of Freedom and continue to update ratings, as required.
2. Continue to use the *Town of Freedom Capital Improvements Plan and Budget as well as the 5-year Road Reconstruction Plan* to coordinate and plan for annual roadway improvements and maintenance as well as and other capital projects (i.e. municipal building upgrades, equipment purchases, etc.).
3. Become an active partner in transportation improvements made in the Town by WisDOT and Outagamie County by:
  - A. Working with WisDOT and Outagamie County Highway Department at any opportunity presented
  - B. Providing copies of this plan to WisDOT and Outagamie County
  - C. Coordinating with Outagamie County during the development of the County Comprehensive Plan to ensure that Town interests are represented, particularly with respect to road improvement schedules and rural transit opportunities.
4. Review the Outagamie County sign, lighting and landscaping ordinances. If these ordinances do not provide the level of protection desired by the Town to maintain the character of the corridors in Sanitary District and beyond, work with Outagamie County to develop more restrictive ordinances (including a site plan ordinance) to protect the integrity of the village-like area around the intersection of STH 55, CTY S and CTY E and the rural character of other portions of the Town.
5. Coordinate with Outagamie County so when improvements/reconstruction of County roads are scheduled, appropriate consideration is given to the development of bike paths and trails.
6. Complete an inventory of all sidewalks in the Town of Freedom. This inventory should include the location, dimensions, and quality of sidewalks. Update this inventory as new

sidewalks are developed. From this inventory devise a maintenance and construction schedule to be incorporated into the Town's Capital Improvement Program and Official Map to ensure pedestrian access remains a priority in the Freedom Sanitary District.

7. Review the *Functional Classification and Daily Traffic Counts Map (5-2)* provided every five (5) years to ensure that it accurately reflects changes indicated on the Town's Official Map and current development plans.
8. To address local trail needs, the Town of Freedom Park and Recreation Committee should update the *Town of Freedom Open Space and Recreation Plan* in the next five years to identify potential trail routes in the Town. All proposed trails are included on the Recreational Trails Map provided in this chapter. As development occurs along proposed trail routes, the Town of Freedom will coordinate with developers to establish final trail locations.
9. Coordinate transportation improvement projects with Freedom Sanitary District improvements.
10. Periodically review speed limits and trail uses to make sure serving the needs of Town residents and adequately protecting public health, safety and welfare.

## 6.0 UTILITIES AND COMMUNITY FACILITIES

### Introduction

Understanding the location, use and capacity of community facilities and utilities is an important consideration when planning for the future. This information, coupled with the demographic trends and projections, provides a realistic picture of service supply and demand. The community facilities and utilities discussed in this chapter were carefully considered in the development of the *Future Land Use Map*.

### Utilities and Community Facilities Vision

***The Town of Freedom coordinates with Brown County, Outagamie County, Green Bay, Appleton and the Freedom Area School District to ensure that Town residents have easy access to a full-range of services, including: medical care, retail, educational facilities and entertainment choices. The Town strives to ensure that property taxes are minimized, without jeopardizing public health and safety, by constantly seeking to improve efficiencies in service delivery and pursuing shared services with neighboring communities as a means to reduce costs.***

***Community services and infrastructure needs are closely coordinated and do not create an unreasonable financial burden for residents. Municipal sewer and water serve development within the Sanitary District area, especially the promotion of residential and elderly housing development. Rural residents rely on private on-site wastewater treatment systems (POWTS) and monitored private well water outside the sanitary service area.***

***Residents of all ages enjoy year-round access to abundant recreational opportunities.***

### Existing Facilities Inventory– Location, Use, Capacity

What follows is a description of existing utilities and community facilities within the Town of Freedom. Outagamie County and private companies provide many of the services available to Town residents. These arrangements have helped to control Town costs. Therefore, included in this chapter is information about some of the utilities and community facilities provided by Outagamie County and private companies (refer to *Utilities and Community Facilities Map 6-1*).

**WASTEWATER COLLECTION AND TREATMENT<sup>3</sup>**

Slightly less than half of Town residents (living beyond Sanitary District) rely on Private On-site Wastewater Treatment Systems (POWTS). This number is expected to increase as this plan is implemented in accordance with a local growth management policy (see Chapter 11). The Town



of Freedom Planning Commission is encouraging more growth within the Sanitary District than outside the district to better utilize the existing services that are available and more desired growth outcomes. Outagamie County allows holding tank installations for new development if conventional and mound systems are not usable. Outagamie County does require a sanitary permit for any construction project where on-site wastewater treatment systems are required. The permit process requires that soil tests be conducted to determine the most feasible system to use.

There is one Sanitary District in the Town of Freedom. Although this district provides public sewer, there are several homes in outlying areas of the district, which utilize POWTS. The Freedom Sanitary District No. 1 accepts a significant amount of holding tank waste from private haulers in the Fox Cities and Green Bay areas.

The Freedom Sanitary District Wastewater Treatment Facility is located on Garvey Street in the north-central portion of the Town. This facility was originally constructed in 1973 and expanded in 1982. A complete reconstruction of the plant occurred in 1998. The WDNR reviews plant capacities and operations every 10 years. These reviews typically require upgrades and rebuilding operations to accommodate technology changes. The review was completed in 2019.

The plant has had an excellent record of performance and has consistently met permit limits under the district's operations. The plant was designed for a maximum average design flow of 420,000 gallons per day. The annual average monthly flow is approximately 200,000 gallons per day. Therefore, approximately 50 percent of the capacity remains unused in the system.

The Freedom Sanitary District's estimated 2020 population is 3,655 (based on the 2030 Freedom Sewer Service Area Plan). The district serves approximately 56% of all Town residents.

The projected population for the Town of Freedom is 6,485 in 2020. Based on the *Future Land Use Map*, the Town anticipates much of its new development will occur in the Sanitary District. The District includes 149 acres of vacant land.

Based on the projected growth for the Freedom Sewer Service Area, a significant change in flows will result. If all 149 acres of vacant, developable lands allocated within the Sewer Service Area were to develop in the future, the anticipated flows are calculated to be an additional 176,116 gallons per day. Current flows average 200,000 gallons per day with a design flow of

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<sup>3</sup> Information about the Freedom Service Area Plan is from the *Freedom Sewer Service Area Plan*, prepared by the East Central Wisconsin Regional Planning Commission in cooperation with the State of Wisconsin Department of Natural Resources, 2012.

420,000 gallons per day for the current treatment plant. If new development within the sewer service area occurs at this level, the associated flows will not exceed the design capacity of the plant unless all land identified in the Sewer Service Area is developed. This assumption is based on the breakdown provided in Table 17.

<b>TABLE 17</b>	
<b>Estimated Sewer Flows if All Vacant Land in Sewer Service Area Developed</b>	
<b>Description (with approx. acreage)</b>	<b>Gallons Per Day</b>
Current Flows	200,000
80.02 Acres of vacant land utilized as right-of-Way & Other Infrastructure	0
149 Acres of single and multiple-family residential at an average density of 3.32 units per net acre and 2.85 persons per household and 80 gallons per day per capita	112,787
70 Acres of commercial/ industrial development (82 including roads) which can accommodate approx. 14 businesses using 25,000 gallons per day per business	350,000
<b>TOTAL</b>	<b>662,787</b>

Source: Freedom Sewer Service Area Plan, Sanitary District Meeting 10/02/2019

Realistically, such a level of development will not occur given the amount of “excess” acreage contained in the sewer service area. However, the Town of Freedom and Freedom Sanitary District should continue to monitor new growth and loadings during the planning period in order to determine if and when future capacity or treatment deficiencies exist. Moreover, the *Future Land Use Map* should serve as a guide to prevent this situation from occurring.

**STORMWATER MANAGEMENT**

There are three County drainage districts in the Town of Freedom: Freedom Drainage District, Oneida-Hobart Drainage District and Duck Creek Drainage District. In 2002, the Outagamie County Drainage Board mapped the location of all drainage districts in the County. It will be important for the Town of Freedom to coordinate with the County with respect to any drain expansions or other changes. The current map of drainage district locations is provided in the Appendix. Areas of the Town beyond these County drainage districts are considered private drains or state drainage areas.

Stormwater management requirements are found in the Town of Freedom Subdivision Ordinance. These are applicable to commercial, industrial and residential development of lands in the Town. The standards require that stormwater runoff after development shall not be at a greater peak rate than the rate of flow under pre-development meadow conditions. The 25-year storm is the standard used in the process to determine both pre- and post-development rates of runoff.

**All proposed development projects require a stormwater management plan.** Construction site erosion control is an important component of that plan submittal and review process. Moreover, the plan requires that stormwater facilities implement Wisconsin Construction Best Management Practices (BMP's) to address water quality as well as water quantity issues.

There are increasing concerns about the impacts of stormwater runoff on the quality of receiving water resources like Duck Creek. Duck Creek is listed on the Wisconsin DNR 303(d) Impaired Water list for high levels of mercury, phosphorus and total suspended solids. In response to these concerns, the Outagamie County Land Conservation Department is working to develop a 9 key element plan for the watershed to address the water quality issues for the watershed.

Of significant concern is the impact of additional impervious surface area in the watershed. As development occurs, additional streets, parking areas and buildings are constructed which increase impervious surface. Within a watershed, as impervious surface area increases, area streams are adversely impacted. In fact, relatively low levels of impervious coverage can have a significant impact on the quality of area streams, like Duck Creek. To mitigate these impacts, the Town will pursue:

- **Watershed Planning:** All watershed planning activities in the Town of Freedom should be coordinated with the Outagamie County Land Conservation Department to identify critical habitats, aquatic corridors and water pollution areas. Impaired streams have been identified in the Department of Natural Resources (WDNR) 303(d) list.
- **Land Conservation Techniques:** Land conservation techniques include: soil health initiatives, nutrient management, cover cropping, reduced tillage or no-tilling, setbacks, buffers, land acquisition, and following the development patterns outlined on the *Future Land Use Map*.
- **Riparian Buffers:** Riparian buffers are natural areas on either side of Duck Creek and Apple Creek and other area streams to buffer against runoff. The Outagamie County Shoreland Zoning Ordinance requires a permit for any filling or grading activity within 300' of any navigable stream as a minimum to protect the stream from harmful impacts.
- **Site Design Techniques:** Effective site design techniques will encourage the use of natural landscaping, limit impervious surface, enforce setbacks and buffers, and protect natural resources.
- **Stormwater Best Management Practices (BMP):** Stormwater best management practices seek to reduce stormwater pollutant loads, maintain ground water recharge and

quality, protect stream channels and safely maintain the 100-year floodplain. Successful BMP's include ponds, wetlands, infiltration, filtering systems and open drainage channels. The Town's subdivision ordinance requires use of BMPs.

- **Erosion and Sediment Control:** Typically, erosion and sediment control requirements affect construction sites and farming operations. To be effective, erosion and sediment control measures need to extend beyond these two land use areas. Probably one of the most effective techniques is to reduce the time that soil is exposed. As with the other mitigation techniques outlined in this subsection, education will be critical to success. No-till, reduced tillage and cover cropping practices are utilized to reduce the amount of time the soil surface is exposed to wind and water erosion potential. Many field demonstrations occur annually to showcase the effective crop management that is occurring in Outagamie County.
- **Non-Metallic Mining:** Requirements related to reclaiming mining operations to near pre-mining conditions and address any potential runoff issues to ensure environmentally safe and friendly operation of the mines. Long term planning is utilized to ensure that open mine operations will be reclaimed with no expense to the Town or County when operations cease.

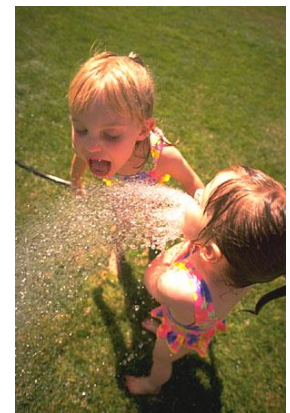
To capture stormwater runoff, curb and guttered streets are scattered throughout the Sanitary District area of Freedom. Additionally, the Town of Freedom requires that any new subdivision street developed in the Town provide curb and gutter. Furthermore, the Town is working to establish curb and gutters throughout the Sanitary District by upgrading several streets each year.

In areas beyond the Sanitary District, grass-lined roadside ditches and the County drains are used to manage stormwater needs. The Town of Freedom has an annual road maintenance fund to pay for the mowing, clearing and other maintenance needs of the roadside ditches. It is the objective of the Town to keep these areas clear to facilitate stormwater needs. Mowing is also being used to control invasive species such as Teasel and Wild Parsnip which if not controlled can take over the ditches very quickly.

## **WATER SUPPLY**

Conversion of rural/agricultural lands to urban uses may impact the quality and quantity of groundwater. Groundwater recharge will decrease as areas are paved over or built upon. At the same time, withdrawal of groundwater in the region is likely to increase for domestic, commercial and industrial use.

The municipal water system was developed primarily in response to naturally-occurring arsenic and Methyl Tertiary Butyl Ether (MtBE)



contamination<sup>4</sup>. The municipal water system has two wells with a proposed third well site located at Center Valley Road and County Road E. Well #1 is located in the First Addition to Western Acres subdivision on Scenic Lane, south of Western Drive. The second well is located at the corner of CTH E and Finnigans Ridge Lane. A water tower is located on the south side of CTH S west of STH 55.

Private well owners can take several steps to reduce their exposure to arsenic.

- First and foremost, wells should be tested regularly – at least once per year and anytime a change in watercolor, taste or odor is noticed.
- If the test exceeds 10 parts per billion for arsenic, water from the well should not be used for drinking or cooking.
- In these situations, residents can buy bottled water, rebuild their wells to more stringent specifications than required under current well codes, or pursue a treatment option.

The Wisconsin Department of Commerce has approved two categories of devices for the removal of arsenic – **Point of Use (POU)** and **Point of Entry (POE)**.

- POU devices are used to treat water at the point of use such as a single tap. Distillation units provide safe water in batches while Reverse Osmosis (RO) units can be installed on a single tap.
- POE treatment systems treat all water entering the home. Either type of system must be properly installed and maintained to reliably remove the arsenic from drinking water.

## ELECTRICITY AND NATURAL GAS

WE Energies provides electricity and natural gas service in the Town of Freedom. The company has a long history of supplying safe, reliable and reasonably priced service to its customers. WE Energies serves more than one million electric customers in Wisconsin and the Upper Peninsula of Michigan. In total, WE Energies power plants produce 6,000 megawatts of generation from coal, natural gas, nuclear, hydroelectric and renewable energy facilities. WE Energies also purchases, distributes and sells natural gas to nearly one million retail customers in Wisconsin, including residents of the Town of Freedom.

WE Energies has no plans to expand the type or level of services offered in the Town of Freedom. The company has two electric substations in the Town. One is located in Section 19 off French Road and the other is located in the Sanitary District area on STH 55 across from the Freedom High School. The company also has several electric overhead power line easements and a metering tower (located adjacent to the substation on French Road), which is illustrated on the *Utilities and Community Facilities Map 6-1*.

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<sup>4</sup> The gasoline additive **MtBE** first was introduced into the nation's gasoline supply since 1979. MtBE is released into the environment via leaking storage tanks and gasoline spills, including small spills such as those that routinely occur when filling up at the service station.

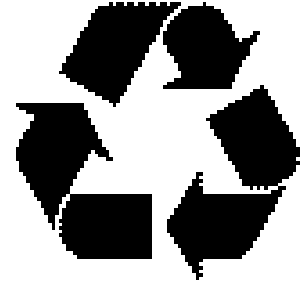


**ANR Pipeline Company** (ANR) owns and maintains a natural gas transmission pipeline that provides WE Energies natural gas service. ANR was the first interstate pipeline to deliver natural gas supplies to Wisconsin, and it currently delivers most of the natural gas consumed in the state. ANR operates and maintains five compressor stations, four warehouses, 130 metering stations and more than 1,700 miles of pipeline. Wisconsin field operations are managed through an area office in Waukesha, which also serves as a satellite marketing office to provide closer liaison with local distribution companies and other customers. ANR has no plans to expand its pipelines in the Freedom.

### **SOLID WASTE DISPOSAL AND RECYCLING**

Currently the Town of Freedom solid waste and recycling is contracted with Harter's Fox Valley Disposal located in Wittenberg, WI. They are a family run business that has been in operation for over 50 years. Waste is collected and transferred to the Outagamie County Recycling and Solid Waste for disposal.

In 1989, the State of Wisconsin adopted a recycling law. Beginning in 1995, the disposal of paper products such as newspaper, office paper, magazines and corrugated cardboard and containers made from aluminum and steel were prohibited from being disposed of in landfills. Certain glass and plastic containers were also banned. In addition, the recycling law also prohibited landfill disposal of tires, automotive batteries, oil, appliances, toxic substances and yard wastes.



With the endorsement of Outagamie County, the Town of Freedom has a contract with Harter's Fox Valley Disposal to provide curbside recycling pick-up in the Town. Trash is collected once each week on Tuesday and Wednesday at each property in the Town. Recycling materials are collected every other week on the same days as trash. Large item pick-up can be scheduled for additional fees on the Tuesdays that trash only is picked up by making arrangements with the disposal company. The Town has no immediate plans to change this arrangement. There are no anticipated problems handling the Town's recycling needs in the future.

Outagamie, Brown and Winnebago Counties have entered into an intergovernmental agreement - a 25-year contract which ends in 2027 - to utilize one landfill at a time, rather than have each County continue to provide their own landfill operations. This agreement will help to decrease labor and equipment costs by two-thirds. Outagamie County Landfill is expected to remain open until approximately 2022. Finally, the last years of the contract, Brown County will collect all waste collected by the counties. This phased approach will utilize each County landfill until it reaches capacity.

**PARK AND RECREATION FACILITIES**

There are several park and recreation facilities located in the Town of Freedom. Specifically, the Town maintains four Town park facilities<sup>5</sup> and there are also two privately owned golf courses located in the Town. In total, the Town has approximately 53 acres of public parkland, 62 acres of school recreation areas, and 301 acres of golf courses.

- **VFW Memorial Park.** VFW Memorial Park is the Town’s primary park facility. It includes approximately 32 acres of land located along STH 55 and Columbia Ave., south of the STH 55/CTH E intersection. The park provides four softball diamonds (two lighted), a baseball diamond, a combination tennis/basketball court, basketball hoops, a sand volleyball court, two soccer fields, covered play apparatus areas, open playground area, picnic facilities, a pavilion, and three combination shelter/concession stand and restrooms. The park also has an area set aside to hold tractor pull competitions. Several additional improvements have been identified in the *Town of Freedom Capital Improvements Program*.

- **Rickert Park.** Rickert Park is approximately two acres in size and is located south of CTH S on McHugh Road. This park features open space with a small backstop for unorganized youth baseball and softball, playground equipment and a parking lot with a basketball hoop and restrooms. The park is a great place for neighborhood children to play. In 2008 the Ron Weyers Family Foundation built the Freedom Historical Society Building and then donated it the Town of Freedom which has a small patio and restrooms for park visitors.



- **Citizens Park.** In accordance with the recommendations outlined in the *Town of Freedom Open Space and Recreation Plan* the Town established a downtown mini-park on the corner of CTH S and CTH E. Citizens Park provides a highly attractive and centralized gathering point, with a gazebo, park benches and landscaping to enhance the beauty in the heart of the community. It also helps to enhance the appearance of the downtown area. The park was established entirely through donations from the citizens of the Town, thus named “Citizens Park”.



- **Lions Park.** Lions Park was constructed in 2014 from funds through the Wisconsin Knowles-Nelson Stewardship Program and donations from the Freedom Lions Club. The park utilizes a 10-foot wide walking trail that encircles the Town’s storm water detention pond. Enhanced landscaping such as the tall grass areas and prairie, benches and the pond observation deck make the park an enjoyable place for residents to relax and view a

<sup>5</sup> Maintenance activities includes regular planning for improvements through the Town of Freedom Capital Improvements Program.

variety of wildlife and water creatures. Future plans are to connect the trail system to Schmidt Road, to Garden Estates Subdivision and the future bike trail developed through the Town road system.

- **Irish Waters Golf Course.** Irish Waters Golf Club is a public facility developed in 1992. It is located on CTH C in the northern portion of the Town of Freedom. Irish Waters is a par 71, 18-hole course playing 5,656 yards. It is open for general public use.
- **Fox Valley Golf Course.** Fox Valley Golf Club encompasses 159 acres and is located in Section 26 of the Town. The course is a par 73, 18-hole course playing length ranges from 4,400 to 6,700 yards. The course is a private facility, not open for public play.
- **Snowmobile Trails.** Though seasonal, snowmobiling is an important recreation opportunity. The Town is home to the **Freedom Trailblazers Snowmobile Club**. The club has about 120 active members, of which many of them volunteer to do all the trail grooming for the club with their own tracked tractor and groomer. This club was formed in the fall of 1968. It seeks to provide snowmobile safety and driving etiquette education by offering snowmobile safety classes every fall. The club funds their activities through a yearly raffle banquet. The club maintains approximately 25-30 miles of trails from the heart of Freedom to other club trails. Currently, Freedom Trailblazers Club trails connect with trails from Isaar, Seymour, Black Creek, Apple Creek, Kaukauna, Center and Vandenbroek.

The Trailblazer Club provides and removes all signs on the trails. Recently, the club purchased a 12-foot trail groomer. During the snowmobile season, volunteers from the Trailblazer Club groom all trails at least 2-4 times a week (depending on snowfall and traffic). At present time, there are no immediate plans to expand the trails, but with more snowfall and more snowmobilers, that is always an option.

About a dozen members of the Trailblazer Club participate in the Outagamie County Snow Patrol. These individuals wear blue & yellow vests when on the trails. They educate riders when they make mistakes and record operator registration numbers for major safety violations.

The **National Recreation and Park Association** recommends a community standard of 10 acres of local recreation land per 1,200 residents. The current population of the Town of Freedom is 6,208 persons (2018 DOA Population Estimate). To meet this standard the Town would need to provide at least 51.7 acres of Town parkland. Currently there are 53.0 acres of parkland provided within the Town of Freedom which would be considered adequate. The East Central Wisconsin Regional Planning Commission (ECWRPC) recommends 10 acres of local recreation land per 1,000 residents. Based on this standard, 9 additional acres of parkland should be provided.



Although open space acreage and facilities at the school sites can augment the Town's park acreage (See Schools subsection later in this chapter), these facilities are not always available for general use by the public. Furthermore, in communities like Freedom where organized

recreational activities are an important part of community life, as much as 15 acres per 1,000 residents are often required to fully accommodate demand. Based on this more generous standard, as much as 93.1 acres of parkland may be needed, about 40 more acres than presently provided. The fact that existing parks have little room for expansion underscores this need.

The *Town of Freedom Open Space and Recreation Plan* does recognize the fact that the Town’s four parks and school sites are all relatively central to most of the Town’s population and accessible via County and State highways. These factors make the existing sites adequately accessible to all Town residents. However, the plan identifies a need to provide more localized recreation opportunities in existing and developing areas by creating neighborhood parks so that children can walk safely to a nearby park.

**COMMUNICATION FACILITIES**

Access to communication facilities is very important in the modern economy. Several communication companies provide service to the Town of Freedom. The quality of communication services depends on the capacity of the lines and towers serving the Town. This element will help to guide decisions for installation of upgraded facilities and lines that may be needed to provide quality services to Town residents over the next 20 years.

- **Television and Radio.** There are no television or radio stations or towers located in the Town of Freedom. However, residents can easily receive radio and television stations located throughout the Fox Cities and Green Bay. Cable television service is available to Town residents from Spectrum. Dish TV and Direct TV are also offered as services to residents, some residents have decided to purchase satellites to receive additional channels.
- **Local and Long-Distance Telephone Service.** Several companies offer local and long-distance telephone service to Freedom residents. Since many different providers are available, costs remain competitive and services are regularly upgraded to reflect new technologies and services in this competitive environment. With the advent of the cellular phone the existence of land lines appears to be short lived. 
- **Internet.** The Town of Freedom has its own Internet web page, [www.townoffreedom.org](http://www.townoffreedom.org), which it uses to educate residents about community services and programs. Contact information for elected and appointed officials, as well as, meeting agendas and announcements are posted on this page. 
- **Newspapers.** The Town of Freedom does have its own newspaper, The Freedom Pursuit is published every other week. The newspaper serves the community of Freedom, Wisconsin. Coverage features News, Features, Schools, Sports and Center News for the Town of Center.

- **Postal Service.** The Town of Freedom has its own postal zip code, but no local post office. This situation concerns many residents who believe a post office would be a very valuable asset to the community. However, since postal office location decisions are made by the United States Postal Service, the Town's ability to site a post office in Freedom is limited. The Postal Service has no plans to establish a post office or storefront facility.
- **Cellular/PCS Towers.** The advent of advanced communication technologies, such as cell phones, has greatly increased the need for towers to provide receiving and sending capabilities. The federal government formally recognized this need by the passage of the Federal Telecommunications Act of 1996.

The **Federal Telecommunications Act of 1996** has increased the need for many local governments to examine their zoning ordinances to make sure that they do not discriminate against cellular communications in land use and zoning decisions. Under Section 704 of the act, Townships do have the power to regulate the placement, construction and modification of personal wireless facilities, as long as the rules do not unreasonably discriminate between providers or prohibit service.

Currently, there are two cellular towers located in the Town of Freedom. One of these towers is located at the VFW Memorial Park and the second is located on the water tower.

Any requests for additional tower facilities will require approval under the Outagamie County Zoning Code. As part of this process, the Town of Freedom Plan Commission reviews all applications. There are no applications pending for additional towers. Town residents have cellular service coverage from towers located elsewhere in the region.

**Tower Location and Coverage.** How large is the service area for a single cellular tower? This is a very complicated question to answer. Coverage areas depend on topography and tower height. In order to provide a complete network, towers must be able to "see" one another.

When cellular technology first came about, analog service required towers of a height of 300 feet or more. These towers could provide coverage within a five-mile radius of the tower. Today, new digital technologies, PCS, and the wireless Internet operate at a higher frequency than the older analog towers. This increased frequency reduces the coverage from a five-mile radius to a 2-3-mile radius. As a result, there is a need for more towers to serve the same area. If new towers and antennas are needed in the Town, the coverage zones will vary with frequency, height, and service type. A radio frequency engineer can determine the exact coverage areas for any new tower or antenna.

There are two "schools" of thought on tower height and location. One "school" prefers the use of several shorter towers in a community; whereas, the other group prefers the use of fewer taller towers. Each of these approaches can provide adequate coverage within a community, but do not necessarily eliminate the need for additional towers.

As technology changes and as demand for service increases, particularly in rural areas away from STH 55 and the sanitary District area, tower demand will soon follow. The Town of Freedom has several options to reduce the overall number of towers needed in the future and to minimize their visual impact. For example, co-location of several antennas on a single tower reduces the need for additional towers. Carriers also are more and more willing to camouflage their towers by locating antenna on church steeples, tall buildings, silos, tall power transmission lines and water towers. Each of these techniques can help to minimize the impact of the wireless industry in the Town of Freedom.

**Future Tower Needs in the Town of Freedom.** Unfortunately, it is not possible to develop a map of specific locations to site towers in the Town of Freedom. This is because networks provided by different carriers have different location requirements for towers. Moreover, as technologies change and new licenses are granted for additional carriers to move into the area, locations identified on a map would quickly become outdated.

One problem with 1996 Telecommunications Act, from a local perspective, is that simply providing coverage is not enough. Communities must provide for networks from competing carriers licensed in an area. The number of licenses granted, and in turn, the number of towers needed is controlled by the FCC. Currently, there are thirty-seven (37) carriers licensed to provide cellular service in Eastern Wisconsin.

It is anticipated that in the next 5-10 years the primary coverage area for wireless service in the Town of Freedom will continue to be along the STH 55, CTH E and CTH S corridors. Beyond this timeframe, coverage will likely extend next to the County trunk lines and finally to other remote areas of the Town. The rate of tower construction will depend on local demand, the number of licenses granted by the FCC, and the capacity of new towers to accommodate additional carriers. Furthermore, technology changes may also impact the number of towers needed.

## CEMETERIES

Often overlooked, cemeteries are an important facility every community must provide. Currently, there are six cemeteries located in the Town of Freedom. What follows is a brief description of each cemetery in the Town of Freedom.

- **Town of Freedom Cemetery (a.k.a. Randerson Cemetery, Newell Cemetery).** This cemetery is located in Section 29 off Lochbur Lane. It was established in 1860 although the first burial was in 1855. There are four civil war veterans buried here. There are also a few mass graves here because of a cholera epidemic that wiped out some families during the civil war. There are no empty lots in this cemetery.

- **Community Lutheran Cemetery.** The Community Lutheran Cemetery is located in Section 31 just off Evergreen Lane and French Rd. Established in 1932, this cemetery is west of St. Peter’s Evangelical Lutheran Church. It is approximately 7.23 acres in size. The developed portion of the cemetery is approximately half full. However, the cemetery also owns additional land adjacent to the cemetery to expand if necessary.
- **St. Peter’s Cemetery.** Located adjacent to the St. Peter’s Evangelical Lutheran Church on French Road, this cemetery is approximately 2 acres. It is at capacity and there are no plans for expansion.
- **St. Nicholas Cemetery.** This cemetery is located behind St. Nicholas Church in Section 14 just off CTH S. It is approximately 1.22 acres. Approximately 70 percent of this cemetery is occupied. The Church does own additional acres that are not plotted and may be developed into a cemetery if space needs arise.
- **St. Mary’s Cemetery.** Located in Section 6 just off CTH EE and Krueger Road. This small cemetery has no additional space for expansion.
- **Freedom Community Cemetery.** This cemetery is 1.4 acres in area and located off Fritsch Road and CTH C. This cemetery has no space available for expansion.

Given historical plot demands and available acreage, it is anticipated that cemetery space is limited to meet local needs for the next 20 years. In fact, only the Community Lutheran and St. Nicholas Cemeteries have additional space available for expansion. Given this situation, the Town should consider opportunities to establish a new cemetery facility in the next 10 – 15 years. The Town should carefully monitor cemetery demands over the next 5 years to more accurately gauge space needs. Town residents certainly may also use space available in other public and private cemeteries located elsewhere in Outagamie County and beyond.

## HEALTH CARE FACILITIES

There are some basic health care facilities located in the Town of Freedom. Specifically, the Town is home to a chiropractor (VerVoort), and a dentist (Heather M. Heil, DDS). Given these facilities, combined with Freedom’s proximity to major medical centers in



Appleton and Green Bay, as well as local facilities in other communities in the region, Town residents have easy access to primary and advanced specialty health care facilities.

The population in the Town of Freedom is not large enough to support its own hospital or other major medical facility. Existing facilities in the Town and nearby are expected to meet all local health care needs through 2020 and beyond. There are no plans for expansion or remodeling of existing health care facilities or construction of a new facility in the Town.

**CHILDCARE FACILITIES**

According to the 2010 U.S. Census, of the Town’s 5,842 residents, 29 percent are under the age of 18. This is a very significant portion of the local population that has immediate and particular service demands (i.e. schools, parks, child care facilities). Moreover, as they grow into adulthood over the next 20 years, a portion of this population will help to determine the amount of future growth in the Town as they find residences, have children, or move elsewhere. While school and park facilities are profiled elsewhere in this chapter, this section discusses childcare facilities available to residents of the Town of Freedom.



Even more significant than the high percentage of the population under 18, is the fact that 17.8 percent of the Town’s population is between the ages of 18 and 34. This is the age group that will likely be having children in the next 10-15 years. These children will also require access to childcare facilities, schools, parks and the like. Currently, there are two childcare facilities in the Town of Freedom: Adventures Child Care & Preschool, Inc. and Buddy Bear Group Care Inc.

- **Adventures Child Care and Preschool, Inc.** is located at N3969 Columbia Avenue, Kaukauna, WI. The facility welcomes children between ages 6 weeks to 13 years. The facility is licensed to care for up to 75 children and is currently operating at capacity and with current trends could have a waiting list develop. Adventures Child Care and Preschool has no plans to expand or remodel its facility. The Freedom Area School District provides bus service before and after school for the school-age children attending the facility.
- **Buddy Bear Group Care Inc.** is located at W2088 Industrial Drive, Kaukauna, WI. This facility also provides care to children between the ages of 6 weeks to 13 years. Buddy Bear is licensed for 65 children and is operating at capacity with a waiting list if trends continue. The facility has no plans for expansion or remodeling.

Dozens of additional childcare facilities are available in nearby communities. Many residents who work beyond the Town choose to utilize childcare options near their places of employment. Moreover, residents may have informal networks of child care (i.e. family or friends) and some residents provide licensed childcare from their homes. Because childcare facilities are private businesses, the Town has no direct influence in the establishment of new child care facilities.



**SCHOOLS**

The **Freedom Area School District** serves the Town of Freedom. The district encompasses all of



the Town of Freedom and parts of the Towns of Kaukauna, Center, Oneida and Osborn as shown on Map 6-2. The district’s two school campuses are located in the Town of Freedom. The Freedom High School, Middle School and Administrative Offices have a combined campus located on the corner of STH 55 and CTH E. The elementary school is located on CTH E.

TABLE 18 FREEDOM AREA SCHOOL DISTRICT			
School Name	Grades	Enrollment	Capacity
Freedom High School	9-12	553	630
Freedom Area Middle School	6-8	363	450
Freedom Area Elementary School	K-5	718	800

SOURCE: Wisconsin Department of Instruction 2018

The Freedom School District asked for and received approval from the voters in the district to purchase a 74.45-acre property on the west side of CTH “N” just south of CTH “UU”. A decision will be made in the future as to the use of the site.

As shown in Table 18 above the schools are getting close to capacity, but not at capacity. In the winter of 2016, the Freedom School District published a Community Survey. The survey was conducted in February/March of 2016. The sections regarding the facilities at the Freedom school system recommended to explore a referendum to build a new school with 85% of the staff, 67% of the Parents and 35% Non-Parents. The survey noted that the school’s needs should be addressed as soon as possible to within the next 1-5 years. In a referendum that was on the ballot on November of 2017 and again in April 2019 the voters by a majority voted down the referendum. School officials say that another referendum will not be brought forward for another 4-5 years.

It is important to remember that Freedom Area School District boundaries extend beyond the Town of Freedom. As a result, development in neighboring communities can impact the need for additional school facilities and expansions. To that end, of great concern to the Town of Freedom is ensuring that the local school district is not overwhelmed by new development. Given that the school district serves a rural area, much of its financial support is derived from resident taxes. Major changes in facility and staff needs can impact the Town’s taxpayers. Therefore, coordination with the school district, with respect to the development and implementation of this plan, is an important priority for the Town of Freedom.

Beyond the public schools, there are two private schools operating in the Town of Freedom that welcome students who desire their services. Both of these schools provide a faith-based education to their students.

The **St. Nicholas Elementary & Middle School** is located on the south side of CTH S, in the Freedom Sanitary District area. The school provides pre-kindergarten through grade 8 education to its 126 enrolled students. The school can accommodate up to 250 students. Recreation facilities on the site encompass approximately five acres and feature six basketball hoops, two volleyball courts, wooden play structures, a large sandbox, and a significant amount of open space. The school has a new gym and playground equipment.

The **St. Peter Evangelical Lutheran Elementary School** is located on French Road south of CTH E. This school provides pre-kindergarten through grade 8 education. Current enrollment is 216 students in the pre-kindergarten through grade 8. The capacity of the school is 240 students. St. Peter’s provides two separate play areas divided by French Road. The area adjacent to the school, which is located on the east side of French Road, includes three basketball hoops, playground equipment, a soccer field and open space. The play area located west of the road includes traditional playground equipment and a basketball area. In 1998, the school added 2 new classrooms and a gymnasium. There are no additional expansion plans at this time.

A number of students living in the Town of Freedom attend the Xavier High School (1600 W Prospect Ave) and Fox Valley Lutheran High School (5300 N. Meade St) - private, faith-based high schools in Appleton. A contract bus service provides transportation to and from each school for these students or transportation is provided by the family on its own.

The students attending private schools do have the option of attending public school. Expansions and improvements to these facilities are subject to the financial obligations and capacities of the sponsoring church.

**LIBRARIES**

Outagamie County is also a partner in OWLS (Outagamie Waupaca Library System). Therefore, Town residents may check out materials from all Outagamie County, Waupaca County and the Oneida Community Library (Brown County partner in OWLS). Libraries located in Outagamie County are found in Appleton, Kaukauna, Black Creek, Kimberly, Little Chute, Hortonville, Seymour, Shiocton, New London, Clintonville, Fremont, Iola, Manawa, Scandinavia, Waupaca and Weyauwega.

Freedom residents would like a local library facility, but the County has no plans to establish one. In fact, according to the OWLS Plan, the County believes that municipal libraries provide adequate services to County residents and that the County does not need to provide any additional library services. Given resident access to resources via the web catalogue and the interlibrary loan program, in addition to the Internet, it is anticipated that library services will be adequate to meet future demands.

**SENIOR SERVICES**

According to the 2010 U.S. Census, 542 people (9.3%) living in the Town of Freedom are age 65 or over. Like youth populations, seniors also demand particular services to meet their specific needs. Information about senior housing opportunities is provided in the Housing Element.



County Villa Assisted Living provides services for residents who are in need of personalized care or senior residents have the option of staying in their own home and relying on assistance from family members, friends, and neighbors. There are some programs through Outagamie

County that provide services and opportunities for older persons living in the Town of Freedom. Most notably, the Outagamie County Health and Human Services Department meets the needs of older adults through the establishment of services in the area of nutrition (meals-on-wheels), transportation, respite care, advocacy, and coordination of services with other public and private agencies. These programs provide vital services that make independent living possible.

### **POLICE PROTECTION**

Outagamie County Sheriff's Office will provide police services to the Town of Freedom. The Sheriff's Office has assigned two officers to cover the Township needs and office space in the Town Hall for the officers to aid in shorter response time.



### **FIRE PROTECTION**

In December of 1955, Nic Liesch's tavern burned to the ground. Five area fire departments responded to the call but could not save the tavern. Freedom had stock in the Seymour fire truck at the time. Following the fire, a group of 12 people organized to form the Town of Freedom Fire Department.

Today, the Town of Freedom Fire Department continues to serve the Town. The department provides on-call volunteer-based fire protection to residents in need. The Town of Freedom Fire Department participates in mutual aid agreements with all neighboring Towns and the City of Kaukauna. The department is also considering a mutual aid agreement with the City of Appleton, if the Purdy Development, now called Apple Hills Farm Development, (See Housing Element) is completed. These mutual aid agreements allow the Town to call on additional service from neighboring communities should the need arise.



A new fire station and EMS building will be constructed on the TID #1 district property (County Road E and Schmidt Road) on the Western end of the Sanitary District. The projected completion date will be November of 2020 at a cost of \$3.9 million dollars.

The fire department provides 911-based emergency service dispatched by Outagamie County. The response time within the Town of Freedom varies depending on the location of the call and the time of day. Typically, the department can have a truck on the road to a site within 2 minutes.

The department has a variety of specialized equipment to meet both fire and first-responder service needs. The fire department has:

- 2 - pumper/engines (2001 & 1995), the 1995 engine will be replaced in the future
- 2 – tenders, 2005 & 3500 gallons
- 1 – squad/equipment van, late 1990’s
- 1 – brush truck, 1995

The Insurance Services Office (ISO) rates fire protection service to the Town of Freedom as a 3/7 (out of 10 with 1 being the best). The ISO issues “fire protection” ratings and classifications across the United States. Most insurance underwriters utilize the assigned fire protection rating to calculate residential, commercial and industrial insurance premiums. Fire districts are evaluated on a regular basis determined by district growth and the size of the population served. For a volunteer department, the 3/7 rating is slightly above average for a volunteer rural fire department.

The fire department annually considers needs for additional equipment and vehicle replacement and upgrades during the annual Town budget process. The Town Board has a strong record of supporting requests made by the department for additional equipment and vehicles.

**FIRST RESPONDERS**

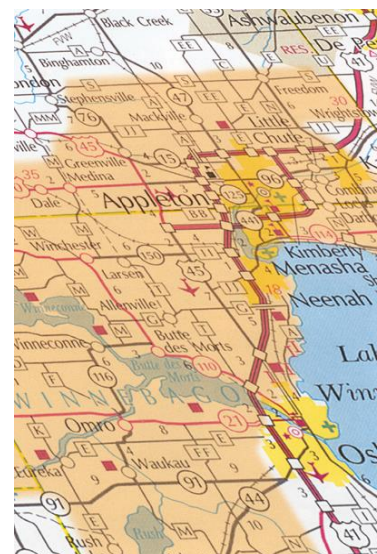
The Town of Freedom also has 14 first responder volunteers. These individuals provide initial medical assistance until an ambulance can reach the scene. Each first responder carries oxygen, a defibrillator, airway openers, and other basic medical supplies. The number of first responders has been adequate to meet local needs. The Town annually considers expansion needs for equipment and personnel.



**AMBULANCE SERVICE**

Gold Cross Ambulance Service provides coverage to the Town of Freedom. The original Gold Cross Ambulance (GCA) was a private company organized in 1967. Today, Gold Cross Ambulance Service, Inc. is a joint venture for Appleton Medical Center, St. Elizabeth Hospital, Theda Clark Regional Medical Center and Mercy Medical Center. The hospitals manage this transport service for the communities they serve.

GCA provides paramedic level treatment on scene. The GCA primary service area is approximately 1,200 square miles throughout portions of Outagamie, Winnebago, Waupaca and Calumet counties, serving approximately 280,000 people and responds to more than 21,000 calls each year. GCA operates 17 state-of-the-art vehicles.



**GCA Service Area  
(Shown in Tan)**

To compliment the ground-based ambulance services, there is also an air transport service (helicopter) serving the area. Since 1986, Theda Star Air Medical Service has been serving the Fox Cities from ThedaCare Regional Medical Center in Neenah. ThedaCare Regional Medical Center-Neenah is one of only five American College of Surgeons Verified trauma centers in Wisconsin. ThedaCare serves over 200,000 patients annually and employs more than 6,800 healthcare professionals throughout the region.

Together these providers are meeting all local needs. This situation is not expected to change in the future. Kaukauna Rescue, Gold Cross and Theda Star evaluate equipment and staff needs on an annual basis to ensure protection is adequate.

### **TOWN FACILITIES**

Town facilities generally include such things as fire stations, meeting halls and any equipment. The Town of Freedom has a Town hall facility located at W2004 CTH S. The facility accommodates the office of the clerk/treasurer, the Town meeting room (community hall), sheriff personnel office space, first responders, and the fire department. This facility was built in the 1970s. On this same property is a small garage which is used to store fire trucks and equipment.

A new Town hall and community center building of 7,500 to 10,000 square feet was identified as a needed project in the Town of Freedom Capital Improvements Program. Likewise, the fire department has identified additional space needs as priority projects in the Town of Freedom Capital Improvements Program. Several options are being considered to address this problem. A new fire station and EMS station will be constructed and completed by the fall of 2020.

The decision was made in 2008 to remodel and expand the existing Town Hall. Current Town staff will remain at the existing location and the space vacated by the fire and EMS departments will be reevaluated for new uses.

The Town also has a municipal garage located at N4252 CTH E. The road maintenance staff works from this facility and stores their equipment here. There are no plans to expand this facility in the future.

Beyond the Town hall, fire station and municipal garage, the Town of Freedom also owns all of the Town park facilities and the Historical Society building in Rickert Park, and has a 100-year lease on the VFW Hall that was signed in the 1970s.

### **UTILITIES AND COMMUNITY FACILITIES MAP (MAP 6-1)**

The map illustrates utilities and community facilities in the Town, including the hall and fire station, sanitary facility and school buildings. Also included are park facilities, golf courses, trails, towers, and utility easements. The existing sewer service area and planning area, as defined by the ECWRPC, are also illustrated.

## Utilities and Community Facilities Issues & Concerns

### REGIONALIZING SERVICES

In the wake of Wisconsin's debate over the future of shared revenue, the Town of Freedom understands the need to carefully consider all expenditures. This consideration certainly extends to providing utilities and community facilities for the community. To provide efficient, cost-effective services, the Town may need to consider opportunities to regionalize additional services. Regionalizing services will minimize duplication and promote cost efficiency, which may reduce the tax burden for all residents. In the Town of Freedom residents generally favor regionalizing services to promote cost effectiveness. However, many cautioned that regionalized services should meet local needs and allow the Town to retain local control. It was also emphasized that the current services that are provided by volunteers are very important and needs to continue for the safety and welfare of the Township.

### TOWN OF FREEDOM

The Town of Freedom provides many services that would be common in a small village (extensive park space, EMS, fire protection, Sanitary District, etc.). At the same time, as a Town, Freedom is restricted by County zoning and subdivision regulations and must adhere to state statutes that limit Town authority.

### WATER QUALITY ISSUES

As previously mentioned in this chapter, the Freedom Sanitary District #1 has constructed a municipal water system in response to concerns and questions of residents with respect to the quality of water in the Town. While the municipal water system will address quality issues within the Sanitary District (particularly MtBE), private wells will still be a significant source of water for residents and businesses outside of the Sanitary District. Private well owners should be aware of the arsenic issue and test regularly to ensure that their drinking water is safe.

In March of 2001, the Water Advisory Committee that had been formed to study water quality issues, released its recommendations in a report called, *Freedom Water Problems and Issues*. The report was presented to the community at a special meeting on April 5, 2001. The report clearly defines the issues surrounding the arsenic and as well as iron, sulfur, water level and water hardness issues. Moreover, the report evaluates the advantages and disadvantages to several different mitigation techniques.

With respect to arsenic and other issues, the committee offered the following recommendations to monitor and improve the quality of water in the Town of Freedom:

- **Arsenic.** Continue annual testing of wells. Consider bottled water use if a well contains arsenic. Consider installing an approved POU or POE system if a well has 10 ppb or more of Arsenic.

- **Other Quality Issues.** Continue with softening or other water treatment devices. Consider installing POU devices or POE systems if desired by residents.

#### **AMERICAN TRANSMISSION COMPANY (ATC)**

American Transmission Co. is a Wisconsin-based company that owns and operate the high-voltage electric transmission system that powers communities in portions of the Upper Midwest. They have a sub-station located near Rock Road and North French Road in the Western portion of the Township.

#### **POST-CONSTRUCTION STORMWATER MANAGEMENT**

To meet the requirements of the federal Clean Water Act, the WDNR developed the Wisconsin Pollutant Discharge Elimination System (WPDES) Stormwater Discharge Permit Program, which is regulated under the authority of Ch. NR 216, Wis. Adm. Code. As part of the EPA National Pollutant Discharge Elimination System, the WPDES Stormwater Program regulates discharge of stormwater in Wisconsin from construction sites, industrial facilities, and selected municipalities. Additional information about WDNR stormwater program can be accessed at <https://dnr.wi.gov/topic/stormwater/>. Chapters 24 & 25 of the Town's ordinances identify storm water management and erosion control for construction site runoff control measures. These provisions are adopted and administrated by the Town of Freedom for compliance and enforcement. The purpose of the Post-Construction Stormwater Management Ordinance is to establish a long-term, post-construction and runoff management requirements that will diminish the threats to public health, safety, welfare and aquatic environment.

### **Utilities and Community Facilities Trends**

The information in the inventory portion of this chapter clearly demonstrates that the Town of Freedom enjoys an array of utility and community facility services. These utilities and community facilities are expected to continue at current service levels for the life of this plan. There are also major predicted and potential changes to utilities and community facilities serving residents of the Town of Freedom including:

- ✓ Additional stormwater management controls
- ✓ Park and Recreational Facility updates
- ✓ School expansions
- ✓ New fire station and Town Hall
- ✓ New day care facilities
- ✓ New senior care facilities
- ✓ Wireless communication towers and support structures
- ✓ Road infrastructure updates

All of the major utility and community facility providers – police, fire, utilities, schools, etc. – have procedures in place to monitor local demand and adjust their services/facilities as necessary to meet local needs.

**DEMOGRAPHIC AND LAND USE TRENDS****Age Distribution Trends**

Based on the information presented in the Community Profile Chapter, the average age of residents of the Town of Freedom (37.9 years old) is the same average age as residents in Outagamie County and slightly lower than the average age in the State of Wisconsin (39.2 years of age). As the baby boom generation ages, the median age will likely increase. The Town of Freedom, like other communities across America, must consider the impact of an aging population in terms of its demand for services and community facilities over the next 10-20 years.

**Agricultural Trends**

A trend in Outagamie County, and many other areas in Wisconsin, is the decrease in the number of family farms. This phenomenon is the result of many different factors, including minimal profit margins. Also, as baby-boomers age, they are retiring from farming and having a more difficult time finding people who are willing to continue to farm their land. The modern economy is driving the youth to look for other job opportunities which offer security, vacation and retirement plans that a farming lifestyle cannot provide.

**WIRELESS COMMUNICATION INDUSTRY TRENDS**

Americans are using their cellular phones, pagers, e-mails, and other wireless communication devices more and more frequently. To meet this incredible demand, towers need to be built where people live or travel. In the Town of Freedom, this means the STH 55, CTH E and CTH S corridors. To enjoy the opportunity to use cellular phones and other wireless technologies, towers are necessary. Therefore, until cost-effective alternative methods are found to meet cellular service demands, towers are likely to be a part of the future landscape of the Town of Freedom. In fact, the wireless industry expects construction of towers to increase with the advent of the wireless Internet service and other PDA (Personal Data Access) devices. Wireless Internet service will require more towers because this form of technology operates at a very high frequency.

As described in the Community Profile Chapter, the Town of Freedom is a somewhat rural bedroom community to the Fox Cities and Green Bay. The Town's residents create only a portion of the demand for cellular service. Expected future population increases will likely increase demand. Moreover, because STH 55 traverses through the center of the Town, motorists using this corridor will continue to use and demand additional cellular services. Additionally, since the FCC, through the provisions of the 1996 Telecommunication Act, is seeking to establish a network of competitive service providers throughout the country, the likely result will be additional towers in the Town of Freedom.

The Town of Freedom wants to maintain its rural character and preserve the Town's aesthetic appeal. At the same time, the Town would like to ensure that residents maintain their current level of utility and community facility services. Moreover, these services should be provided at



a minimum cost to the Town. These desires, which actually serve as growth and development policies for the Town, drive decisions related to land use, utilities and community facilities.

Unfortunately, these desires can conflict with the provision of towers in the Town of Freedom. To overcome this apparent conflict, the Town will need to work with local providers to pursue alternative tower locations and the use of stealth techniques to camouflage towers located in the Town of Freedom.

## Technological Innovations

There is probably nothing more difficult to predict than technological innovations. For instance, ten years ago no one would have predicted the impact of the Internet on society. Twenty years ago, BETA technology was thought to be the wave of the future. The point is clear, technology is an ever-changing force that can have a significant impact on our lives. There are several technologies that are likely to become “the next big thing” to impact the Town of Freedom. What follows is a profile of each.

### WIND POWER

Units of government will need to address energy needs in ways that are both cost effective and efficient. If and when the Town receives applications to construct or install the technologies described below, the Town may consult with special experts to ensure that the application of these technologies will not reflect that all reasonable costs and expenses associated with such consultations shall be borne by the applicant.

Wind power has some potential as an alternative energy source. Unlike fossil fuel dependent technologies, wind power does not pollute the environment. Future, more intensive use of this technology will depend on unit cost reductions. Blue Sky Green Field Wind Center operates 88 wind turbines West of Lake Winnebago and Forward Energy Wind Center operates 86 wind turbines East of Lake Winnebago.



Depending on wind speeds, each turbine is designed to produce a maximum flow of 660 kilowatts of electricity, enough electricity to supply about 400 homes with energy. During the course of a year, the wind turbines will generate approximately 3,450 megawatt-hours of electricity. If that power were produced using conventional fossil fuels, there would be 1,956 tons of carbon dioxide emissions; the equivalent of 260 people driving sport utility vehicles for a year.

There are proponents and opponents in the Town of Freedom to the use of wind power. If this technology were to be seriously pursued in the Town, officials must pay careful attention to siting and visual impact on Township. Moreover, migratory bird patterns, especially bats, should also be considered before placing a wind turbine in the Town of Freedom. Standards restricting location, height, noise and other issues with respect to the turbines should be included as conditions to any approval to minimize potential impacts on neighboring property owners.

If the above concerns can be adequately addressed, wind power can play a viable role in the energy mix to meet future Town needs.

#### **INTERNET/WIRELESS INTERNET (CONNECTION SERVICE)**

The Town of Freedom will see increasing demand for improved internet speed and connection services for personal and professional lives of residents. The internet has the power to change the way people communicate with one another, shop, find entertainment, and work (telecommuting). These services will require additional towers in the Town of Freedom.

#### **HIGH DEFINITION TELEVISION**

High definition television is here. This has resulted in additional towers – at existing television tower locations -- to support this improved technology. The Town of Freedom does not have a television tower located within its jurisdiction so it may be able to avoid the erection of towers for this purpose within the Town boundaries.

#### **MEDICAL ADVANCES**

Advances in medical technologies are clearly helping people to live longer, more productive lives. Medical facilities need to have the capability to accept and integrate new technologies and practices in their scope of care. The facilities serving the Town of Freedom consider technological innovations the cornerstone to their success. Therefore, they will likely integrate more and more medical advances in local treatment options. This will result in improved medical care and longer lifespan for residents of the Town of Freedom.

### **Utilities and Community Facilities Funding Options**

Many of the utilities and community facilities serving the Town of Freedom are provided by other governments and agencies (i.e. County and school district). As such, they are funded through their general budgets and funding through tax revenues and referendums.

The Town of Freedom is constantly seeking opportunities to finance needed utilities and community facilities. There are numerous grant and loan programs that the Town may seek to help finance needed improvements. These programs are available through the State of Wisconsin and the U.S. Federal Government. What follows is a description of some of the major opportunities available to the Town. A major obstacle facing the Town when seeking these funds is the Town's relatively high median household income. This situation hinders its ability to receiving some forms of funding that are based on community need.

#### **WATER AND WASTEWATER GRANT AND LOAN PROGRAM**

The USDA Rural Development (Rural Utility Service) has a water and wastewater grant and loan program to assist cities, villages, tribes, Sanitary Districts, and Towns in rural areas with a population up to 10,000. The program provides loans and grants to construct, improve, or

modify municipal drinking water and wastewater systems, storm sewers, and solid waste disposal facilities

#### **WISCONSIN COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM**

The Wisconsin Department of Commerce administers the Wisconsin Community Development Block Grant (CDBG) Program to provide cities, villages and Towns with a population of less than 50,000 and all counties except Milwaukee, Dane and Waukesha to obtain matching grants for the installation, upgrade or expansion of municipal drinking water and wastewater systems. For the 2019 funding year, approximately \$10 million will be available, with eligible communities awarded grants up to \$1,000,000 to support infrastructure and facility improvements projects. The required minimum grantee match is \$2 CDBG for every \$1 match from the awardee. Successful applications are based on a competitive application process and scored and ranked. Documentation of need, ability to repay, matching fund availability, public and governmental support and project readiness are important components to the grant application.

#### **STATE TRUST FUND LOAN PROGRAM**

The Board of Commissioners of Public Lands (BCPL) provides this loan program with terms of 2 years up to 20 years and deeply discounted interest rates. Loans may be used for a variety of purposes including: economic development, local infrastructure, capital equipment and vehicles, building repairs and improvements, and refinancing existing liabilities to reduce future borrowing costs. The funds available fluctuate annually. The Town of Freedom could utilize these funds for development of additional park facilities in the Town or Library Facilities.

#### **RURAL DEVELOPMENT COMMUNITY FACILITY GRANTS**

The USDA Rural Development also offers grants to communities seeking to build or improve their community buildings (i.e. halls, libraries, community center, and fire departments). These grants are awarded to communities with a population up to 10,000 based on a competitive application process.

#### **FIRE ADMINISTRATION GRANTS**

The Federal Emergency Management Administration (FEMA) offered \$345 million in annual grant awards to fire departments and Emergency Management Services (EMS) in 2018. These grants are for operation and safety, firefighting and emergence vehicles, fire prevention and safety.

#### **WISCONSIN FUND**

Outagamie County administers this fund. It provides assistance for replacing failing on-site sanitary systems. This grant program is for homeowners and small commercial businesses that need help with offsetting some of the cost to repair, rehabilitate or replace an existing failing Private Onsite Wastewater Treatment System (POWTS). Eligibility is based on criteria related

to household income and the age of the existing structure. Questions regarding the Wisconsin Fund can be sent to [DSPSWiFundTech@wi.gov](mailto:DSPSWiFundTech@wi.gov).

### **STATE STEWARDSHIP FUND**

The Stewardship Fund (also known as the Knowles-Nelson Stewardship program) is the State of Wisconsin's land acquisition program for public outdoor recreation and habitat protection. Administered by the Department of Natural Resources, the fund makes millions of dollars a year available to buy land for parks, trails, habitat areas, hunting grounds and local parks and for site improvements, like trail building and campgrounds.

### **TOWN OF FREEDOM CAPITAL IMPROVEMENTS PROGRAM**

A Capital Improvements Program (CIP) is a five-year short-range plan with updates occurring annually. A general CIP includes a community's capital items such as:

- Park acquisition and improvements
- Public buildings improvements and maintenance
- Emergency vehicle purchase and replacement
- Streets

Capital items are generally defined as those items that are expensive (cost \$5,000 or more) and will last at least 3-5 years. The CIP also includes improvement projects required for the community's future and the appropriate timeline and funding to be followed to implement the improvements.

The general steps involved in developing and maintaining a CIP include:

1. Identifying desired capital items. Items should be categorized by type (i.e. road, fire, water, sewer, etc.).
2. Estimating the cost and means of financing each capital expenditure.
3. Comparing the desired expenditures to the budget to determine annual spending priorities.

This process helps to ensure that improvements are made in a logical order and do not surprise local officials or taxpayers. Moreover, a CIP helps a community focus on community needs and goals and allows a community to establish rational priorities.

The Town of Freedom has a CIP, which it updates annually. The Town's CIP is an important planning tool for implementation of this Comprehensive Plan, as well as other community objectives. The Town should continue to use its CIP approach to plan for future expenditures, thereby linking planning to the annual budgetary process.

## Coordination with Other Comprehensive Plan Elements

Utilities and community facilities can dictate future planning for a community if capacity, location, and services are not adequate to support development. Therefore, it is important to inventory existing utilities and community facilities and understand how utilities and community facilities will be provided over the planning period. Furthermore, utilities and community facilities have a direct impact on the other elements of the comprehensive plan. In particular, the Housing, Economic Development, Land Use, and Intergovernmental Coordination Elements are most directly impacted by utilities and community facilities.

### HOUSING

Improvements such as roads, sewer, water, parks, recreational facilities and schools all need to be coordinated with the housing decisions and vice versa. The best method to coordinate improvements is to follow the land use pattern presented on the *Future Land Use Map* as closely as possible and plan for future improvements in the Town's Capital Improvement Program and Budget. This approach will greatly enhance the efficiency of capital improvements expenditures.

### ECONOMIC DEVELOPMENT

The availability of utilities like sewer, water, electricity and communications services is critical to economic development. This infrastructure is needed to support business and industrial growth in the Town of Freedom. Therefore, the goals and objectives of this chapter seek to maintain, and where feasible, improve local utilities and community facilities to improve economic development opportunities in the Town of Freedom. This effort includes coordination with the City of Appleton toward a boundary agreement or shared revenue agreement to help ensure that development in the Town is directed to areas adequately served by utilities and community facilities, without facing the threat of annexation by the City of Appleton.

### LAND USE ELEMENT

Land use dictates the need for utilities and community facilities. Inversely, the availability of utilities and community facilities can dictate where development can occur. The *Future Land Use Map* was developed after careful consideration of where utilities and community facilities are now available, or will be available, within the planning period. In addition, the *Future Land Use Map* carefully considers the economic feasibility of utilities and community facility extensions to serve areas planned for future development. Areas where the extension of sewer and water service, communication services, or power supplies is cost prohibitive, are not encouraged for future residential, commercial or industrial development in the Town.

### INTERGOVERNMENTAL COORDINATION

As is obvious from this chapter, utilities and community facilities are not provided solely by the Town of Freedom. Utilities and community facilities that serve the area are provided by Outagamie County, Freedom Sanitary District and private companies and neighboring

communities. It is important that utilities and community facilities continue to effectively serve the Town of Freedom. Therefore, continued coordination is essential to ensure that development in the Town of Freedom is compatible with local utility and community facility capacities. Goals and objectives included in this chapter, as well as the Intergovernmental Coordination Element, support continued coordination to efficiently provide needed utilities and community facilities to the Town of Freedom.

## Goals and Objectives

It is the goal of the Town that all future utilities and community facilities needs will be met through the year 2040 (and beyond). Though many of these facilities will be located outside of the Town limits, they will be easily accessible in nearby cities and villages. The services provided will also meet the special needs of the elderly and youth populations in the Town. The Town of Freedom will support the continued efforts of neighboring communities, Freedom Area School District, Freedom Sanitary District, Outagamie County, and private companies, which provide community facilities and utilities which can be used by residents of the Town of Freedom.

The goals in this section are related to actions that the Town can control. Neighboring communities, private utilities and Outagamie County will establish their own objectives and priorities for the future. The Town of Freedom will work, in accordance with the Intergovernmental Coordination Element of the Wisconsin Comprehensive Planning Requirements, section 66.1001 of Wisconsin Statutes, formally known as “Smart Growth” Law, with neighboring communities and the Freedom Area School District to ensure that adequate community and utilities facilities are available to serve the area.

### UTILITIES & COMMUNITY FACILITIES GOALS

1. Provide efficient, cost-effective sanitary sewer and water service to residents of the Town of Freedom.
2. Continue to provide, and seek to expand where feasible, the quality and quantity of community facilities and services available to residents of the Town of Freedom.
3. Seek to ensure that all development is served by adequate utilities and that all restrictions or requirements are met to ensure that negative impacts are avoided both now and in the future.

### UTILITIES AND COMMUNITY FACILITIES OBJECTIVES

1. Support the continued operation and expansion of community facilities provided by Outagamie County, the Freedom Area School District, private companies and other neighboring communities, which serve residents of the Town of Freedom.

2. Continue to install curb and gutter on all streets in the Sanitary District in accordance with the Town's adopted ordinances, policies and capital improvement program and budget.
3. Coordinate with Outagamie County Greenway Committee to ensure that the Duck Creek Trail through Freedom to Plamann Park in Appleton is identified as a needed recreation route.
4. Work closely with the Freedom Sanitary District #1 (and possibly the City of Appleton) to coordinate the orderly extension of services.
  - a. In accordance with the *Freedom Sewer Service Area Plan*, continue to support existing treatment plans and programs to control infiltration and inflow to the wastewater treatment plant so as to maintain or increase capacity for new developments.
  - b. The next scheduled update of the Freedom Sewer Service Area Plan is 2022. The recommendations included in the update should be reviewed in the context of this comprehensive plan to ensure consistency between these two documents.
5. Work with Outagamie County, and if necessary, adopt a Town policy, to encourage developers to consider alternative waste treatment systems in support of innovative subdivision designs (i.e. cluster and conservation subdivisions)
6. Adopt a policy that would require the developer of a new subdivisions in the Sewer Service Area (SSA) to connect to municipal water and sewer and to require the developer of a new subdivision in the SSA but not within the Freedom Sanitary District to meet with the Sanitary District to work cooperatively on the provision of water and sewer.
7. Adopt a policy that would encourage the developer of a subdivision outside of the Sanitary District to construct a community well system.
8. Pursue opportunities to establish a library in the Town of Freedom:
  - a. Coordinate with Outagamie County to be sure that the local demand for a library is known and opportunities for library use in other nearby branch libraries continues.
  - b. Pursue private funding opportunities to locate a small branch library facility in the Town.
  - c. Pursue opportunities to coordinate with the Freedom Area School District to provide local library services for Town residents.
9. Continue to communicate with and encourage the United States Postal Service to establish a small post office to serve the Town of Freedom and neighboring Towns.
10. Seek to educate residents of the Town of Freedom about available community facilities in the area through the community newsletter and web site, particularly to ensure that populations in need can obtain services.

11. Coordinate with Outagamie County to ensure that the County cellular tower ordinance provides adequate protection and provisions for the Town of Freedom. If deemed necessary, work with the County to update the cellular ordinance to further encourage co-location, stealth technologies, and other techniques to minimize the visual impact of cellular towers.
12. Continue to communicate with Freedom Area School District about new developments in the Town in order to allow the school district to plan appropriately for staff, building additions, the development of the property on CTH “N”, and other needs.
  - a. Provide a copy of all Plan Commission & Board Agendas with detailed information with respect to new residential development (locations, number of units, type of units, etc.).
  - b. Meet annually with the school district to discuss issues with respect to growth and development.
13. Monitor local cemetery demands to assess the need for additional cemetery facilities in the Town. If needed, use the Capital Improvements Program to plan for the acquisition of additional cemetery space in the Town.
14. Continue to utilize the Town of Freedom Capital Improvements Program as a central tool to implement this Comprehensive Plan Update and develop needed utilities and community facilities.
15. Explore the potential for establishing a Town Utility/Stormwater District. Coordinate this effort with the Freedom Sanitary District.



## 7.0 AGRICULTURAL, NATURAL & CULTURAL RESOURCES

### Introduction

This chapter provides an inventory of existing agricultural, natural, and cultural resources in the Town of Freedom. In addition, issues associated with these resources are discussed and a vision, with supporting goals and objectives, are presented.

### Agricultural, Natural & Cultural Resources Vision

***Primary agricultural areas, woodlands, wetlands and other natural areas in the Town of Freedom are protected from development pressure. Agricultural operations in the Town consist of: traditional family farms, several smaller niche farms, rented cropland, cash croppers, and a few DNR regulated and well-buffered Concentrated Animal Feeding Operations (CAFOs). The Town's farmland and natural areas enhance the rural character of the community by maintaining open areas and providing buffers between residential areas to maintain the low, rural density of development desired by residents.***

***Groundwater contains arsenic above federal and state standards in certain areas, but a municipal water system has eliminated the risk for residents in the area serviced by the Freedom Sanitary District #1. Rural residents continue to monitor the quality of their well water and seek alternative treatment technologies.***

***As has been the tradition, cultural and entertainment venues are easily accessible in Appleton and Green Bay.***

### Agricultural Resources

The Town of Freedom has a farming history and tradition that has attracted many residents to the area. In fact, approximately 70% of all land in the Town is classified as agricultural land or undeveloped natural areas. However, as the population of the Town has increased, as more homes have been built, as more subdivision and non-residential development has occurred, (commonly known as urban sprawl) farming operations have been threatened. In many areas of the Town, rural residential development is encroaching into farmland areas. In fact, between 1990 and 1997, more than 5% of the Town's land acres taxed as agriculture were developed or otherwise removed from agricultural status. This trend is of great concern to Freedom residents and farmers.

According to the SurveyMonkey results, residents overwhelmingly indicated that farmland has a positive effect on preservation of scenic beauty, natural areas, habitat for fish and wildlife, the local economy, preservation of rural character and the Town's scenic quality. Likewise, 75 % of respondents indicated that protection of farmland was an important or very important priority. The agricultural practices and land development will continue to have conflicts, but with

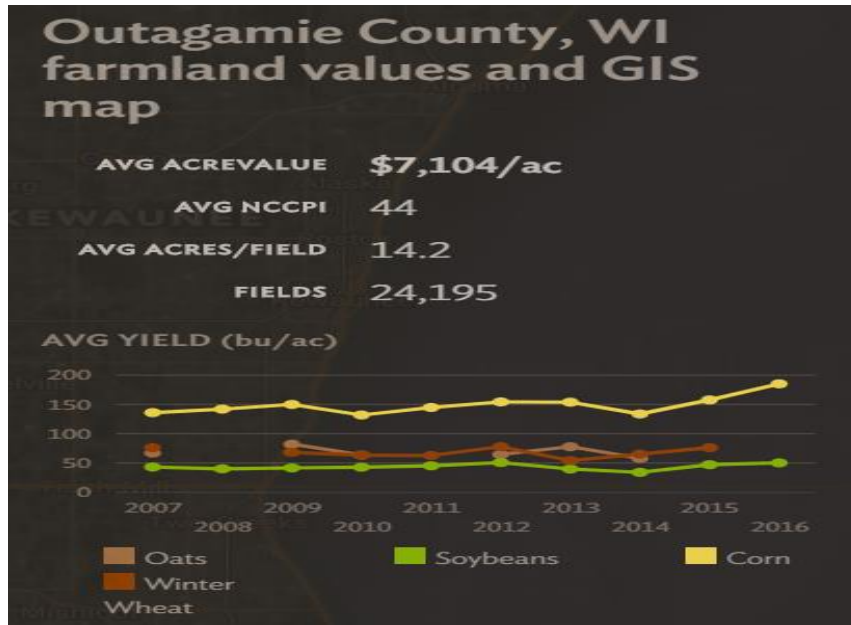
continual information dispersal and education activities to promote the importance of the agricultural community within the Township these conflicts can be minimal and build relationships into the future.

**PRODUCTIVE AGRICULTURAL AREAS**

Prime farmlands (productive agricultural areas) are determined by soil types that are capable of producing high yields of crops under a high level of management. Productive soils are considered to be those soils that are capable of producing high tonnage yields over a significantly long period of years even though environmental condition may cause some variability. Significant changes have occurred in the last 10 -20 years to increase yields via genetic variability, seed coatings for disease and insect control and increased usage of irrigation and land management changes such as tilling. The United States Department of Agriculture Natural Resources Conservation Service (NRCS) considers a “high level of management” to include provisions for adequate drainage, appropriate tillage, planting and seeding with high yielding varieties, control of weeds, diseases, insects, optimum fertilizer application and timely, efficient harvesting techniques, which has now been termed – The “Soil Health” movement. **Figure 3 Acre Value**, illustrates productive agricultural soils in the Town of Freedom.

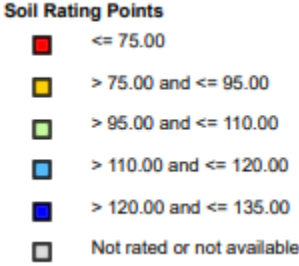
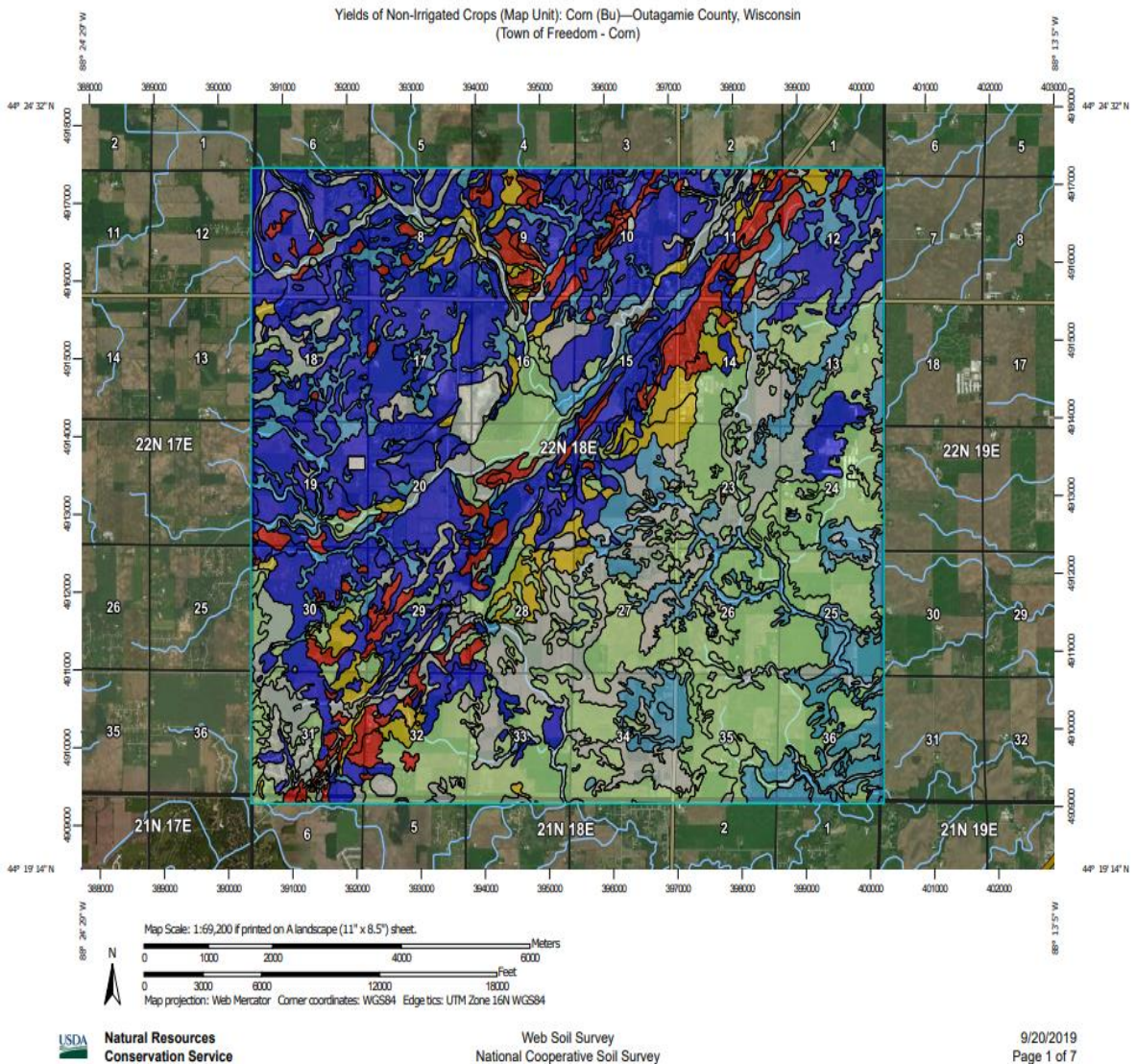


**Figure 3**



[www.acrevalue.com/map/WI/Outagamie](http://www.acrevalue.com/map/WI/Outagamie) 2019.

Figure 4: Soils



Yield based on average bushel per acre over extended harvest data collection , not base on one year averages or high yielding average.

Source: Natural Resources Conservation Service, Web Soil Survey 9/20/2019

## SOILS

Soils support the physical base for development and agriculture within the Town. **Figure 4 Soils**, above illustrates the different soil types in the Town of Freedom. Knowledge of their limitations and potential difficulties is important in evaluating crop production capabilities and other land use alternatives, such as residential development. Soil problems that limit development potential include: slumping, compaction, erosion and high-water tables. Severe soil limitations do not always mean a site cannot be developed, but rather that more extensive construction measures may have to be taken to prevent damage to the land or structures.

For **additional information** about specific soil characteristics and limitations, refer to the *Outagamie County Soil Survey, 1978*. or [websoilsurvey.nrcs.usda.gov/appwebsoilsurvey.nrcs.usda.gov/app](http://websoilsurvey.nrcs.usda.gov/appwebsoilsurvey.nrcs.usda.gov/app)

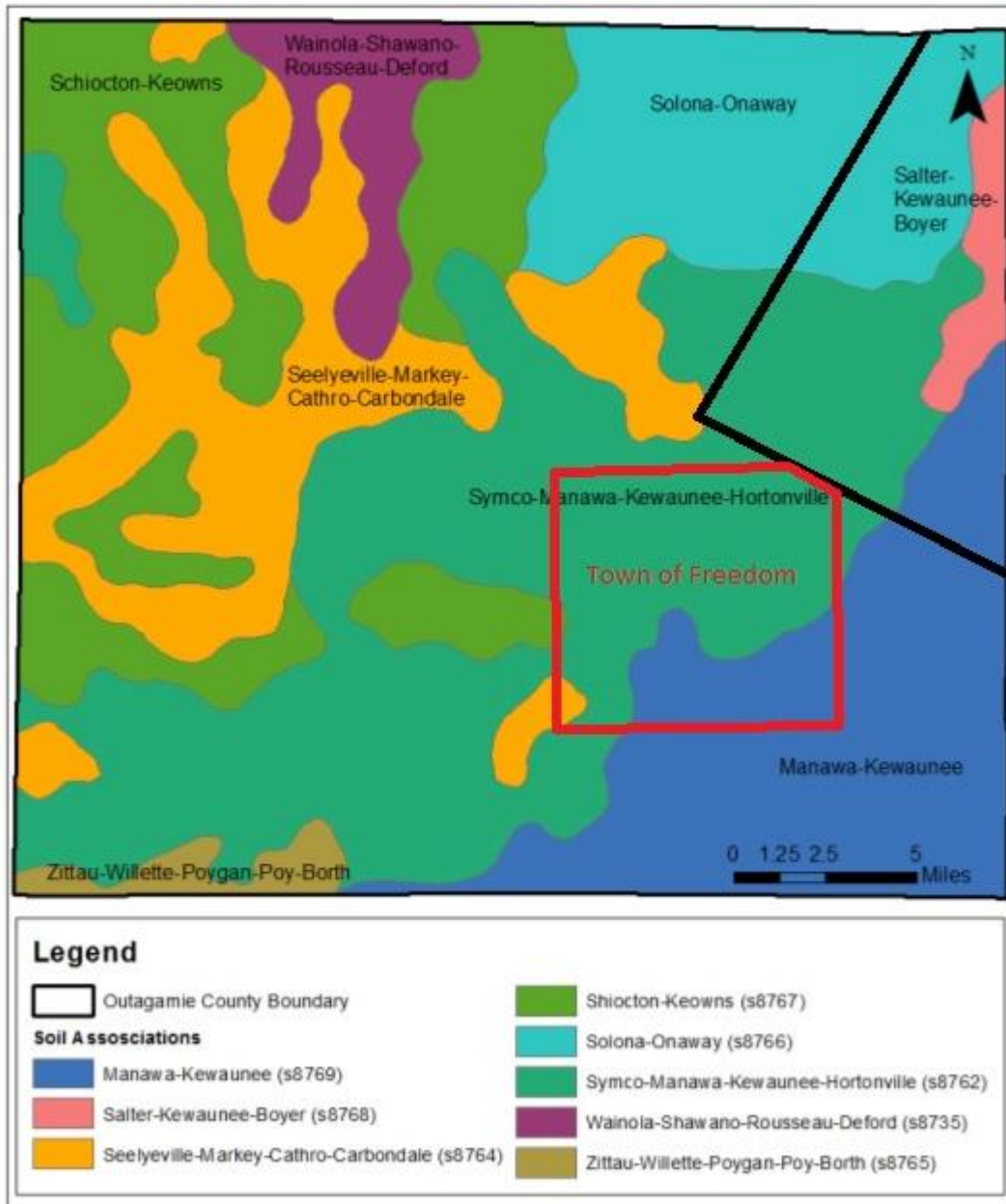
Three soil associations (grouping of individual soil types based on geographic proximity and other characteristics) shown in **Figure 5, General Soil Associations for Outagamie County** are present in the Town of Freedom: Symco-Manawa-Kewaunee- Hortonville, Manawa-Kewaunee and Seelyeville-Markey-Cathro-Carbondale.

Occupying the northeast half of the Town are the loam soils of the **Symco-Manawa-Kewaunee-Hortonville association**. Formed under glacial till plains, the surface layer of these soils is a black silt loam. These soils are well drained to somewhat poorly drained nearly level to steeply sloping plains and ridges. Symco soils are somewhat poorly drained and lie on flat to gently sloping plains. *These soil types, making up the association, are well suited for crop production, although Symco soils often require drainage improvements for effective crop production.*

A band of **Manawa-Kewaunee association** soils parallels Duck Creek and extends southwestward to the Town boundary. Another area of these soils is found in the center of the Town. Together, these areas make up about a quarter of the Town. This association is nearly level to sloping, medium textured and moderately fine textured, slowly permeable or very slowly permeable soils that are underlain by silty clay glacial till or clay lacustrine sediments. *Moderately high to high natural fertility. Most of the crops commonly grown on these soils do well.*

Soils of the **Seelyeville-Markey-Cathro-Carbondale association** are found in the southwestern quarter of the Town. These soils are poorly drained to very poorly drained and nearly level on lacustrine sediment. These soils are typically high in fertility and high in organic matter. *These soils are extensively cropped, but inadequate drainage limits productivity in some areas.*

Figure 5: General Soil Associations for Outagamie County.



Source: Outagamie County Land and Water Resource Management Plan 2018.

### **THE RIGHT TO FARM**

Wisconsin has a right-to-farm law, Wisconsin Statutes 823.08 was passed in 1982, protecting farmers from nuisance lawsuits related to typical farm noise and odors. As residential development expands into farmland areas, it is inevitable that odor issues develop. Often the issues relate to manure spreading and storage. Another common farm practice is conducting tillage and harvesting at night, which also creates some concerns for residents living nearby. People who move to rural areas near farmland are not aware of these and other potential nuisances. As more people move to rural farmland areas and as farm operations get bigger, conflicts are inevitable. To minimize conflicts, education is strongly recommended. By educating new landowners about potential conflicts, “surprise” nuisances can be avoided.

### **THE CHANGING FARMING DYNAMIC**

The loss of farms and farmland is a problem that affects all Wisconsin communities. However, the pace and severity of agricultural decline varies considerably across the state. The Town of Freedom has lost between 7% and 10% of farmland from the tax roll in recent years. However, Freedom still has an average of 1.75 farms per square mile (2017). The mean value of agricultural land sold in the Town of Freedom is \$7104 per acre.

The major livestock sectors – poultry, hogs, dairy and beef – have been at the leading edge of change in U.S. agriculture. In recent decades, four trends in the national livestock industry have been particularly striking:

- 1) Dramatic rates of decline in the numbers of all types of livestock producers;
- 2) The emergence of “industrial-type” confinement systems that permit extremely large scales of production;
- 3) Increased reliance on hired labor rather than family labor; and
- 4) A new emphasis on contraction relationships among producers, suppliers and buyers.

Reflecting nationwide trends, Wisconsin has lost substantial numbers of livestock producers over the past two decades. Overall livestock numbers and sales in Wisconsin have also declined. While modest-scale family farms continue to be the mainstay of Wisconsin agriculture, there has been growing debate about the desirability of expanding existing farms or creating new larger scale enterprises to restore or boost livestock production levels.

The Town of Freedom understands the challenges associated with modern farming operations. To support a strong local farm economy, the Town of Freedom will:

- ✓ Support the local farmers “Right to Farm”;
- ✓ Encourage new residential development away from rural farmland areas, more developmental promotion from the Town to locate within Sanitary District #1 in order to minimize the potential for land use conflicts;
- ✓ Support the establishment of agri-businesses to support local farming needs;
- ✓ Provide farmers with information about private (i.e. land trusts), state, and federal assistance programs available to farmers

### CONCENTRATED ANIMAL FEEDING OPERATIONS (CAFOs)

Concentrated Animal Feeding Operations (CAFOs) are farming operations with over 1,000 animal units (AU). An “animal unit” is equivalent to one 1,000-pound cow or steer, 10 goats or 100 chickens. CAFO’s are increasing in number in Wisconsin. To be considered a CAFO the operation would need to have 1,000 beef cattle, 715 milking cows or 200,000 chickens all on one contiguous site. Livestock and poultry operation with 1,000 or more AU are considered CAFO’s and are regulated by the Wisconsin Department of Natural Resources NR 243 program. In 1985, there was one such operation in the state. By 1990, 24 operations existed and by 2000 there were 77 CAFO’s in Wisconsin. Currently in the state of Wisconsin there are 309 registered CAFO Permittees. Generally, CAFOs locate in rural areas where conflicts with neighboring property owners can be minimized.



CAFOs often bring **advantages and disadvantages** to a community.

- From an economic standpoint, CAFOs generate jobs (over 100 employees within the Township) and taxes paid within a municipality.
- Proponents also argue that animals in CAFOs are generally cleaner and better cared for than animals on smaller farms.
- Opponents site concerns related to manure management, odor, traffic, neighboring land value, and lighting issues as concerns which must be addressed to successfully locate a CAFO in a community. It is in the best interest of a larger operation to avoid creating issues with neighbors because they rely on their neighbors for utilization of a limited land base in the community which they reside and successful relationships mean long-term success for all.

During the Strength, Weakness, Opportunity and Threat Assessment (see Chapter 2), various community meetings, and in the SurveyMonkey, concerns about the development of CAFOs were repeatedly raised. Four operations of this type exist in the Town of Freedom. Moreover, several others



are found in neighboring Towns. If additional operations are to be established in the Town of Freedom, they must be appropriately located and carefully regulated to protect public health, safety and general welfare, as well as, the local quality of life.

### **FARMLAND OWNERSHIP AND PRESERVATION**

The primary issues with farmland preservation in the Town of Freedom are that aging individual farmers own much of the remaining farmland and program compliance requires a nutrient management plan prepared by a Certified Crop Consultant which needs to be reviewed by Outagamie County for approval. Faced with development pressures, retirement needs and a worsening farm economy, farmers see the sale of their land for development, as an attractive financial opportunity. There seems to be an endless supply of urban dwellers that want to fulfill their dream of living in the “country”. In order to maintain open areas of farmland in the Township, which are large enough to support either a small family farming operation or serve as rental fields, creative well planned out development options must be explored.

There are many methods to protect farmland. For example, development in rural areas can be strictly restricted by limiting the number of building permits issued outside of the Sanitary District each year. Another option available to landowners seeking to protect natural areas and farmland is through the activities of land trusts. Land trusts provide landowners with advice on protection strategies that best meet the landowner’s conservation and financial needs. Land trusts accept lands donated by landowners for conservation purposes. Land trusts can also work with landowners to establish conservation easements.

**A conservation easement** is a voluntary legal agreement between a landowner and a land trust or government agency that limits present and future development of a parcel. The landowner retains ownership of the land (within the terms of the easement – i.e. only for farmland or natural space, not for development) and the land trust takes the responsibility for protecting the land’s conservation values. Donated conservation easements that meet federal tax code requirements can provide significant tax advantages to landowners because their land will be taxed as undevelopable land, which is a much lower rate than developable land.

Yet another method to protect farmland, while minimizing conflicts with residential development, is **conservation or cluster subdivisions**. *Conservation subdivision designs encourage the preservation and protection of open space, natural areas and farmland resources.* In a conservation subdivision, homes are “clustered” together on smaller lots so that a greater proportion of the land is protected from development.



- Typically, a conservation subdivision will require at least 50% of a site be protected from further development.



- Protection and maintenance of the conserved area can be accomplished through a conservation easement with an appropriate conservation organization, land trust, home owners association or government body, or through deed covenants.
- The areas to be conserved must be protected indefinitely.
- The land designated for protection should either be left as natural habitat, open space, or farmland.
- In conservation subdivisions, the development of walking and bicycle trails is encouraged, particularly to provide limited access to protected natural areas.

In the SurveyMonkey questionnaire, residents were asked to provide their opinion about cluster development or conservation developments. According to the survey, 76% encouraged the idea of a conservation development, while 24% discouraged it. This pattern seems to indicate that having cluster/conservation development as an option would be supported, but it should not be required.

The *Future Land Use Map* seeks to encourage new residential development to areas within the Sanitary District. Larger land areas that allow for implementation of conservation or cluster subdivisions will be considered as development options.

### Natural Resources and Environmental Concerns

Natural resources help to determine the potential for development. Geology, topography, drainage patterns, floodplains, wetlands, and soil characteristics are among the natural and environmental features that determine if an area is physically suitable for specific types of development.

Preservation of natural resources (wetlands, surface and groundwater, woodlands, shorelines) is an important priority for the Town of Freedom. In fact, in the SurveyMonkey questionnaire, residents were overwhelmingly supportive with 69% responding in favor of ordinances to protect natural resources. These resources provide recreation opportunities that help to sustain the local economy and enhance the quality of life.

**How is a Conservation/Cluster Subdivision Created?**

1. **Develop a Yield Plan.** This plan essentially shows how many homes could be developed if a traditional subdivision layout were used.
2. **Identify Primary and Secondary Conservation Areas.** Primary conservation areas include: poor soils, steep slope, wetlands, waterways and floodplains that are not conducive to development. Secondary conservation areas include other areas of local importance targeted for protection (i.e. farmland, woodlands, scenic views, etc.).
3. **Locate the Home Sites.**
4. **Include Roads, Sidewalks and Trails.**
5. **Draw the Lot Lines.** This is usually the first step in a traditional approach.

## **GEOLOGY AND TOPOGRAPHY**

Outagamie County (in which the Town of Freedom is located) is part of the Eastern Ridges and Lowlands geographic province of Wisconsin. The topography is characterized as flat to gently rolling with several northeasterly trending escarpments as the dominant landscape feature. Elevations range from about 880 feet above sea level in the far northwest and southwest corners of the Town to about 680 feet along Duck and Apple Creeks in the northeast and southeast.

Sedimentary rocks underlie the land surface in Outagamie County. The Town of Freedom and surrounding areas have dolomitic limestones and sandstones as the uppermost layers below the land surface.

## **WATERSHEDS AND DRAINAGE**

The Town of Freedom falls entirely within the Duck Creek and Apple/Ashwaubenon Creek watersheds of the Lower Fox River Basin. All drainage flows directly or indirectly into the Bay of Green Bay and Lake Michigan via existing ditches, wetlands and stream corridors. The northwestern half of the Town of Freedom is in the Duck Creek watershed and the southeastern half of the Town is in the Apple/Ashwaubenon Creek watershed. The dividing line between these two watersheds roughly follows CTH E (see Map 7-2).

The **Duck Creek Watershed**, approximately 152 square miles in surface area, lies within Outagamie County (67%) and Brown County (33%). Land uses in upstream portions of the watershed are predominately agricultural while downstream areas are dominated by residential and urban uses in and near metropolitan Green Bay.

Duck Creek originates in Burma Swamp, a large wetland (approximately 2,000 acres) located in central Outagamie County. A total of 71 miles of named and unnamed streams are located in the watershed and all enter Green Bay at or near the mouth of Duck Creek.

The **Apple/Ashwaubenon Creek Watershed** is 113 square miles in size. Approximately 60 percent lies within Outagamie County and 40 percent is located in Brown County. There are 171 miles of named and unnamed streams in the watershed, all of which empty into the Fox River. Land use in the watershed is primarily agricultural and residential, though industrial areas do exist in the urban areas of Green Bay and Appleton. The headwaters of this watershed are often dry in summer so aquatic life and macroinvertebrates habitat is fair to poor due to the lack of water at critical times of the year. Sediment and phosphorus loading from agricultural runoff are the major contributors to the water quality issues in the watershed. There are two industrial point source dischargers into the Apple and Ashwaubenon Creek Watershed.

## **SURFACE WATER (NAVIGABLE WATERS)**

**Duck Creek** is the primary surface water feature in the Town of Freedom. This creek is a hard water, turbid stream that moves sluggishly to the northeast, eventually emptying into the Bay of Green Bay. It is classified as a continuous, warm water sport fishery for most of its length. The upper reaches are classified as continuous warm water forage fish waters that only partially meet their resource potential because of degraded water quality and habitat. If water quality improves

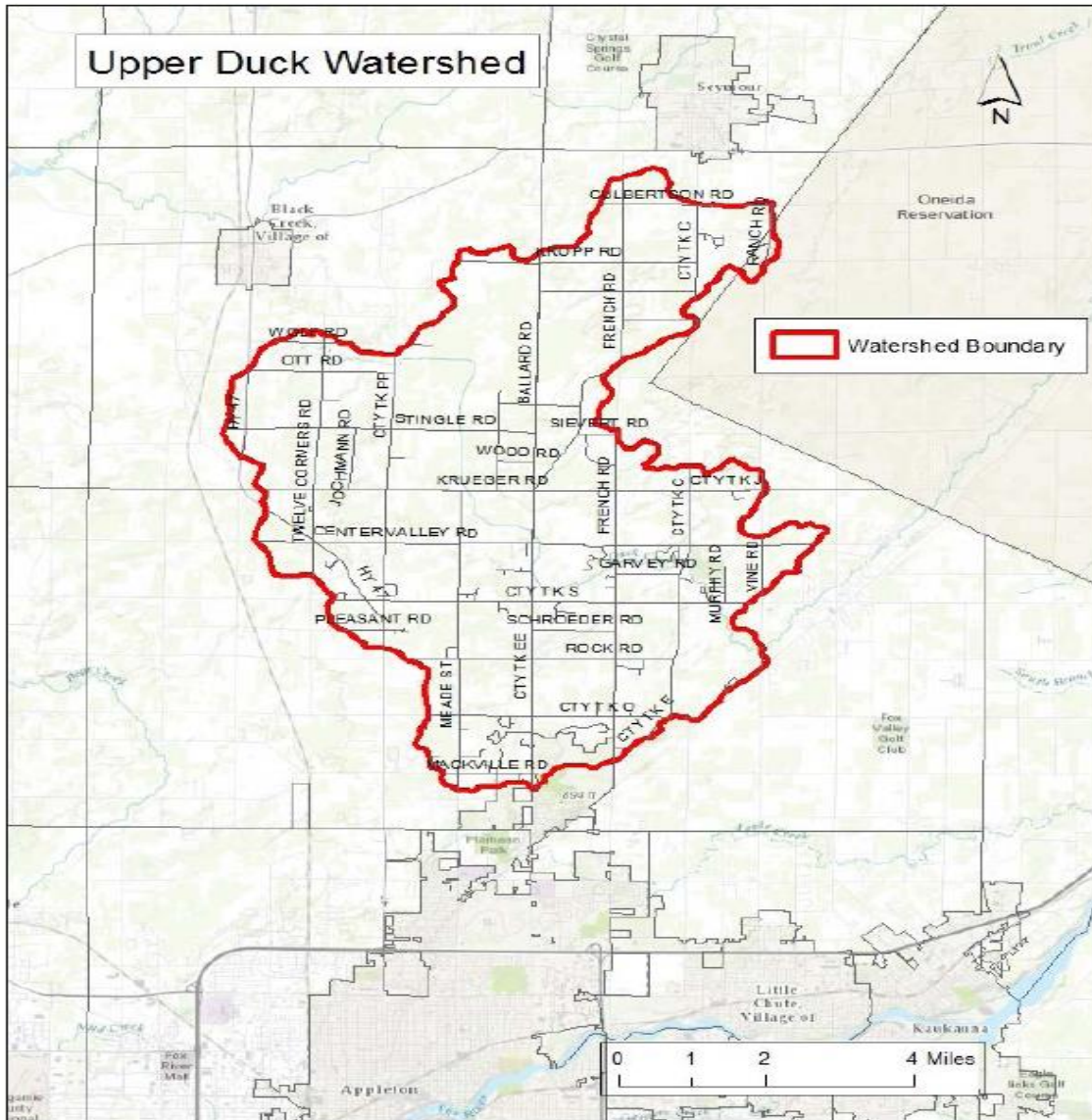
due to reductions in nonpoint source pollution, the fishery of the lower reaches would improve, and the downstream water quality of lower Green Bay would benefit. The fishery of the upper reaches is limited by small stream size, low flows and impaired water quality. Land use in the watershed is predominately agricultural in the upstream portions with growing residential use in and near the outlet of Green Bay. Overall, the water quality is rated poor to fair due to sedimentation, phosphorus, filamentous algae and heavy metals. Upland agricultural cropland contributes over 80 percent of the overall loading to the stream as well as streambank erosion and livestock operations adding additional nutrients. “Flashy” characteristics are currently exhibited by the stream corridor due to loss of historical wetland and changes within the riparian areas. There are two municipal and three industrial point source dischargers located within the watershed which contribute to the water quality issues. A 9-Key element Plan was approved for the Upper Duck Creek Nonpoint Source Watershed Implementation Plan in 2016.



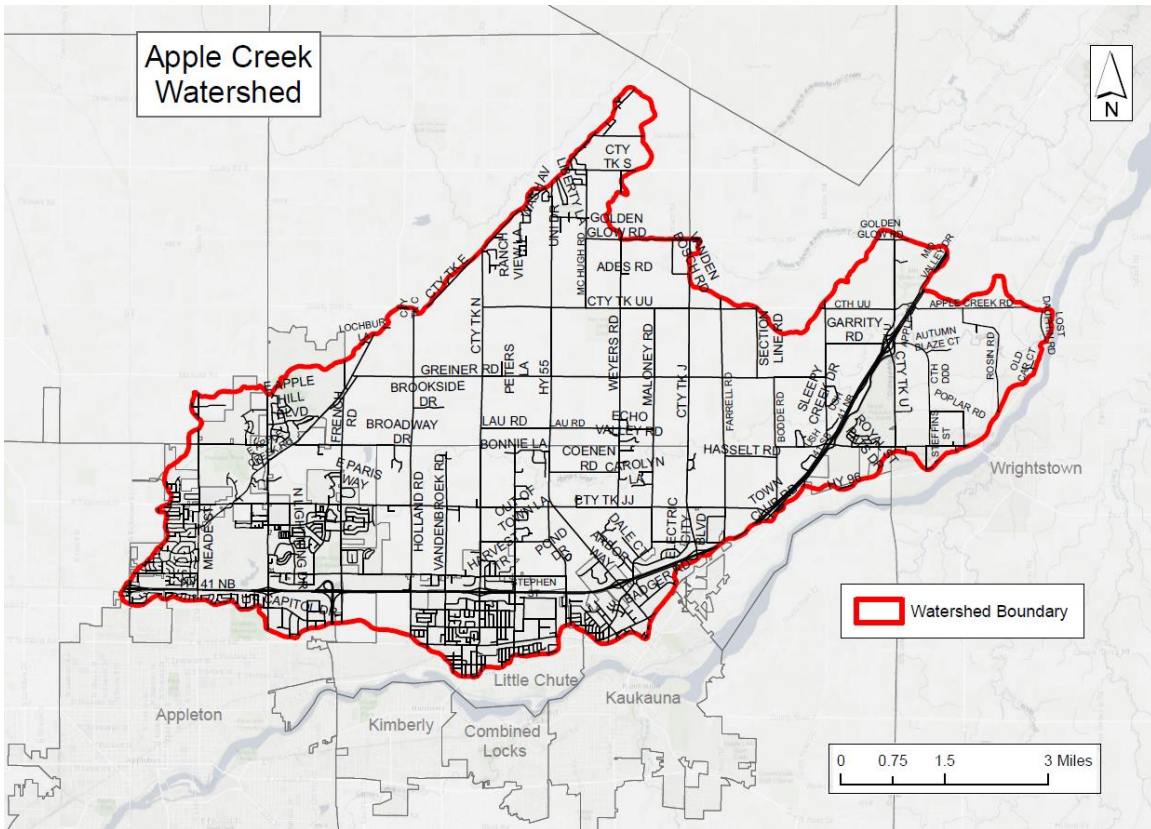
The following watershed management strategies are for both the Upper Duck Creek and Apple Creek watersheds for Nutrient Loading Reduction goals as set forth in the 9-key element plans:

Watershed Implementation Plan: In order to meet the goals for the watershed a 10-year implementation plan was developed. The action plan recommends best management practices, information and education activities, and needed restoration to achieve the goals of the watershed project. The plan includes estimated cost, potential funding sources, agencies responsible for implementation, and measures of success.

Recommended Management Practices: • Reduced Tillage Methods (Strip/Zone till, No-till, Mulch till) • Cover Crops • Vegetated Buffers • Wetland Restoration • Grassed Waterways • Nutrient Management • Vertical Manure Injection • Exploring new technologies/practices (soil amendments, tile drainage water management, phosphorus removal structures, etc.). Education and Information Recommendations: • Provide educational workshops and tours on how to implement best management practices. • Engage landowners in planning and implementing conservation on their land and ensuring they know what technical tools and financial support is available to them. • Provide information on water quality and conservation practices to landowners in the watershed area. • Newsletters and/or webpage with watershed project updates and other pertinent conservation related information



**Apple Creek**, a 24-mile creek, flowing adjacent to the Town of Freedom in the Town of Kaukauna, passes through an agricultural watershed with clay soils and high erosion rates. Farming is conducted on the stream banks. The lower third of the stream has steep stream banks, generally vegetated, although subject to slumping. Erosion and sedimentation are common. Nutrients, sediments and low dissolved oxygen affect water quality. Low or no stream flow during critical summer months also plays a major role in limiting aquatic life in the watershed. A 9-Key element Plan was approved for the Apple Creek Nonpoint Source Watershed Implementation Plan in 2017.



The Outagamie County Land and Water Conservation Department and the Wisconsin Department of Natural Resources work cooperatively to protect the quality of surface water in the County. The Duck and Apple/Ashwaubenon Creek Watersheds had been designated as “priority watersheds.” Cost-sharing money was available to property owners within the watersheds for a variety of conservation practices through December 2009 because of the “priority watershed” designation. To learn more, contact the Outagamie County Land and Water Conservation Department.

## SHORELINES

Shoreland areas in the Town of Freedom are limited to Duck and Apple Creeks. The **Shoreland/Wetland Ordinance** adopted by Outagamie County regulates shoreland uses and development by requiring a permit for any filling or grading activity within 300' of any navigable stream as a minimum to protect the stream from harmful impacts. The Town of Freedom supports the County's efforts to protect shorelands and is interested in the potential to develop a linear park/trail along Duck Creek.

## GROUNDWATER & AQUIFERS

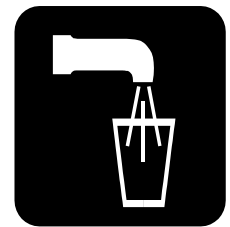
**Groundwater is the source of the water supply in the Town of Freedom.** In eastern Outagamie County, thick beds of sandstones are the principal source of water for industrial and public supply wells. The groundwater quality is linked directly to the surficial glacial deposits and underlying bedrock structure. In the Town of Freedom, the **St. Peter Sandstone** is the main water supply aquifer for domestic and farm use. Lesser quantities of groundwater are found in the overlying **Platteville-Galena Dolomite**.

The Town of Freedom is located in a groundwater drainage area that drains primarily to the southeast. The direction of flow is the result of natural discharge into the Fox River, recharge from the large area to the northwest, municipal and industrial pumping along the Fox River from Lake Winnebago to Green Bay, and the eastward dip of the bedrock.

Recharge to the St. Peter Sandstone Aquifer percolates through the glacial drift and semi-permeable dolomite, and then moves slowly to the southeast. In general, domestic and farm wells in the Town are recharged primarily from the northwest.

The overall quality of groundwater in the Town of Freedom is generally considered to be of good quality. Groundwater from the St. Peter Sandstone Aquifer is very hard.

**Elevated arsenic levels** have been found in some groundwater samples from the Town. It is strongly suspected that these concentrations are associated with the mineralogy of the upper St. Peter Sandstone. The DNR has established an **Arsenic Advisory Area** in Outagamie and Winnebago Counties, which encompasses the northwestern portion of the Town of Freedom. The DNR requires that supply wells within the Arsenic Advisory Area be cased through the upper portion of the St. Peter Sandstone, and that water be sampled, and treated, if necessary.



Over-pumping of the aquifer may be an issue, as groundwater pumping by industrial and municipal wells in the Green Bay and Fox Valley areas continues to draw down the aquifer. If additional pumping in these areas and in the Town continues, additional draw down in the shallower wells in the Town may be observed. Proposals for future high capacity wells within the Town itself should be evaluated in part on their impact on smaller residential and farm users. High capacity wells have the capacity to withdraw more than 100,000 gallons per day or a well that in combination with other wells located on the same property has the capacity to withdraw more than 100,000 gallons per day. Wisconsin Department of Natural Resources requires that

High Capacity wells be constructed in accordance with NR812.09(4)(a) & (b), Wisconsin Administrative Code.

## WETLANDS

Wetlands act as a natural filtering system for sediment and nutrients such as phosphorus and nitrates. They also serve as a natural buffer, protecting shorelines and stream banks from erosion. Wetlands are also essential in providing wildlife habitat, flood control, and groundwater recharge. Due to these benefits, County and state regulations place limitations on the development and use of wetlands and shorelands. Wetlands in the Town are shown on the *Natural Features Map 7-2*.



For almost three decades, the U.S. Army Corps of Engineers has had the authority over the placement of fill materials in virtually all wetlands of five (5) acres or greater. However, on January 9, 2001, the U.S. Supreme Court limited federal jurisdiction over isolated wetlands under the Clean Water Act of 1972. This Court decision now limits the jurisdiction of the U.S. Army Corps of Engineers to cover only wetlands that are directly associated with navigable waterways, lakes, streams and rivers. Since the State of Wisconsin's jurisdiction over wetlands is tied to federal statutes, as many as 4 million acres of wetland were affected by this decision, including some wetland areas in the Town of Freedom.

In response to this U.S. Supreme Court Decision the State of Wisconsin recently passed legislation giving the Wisconsin Department of Natural Resources (WDNR) authority to regulate those wetlands that were formerly tied to federal legislation. As in the past, anyone interested in filling a wetland is required to obtain a permit.

**Wetlands in the Town of Freedom principally occupy stream bottoms.** Those mapped by the WDNR on its Wisconsin Wetland Inventory Maps are primarily found along Duck Creek. Several additional wetlands exist west of STH 55 and north of CTH UU. Other isolated wetlands are found in depressions or along drainageways, and typically occupy less than 100 acres. These wetlands exhibit diversity in hydrologic and vegetative characteristics. The most extensive wetlands are forested areas with wet soils. These lowland areas support mixed hardwood deciduous plant communities. Wetter areas support shrub-scrub and emergent vegetation types.

As part of the Post-Construction Stormwater Management Ordinance that was adopted December 13<sup>th</sup>, 2016. Chapter 48 Sec. 48.9 -Stormwater management plan relates to the plan requirements for plan approval by Outagamie County. These plan requirements will provide better information on the exact location of groundwater, bedrock and soil limitations related to wetlands and will likely result in better protection and improved water quality.

## FLOODPLAINS

Floodplains serve many important functions related to flood and erosion control, water quality, groundwater recharge and fish and wildlife habitats. Areas susceptible to flooding are considered unsuitable for development because of risks to lives and property. Revised in 2019,

the Flood Insurance Rate Map for the unincorporated areas of Outagamie County identifies extensive areas adjacent to Duck Creek and a narrow corridor adjacent to Apple Creek, as areas subject to flooding in the Town of Freedom. The *Town of Freedom Natural Features Map 7-2* illustrates these and other floodplain areas.

Outagamie County has adopted a floodplain zoning ordinance requiring certain land use controls in designated flood hazard areas. The existence of this ordinance makes residents of the Town eligible to participate in the Federal Flood Insurance Administration's Insurance Program. The flood insurance program requires all structures constructed or purchased in a designated flood hazard area, with loans from federally insured banks, to be covered by a flood insurance policy. Generally, areas susceptible to flooding are considered unsuitable for development due to potential health risks and property damage. Therefore, the *Future Land Use Map* discourages development in these areas.

### WOODLANDS

Prior to settlement, the vegetation of Outagamie County was entirely forested with areas of mixed conifer-northern hardwood forest. As people moved to the area, much of the forests were cleared for agricultural crops. This pattern is also true for the Town of Freedom. In the Town, the extensively farmed uplands are interspersed with woodlots. Areas of depression in the Town include several significant wetlands that are covered by forest and shrub-scrub vegetation.



The *Town of Freedom Natural Features Map 7-2* delineates the location of woodland areas. According to the SurveyMonkey results, 79% of respondents indicated woodlands are important. Because woodlands are an important natural feature to Town residents, the few remaining woodland areas should be protected from future encroachment through the use of easements, conservation subdivisions and other preservation techniques. The WDNR Managed Forest Law is one program available to landowners who own more than 10 acres of contiguous forestland. Through the program, landowners who agree to manage their forestland for hunting, fishing, wildlife, recreation purposes and not permit development in exchange for significant tax credits. Additional information is available on the internet at [www.dnr.state.wi.us/org/land/forestry](http://www.dnr.state.wi.us/org/land/forestry).

### WILDLIFE HABITATS

Unfortunately, there is not a source of comprehensive habitat information for the Town of Freedom. To protect these areas from encroachment, detailed habitat information collected by the WDNR is not available to the public. Resident observation is the best available local resource about wildlife habitat areas. Primary wildlife habitat areas correspond to the forested areas and wetland areas shown on





the *Natural Features Map 7-2*. These areas provide food and cover for deer, raccoons, skunk and other small creatures common in the area. The local farm fields also serve as a food source for deer, sandhill cranes, turkeys and waterfowl in the area. Farmland is also a very important local wildlife habitat that provides travel corridors between waterways and woodlands. Farmland also provides cover opportunities and large contiguous open spaces needed by wildlife. The remaining areas of the Town (i.e. residential areas, road corridors, and other developed areas) are not classified as primary wildlife habitat areas - though certainly animals do wander into these areas. Duck Creek is also a minor waterfowl and fish habitat area.

### WILDLIFE HABITAT FRAGMENTATION

A primary threat to wildlife is **fragmentation** -- the breaking up of larger habitat areas into smaller sections.

Fragmentation decreases wildlife population sizes, isolates habitat areas and creates more edges -- where two dissimilar habitats meet (i.e. grassland and residential subdivisions).

Some information about wildlife habitats is also available from the WDNR. This information is specific to the Lower Fox River Basin, which extends well beyond the municipal boundaries of the Town of Freedom. Based on this available data Wildlife in the Lower Fox Basin includes: songbirds, white tailed deer, rabbits, red fox, coyote, pheasant, Hungarian partridge, squirrel, skunk, raccoon, upland game birds, waterfowl, bats, small mammals and invertebrates, reptiles and amphibians.

The WDNR is concerned about loss of wetlands, aquatic habitat and open land to development as well as pollution to surface and groundwater. Moreover, simplification of diverse habitat and loss of special places that support rare species are also major concerns. The SurveyMonkey results reveal that 82% of respondents believe habitat protection for fish and wildlife is important. The Town supports WDNR programs to protect wildlife habitats.

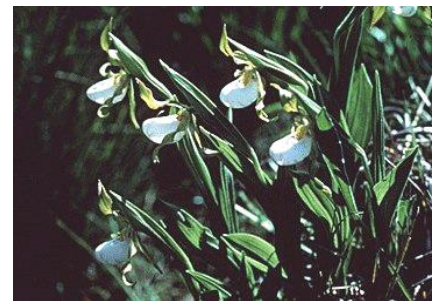
### THREATENED AND ENDANGERED SPECIES

There are many threatened and endangered plant and animal species in Outagamie County. The web site following will guide you to the list for Outagamie County.

<https://dnr.wi.gov/topic/NHI/Data.asp?tool=county&mode=detail&county=45>.

Numerous endangered, threatened and otherwise rare species live in the Lower Fox Basin, including the endangered Barn Owl and the threatened Small White Lady's Slipper.

Unfortunately, there is not a specific list or map available for the Town of Freedom. The WDNR does have County maps available of threatened and endangered species. These maps are very general and do not specially identify habitat areas within the County. The reason for this is because the WDNR does not want people to visit or otherwise intrude on the habitats of endangered and threatened species. The state and federal government have programs and laws in effect to protect threatened and endangered plant and animal species in the Town of Freedom and beyond.



**Small White Lady's Slipper**

**EXOTIC AND INVASIVE SPECIES**

Non-native, or exotic, plant and animal species have been recognized in recent years as a major threat to the integrity of native habitats and species, as well as a potential economic threat (damage to crops, tourist economy, etc.). The WDNR requires that any person seeking to bring a non-native fish or wild animal for introduction in Wisconsin obtain a permit. The Town of Freedom can help combat exotic species by educating residents about non-native species and encouraging residents to use native plants in landscaping.

**METALLIC AND NON-METALLIC MINING RESOURCES**

The geologic and glacial history of Outagamie County is reflected in its mineral resources that provide a substantial volume of total aggregate material used in construction activities throughout the County and the region. Non-metallic mining resources are particularly rich in the northeastern portions of Outagamie County, including the Town of Freedom. According to the ECWRPC, the Town of Freedom has 8 active non-metallic mine (quarry) sites (see Figure 6 Mining Sites in Outagamie County, WI). Information about each facility is provided in Table 19. There are no non-metallic mining operations located within the Sanitary District area.

**TABLE 19  
QUARRY OPERATIONS IN THE TOWN OF FREEDOM  
OUTAGAMIE COUNTY, WI**

Sec. #	Name	Operator	Reclamation Plan Due	Total Parcel Acres* ++
10	Freedom Quarry	Carew Concrete & Supply Co. Inc.	June 30, 2004	90
10	Freedom Quarry	Northeast Asphalt, Inc.	January 5-16, 2004	32
11	Freedom Pit	Swinkles, Inc.	October 1, 2003	34
32	Jahnke Pit	Van Handel Properties	July 29, 2004	54
8	Garvey Pit	MCC, Inc.	August 2 – 31, 2004	60
10	Center Valley Pit	MCC, Inc.	August 2 – 31, 2004	20
16 &17	Black Creek Limestone Company	MCC, Inc.	August 2 – 31, 2004	461
2	Delfosse Pit	MCC, Inc.	August 2 – 31, 2004	126

Source: East Central Wisconsin Regional Planning Commission Database, 2017

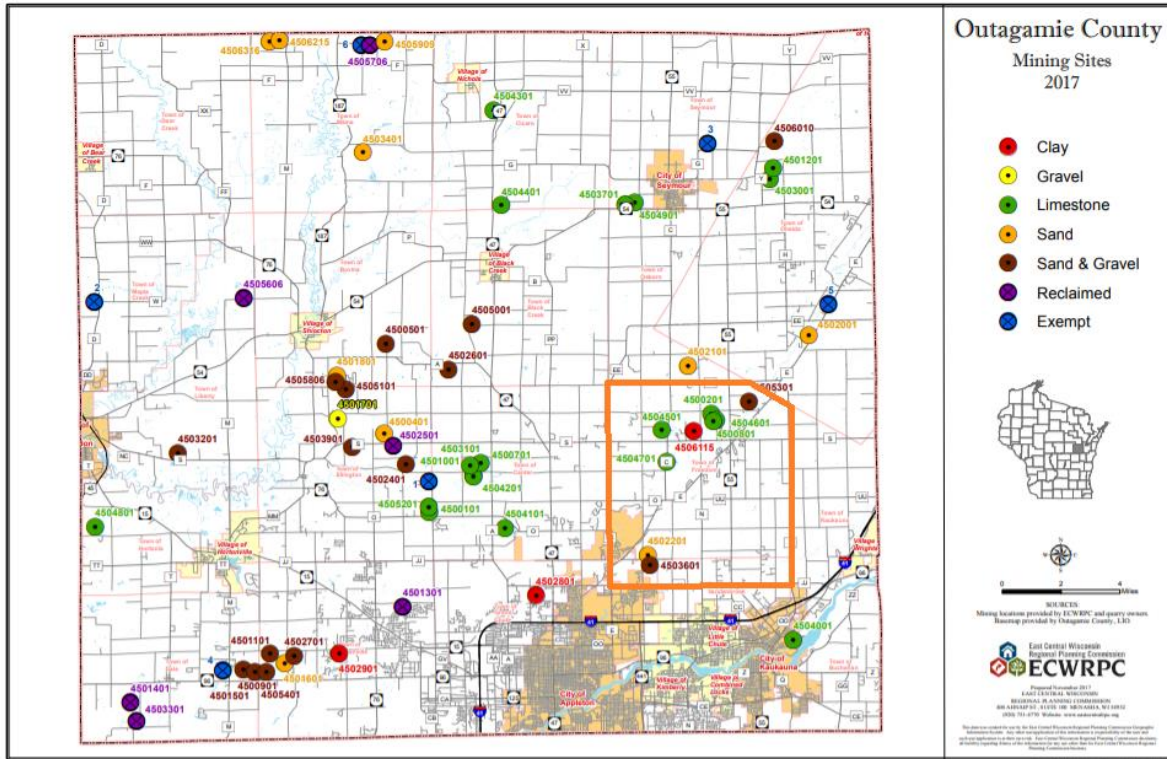
\* Actual Pit Size may be significantly smaller

++ Some of these sites are not active

As part of **NR 135**, Wisconsin Administrative Code, adopted in December 2000, any community in Wisconsin could adopt an ordinance to establish requirements for reclamation of non-metallic mines, such as gravel pits and rock quarries. If a Town decided not to develop its' own ordinance, a County could develop one that would also regulate operations in the Town. Likewise, regional planning agencies could develop ordinances for counties within their region. The ordinances must establish reclamation requirements to prevent owners and operators of quarries and gravel pits from abandoning their operations without proper reclamation of the mines.

The ECWRPC, under an agreement approved in July 2001 is the regulatory authority for administering five individual, County-adopted, **Non-Metallic Mining Reclamation Ordinances** for Winnebago, Calumet, Outagamie, Waupaca and Shawano Counties. This agreement transferred permit issuance and reclamation plan review/approval authority to the ECWRPC for the program, however, the individual counties will still be responsible for the actual enforcement of the ordinance requirements should any problems arise with a site/operator/landowner. It is important to understand that the ECWRPC only oversees the reclamation aspect of active sites in these counties as it relates to the NR135 requirements. Zoning or other operational issues of sites are still handled by the counties, including Outagamie, under their existing zoning regulations.

**Figure 6: Mining Sites, Outagamie County, WI**



The process of siting a mine continues to be a local matter governed under existing zoning procedures by local authorities. The new reclamation requirements through NR 135 add to the status quo but do not replace or remove any other current means of regulation. The requirements neither regulate active mining process nor have any effect upon local zoning decisions like those related to the approval of new mine sites.

**AIR QUALITY**

The following information is from the Wisconsin Department of Natural Resources:

“A few common air pollutants are found all over the United States. These pollutants can injure health, harm the environment and cause property damage. EPA calls these pollutants criteria air pollutants because the agency has regulated them by first developing health-based criteria (science-based guidelines) as the basis for setting permissible levels. One set of limits (primary standard) protects health; another set of limits (secondary standard) is intended to prevent environmental and property damage. A geographic area that meets or does better than the primary standard is called an attainment area; areas that don't meet the primary standard are called nonattainment areas.”

Outagamie County is an attainment area. The nearest air quality monitoring stations are located in the cities of Appleton and Green Bay. More information on air quality is available at: [www.dnr.state.wi.us/org/aw/air/](http://www.dnr.state.wi.us/org/aw/air/).

## Historical and Cultural Resources

Cultural resources, like natural resources, are valuable assets, which should be preserved. At this time, recognized historic and cultural resources in the Town are limited. This situation can be attributed to the Town's close proximity to Green Bay and Appleton where a wide variety of cultural resources and historic districts are available. Nevertheless, the Town does take great pride in its history and traditions. This was demonstrated by the Town's sesquicentennial celebration in 2002.

### CHURCHES

There are three churches located in the Town of Freedom. Numerous facilities exist beyond the Town in nearby communities. Town residents have easy access to nearby facilities via Town and County roads and the STH 55 corridor. The three churches located in Freedom are:

- **St. Nicholas Catholic Church**, W2037 CTH S (pictured)
- **St. Peter Evangelical Lutheran Church**, 2740 N. French Rd
- **Freedom Moravian Church**, W3457 Center Valley Road
- **Immaculate Conception Church**, N5589 County Road E
- **St. Edwards Church**, N2926 State Road 47



### MUSEUMS/HISTORIC RESOURCES

Museums protect valuable historic resources for community enjoyment. There are several museums and other historic resources located in Appleton and Green Bay, including the Outagamie County Museum. Residents of the Town are welcome to visit these facilities and enjoy the exhibits and other amenities they have to offer. The Freedom Area Historical Society is a history museum devoted to the preservation of the history, heritage and artifacts of the Town of Freedom. The Freedom Area Historical Society gathers and collects materials to tell the stories related to how the area grew and what significant events have occurred while the area developed. The Historical Society building is located at N4045 McHugh Road Freedom, WI 54130.

The **Wisconsin Architecture and History Inventory (AHI)** has several listings in the Town of Freedom. Properties listed in the AHI are part of the State of Wisconsin official historic catalogue. The AHI is comprised of written text (and some photographs) of each property, which document the property's architecture and history. Most of the properties became part of the AHI as a result of systematic architectural and historical surveys. Inclusion in the AHI conveys no special status or advantage; it is merely a record of the property. The AHI inventory is housed at the **State Historical Society** of Wisconsin in Madison and is maintained by the Society's Division of Historic Preservation. The most prominent historical buildings in the Town are the St. Nicholas and St. Peter Evangelical churches and the Greiner Cheese Factory.

For a complete list of catalogued historic sites in the Town of Freedom, visit the AHI on the internet at <https://www.wisconsinhistory.org/Records/Article/CS2834>

The Town of Freedom supports the activities of the Outagamie County Historical Society and the State Historical Society to identify and protect historic resources. Given the limited number of historic resources in the Town, and limited Town staff, the Town of Freedom will not seek to develop its own historic preservation ordinance. If, in the future, residents desire additional historic preservation measures, the Town may establish a committee to develop a program for historic preservation.

## Current Policies and Trends

### COUNTY ZONING

The Outagamie County Zoning Ordinance regulates zoning in the Town of Freedom, like many other Towns in the County (refer to *Zoning Map 9-2*). Therefore, land uses within the Town, including agricultural and natural areas must adhere to the zoning requirements (bulk, height, density, etc.) stipulated in the Outagamie County Zoning Ordinance (Refer to the *Existing Land Use Map 9-1*).



The Town of Freedom does have village powers under Wis Stats. Ch. 60, Sec. 60.62. This allows the Town to adopt its own zoning regulations, provided they are at least as restrictive as the provisions of the Outagamie County Zoning Ordinance. However, since Outagamie County already has a County zoning ordinance, the Town of Freedom must first obtain approval from Outagamie County to develop its own Town zoning ordinance. Outagamie County has not allowed Towns under the requirements of County zoning to adopt their own independent zoning ordinances, separate from those outlined in the Outagamie County Zoning Ordinance. However, the Town does have its own Town Subdivision Ordinance, Site Plan Ordinance, Stormwater Management Ordinance and Town of Freedom Plan Commission Ordinance.

### SHORELAND/WETLAND ZONING

Shorelands and wetlands are often viewed as valuable recreational and environmental resources. These areas provide for stormwater retention and habitat for various type of fish and wildlife. Development in these areas may have an adverse effect on water quality, wildlife habitat and stormwater drainage. In addition, it may also result in increased development and maintenance costs to protect from the occurrence of flooding and high water, increased flood insurance premiums, extensive site preparation, and maintenance and repairs of roads and sewers.

The State of Wisconsin requires that every County adopt a Shoreland/Wetland Ordinance to address the problem associated with development in these areas. *Development in shoreland areas is generally permitted, but specific design techniques must be considered. Development in floodplain areas is strictly regulated and, in some instances, not permitted.* The authority to

enact and enforce these types of zoning provisions is set forth in Wisconsin Administrative Codes NR115,116 and 117 and is established in the Outagamie County Zoning Ordinance.

Outagamie County is currently administering its Shoreland Protection Ordinance (Chapter 44) in unincorporated areas of the County.

### **FARMLAND PRESERVATION PLAN/EXCLUSIVE AGRICULTURAL ZONING**

Maintaining productive land for agricultural uses has been a long-time goal of Wisconsin. To achieve this goal, the state has enacted several types of legislation that provide monetary incentives to eligible landowners to keep their land in a productive state.



Outagamie County has adopted a Working Lands Initiative - **Farmland Preservation Plan** (refer to *Map 7-1*) so that local farmers are eligible for tax credits through the Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP) Farmland Preservation Program. Farmers interested in this program sign-up with Outagamie County Land Conservation Department. Unfortunately, the Farmland Preservation Program is not working as well as it was intended. Not only has the amount of tax credits been reduced significantly over the last several years, but farmland is being lost in Outagamie County as more and more people seek to develop rural residences. Outagamie County will likely address this farmland preservation and protection issue through their County comprehensive plan that will be amended in 2020.

Outagamie County does have an exclusive agricultural zoning classification to delineate agricultural lands. There are no exclusive agricultural areas of the Town of Freedom.

### **LIVESTOCK FACILITY SITING LAW AND RULE**

The State of Wisconsin has passed a law and adopted rules (ATCP 51) that give local government the ability to regulate livestock facilities with large numbers of animals. The rules establish procedures a Town can incorporate into its existing or proposed regulations.



Because the Town of Freedom is under County zoning, it does not have the ability to regulate livestock facilities through zoning. It can, however, require a license, which would require the Town to develop the capacity to administer a local livestock facility siting permit process.

For more information on ATCP 51, go to this web site:  
[www.datcp.state.wi.us/arm/agriculture/land-water/livestock\\_siting/siting](http://www.datcp.state.wi.us/arm/agriculture/land-water/livestock_siting/siting).

**OUTAGAMIE COUNTY LIVESTOCK WASTE MANAGEMENT ORDINANCE**

Since 1986, Outagamie County has had an Agricultural Performance and Livestock Waste Management Ordinance in effect. It requires that a permit be secured from the Outagamie County Land Conservation Department prior to construction of animal waste storage facilities and that the most current Natural Resource Conservation Service (NRCS) standards and specifications for these facilities be followed. The ordinance covers all types of animal waste storage facilities. The Outagamie County Land Conservation Committee has initiated an ordinance revision that will update the ordinance to include abandonment and the proper application of the waste. Currently, the Land Conservation Department is involved in virtually all new and modified waste storage facilities due to their technical expertise. The revised ordinance will merely reinforce this relationship.

Objectives for the ordinance revision include:

- To regulate the location, design, construction, operation, and maintenance of animal feedlots and livestock waste storage facilities, including abandonment;
- To regulate the land application of all livestock waste in Outagamie County; and
- To develop an ordinance that is reasonable, effective and enforceable.

**WISCONSIN POLLUTANT DISCHARGE ELIMINATION SYSTEM PERMITS (WPDES)**

Any CAFO with over 1,000 animal units, or more than 300 animal units that meet discharge criteria, is required to obtain a WPDES Permit. This same permit is also issued to all businesses and industries in the State of Wisconsin that discharge water or wastewater to surface water, groundwater and/or wetlands. The permits require applicants to provide a plan for runoff management for outdoor lots and feed storage areas, a manure storage facility plan/diagram, a comprehensive nutrient management plan to be updated annually, willingness to submit to monitoring and reporting requirements and a daily record keeping log system. The permit essentially regulates land application, manure storage and runoff management – all of which have the potential to be a discharge to waters of the state.

The WPDES Permit process provides the opportunity for public comment, which may result in changes to the environmental assessment completed by WDNR. The WPDES does not address noise, land value, traffic or other types of similar issues because there is no statutory authority for the permits to address these types impacts. These types of concerns must be regulated by County and local ordinances.

**OUTAGAMIE COUNTY LAND AND WATER RESOURCE PLAN**

The Outagamie County Land and Water Resource Plan was developed in 2018 in accordance with Chapter 92.10 Wis. Stats. The plan:

- Serves as a guide for resource management planning and decision making
- Assesses land and water resource conditions, related to soil erosion and water quality
- Identifies problems and priorities on a multiyear plan of activities and priorities
- Monitors the progress of activities described in the plan and their effectiveness to address conservation needs



- Ensures compliance with the standards and prohibitions identified to ensure water quality standards are being addressed

Copies of the plan are available from the Outagamie County Land and Water Conservation Department.

## Agricultural, Natural & Cultural Resources Issues

### WATER QUALITY

Continued urbanization in Freedom will impact surface and groundwater resources. **Short term impacts** include: increases in surface water runoff, pollutant loadings, and reduction in groundwater recharge areas. **Long term**, the cumulative development impacts include: the loss of base flow, in stream sand, and enhanced stream flashiness (flooding). The scope of these impacts cannot be precisely determined because specific development characteristics (location, type and density) are unknown.



Water quality management techniques to protect streams and groundwater are outlined in the **Utilities and Community Facilities Element**. Mitigation techniques for arsenic on an individual resident basis are also identified in the **Utilities and Community Facilities Element**. The recommendations included in the *Freedom Sewer Service Area Plan* have been incorporated throughout this plan.

## Coordination with Other Comprehensive Plan Elements

The development of the Agricultural, Natural and Cultural Resources Element required coordination with all of the required plan elements. For example, when considering economic development strategies, the future role of agricultural operations in the Town, as well as the importance of natural resources, was important to consider. Below is a description of the critical issues addressed with respect to the Transportation, Land Use and Housing Elements. These elements are profiled because their coordination with the Agricultural, Natural and Cultural Resources Element is critical to the success of the plan.

### TRANSPORTATION

Development and subsequent transportation improvements along STH 55 and CTH E may impact the natural resource and wetland areas adjacent to the highway corridor, in particular Duck Creek. To minimize this impact, it will be important for the Town to monitor this situation and consider development techniques that offer greater environmental protection (i.e. conservation subdivisions, easements, etc.). These types of development seek to offset the impact of dispersed development patterns that force people to make more automobile trips each day.

Increased vehicle trips will generate pollutant emissions, greenhouse gas emissions, noise in the Town and wear and tear on the Town's road system which will shorten the life expectancy of the roadways.

## LAND USE

Residents of the Town have clearly indicated through the survey and at public meetings that the preservation of agricultural operations and the protection of natural resources is a priority. As a result, when the *Future Land Use Map* was developed special consideration was given to these two priorities. Also, when developing the *Future Land Use Map*, special consideration was given to soil characteristics as they relate to building site limitations and limitations for septic tank absorption fields. Likewise, the Implementation Element will help to ensure that through the enforcement of desired planning and zoning requirements, natural resources and farming operations are protected in the Town of Freedom.

## HOUSING

Housing, if not carefully located and planned for, can have a severe impact on natural resources and agricultural operations. Housing development can fragment agricultural operations and wildlife habitat areas. If not carefully planned, additional traffic, people, and services associated with housing development can quickly destroy rural character. The Town of Freedom would like to encourage development in and around the Sanitary District in order to concentrate development where services are readily available. Directing development to this area will help to protect natural resources and farmlands, while still accommodating residential development. Development in other areas of the Town should be encouraged in conservation subdivisions and other non-traditional techniques to protect natural resources and farmland. This strategy for housing development is reflected in the *Future Land Use Map*.

## Goals and Objectives

It is the vision of the Town of Freedom that the community will retain its rural character by continuing to enjoy a mix of scenic, open, natural, undeveloped areas and agricultural operations through 2040. Natural resources will be protected and serve as an environmental, recreational, and economic asset to the Town. Residential and commercial development will be in harmony with the Town's natural environment. The Town will also work, in accordance with the Intergovernmental Coordination Element of the Wisconsin Comprehensive Planning Law, with neighboring communities, the school district, Outagamie County, the ECWRPC and the State of Wisconsin to ensure that natural resources are adequately protected for future generations.

## AGRICULTURAL, NATURAL & CULTURAL RESOURCES GOALS

1. Preserve agricultural operations, natural resources, water resources, and wildlife habitat areas in the Town of Freedom to maintain the Town's rural character.
2. Enhance recreational opportunities in the Town of Freedom.

3. Protect Duck Creek Watershed and Apple Creek Watershed from harmful uses.

#### **AGRICULTURAL, NATURAL AND CULTURAL RESOURCES OBJECTIVES**

1. Identify and seek to protect areas of prime agricultural land in the Town through appropriate local policies and subdivision regulations.
  - a. Continue to require the agriculture advisory statement on Certified Survey Map's (CSM) protecting the right to farm in the Town of Freedom.
  - b. Inform and educate developers, builders and homeowners about characteristics of typical agricultural operations such as farm odors and noise to eliminate, or minimize, residential and agricultural conflicts.
  - c. Continue to support effective farmland preservation programs at the County and state levels.
  - d. Consider implementing ATCP 51 by establishing a licensing permit to regulate the siting of livestock facilities.
2. Support the efforts of Outagamie County to enforce stream and lake setback requirements and protect wetland and floodplain areas by enforcing County zoning requirements and policies established in the Outagamie County Land and Water Resource Management Plan.
3. Create, maintain and enhance natural buffers along stream banks.
  - a. Work with Outagamie County, the WDNR and the Department of Agriculture, Trade and Consumer Protection (DATCP) to promote and help fund buffer strips along streams and the lakeshores.
  - b. Educate residents about the importance of environmental corridors and support efforts by the ECWRPC to identify and protect these areas.
4. Coordinate with local quarry operators to ensure that the provisions of NR135 are met. As desired, seek to establish agreements between the Town of Freedom and local quarry operators.
5. Participate in the planning efforts of Outagamie County to ensure that the County comprehensive plan represents the interests, visions, and expectations of the Town of Freedom.
6. As outlined in the *Freedom Sewer Service Area Plan*, encourage efforts to continue to implement existing plans and programs to control infiltration and inflow to the wastewater treatment plant so as to maintain or increase capacity for new developments.
7. Coordinate with the Outagamie County Historical Society to inventory and catalogue historic properties and locations in the Town of Freedom. Share this information with the State of Wisconsin Architecture and History Inventory.
8. Partner with local land trusts to protect woodlands and farmland areas and encourage local landowners to pursue opportunities to protect their land by working with land trusts.

9. When available, review the results of the 2017 Agricultural Census for the Town of Freedom to better understand the characteristics and needs of the local farming community.
10. Coordinate with WDNR to identify and protect wildlife habitats.
  - a. Discourage habitat fragmentation by encouraging development in the Sanitary District.
  - b. Encourage communication between area land trusts and landowners to permanently protect wildlife habitat areas, particularly habitats for threatened or endangered species.

**Policy** (For a definition of “policy” refer to Chapter 1)

The Town of Freedom encourages subdivision development inside the Sanitary District to promote efficient development patterns that maximize available services and minimize Town and County costs. To protect farmland and natural areas, the Town discourages subdivision development outside of the Sanitary District.

## 8.0

## ECONOMIC DEVELOPMENT

### Introduction

According to the Wisconsin Comprehensive Planning Law, the purpose of the Economic Development Element is to promote the stabilization, retention and expansion of the economic base, identify quality employment opportunities, analyze the local labor force and the local ability to attract future businesses, plus promoting the redevelopment of environmentally contaminated sites. To address this requirement, this chapter includes:



- Highlights of the **labor force information** from Chapter 3;
- An assessment of **strengths and weaknesses** with respect to attracting and retaining business and industry;
- An overview of programs that deal with **environmentally contaminated sites** for commercial or industrial uses; and
- A list of organizations (and contact information) providing **economic development programs** at the County, regional, state and federal levels.

Unlike many Towns, the Town of Freedom is fortunate in that it has an economic activity center or Sanitary District area which has wastewater treatment service provided by Sanitary District No.1. The Sanitary District provides sanitary sewer and drinking water to residents and serves as a community focal point and the center of economic development. However, given its close proximity to nearby communities, many residents choose to travel elsewhere to obtain goods and services, but still enjoy the choices available in the Town of Freedom. Agricultural has also been identified as a very important part of the local economy.

### Economic Development Vision

***Commercial and industrial businesses are thriving in the Town of Freedom, concentrated in the Sanitary District area, where services are most easily accessible.***

***Economic development is in harmony with the Town's natural environment and residential areas, this includes agricultural operations of all scales.***

***Employment opportunities for Town residents can be easily found within 15 miles of their homes.***

## Labor Force and Economic Base

The Community Profile Chapter provided a detailed analysis of the local and County economy as well as the labor force. Highlights from that chapter include:

- Outagamie County has a somewhat higher participation rate than the State of Wisconsin and the United States. Outagamie County’s labor force participation rate is over 71 percent. The United States’ participation rate is only around 63 percent, while the overall State of Wisconsin participation rate is approximately 67.5 percent.
- Outagamie County **workers are very mobile**, almost 45 percent of all employed County residents work outside of the County. Likewise, most Town residents who work travel beyond the Town limits for jobs in Appleton, Green Bay and other nearby communities.
- According to the 2017 U.S. Census, employment for Town residents identified almost one third (32.6%) of the entire population were employed in management, business, science, and arts occupations. Just below one third percent (27.4%) were people employed in sales and office occupations. Natural resources, construction and maintenance occupations had (15.4%) of the population employed there. Production, transportation and material moving occupations employed (14.9%) of the work force. Rounding out the work force was the service occupation work force at (9.7%).
- Average annual wages paid in Outagamie County were 98.5 percent of the average state wages in 2016.
- In 1989, the per capita income in the Town of Freedom was \$12,714. The 2000 per capita income in the Town of Freedom had risen dramatically to \$22,462. The recent 2017 census had the Town of Freedom per capita income at \$34,118 which is significantly above the corresponding County and state figures.
- Between 1990 and 2000, the Town’s median household income increased from \$37,576 to \$57,868. In 2017 the median household income was \$77,549. The Town of Freedom’s rank among other Towns in the County fell from 7<sup>th</sup> in 1990 to 10<sup>th</sup> in 2000 and in 2018 the Town’s ranking moved to 8<sup>th</sup> out of 20 Townships in the County.

**Participation Rate** describes the relationship between the labor force and population. Participation Rate is the percent of residents, over the age of 16, that are working or looking for work in a community. Retired persons and others not participating in the labor force would not be included in the participation rate.

**Per Capita Income** is defined as total income divided by the total number of residents.

Other Breakdowns of income (i.e. family, household, etc.) are provided in the **Community Profile Chapter**.

These facts and statistics indicate that the Town of Freedom has a successful economic base concentrated in the Sanitary District. This situation is desirable as the community takes great pride in its residential, farmland and natural areas. Extensive areas of commercial and industrial development scattered throughout the Town are not desired because residents do

not want Freedom to become a large city, nor are they interested in higher taxes to meet added service needs. The population projection and regional economic information suggest that the business development opportunities will continue in the Town of Freedom. Accordingly, the *Future Land Use Map* provide areas for new business development.

## Current Business Inventory and Business Environments

There are essentially three business environments in the Town of Freedom: Sanitary District area, the industrial park, and rural areas of the Town (see *Economic Development Map 8-1*). What follows is a profile of each of these business environments.

**The Sanitary District Area.** In many ways, the Sanitary District in the heart of the Town offers a compact “village-like” environment for businesses. Businesses within the Sanitary District enjoy municipal sewer service and benefit from a location where other businesses are in close proximity thereby forming a destination point for customers.

Businesses within the Sanitary District include, but are not limited to: a grocery, bars, gas stations, video rental, banks, parks, restaurants, and medical offices. Several schools and the Town offices are also located in this area as well as many surrounding residences. This concentrated area of development provides residents the opportunity to walk from their homes to local business establishments.

**Freedom Industrial Park.** The first phase of the Freedom Industrial Park is sold out. Located on the east side of STH 55, south of CTH E, it includes more than 25 lots, many of which are already occupied. Some of the lots with frontage along STH 55 have developed as commercial land uses. The interior lots have more industrial development.

**Rural Areas.** Rural areas of the Town, beyond the Sanitary District, also support a myriad of economic activities including a few scattered commercial properties, home occupations, and most importantly, agricultural operations. The Town would like to concentrate non-residential and non-agricultural uses in the Sanitary District area in order to preserve the farming traditions on the rural landscape with minimal conflicts. The Town supports the continued long-term future of farming in the Town of Freedom. Likewise, the Town supports the establishment of agri-businesses to support the local farming economy. It is

### LOCAL BUSINESS DIRECTORY

For a complete list of local business establishments, visit the Town of Freedom Internet Web Page at:  
**[www.townoffreedom.org](http://www.townoffreedom.org)**



also believed that some home occupation uses (i.e. child care, hair stylist, taxidermy, etc.) also exist in the Town without any special permits or other zoning approvals. The nature of these businesses presents no noticeable impact or nuisance to adjacent properties, so their location is difficult to detect. Moreover, some residents may work at home utilizing the internet and other technologies. The Town supports a resident's right to have a small business operation on his/her property or work at home, provided that the business activity or establishment does not create a nuisance for neighboring property owners by generating excessive traffic, noise, lighting, visual structural obstructions, etc.

## Attracting and Retaining Business and Industry

The Town of Freedom has several positive attributes to offer potential businesses. Specifically, the Town has:

- A relatively low tax rate;
- A great location in the heart of the Fox Valley between Appleton and Green Bay;
- Properties with STH 55 frontage;
- Land available for development within the Sanitary District;
- Loyal customers

While the Town certainly enjoys its share of advantages, there are several weaknesses that the Town must contend with when seeking to attract new businesses and industry. In particular:

- The population in the Town is not large enough to provide the customer base necessary to support a large commercial endeavor.
- Residents of the Town of Freedom are very mobile and can easily drive to nearby communities to purchase services and products.

## Economic Development Opportunities

Future commercial and industrial development in the Town of Freedom is most likely to occur in the Sanitary District area and along CTH E and STH 55. In fact, the Plan Commission has indicated a preference for commercial and industrial development to occur in these areas so as to protect the natural areas, farmland and residential development in the Town, and to utilize existing infrastructure. However, it should be understood that the Town does not envision these corridors infilling completely with commercial and industrial development over the next 20 years. Preferably, development along these corridors would expand from the existing developed areas.



While the Town would like to welcome additional commercial, office and light industrial development to support the local tax base, it is important that any new development exist in harmony with the local environment. Therefore, new development should not produce a significant amount of waste, which could pose a hazard to the creeks, groundwater, and wetlands of the Town of Freedom. Likewise, new development should blend into the rural landscape and not represent a nuisance to residents. Therefore, new developments must include natural landscaping and attractive signage.

New development must not interfere with the traffic flow along highways. Therefore, the use of common entrances and planned site development (i.e., industrial park development) should be encouraged. Otherwise, it is possible that traffic lights, lane expansions and other traffic improvements will be required.

### Desired Business and Industry

The Town wants to be sure that new development does not jeopardize the quality of life. Therefore, businesses and industries that locate in the Township should:

- Be environmentally friendly
- Have limited outdoor storage (if any) to control unsightliness
- Generate minimal noise and traffic that can be easily accommodated by the existing transportation network
- Require only minimal lighting (on-site lighting only, no beams, or other protruding light sources)
- Require only on-site signage (no billboards)
- Have generous landscaping to improve the façade from the roadway and buffer the development from adjacent land uses.

Given these constraints, the Town would like to target the following types of development:

- Commercial and office establishments along STH 55 and in the Sanitary District area.
- Expanded industrial businesses located in the Town’s industrial park on STH 55. Ideally, these businesses should generate higher income and skilled jobs for residents of the Town.
- Promote more service businesses (i.e. restaurant, coffee shop, grocery, and real estate office development) in the Sanitary District area. These businesses would rely on local residents to survive.

#### SURVEYMONKEY RESULTS

When asked to identify what types of new development is desired in the Town of Freedom, survey respondents the majority agreed or strongly agreed that:

- New business development and retail shopping development as well as downtown renovation would be beneficial.
- Survey respondents were mixed, related to agri-business operations in the town to support the local farming operations.
- Survey respondents looked very favorably toward industrial development in the industrial park.

When asked where new commercial and industrial development should be encouraged, respondents indicated that:

- Industrial development should occur in the industrial park as designated.

- Home occupations of a professional nature to take advantage of the Internet and other technologies that permit people to work from the privacy of their homes. Home occupations are particularly attractive to the Town given the Town's low density of development that limits the likelihood that a home occupation will become a nuisance to neighboring property owners.
- Agri-business ventures are strongly supported in the Town of Freedom. To maintain a strong agricultural economy, local businesses providing equipment, materials and other agricultural products and goods are needed. Given the abundance of farmland in the Town and County, the Town of Freedom has the opportunity to establish a destination point or niche for agri-business. Like other commercial ventures, agri-businesses are encouraged to locate in the Sanitary District.

## Residential Development as Economic Development

Residential development is growing in the Town of Freedom. As such, it continues to provide an increasing share of the area's tax base. Therefore, residential development does provide some economic development gains for the Town.

However, to a much greater degree than commercial and agricultural development, housing requires extensive services to accommodate resident needs. These services include: schools, parks, sanitary sewer, public safety, roads and associated maintenance (including snowplowing), and other amenities. It is important to ensure that local residential tax dollars cover the costs to provide needed services. While the Town of Freedom supports additional residential development opportunities, the Town does not want to see poorly planned new residential development significantly increase Town operating and service costs for all existing homeowners and taxpayers. Therefore, the Town supports new residential development paying a fair and proportionate share of service costs. Current policy requires developers to pay up front the costs of infrastructure.

## Tools to Promote Economic Development

### **Industrial Revenue Bond**

The Department of Commerce's Industrial Revenue Bond (IRB) Program allows all Wisconsin cities, villages and Towns to support industrial development through the sale of tax-exempt bonds. The proceeds from the bond sale are loaned to businesses to finance capital investment projects at, primarily, manufacturing facilities, even though IRBs are municipal bonds, they are not general obligations of the municipality. The company or business that will use the facilities provides the interest and principal payments on the loan. The local government is in partnership with the business, lending its name, but not its credit, to the bond issue.

**For more information on the Industrial Revenue Bond Program, contact the Wisconsin Department of Commerce at (608) 267-0762 or get information on the internet at:**  
**[www.commerce.state.wi.us](http://www.commerce.state.wi.us)**

### **Industrial/Business Park**

In business, location is a very important factor for success. The Town of Freedom Industrial Park enjoys a central location in the Fox Valley with easy access to STH 55 and USH 41. The Town fully anticipates expanding the industrial park to accommodate future development.

Tax Incremental District (TID) #1 was created in 2016 to promote a “mixed use district” where 50% of the land is suitable for a combination of industrial, commercial or residential uses. Only 35% of the land may be utilized for residential use. The housing density must be at least 3 units per acre. The maximum life of TID #1 is 20 years from the date of formal adoption. Currently the Town has concluded that they must put forth some public investment to promote the growth of the TID for future success.

Tax Incremental District (TID) #2 was created in 2017 to promote an Industrial Use District where 100% of the land is suitable for industrial use. The maximum life of the TID is 20 years and expected to be paid within 90% of the TID’s life or 18 years. This area encompasses 82.64 acres of land base. The location is in the western side of the Sanitary District on CTH S, refer to the *Economic Development Map 8-1*.

### **Internet Marketing**

Many Towns in Wisconsin are creating Internet Web Pages. The Town of Freedom has a web page available at [www.townoffreedom.org](http://www.townoffreedom.org). To use this site more effectively as an economic development tool, the Town should consider marketing itself by providing up-to-date detailed information about community services, programs, organizations and businesses. Demographic, economic and housing statistics should also be provided on the web site. Much of this information could be taken from this plan or provided as a link to the Outagamie County Internet Web Site. The Town should also include information on the availability of industrial/commercial lots, services provided, and cost. This type of information is a valuable resource to marketing professionals seeking development locations.



### **Capital Improvements Program (CIP)**

Through its CIP, or also termed the 5-year road reconstruction plan, the Town is able to responsibly plan for future improvements that may generate additional development in Freedom. As part of the current CIP, Freedom has allocated up to \$70,000 for three years to establish a new business park or expand the existing Freedom Industrial Park.

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

Outagamie County provides business financing through a Revolving Loan Fund (RLF). This program was established to provide gap financing for new or growing businesses. The borrower works in partnership with other lending institutions to encourage investments, generate employment opportunities and boost the health and well-being to the County’s economy. The

RLF program is open to anyone located within the County. Loan amounts can be from \$10 to \$70,000 in value. Wall Street Journal Prime interest rate is used for the interest gained on the loan and has term lengths of 3 to 7 years.

## Program and Organization Assistance

Outagamie County has several programs and organizations to encourage economic development opportunities within the County. Moreover, many communities within the County (i.e. the Fox Cities and Heart-of-the-Valley) have their own Chambers of Commerce to promote economic development within their boundaries. What follows is a description of the programs and organizations available to support economic development opportunities in the Town of Freedom.

### FREEDOM AREA BUSINESS ASSOCIATION

The Freedom Business Association was started in 2000 to establish a network for local business owners. Members meet monthly to discuss local events and to share business-related news. A speaker is invited to each meeting. Speakers have included the Town Chairman, Plan Commission Chair, and area Law Enforcement officers. The speakers help to keep the local business owners informed about road construction, public safety concerns, and other Town projects. The Freedom Business Association also publishes a monthly newsletter for its members, which includes a section profiling a different business in each issue. They also post highlights of outstanding business members in the Freedom Pursuit to promote the local community. The organization has helped Freedom's business owners to learn more about area businesses and open communication between area businesses. There are approximately 60 members of the Freedom Business Association.

### OUTAGAMIE COUNTY PLANNING DEPARTMENT

The Outagamie County Planning Department has the responsibility of coordinating the economic development activities in the County. The County is participating with several organizations that have been formed to promote the economic opportunities in this area: Greater Outagamie County Economic Development Corporation (GOCEDC), the Fox Cities Regional Partnership (FCEDP), which covers Outagamie, Calumet and the northern portion of Winnebago Counties. The County also maintains an extensive web page, which include detailed demographic information.

For further information on Outagamie County economic development opportunities contact the Outagamie County Planning Department at: (920) 832-5255

Or on the web:

[www.co.outagamie.wi.us](http://www.co.outagamie.wi.us)

### UW-EXTENSION

Through the Outagamie County office of the University of Wisconsin-Extension offers:

- Small business management assistance workshops or one-on-one counseling
- Information on County revolving loan funds and other sources of financing
- Research into available government loans

- Local demographic information

In addition to these County organizations and programs, there are many federal, state, and regional organizations that can help the Town of Freedom to support economic development opportunities and initiatives in the Town.

**GREATER OUTAGAMIE COUNTY ECONOMIC DEVELOPMENT CORPORATION**

The Greater Outagamie County Economic Development Corporation (GOCEDC) was formed in May 1997 by communities and organizations interested in the economic development of the smaller communities that lie outside the urbanized Fox Cities region. Participants in this organization pool their resources and talents in an effort to market the economic opportunities in these smaller communities.

For more information on GOCEDC, contact the Outagamie County Planning Department at: (920) 832-5255 or on the internet at: [www.gocedc.org](http://www.gocedc.org)

GOCEDC members include:

- City of New London
- City of Seymour
- Town of Black Creek
- Town of Dale
- Town of Freedom
- Town of Liberty
- Town of Vandebroek
- Village of Bear Creek
- Village of Black Creek
- Village of Hortonville

- Village of Nichols
- Village of Shiocton
- Oneida Nation
- Seymour Economic Development Corporation
- WE Energies
- University of Wisconsin Extension

**REGIONAL AGENCY**

East Central Wisconsin Regional Planning Commission – <https://www.ecwrpc.org/> maintains an Economic Development Program that provides communities with information for economic development, reviews of program changes and initiatives, and review assistance for local economic development proposals and plans. ECWRPC also reviews regional economic development program recommendations for more effective application at the local level.

A significant portion of the Economic Development Program is updating the Comprehensive Economic Development Strategy (CEDS), an annual report that includes a review of the previous year's accomplishments, current demographic and economic statistics and any significant changes in the local economy. As part of the process, the Commission's Economic Development Committee helps to identify economic problems, opportunities, and economic development projects to address their needs.

ECWRPC also collects and distributes socio-economic data about the region that is useful for market analysis by prospective developers. Furthermore, ECWRPC maintains an inventory of industrial sites and buildings within the region.

#### STATE AGENCIES/PROGRAMS

- The Department of Safety and Professional Services is the state's primary agency for delivery of integrated services to businesses.
- Wisconsin Department of Transportation –<https://wisconsin.gov/Pages/home.aspx>. The Office of Disadvantaged Business Enterprise (DBE) Programs encourages firms owned by disadvantaged individuals to participate in all federal and state transportation facility contracts and remedy ongoing discriminations and the continuing effects of past discriminations on federally-assisted projects.
- Department of Workforce Development - <https://dwd.wisconsin.gov/>. This department builds and strengthens Wisconsin's workforce by providing job services, training and employment assistance, and helping employers find necessary workers.
- Wisconsin Small Business Development Centers –<https://wisconsinsbdc.org/>. These centers help ensure the state's economic health and stability. They offer formative business education, counseling, and technology training. The nearest Small Business Development Center to the Town of Freedom is located at UW-Oshkosh.

#### FEDERAL AGENCIES/PROGRAMS

- Department of Agriculture Rural Development Administration –<https://www.rd.usda.gov/>
- US Small Business Administration –: <https://www.sba.gov/> provides financial, technical and management assistance to help Americans start, run and grow their businesses.
- US Department of Commerce – [www.commerce.gov](http://www.commerce.gov)
- US Department of Transportation – [www.dot.gov](http://www.dot.gov)

A **Brownfield** refers to an abandoned, idled, or underused industrial or commercial facility or property where expansion or redevelopment is complicated by real or perceived environmental contamination.

### Environmentally Contaminated Sites

The Town of Freedom has been successful with Brownfield redevelopment (see definition in box at right). The most prominent example of the Town's success in this area is Citizen's Park. This site contained high concentrations of petroleum compounds in soils and groundwater from underground storage tanks containing leaded gasoline and kerosene below a former grocery store. The contaminant plume moved over 225 feet from the source area. The depth to the impacted groundwater was greater than 30 feet below the ground surface.

After an 18-month remediation process involving chemical treatment of the groundwater and soil, between



93% – 99% of the contaminant mass was removed. With the environmental barrier removed, the site was redeveloped as a community park.

A second contaminated site in the Town continues to be a problem. This property, located on the corner of CTH E and CTH S contained an underground leaking gasoline tank. Approximately 138 homes had tested positive for methyl tertiary-butyl ether (MtBE) contamination due to a leaky underground storage tank near the center of the Freedom Sanitary District. This area has been serviced by the Sanitary District to resolve the drinking water issue, but will continue to be monitored in the future.

The Town can continue to pursue organizational and financial assistance from Outagamie County, the Wisconsin Department of Natural Resources and the U.S. Environmental Protection Agency. There are many grant programs available through these agencies to help communities address brownfields, leaking underground storage tank, and other environmental concerns should they arise in the future. To prevent any future environmental situations, the Town will encourage only environmentally friendly business development that is properly permitted and regulated to protect the Town's natural environment.

For a complete history and listing of brownfields and contaminated sites in the Town of Freedom, including spill locations and mitigation actions taken, check the WDNR Bureau for Remediation and Redevelopment Internet web site tracking list available at: <https://dnr.wi.gov/topic/Brownfields/WRRD.html> All properties listed on this web site have either been addressed and closed by the DNR or are in the process of closing. Four sites are labeled – “continuing obligations apply” located in the Town of Freedom from the Wisconsin DNR website as November 2019. There are some spill sites where the spill is recorded but no follow-up action is to be taken. The Town will work with local landowners and pursue available assistance to promote success stories like the Citizens Park project.

## Relationship to Other Required Plan Elements

Economic Development in the Town of Freedom directly affects the other elements of this comprehensive plan. Specifically, the Economic Development Element impacts the Land Use, Transportation, Housing and Intergovernmental Cooperation Elements. Therefore, it is important that the elements are consistent and support one another.

### LAND USE ELEMENT

New commercial and industrial development must be located in areas that the market will support (typically clustered together). Furthermore, new commercial and industrial development should not create a nuisance for neighboring properties. As such, new development should have a minimal environmental impact and be located in areas that have access to needed infrastructure. These concerns were carefully considered during the development of the *Future Land Use Map*.

**TRANSPORTATION ELEMENT**

Additional economic development may result in increased truck traffic for deliveries and more local traffic from customers frequenting businesses. This situation, if not carefully planned for, may create congestion. Likewise, local agricultural operations will continue to demand access to roadways. Farm traffic (i.e. large tractors) creates congestion from time to time. The Town must work with the County to monitor traffic flows to ensure that new development is appropriately planned and sited to minimize impact on adjacent roadways. Likewise, access for farm equipment must continue to be a priority when maintaining and upgrading roads. This effort must include providing adequate road shoulder areas. Pedestrian access must also be considered, particularly in the Sanitary District, in terms of access to business destinations.

**HOUSING ELEMENT**

New economic development may generate more jobs and create a need for more housing in the Town. However, given limited size of development areas and desired scale of development, it is not anticipated that local economic development will create an unreasonable demand on the local housing market.

**INTERGOVERNMENTAL COOPERATION**

Successful economic development endeavors require cooperation with neighboring units of government to market the overall economy of Outagamie County and, in turn, promote economic development within the Town. Currently, the Town coordinates well with the County and neighboring municipalities through the Greater Outagamie County Economic Development Corporation (GOCEDC). This relationship and others must continue.

**Goals and Objectives**

The goal was in 2020, the Town of Freedom expects to have a thriving community center with many local businesses and industries to support the local tax base without jeopardizing the rural character of the Town. This goal has had shortfalls and will continue to be promoted, but for now the community center has not been achieved. The goals and objectives needed to expand the economic base are provided below. The location for new business development is illustrated on the *Future Land Use Map*.

**ECONOMIC DEVELOPMENT GOALS**

1. Expand commercial and industrial development opportunities within the Sanitary District to “grow” and diversify the local economy.
2. Expand the industrial park to accommodate a mix of industrial, business, and commercial uses in the Town of Freedom.
3. Promote single and multi-family development within the Sanitary District.



4. Promote TID #1 and TID #2 for future development and growth within the Sanitary District.

#### **ECONOMIC DEVELOPMENT OBJECTIVES**

1. Through appropriate zoning and communication with local realtors, seek to concentrate new commercial and industrial development around existing development in areas identified on the *Future Land Use Map*.
  - a. Make a copy of this plan available to local realtors.
  - b. Work with County officials and the UW-Extension to ensure that the County zoning code adequately permits commercial and industrial uses with appropriate signage, lighting, and landscaping.
2. Coordinate with the Freedom Business Association, and other County and regional organizations to market the Town of Freedom for economic growth opportunities.
  - a. Update the Town of Freedom Web Page to provide additional demographic, market, site locations, cost, and other information about the community for prospective entrepreneurs.
  - b. Maintain the list of current businesses on the Town of Freedom Web Page.
  - c. Continue to participate in the Greater Outagamie County Economic Development Corporation.
3. Address the establishment of home occupations, provided such uses do not constitute a nuisance to neighboring properties (i.e. excessive noise, traffic, odors, vibration, etc.) or deter from the rural character of the area (i.e. signage, lighting, etc.).
  - a. Adopt a policy for providing recommendations to Outagamie County about proposed special use permits to allow for home occupations in the Town of Freedom.
  - b. Develop a guide for local property owners who wish to establish a home occupation. Include criteria for site development and zoning approvals.
4. Monitor local property tax revenue to ensure that revenues are adequate to provide needed services.
  - a. Continue to utilize the Town's Capital Improvement Program (CIP) to anticipate future budget expenses.
  - b. Coordinate improvements with State, County and other agencies as needed to minimize duplication of services and increase efficiencies in services provided.
  - c. Consider conducting a cost of services study, similar to the study completed by the Town of Dunn, to better understand the sources and allocations of tax dollars.

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**9.0****EXISTING LAND USE****Introduction**

To understand the character of the Town of Freedom one only needs to look at the landscape. From the scenic, open farmlands to the small-Town feel within the Sanitary District, Freedom is a rural community, with a rich farming tradition and expanding development potential. These attributes are echoed in the value statements presented in Chapter 1 and the strengths, weaknesses, opportunities and threats, listed in Chapter 2. There is a great desire to continue to grow within the Sanitary District, Commercial and Industrial areas with wise land use planning at the forefront of growth. The Planning Commission's desire to reduce potential conflicts and negative impacts as land use changes occur have been the main focus for this Comprehensive Plan update.

**Existing Land Use Inventory**

The *Freedom Existing Land Use Map* was created from information provided by Outagamie County and the East Central Wisconsin Regional Planning Commission (ECWRPC). The Town of Freedom Plan Commission provided additional updates in June and July of 2019.

Agricultural and natural areas dominate the Town landscape. Generally speaking, development is concentrated in the Freedom Sanitary District. Most non-residential development is found along STH 55 and CTH S. What follows is a description of the land use categories illustrated on the *Existing Land Use Map*.

**FARM RESIDENCES**

Farms Residences are defined as the residence, barn and other outbuildings associated with a farming operation. Farm residences do not include cropland areas. Many farm residences in the Town of Freedom include historic home sites. For more information about the Town's farming operations, refer to Chapter 7.

**SINGLE AND TWO FAMILY RESIDENTIAL**

Single and two-family (i.e. duplex) residential development is scattered throughout the Town with the highest concentration in the Sanitary District. Information about the characteristics and quality of the Town's housing supply is available in Chapter 4.

**MULTI-FAMILY**

This category of land use is found only in the Sanitary District near CTH E. For more information about multi-family, group quarters, and retirement homes in the Town of Freedom, refer to Chapter 4.

**MOBILE HOMES**

There is only one mobile home park in the Town of Freedom. It is located along the own's southern boundary, east of CTH E.

**WOODLANDS**

Forested areas in the Town are scattered around the community in small pockets illustrated in medium green on the *Existing Land Use Map*. For information about woodlands and other natural areas, refer to Chapter 7.

**PARKS AND OUTDOOR RECREATION**

Park and Recreation facilities include Citizens Park, Rickert Park, VFW Memorial Park, Lions Park, Irish Waters Golf Course and the Fox Valley Golf Course. These areas are shown in dark green on the *Existing Land Use Map*. For detailed information about park and recreation facilities refer to Chapter 6.

**INDUSTRIAL**

Industrial land uses, as shown on the *Existing Land Use Map*, include heavy and light industrial activities. Industrial properties are currently concentrated along STH 55 in the Town of Freedom Industrial Park. TID #2 was created to promote additional Industrial development along CTH S and Vine Road. To learn more about the Town's economic development opportunities, refer to Chapter 8.

**COMMERCIAL**

Commercial land uses are concentrated primarily in the Sanitary District along CTH E and STH 55. Commercial land uses include retail businesses, restaurants, gasoline stations and service businesses like travel agencies, realtors, and attorneys. Chapter 8 profiles economic development opportunities in the Town of Freedom.

**UTILITIES**

The electric substations and the Sanitary District facility are included in this category of land use. A detailed profile of utilities serving the Town of Freedom is provided in Chapter 6.

**INSTITUTIONAL / GOVERNMENTAL**

Churches, cemeteries, schools and health care facilities are considered institutional land uses in the Town. Governmental facilities are considered the Town hall and fire station.

**MINING/QUARRIES**

Several non-metallic mining sites are located in the Town of Freedom. These areas are shown in dark grey on the *Existing Land Use Map*. To learn more about these non-metallic mining operations refer to the Agricultural Natural and Cultural Resources Element provided in Chapter 7.

**WATER**

Water features include ponds (man-made and natural), streams, creeks and drains. The primary water features in the Town are Duck and Apple Creeks. These areas show as dark blue in color on the *Existing Land Use Map 9-1*.

**OPEN AREAS**

Areas classified as other open land consist of residential subdivision lots that are not yet developed. These lots are likely to be developed in the near future. These areas are light green in color on the *Existing Land Use Map 9-1*.

**AGRICULTURAL LANDS**

Irrigated and non-irrigated croplands that are managed for the production of crops to be sold or fed to livestock. Crops are planted and harvested annually. You may find barns, sheds, outbuildings, manure storage structures, abandoned manure storage structures, old/dilapidated barns and land between agricultural buildings. These areas are tan in color on the *Existing Land Use Map 9-1*.

**LIVESTOCK INTENSIVE AGRICULTURAL**

These agricultural production areas are listed as Concentrated Animal Feeding Operations (CAFO’s) which means that there are over 1000 animal units housed on the sites. These production areas are regulated by the Wisconsin Department of Natural Resources NR243 program. They are colored dark brown on the *Existing Land Use Map 9-1*.

Table 20 shows a numerical breakdown of the existing land uses in the Town. The net density (total number of dwelling units divided by all residential acres) in the Town of Freedom is 0.9 dwelling units/acre (housing units/2,516.41 acres (2017 Data from chart below)).

<b>TABLE 20 2019 EXISTING LAND USE AMOUNT &amp; INTENSITY</b>		
<b>Land Use Type</b>	<b>Amount (in acres)</b>	<b>% of Planning Area</b>
Single & Two Family Residential	2359.12	10.73%
Multiple-Family	12.24	0.06%
Farm Residences	121.41	0.55%
Mobile Homes	23.64	0.11%
Agricultural Lands	14,389.07	65.43%
Woodlands	1524.91	6.93%
Parks & Outdoor Recreation	336.53	1.53%
Industrial	136.00	0.62%
Commercial	74.96	0.34%
Utilities	33.07	0.15%
Transportation	970.68	4.41%
Institutional/Governmental	65.69	0.30%
Mining/Quarries	312.62	1.42%
Water	242.02	1.10%
Open Areas	1388.33	6.31%
Water		
<b>TOTALS</b>	<b>21,990.3</b>	<b>100 %</b>
Source; Martenson and Eisele, Inc.		

**AGD, GENERAL AGRICULTURAL DISTRICT**

The intent of this district is to maintain open lands, predominately devoted to farming and other agricultural uses. Beyond farming operations, churches, schools, parks, golf courses, mobile homes and single-family dwellings unrelated to any farm operation are permissible.

**RSF, RESIDENTIAL SINGLE-FAMILY DISTRICT**

Single family detached residential development is permitted in areas zoned RSF. The density of the housing permitted is based on availability of public sewer.

**RTF, RESIDENTIAL AND TWO-FAMILY DISTRICT**

This district serves as a medium density residential development area with emphasis on two family and single family attached residential uses.

**RMF, MULTIPLE FAMILY RESIDENTIAL DISTRICT**

Higher density residential development, including duplexes, apartments, condominiums and the like are permitted in this district. All development in areas zoned RMF must be connected to public sewer.

**CL, LOCAL COMMERCIAL DISTRICT**

This district accommodates localized commercial markets throughout Outagamie County. The development in this area would be on a much smaller scale than regional commercial operations (i.e. malls). It is the intent of this zoning district to encourage the grouping of commercial establishments. Development within the Freedom Sanitary District achieves this grouping goal.

**IND, INDUSTRIAL DISTRICT**

Manufacturing and closely related uses such as wholesaling, warehousing, and distribution are permitted in this district. The Town of Freedom Industrial Park has this zoning designation.

The *Town of Freedom Zoning Map 9-2*, illustrates the existing zoning established under the Outagamie County Zoning Ordinance.

## **Town of Freedom Subdivision Ordinance**

The Town of Freedom has had its own subdivision ordinance since June 1999. The purpose of the ordinance is to regulate and control the division of land within the unincorporated areas of the Town of Freedom to:

- Further the orderly layout and use of land;
- Prevent the overcrowding of land;
- Lessen the congestion on streets and highways; and
- Facilitate adequate provision for water, sewage and other public improvements.

The subdivision ordinance outlines procedures for land division, technical requirements, design standards for plats and certified survey maps, and outlines required improvements (i.e. stormwater detention, public and private sewage, land dedication). The subdivision ordinance also includes provisions for establishing cluster subdivisions and planned unit developments. To obtain a copy of the Town of Freedom Subdivision Ordinance, contact the Town Clerk.

**Freedom Sewer Service Area Plan**

In 2012, the East Central Wisconsin Regional Planning Commission (ECWRPC) updated the *Freedom Sewer Service Area Plan* -- an update of the Town’s original 1985 and 2001 plans. The plan identifies wastewater treatment and collection needs for the sewer service area through the year 2030. Public water service can be provided, but is not regulated within the Sanitary District. The plan also forecasts the amount and location of future development within the district (See Chapter 10). Moreover, the plan included an assessment of existing land uses within the District. Table 22 summarizes the existing land uses found in the Sanitary District.

\* Percent of ALL land within the Sanitary District. (2,369.08 acres)

<b>TABLE 22 EXISTING LAND USE BREAKDOWN 2019 FREEDOM SANITARY DISTRICT</b>		
<b>Land Use</b>	<b>Acres</b>	<b>% of Total Land Area in Sanitary District*</b>
Single-Family / Duplex Residential	521.85	22.03%
Multi-Family	12.24	0.52%
Outbuildings (garages, sheds, etc.)	23.97	1.01%
Commercial	52.23	2.20%
Industrial	121.80	5.14%
Public/Institutional	56.74	2.40%
Park/Recreation	56.74	2.40%
Roads/Railroad	215.66	9.10%
Woodlands	131.83	5.56%
Agricultural	1001.09	42.26%
Vacant/Open Lands	149.45	6.31%
Water	25.43	1.07%
Total	2,369.08	100.00%

Source: Martenson and Eisele, 2019

**Trends in Supply and Demand of Land**

The Town of Freedom has a strong desire to carefully regulate the location of future residential development in order to ensure that future growth will not have a negative impact on the Town’s rural character, interfere with farming operations, or result in significant increases in service needs and costs. Historically, there have been two choices for housing location in the Town of Freedom, in the Sanitary District or on large, rural parcels beyond the Sanitary District.

**RESIDENTIAL DEVELOPMENT**

The Sanitary District offers a mix of affordable, established subdivisions and quality new single-family construction. Though land prices continue to rise within the Sanitary District, there are

affordable homes that periodically become available, particularly when compared to other areas of the County with similar services. In recent years, duplexes and apartments have also been developed in the Sanitary District. These types of alternative choices provide affordable housing opportunities.

Beyond the Sanitary District, homes are situated on larger parcels with Private Onsite Waste Treatments Systems (POWTS) and private wells. Most of these rural residences have been built along roadsides as farmers and other landowners have sought to sell lots for revenue. The result is a string of homes along County and Town roads. This pattern is evident on the *Existing Land Use Map* and of concern to the Town since it increases the potential for conflicts with adjacent farmland, can increase the potential for vehicle collisions, and interrupts the scenic beauty of rural roadsides.

There are a few isolated subdivisions located in the rural areas of the Township - beyond the Sanitary District. These developments include large-lot subdivisions like Equestrian Estates and the Apple Hill Farm Development (Purdy Property Development), which has been annexed to the City of Appleton.

Given that the Town's population is projected to continue to increase over the planning period, new housing development is imminent. To protect the rural character of the Town and farming uses, the Town would like to encourage mostly new single-family residential development, and all alternative residential development (i.e. duplexes, apartments, condos, etc.), to be located in the Sanitary District.

## **AGRICULTURE**

There is a strong desire to retain farmland, especially family farms, in the Town of Freedom. This priority was clearly expressed in the community SurveyMonkey and during the planning workshops and meetings. However, the local farming economy has continued to see the number of farmers drop. This can be attributed to diminished farm product returns and aging farmers seeking retirement.

As local farmers age the agricultural environment has begun to change to fewer farms on the landscape. This trend has change agricultural production into fewer farms, but larger farms which are run more as a business operation. The majority of agricultural land has been taken over by CAFO's for crop production and manure application. Unlike the past, when the children of a farmer would take-over the land, children of today's farmers are seeking jobs with health care benefits the farm cannot provide as well as a defined 40 hour per week schedule, vacation opportunities and salary which is not dependent on market prices for dairy and beef production. Nevertheless, farmers wishing to retire need to find ways to raise money needed to sustain their lifestyle in retirement. This leads to pressure to sell, rent out their land or convert farmland to other more profitable uses for better sale prices.

Preservation of rural character is contingent upon successful efforts to retain farmland. The Implementation Element provides additional detail about strategies to be considered, including:



- Encouraging landowners to pursue opportunities to partner with land trusts charged with protection of natural areas and farmland;
- Efforts to minimize farmland conflicts through negotiation and open communication;
- Establishing networks, by connecting farmers who are considering selling their land property with other farmers who would like to acquire additional property;
- Restricting the number of building permits issued beyond the Sanitary District annually; and
- Pursuing transfer and purchase of development rights program opportunities.
- Outagamie County Farmland Preservation Program (Wisconsin Working Lands Initiative)

## COMMERCIAL AND INDUSTRIAL DEVELOPMENT

The Town's commercial and industrial development sectors are growing steadily. Though still only a small fraction of land in the Town, commercial and industrial activities are becoming more and more common, especially in the Sanitary District. Existing commercial and industrial development are locating along STH 55, at the intersections of STH 55 and Industrial Drive. A new industrial development along CTH S will encourage growth just to the West of the intersection of CTH S and CTH E to utilize the transportation system that is currently being used for industry to reduce any potential conflicts with traffic.

The Freedom Industrial Park is growing and expansion seems eminent in the 20-year planning period. Business and industries concentrated in the industrial park enjoy easy access to STH 55 and nearby access to USH 41 and a close proximity to other similar business and services within the Sanitary District. TID #1 (50% of the land area is suitable for a combination of industrial, commercial or residential use) and TID #2 (industrial use) are identified as focus areas for future growth.

## Opportunities for Redevelopment

Given the rural nature of the Town, opportunities for redevelopment are quite limited. Most areas of the Town are classified as undeveloped or farmland areas. The opportunities for redevelopment that do exist are found in the Sanitary District. For example, if existing commercial and industrial establishments are purchased by others, redevelopment of particular buildings may occur. Likewise, some redevelopment potential exists to convert older residences on main roads in the Sanitary District into professional office spaces in accordance with the commercial designation on the *Future Land Use Map*. Infilling in areas along the Town and County roads where residential development has skipped areas would provide opportunities for new residential development. Probably the greatest potential for redevelopment is associated with the local quarry operations. As quarry sites are reclaimed, they will be redeveloped. Additional information about quarry redevelopment is provided in the next chapter. When redevelopment opportunities arise, the Town of Freedom will rely on zoning requirements, site plan review, and other existing tools to oversee such events.

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**10.0****FUTURE LAND USE****Introduction**

This chapter provides the *Town of Freedom Future Land Use Map*. The map illustrates the goals, objectives, visions and policies expressed throughout this plan.

**Land Use Vision**

***Concentrated development in the Sanitary District area provides the Town with a center of activity. Development in this area encourages residents to walk to places of interest (i.e. stores, schools, etc.). The Town has a strong and growing industrial development sector located within its industrial park.***

***Beyond the Sanitary District area, the landscape presents a balance of farming, scenic natural areas, and rural residential development.***

**Background**

To develop the *Future Land Use Map 10-1* presented in this chapter required a great deal of time and effort over the course of a 10-month planning process. The planning process was initiated with an extensive vision development effort through review and discussion in regard to existing land uses to update the *Existing Land Use Map*. This information is described in Chapters 2 and 3. From there, the Plan Commission studied current conditions and future needs related to housing (Chapter 4), transportation (Chapter 5), utilities and community facilities (Chapter 6), and economic development (Chapter 8). The Plan Commission also examined the natural environment and agricultural considerations in Chapter 7. Finally, existing land use patterns and regulations were considered in the previous chapter.

**Desired Development****SURVEYMONKEY RESULTS**

As part of the community survey, residents were asked to indicate if particular types of development are desired in the Town of Freedom and where they should be located. Specifically, residents were asked where they would like to see new housing, commercial and industrial development. For each question, between 40% and 68% of respondents did not favor any additional development. Of those residents that indicated new development was desirable:

- Housing development was favored along CTH E and in the Sanitary District area;
- Commercial development was preferred along STH 55 and in the Sanitary District area and
- Industrial development is preferred in the industrial complexes.

**FREEDOM 2030 SEWER SERVICE AREA (SSA) PLAN RECOMMENDATIONS**

The sewer service plan was an important tool for understanding development limitations and expectations. The 2012 plan increased the size of the sewer service area from 1,429 acres to 1,737 acres. The additional acreage was added to accommodate anticipated growth. The allocations correspond to the following Table 23 below:

<b>TABLE 23 FREEDOM SSA FUTURE LAND USE ALLOCATIONS</b>	
<b>Category</b>	<b>Acres Added (Deleted)</b>
Developable Land	34.9
Road/Railroad ROW	0
Vacant, Developable Lands	220.3
Vacant, Undevelopable Lands	0
Water	.1
WDNR Wetlands	0
Environmentally Sensitive Areas	0
<b>TOTAL</b>	<b>255.3</b>

Source: ECWRPC, 2012

For additional information about the Sewer Service Area, refer to the Utilities and Community Facilities Element (Chapter 6).

**Special Considerations**

**QUARRY OPERATIONS**

As mentioned in Chapter 7, The Town of Freedom has a rich and accessible supply of non-metallic mining resources. The Town of Freedom supports its local quarry operations and understands their need to expand in the future. By seeking to limit future residential development in areas beyond the Sanitary District, the Town is providing an environment, beyond the Sanitary District, with fewer opportunities for conflict with neighboring property owners.

The *Future Land Use Map* includes the planned expansion of the MCC quarry operation (Black Creek Limestone Company and MCC merged to form one company in 1931) on the east side of CTH C. This operation will require a conditional use permit. This area was included because it is identified as an official expansion area with the ECWRPC. No other quarry expansion areas are shown on the *Future Land Use Map*. These decisions will depend on availability of the resource and local demand. The Town will support expansion requests, in accordance with all local, County, and state requirements, for quarries outside the Sanitary District.

Over the 20-year planning period, as quarries are reclaimed, the Town of Freedom will support the conversion of these properties into wildlife habitat areas, conservation-based subdivisions or

other developments consistent with reclamation requirements. County, regional and Town parklands are also an option for these reclaimed quarries.

### **CONSERVATION/CLUSTER SUBDIVISION DESIGNS**

The Town of Freedom will consider potential conservation/cluster subdivision designs in areas adjacent to Duck Creek near the Sanitary District. Conservation/cluster subdivisions may also be developed on properties with features a conservation-based subdivision approach would preserve like woodlands, wetlands, wildlife habitats, and other natural resources.

### **ENVIRONMENTAL CORRIDORS**

The SurveyMonkey results clearly indicated residents consider natural features a very important part of the community. Likewise, resident support for protecting natural areas, including woodlands, wetlands and creeks is very strong. To that end, the *Future Land Use Map* delineates an environmental corridor area adjacent to local streams and creeks. These areas correspond to the shoreland wetland zoning requirements enforced by Outagamie County. A larger environmental corridor area is delineated adjacent to Duck Creek to enhance the buffer around this important natural resource. Likewise, the *Future Land Use Map* indicates that existing woodland areas will remain.

### **SANITARY DISTRICT BOUNDARIES**

The Town of Freedom could explore the potential for establishing a second Sanitary District or extending the current Sanitary District boundaries to accommodate additional development in the southwestern portion of the Town. Significant continued growth in this area is predicted due to past developments. This process will require coordination with the ECWRPC in accordance with the Intergovernmental Cooperation Chapter.

## **Annexation**

In Wisconsin, cities and villages cannot instigate annexations. Town landowners have to petition for annexation; then cities and villages have to determine whether or not they are willing to annex those parcels.

If Freedom is concerned about annexations, the Town should study why residents decide to petition for annexation:

- Do residents want services the Town is unable to provide?
- Does annexation increase the marketability and value of their property?
- Is the annexing municipality more willing than the Town to address their concerns?
- What other issues are involved?

Once the issues have been identified, the Town needs to determine what measures it can, and is willing, to take to address the issues.

There is always potential for annexation of land in the Town of Freedom by nearby cities and villages, however a cooperative boundary agreement has already been reached with the City of Appleton in relation to the Apple Hill Farms Development (See Chapter 4) to provide municipal water and sewer service. Boundary agreements, shared tax revenue, or other forms of intergovernmental agreement should be aggressively pursued by the Town to protect its southern boundary from annexation. Likewise, an effort must be made to educate residents about the benefits and downfalls of annexation.

## Incorporation

### GENERAL CONSIDERATIONS

Another avenue the Town of Freedom may consider to prevent annexation is incorporation. Municipal incorporation - *the process of creating new villages and cities from Town territory* - is regulated by sections 66.0201 through 66.0213 of the Wisconsin Statutes. The Department of Administration (DOA) is the administrative agency charged with facilitating the incorporation process. The DOA determines the ability of the territory petitioning for incorporation to meet certain minimum statutory standards and advises the circuit court to either accept or reject the incorporation petition.

Deciding whether or not to attempt incorporation is a decision to be collectively undertaken and financed by citizens residing in the territory under consideration. Citizens need to consider not only whether or not the standards to be initially reviewed by the circuit court can be met, but also whether the territory, level of proposed services and budget, and other relevant issues meet the more difficult statutory standards required to be evaluated by the Department of Administration.

### REQUIREMENTS FOR INCORPORATION

***Characteristics of the Territory.*** The entire territory of the proposed village or city shall be reasonably homogenous and compact, taking into consideration natural boundaries, natural drainage basins, soil conditions, present and potential transportation facilities, previous political boundaries, boundaries of school districts, shopping and social customs. An isolated municipality shall have a reasonably developed community center, including some or all of such features as retail stores, churches, post office, telecommunications exchange and similar centers of activity. *For the Town of Freedom, this area would most likely be contained within the Freedom Sanitary District Planning Area.*

***Territory Beyond the Core.*** The territory beyond the most densely populated one-half square mile specified in s. 66.0205 (1) or the most densely populated square mile specified in s. 66.0205 (2) shall have an average of more than 30 housing units per quarter section or an assessed value, as defined in s. 66.0217 (1)(a) for real estate purposes, more than 25% of which is attributable to existing or potential mercantile, manufacturing or public utility uses. The territory beyond the most densely populated square mile as specified in s. 66.0205 (3) or (4) shall have the potential for residential or other urban land use development on a substantial scale within the next 3 years. The Department may waive these requirements to the extent that water, terrain or geography

prevents such development. *These stipulations would be difficult to meet for areas beyond the Freedom Sanitary District.*

**Tax Revenue.** The present and potential sources of future tax revenue must appear sufficient to defray the anticipated cost of governmental services at a local tax rate that compares favorably with the tax rate in a similar area for the same level of services.

**Level of Services.** The level of governmental services desired or needed by the residents of the territory compared to the level of services offered by the proposed village or city is also considered

**Impact on the Remainder of the Town.** The impact, financial and otherwise, upon the remainder of the Town from which the territory is to be incorporated is considered in the application.

**Impact on the Metropolitan Community.** The effect upon the future rendering of governmental services both inside the territory proposed for incorporation and elsewhere within the metropolitan community is a factor to determine incorporation. There shall be an express finding that the proposed incorporation will not substantially hinder the solution of governmental problems affecting the metropolitan community.

## Community Design Considerations

Ensuring that developed and natural areas of the Town of Freedom are attractive and well-maintained is an important priority. To that end, the Town supports the continued enforcement of zoning regulations, including sign ordinances and storm water runoff. Likewise, the Town of Freedom supports the use of a detailed site plan review process, including lighting, sidewalk, building material and sign proposals, to ensure that new development is compatible with surrounding land uses and the visions, goals, objectives and policies expressed in this plan.

### Commercial Corridors and Intensity Levels

In analyzing areas in the Town of Freedom where future commercial development may be desirable, it became clear that not every commercial land use would be appropriate in all of these areas. To assist the Town of Freedom in determining what types of commercial land uses would be appropriate in certain locations, the concepts of Commercial Corridors and Intensity Levels for commercial land uses were developed.

#### Commercial Corridors

Commercial Corridors are not a land use category, but a combination of text and mapping in the Comprehensive Plan that is used to inform property owners and/or developers of where commercial development may occur. The Commercial Corridor concept is used in areas where the Town has decided to not identify on the *Future Land Use Map* all of the parcels that could be used as commercial in the future. The development of a specific property for a commercial land use would be subject to the Comprehensive Plan being amended to show it as Commercial (if it is not already shown as Commercial), to rezone the property to the applicable commercial zoning

district (if not already zoned commercial), and to meeting the site plan standards for the Intensity Level assigned to the Commercial Corridor in which the property is located. Based on a general review of the Town's Comprehensive Plan and on a more detailed review of existing and future land uses, traffic counts, and the availability of municipal services, the following areas have been identified as Commercial Corridors:

CTH S East of McHugh Road

STH 55 from CTH UU North for ½ mile (West Side of STH 55)

CTH E from Vine Road to approximately ¼ mile NE of Country Villa Way

CTH E and Hooyman CT (½ mile long area)

CTH N starting ¼ mile South of CTH E (approximately ¼ mile long area)

To assist property owners and developers with these concepts of commercial corridors and intensity levels, the following language will be included as a note on the Future Land Use Map:

*“In the interest of making sound land use decisions, property owners in the areas identified as a Commercial Corridor on the Town of Freedom Land Use Map are advised that at some point in the future, there may be a demand for commercial development in the Commercial Corridor. Property owners in a Commercial Corridor are advised that the Town of Freedom will support commercial development in the Commercial Corridor subject to meeting the development standards for the applicable Intensity Level. Property owners in a Commercial Corridor are advised that, in planning for the sale and/or development of their property, they should consider the potential impact of future commercial development on their property.”*

### **Intensity Levels**

Three Intensity Levels have been developed. The purpose of including Intensity Levels in the Comprehensive Plan and its *Future Land Use Map* is to provide property owners and/or developers with guidance as to the development standards for each of the levels. The language used in the Comprehensive Plan is general in nature. Specific site plan standards will need to be drafted and included in the Town of Freedom's Subdivision Ordinance.

#### ***High Intensity Level***

High intensity development would include but not be limited to “big box” retailers, large automobile dealerships, hotels and motels, and recreational establishments. Site size may range from five to 40 acres. Building design would be commercial in nature. Direct access from a state or county highway would be limited with shared entrances encouraged. Parking spaces would occupy a substantial portion of the site. Signage would be as large as allowable, consisting of wall, ground, and pole signs. Significant amounts of lighting would be typical to light the parking areas and the building. Landscaping would be required but, because of the size of the site, would not be prominent. Outdoor storage would be allowed if it is fenced in. Waste and trash receptacles would need to be screened with opaque screening materials. Businesses could be open 24 hours a day, seven days a week.



***Medium Intensity Level***

Medium intensity development would include but not be limited to larger retail outlets (but not “big boxes”), convenience stores, garden centers, and storage establishments. Site size may range from five to 20 acres. Building design would be commercial in nature. Direct access from a state or county highway would be limited with shared entrances encouraged. Parking spaces would occupy a major portion of the site. Signage would not be as large as in a high intensity area, and would consist of wall, ground and pole signs. Significant amounts of lighting would be typical to light the parking areas and the building. Landscaping would be required and could serve as a buffer to adjacent, less intensive land uses. Outdoor storage would be allowed if it is fenced in and screened with opaque screening materials. Waste and trash receptacles would need to be screened with opaque screening materials. Businesses would generally not be open 24 hours a day, seven days a week.

***Low Intensity Level***

Low intensity development would include professional offices and small neighborhood centers with retail outlets and service establishments. Site size may range from one to ten acres. Building design would be more residential in nature with masonry facades and low to medium pitched, shingled roofs. Direct access from a county highway or town road would be limited, with shared entrances encouraged. The parking would be designed with landscaped islands. Signage would be limited to wall and ground signs with no backlighting. Lighting of the building and parking would be minimal. Landscaping would be required throughout the property to increase the aesthetics of the development and to serve as a buffer to adjacent, less intensive land uses. Berms may be required. Outdoor storage would not be allowed. Waste and trash receptacles would need to be contained inside masonry structures located in the rear yard. The hours of operation for businesses would range from early morning to early evening during the week with limited hours of operation during the weekend.

**TRADITIONAL NEIGHBORHOOD DEVELOPMENT (TND)<sup>6</sup>**

The “smart growth” law, now known as “comprehensive planning” defines “traditional neighborhood development” 66.1027(1)(c) to mean: *compact, mixed-use neighborhood where residential, commercial and civic buildings are in close proximity to each other*. TND is a planning concept based on the principles of traditional small Towns. TND is found in the older parts of Wisconsin’s cities and villages. Principles of TND include:

- **Compact.** TND areas have a higher density than traditional single-family subdivision (i.e. duplexes, apartments, etc. as well as single family homes in a single area). Compact developments can promote a more efficient use of land and lower costs of providing public infrastructure and services. Compact development also means that the developed area is designed for human scale (the relationship between the dimensions of the human body and the proportions of the spaces which people use, not always the automobile. This includes being sensitive to walking distances, heights of buildings, design of streetlights, signs, sidewalks and other features. Compact development can promote social interaction by including civic spaces which includes parks, public buildings, and

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<sup>6</sup> Model Traditional Neighborhood Development Ordinance, UW-Extension, 2001

retail development within a close proximity. These features serve as destination points for surrounding residential areas in the immediate vicinity (1/2 mile or less) that encourage people to walk between the various uses.

- **Mixed Use.** TND includes a mixture of land uses. This means that nonresidential land uses, such as commercial areas, civic and open spaces are mixed with residential development. Mixing uses helps promote walking throughout the community. Mixing land uses can also broaden the tax base. Furthermore, mixed uses can mean that different means of transportation are promoted in the community (walking, bicycling, transit and automobiles).

Mixed use also means promoting varied housing types and sizes to accommodate households of all ages, sizes and incomes which provides a community centered focus. This translates into varying lot sizes and allowing varied types of housing such as attached single-family residences, Town homes, duplexes, and housing for seniors. Mixed use may also mean that residential uses are provided above or in the same building as commercial uses such as shops or offices.

- **Street Patterns, Sidewalks, and Bikeways.** TND provides for access through an interconnected network of streets, which facilitate walking, bicycling and driving. Pedestrian friendly is what the compact design of neighborhoods is striving for. Techniques are used to slow down traffic and promote pedestrian safety – “traffic calming”.
- **Cultural and Environmental Sensitivity and Design.** TND can foster a sense of community identity. The design of buildings and their placement receives special attention. Provision of adequate open spaces, use of indigenous vegetation and the use of environmentally responsive stormwater management systems are equally important. Several environmental factors need to be considered when looking at this approach to development such as: length and steepness of slopes where pedestrians recreate, utilization of wetlands to provide unique experiences, critical wildlife areas to create diversity and soil types and potential erodibility of those soils need to be considered when looking at this type of development.

## **TND AND FREEDOM**

The development in the Freedom Sanitary District, particularly areas within ½ mile of the intersections formed by CTH E, CTH S and STH 55 represent this TND model. This area serves as the heart of the Freedom community. Within the Sanitary District are area schools, Town offices, churches, parks and commercial establishments. These uses are important destination points for local activity.

The *Town of Freedom Comprehensive Plan* recognizes the importance of TND by encouraging development within the Sanitary District and by seeking to establish additional sidewalk connections. Other measures are outlined in this plan to ensure that the Sanitary District

continues to successfully function as the heart of the community, include encouraging trail and park development and providing alternative housing development within the Sanitary District.

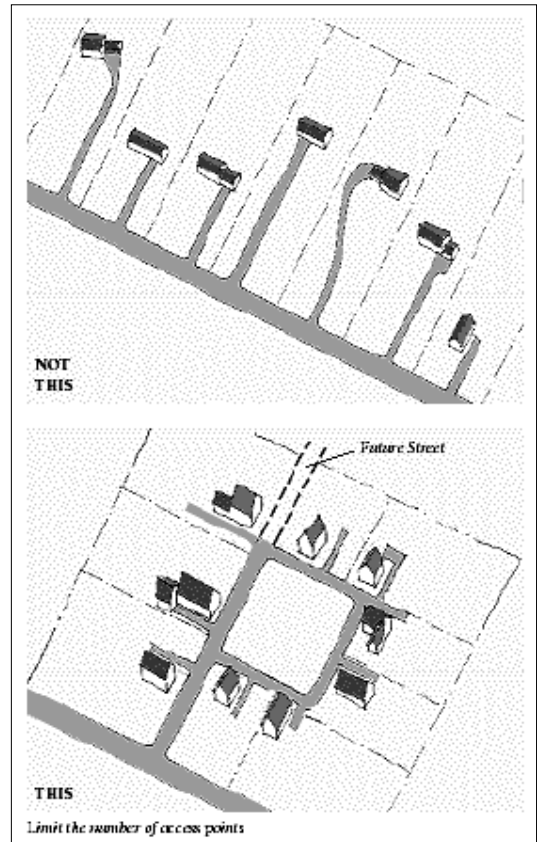
The Town of Freedom wants to ensure that the area defined by the Sanitary District, is a safe and attractive part of the community. Since most residents live in this area and nearly all business activity is concentrated in this same area, successfully achieving this objective will directly impact the quality of living available in the Town of Freedom. TND principles are a guide available to help the Town in this effort. In 2001, the UW-Extension created a model TND ordinance, which is available as a reference.

**OUTDOOR ADVERTISING (BILLBOARDS)**

Town of Freedom recommendation for outdoor advertising is to comply with Outagamie County Ordinances based on Sec. 54-679 to 54-728.

**MANAGED ROADWAY ACCESS**

Another tool available to maintain rural roadside character, particularly through the Town, is strict control over roadway access. “Roadway access” refers to the number of points of ingress and egress from a roadway. Managing roadway access points help to promote safe and efficient travel and minimize disruptive and potentially hazardous traffic conflicts. Managed roadway access involves minimizing the number of driveways along a roadway and establishing standards for driveway spacing. Rather than promoting driveway after driveway along rural roadways and highways, shared driveways are encouraged (See diagram). This approach has the added benefit of limiting impervious surface and its associated impacts on groundwater quality. Likewise, driveway spacing is determined based on the posted speed limit, not property lines (See table below). The Outagamie County Planning Department and WisDOT regulate current standards for roadway access. Coordination with these agencies is important to ensure that rural character is preserved.



## Rural Development

Given the abundance of rural areas in the Town of Freedom, beyond the Sanitary District, it is necessary to address the question of rural development again here.

- Chapter 1 General Government:

The Town of Freedom has a Subdivision Ordinance that requires all subdivisions, in or out of the Sanitary District, have streets with curb and gutter Section 18.500 (2) Storm Water Drainage Facilities. The Town of Freedom Street Standards and the Town's Subdivision Ordinance reflect the policy.

- Managed Roadway Access

Managed Roadway Access or access control refers to the distance between access points (streets or driveways) on Town roads. Requiring a minimum distance between access points limits the number of lots along the Town road.

- Rural Residential Development Outside the Sanitary District

Conservation and cluster subdivisions would be viewed favorably by the Town, they would not be required or even strongly encouraged outside of the Sanitary District as a means to preserve agricultural and/or natural uses.

Rural residential development is permitted outside of the Sanitary District in areas shown as Cropland/Pastureland/Other Agricultural Land on the *Future Land Use Map*. The development would be required to complete the Rural Residential Checklist (see below).

- Rural Residential Checklist

A Rural Residential Checklist is incorporated into the Town of Freedom's Subdivision Ordinance Section 18.204 (2). The Checklist provides landowners and developers with a list of the goals, objectives, policies, and special considerations from the Comprehensive Plan that address the protection of agricultural and natural resources, the preservation of rural character, and the desired types of residential development outside of the Sanitary District.

## How Was the Future Land Use Map Developed?

The *Future Land Use Map* was developed using a very specific process:

1. Natural resource areas were identified to understand development limitations
2. Future population and household projections, in conjunction with zoning requirements, were examined to understand the extent of future residential development needed in the Town.

3. Utility and community facility capacities were reviewed to ensure new development would be adequately serviced (See *Freedom Sewer Service Area Plan Recommendations* section).
4. Existing development plans (i.e. Subdivision, etc.) were incorporated into the plan maps.
5. Planned and anticipated road and trail network changes were incorporated into the plan maps.
6. The results of the community survey and cognitive mapping exercise were reviewed to emphasize resident desires and expectations.
7. The *2009 Town of Freedom Land Use Plan* developed by OMNNI, Outagamie County Land and Water Resource Management Plan and the *Outagamie County Zoning Ordinance* were referenced to understand past planning objectives.
8. Stakeholder interviews with: Town of Freedom Sanitary #1, Lions Club, Town of Freedom Fire Department, Outagamie County Development & Land Services Department, Freedom School District and a local agricultural representative.
9. Freedom School District Board meeting to discuss school property location.

The result of this process is the *Future Land Use Map* presented at the end of this chapter.

### How Is the Future Land Use Map Used?

The *Future Land Use Map* is a planning tool for the Town of Freedom. In accordance with the Comprehensive Planning (66.1001), it should be used to guide the following actions:

- ✓ Municipal Incorporation
- ✓ Annexation
- ✓ Cooperative Boundary Agreements
- ✓ Official Mapping
- ✓ Local Land Divisions
- ✓ Zoning Reviews
- ✓ Transportation Improvements
- ✓ Agricultural Preservation Plans
- ✓ Impact Fee Ordinances
- ✓ Land acquisition for recreational lands and parks
- ✓ Any other ordinance, plan or regulation of a local government that relates to land use.
- ✓ Environmentally Sensitive Lands
- ✓ Potential Land-Use Conflicts

Town appointed and elected officials should use the plan map as a *guide* for making future land use decisions. Rezoning of existing land use may be required to maintain consistency with the Comprehensive Plan recommendations.

Developers and residents should understand the plan map is intended to direct development to certain areas where facilities and services are available.

It is important to remember that a plan is not a static document. It must evolve to reflect current conditions. If not regularly reviewed and amended, it will become ineffective.

Applications for rezoning and development that are inconsistent with the plan and plan map must still be considered. In some situations, it may be desirable to amend the plan (and map) to accommodate a compatible, but previously unplanned use. Likewise, a change in County or regional policy, technological changes, or environmental changes may also impact the plan.

Any change to the plan (including the plan map) must be considered in the context of all nine required plan elements, including the visions, goals and policies expressed in this document. If an amendment is to be approved, the process must include a formal public hearing and distribution per the requirements of the Wisconsin Comprehensive Planning Law. Any amendment must be recommended by the Plan Commission and approved by the Town Board **before** development is permitted.

## Future Land Use Map

Provided at the conclusion of this chapter is a *Future Land Use Map* for the Town of Freedom. The map illustrates the anticipated amount, location, and intensity of new development for the 20-year planning period. The areas outlined for future residential development exceed the areas needed, based solely on the population projections. Additional areas were added to provide choices for residential development so as to prevent the inflation of land values. Likewise, by outlining additional areas, the longevity of the plan is further ensured.

The *Town of Freedom Future Land Use Map* was built from the *Existing Land Use Map*. Therefore, existing land use patterns and conditions are the foundation of the plan -- the beginning point from which to build the future. Areas that are not proposed for future development are represented by their existing land use in order to promote stability in the Town of Freedom.

The *Future Land Use Map* designate specific areas for future residential, commercial and industrial development to be developed in accordance with the requirements stipulated in the *Outagamie County Zoning Ordinance*.

For consistency of Land Use Categories, the definitions are listed in the Existing Land Use Chapter 9.0 of this plan or listed below as additional Land Use Categories added to the Future Land Use Map that are not covered in the Existing Land Use descriptions:

- **DUPLEX**

A structure used for residential purposes and consisting of two living units that are connected with one common wall. An investor may buy one the duplex to rent one unit out and live in the other unit, thus financing it as a commercial or residential investment property

A major difference between the categories used for the *Existing Land Use Map* and the *Future Land Use Map* is in the area of agricultural uses. In the *Existing Land Use Map*, all agricultural

uses were in the *Cropland/Pastureland/Other Agricultural Land* category. In the *Future Land Use Map* there are three categories in which agricultural uses are permitted:

- **LIVESTOCK INTENSIVE AGRICULTURAL**

The purpose of the Livestock Intensive Agricultural category is to map the area where there is a livestock facility that is or may be regulated by ATCP 51 and NR243 of the Wisconsin Legislative Chapter and/or is required to have a Wisconsin Pollutant Discharge Elimination System (WPDES) permit for a livestock facility.

This category allows for the following land uses:

1. Residential and non-residential land uses listed as a permitted or special exception use in DIVISION 2. Sections 54-99 AED Exclusive Agricultural District of the Outagamie County Zoning Ordinance.
2. Non-residential land uses listed as a permitted or special exception use in DIVISION 3. Sec. 54-127 AGD General Agricultural District of the Outagamie County Zoning Ordinance.
3. Residential land uses listed in DIVISION 4. Sec. 54-153, AED - Exclusive Agricultural District, DIVISION 5. Sec. 54-175, RTF – Residential Two-family District, DIVISION 6. Sec. 54-204, RMF – Multifamily Residential District of the Outagamie County Zoning Ordinance if the residential land use:
  - a. existed prior to January 1, 2009, or
  - b. is built on an unplatted parcel, a platted parcel, or a certified survey map lot existing as of January 1, 2009, or
  - c. is built on a lot created by certified survey map after January 1, 2009 provided that the parcel or parcels from which the certified survey map is created is owned by a person or persons whose primary occupation is farming and who is currently farming the parcel or leasing the parcel to another person for farming purposes.

- **RURAL CHARACTER**

The purpose of the Rural Character category is to show the area that allows for the same land uses as the Livestock Intensive Agricultural category.

However, if an existing livestock facility in this area is expanded, or if a new livestock facility is proposed to be located in this area, and the livestock facility is regulated by ATCP 51 or NR243 of the Wisconsin Legislative Chapter and/or will be required to have a Wisconsin Pollutant Discharge Elimination System (WPDES) permit for a livestock facility, the Town of Freedom will amend the Future Land Use Plan to show the land use category where the livestock facility is located as Livestock Intensive Agricultural..

- **RURAL TRANSITION**

The purpose of the Rural Transition category is to show the areas that are projected to transition from primarily agricultural use to more intensive uses, such as platted residential subdivisions, commercial developments, and/or industrial developments, which will require a rezoning to a residential, commercial or industrial zoning district.

While all of the land uses listed as a permitted or special exception use in Chapter 54 - AGD General Agricultural District of the Outagamie County Zoning Ordinance are allowed in the areas shown as Rural Transition, the Town prefers to see agricultural operations limited in these areas. Specifically:

1. The Town of Freedom prefers that agricultural operations in the areas shown as Rural Transition on the Future Land Use Plan outside of the Town of Freedom Sewer Service Planning Area be limited to crop farming and farms with no more than two (2) animal units per acre as defined in NR 243.05 of the Wisconsin Administrative Code.
2. The Town of Freedom prefers that agricultural operations within the Sewer Service Planning Area be limited to crop farming.

Residential development in the Rural Transition areas that are outside the Sewer Service Planning Area will be allowed subject to Section 18.204 Rural Residential Development in the Town of Freedom Subdivision Ordinance and Section Chapter 54 - AGD General Agricultural District in the Outagamie County Zoning Ordinance. An exception is the area shown as Future Residential in Sections 54-130. – Special exception uses and structures, which will be required to be rezoned to a residential zoning district.

Land owners who wish to develop their property for a land use other than the agricultural and residential land uses described above will be required to submit an application for an amendment to the Town of Freedom Comprehensive Plan and, if needed, to the Outagamie County Zoning Department for compliance with zoning requirements.

- **PLANTED WOOD LOTS**

A Planted Wood Lot includes forestry and timber tract operations, silviculture, orchards and vineyards. Area is considered woodland or forest capable of small-scale production of forest products (such as wood fuel, sap for maple syrup, saw-logs, and pulpwood) as well as recreational uses like bird watching, bushwalking, and wildflower appreciation. Planted areas will be considered even aged and many times monotypic.

- **ENVIRONMENTAL CORRIDORS**

Areas landscape that contain and connect natural areas, open space and scenic or other resources. They often lie along streams, rivers or other natural areas.



The *Future Land Use Map* also includes the following features:

- New park facilities in accordance with the recommendations stipulated in *Town of Freedom Open Space and Recreation Plan* if updated.

This map anticipates that the Sanitary District boundaries will be expanded on the perimeter to accommodate some additional development over the 20-year planning period. This change will require action by the ECWRPC and associated amendments to the *Freedom Sewer Service Area Plan*.

Table 24 provides a detailed breakdown of projected future development, in five-year increments, in the Town of Freedom.

**To implement this plan, the Town of Freedom Plan Commission will:**

- ✓ Direct development to areas identified on the *Future Land Use Map*
- ✓ Minimize residential development lining rural road frontages
- ✓ Encourage subdivisions to concentrate residential development and service needs in the Sanitary District.

As with any long-term planning document, as proposals are presented, amendments may be necessary to reflect market forces that shift land use patterns.

<b>TABLE 24 PROJECTIONS FOR FUTURE LAND USE ACREAGE</b>					
<b>Land Use Type</b>	<b>2020 (acres)</b>	<b>2025 (acres)</b>	<b>2030 (acres)</b>	<b>2035 (acres)</b>	<b>Net gain or loss</b>
Residential (single/two-family and farmsteads)	3,625	3,950	4,275	4,600	+975
Duplex	40	40	40	40	0
Multiple Family	30	35	40	45	+10
Community Facilities/Parks	425	450	475	500	+75
Commercial	125	140	155	170	+45
Industrial	105	135	165	195	+90
Mobile Home Parks	28	28	28	28	0
Roadways	1,670	1,830	1,930	2,000	+330
Mining/Quarry Sites*	290	290	290	290	0
Water Features	227	227	227	227	0
Agricultural/Open Space/Woodland	16,420	15,860	15,360	14,890	-1,530

\*Based on discussions with area quarry operators, it is anticipated that additional quarry expansions may be requested. Approved expansions will change these acreage projections.

## Goals and Objectives

The Town of Freedom anticipates that it will grow over the next 20 years. To ensure that this development will not destroy the rural character of the area, negatively impact the natural environment, or create undue congestion on Town, County and State roads, the Town of Freedom, will pursue the following goals and objectives.

### OVERALL LAND USE GOAL

Maintain the rural atmosphere in the Town of Freedom and the small-town character of the Freedom Sanitary District.

### LAND USE OBJECTIVES

1. Enforce local and County zoning and subdivision ordinance requirements.
2. Improve the Freedom Sanitary District so that it may become a community focal point for quality development.
  - a. Continue to pursue sidewalk, trail, and bike lane development initiatives.
  - b. Maintain identification signage for area.
  - c. Work with the Outagamie County Planning Department to encourage economic redevelopment of the area through marketing, zoning, and other incentives.
  - d. Promote development patterns in the Sanitary District that promote TND design principles. As part of this effort, review the model ordinance developed by the UW-Extension.
3. Coordinate with the Freedom Sanitary District, electric, natural gas and other utility providers to ensure that adequate utilities will be made available for cost effective future growth and development in the Town.

**11.0****IMPLEMENTATION ELEMENT****Introduction**

The Implementation Element is the “how to” portion of the plan. It prescribes those actions necessary to realize the visions, including proposed changes to any applicable zoning ordinances, sign regulations, site plan regulations, design review ordinances and subdivision ordinances.

This chapter includes all of the goals, objectives and policies highlighted in previous chapters of the plan. In this way, this chapter serves as the master “to do” list for implementing the plan.

**Relationship Between Elements**

Throughout the plan, coordination between the nine required elements has been highlighted as a special section of each element chapter. In several instances, a single objective applies to more than one element of the plan and was reprinted in several chapters.

Special attention has been given to the milestone dates (see definition in box) to ensure that individual objectives act in harmony with other stated goals and objectives. To ensure that the plan elements are understood in their totality over the life of the plan, the Town of Freedom Plan Commission will annually review the goals and objectives. Part of this effort, will also include addressing conflicts which may arise between the nine elements.

**Milestone Date**

*A specific date, after the adoption of the Comprehensive Plan, when the Town will review the plan implementation action to see if the objective has been met and consider additional implementation strategies to achieve the stated goal.*

**Measuring Progress**

To track planning progress and help to ensure that the plan is implemented, milestone dates are provided for each objective.

The Plan Commission has reviewed the milestone dates to ensure that they are feasible expectations for the Town.

**Responsibilities**

Implementation of the Town of Freedom Comprehensive Plan will be the primary responsibility of the Town of Freedom Plan Commission. The Plan Commission will make recommendations pertaining to development issues, in accordance with the Comprehensive Plan, for the Town Board and County to consider when making final decisions.

## Updating the Comprehensive Plan

As is stipulated in Section 66.1001 Wisconsin State Statutes, a comprehensive plan must be updated at least once every 10 years. However, in order to ensure that the Town's plan is an effective management tool, the Town of Freedom Plan Commission will review the plan goals and objectives and update the Existing Land Use Map annually, at the January meeting, to track those activities that have been completed and add additional objectives as needed to accomplish the stated goals.

In 2020, based on current scheduled release dates, the Town will update the population projection information available from the Wisconsin Department of Administration. Likewise, in 2020, when the updated Land Use Map is available from Outagamie County, the Town will incorporate this map in the Town of Freedom Comprehensive Plan. Furthermore, any mutually agreed upon annexation areas will also be updated on the *20-Year Land Use Map*.

This 2020 Comprehensive Plan update will involve a comprehensive review of the inventory information presented in each chapter. Furthermore, the Town will coordinate with all partners identified in the Intergovernmental Element Chapter to understand any external changes that may impact the plan. Finally, the Plan Commission will complete a comprehensive review of all visions/policies, goals, objectives and programs outlined in this plan to evaluate progress and consider additional opportunities.

## Special Implementation Considerations

Over the course of the planning effort, some specific implementation considerations were raised. To adequately address these topics, information is provided in this section.

### **GROWTH MANAGEMENT**

Enforcing a strong growth management policy is one method to maintain farmland, protect wildlife habitat and open spaces, preserve rural character, and maximize the use of existing public infrastructure in the Sanitary District. Two local communities have strict growth management policies in effect to direct growth to areas where services and amenities are available. Specifically, the Town of Grand Chute requires compliance with Part I: Chapter 220 of their Administrative Legislation for development within the Township. Similarly, the Town of Greenville has a policy in effect to annually restrict the number of residential lots created beyond the Sanitary District. The Town of Greenville, shall not approve the creation of more than 10 lots or parcels by land division, within a given calendar year (January 1 to December 31) outside of the boundaries of the Town of Greenville Sanitary District. The Town of Greenville shall not approve any subdivision plat that does not meet the criteria of a conservation subdivision, outside the boundaries of the Greenville Sanitary District.

As part of this comprehensive planning effort, the Town of Freedom has become aware of these strategies for growth management. Currently, almost 2/3 of the annual residential building permits issued in the Town of Freedom are for development beyond the Sanitary District limits,

this trend is not consistent with the goals and objectives of the Town of Freedom Planning Commission and will be a point of consideration as future development within the Township continues and growth is directed within the Sanitary District boundaries. (Per Sanitary District meeting the number of Building permits annually is around 3-5) This pattern of growth undermines the visions, goals, objectives and policies of this plan and the directives of the community survey. Likewise, this pattern of development presents a real threat to the future of farmland in the area

### **PURCHASE OF DEVELOPMENT RIGHTS (PDR)**

One of the most serious land use problems facing Wisconsin today is the accelerating rate at which prime farmland is being sold, subdivided and developed for non-agricultural use. Evidence of rural land conversion can be seen virtually everywhere, including the Town of Freedom.

One way of protecting farmland is Purchasing of Development Rights (PDR). PDR is a voluntary program, where a land trust or some other agency usually linked to local government, makes an offer to a landowner to buy the development rights on the parcel. The landowner is free to turn down the offer, or to try to negotiate a higher price. In areas that are in close proximity to larger cities this effort to purchase the development rights is not as desirable as selling the agricultural land off to developers to create subdivisions or try to negotiate with larger farms to gain as much financial benefit as possible in as short a period of time as possible. Some additional environmental requirements may be attached to the purchase agreement that can make the purchase rights undesirable.

When the development rights to a farm are sold, the farmer receives payment equal to the difference between the fair market value of the land a developer would pay if it could be developed and the price the land would command for agricultural use. In return for this payment, a conservation easement is recorded on the deed to the property. This easement stays with the land so it is binding not only on the current owner, but future owners of the property as well.

When the development rights to a farm are sold, the farm remains in private ownership. The private landowner still retains the right to occupy and make economic use of the land for agricultural purposes. The landowner gives up the right to develop the property for some other use in the future. Farmers are not compelled to sell their development rights. Participation in PDR programs is entirely voluntary.

### **Advantages and Disadvantage of PDR**

Restrictions on land use, including zoning, have been used to protect agriculture for many years. One of the main benefits of PDR, is that it is completely voluntary. Under PDR, the landowner is not deprived of any of the value of the property. This is very important because many farmers rely on their property in order to fund their retirement. Simply depriving them of the opportunity to realize the full economic value of their property has important ethical, socioeconomic, and perhaps legal ramifications. Moreover, zoning regulations may be easily changed in the future.

The main advantage of PDR over other approaches to farmland preservation is that it offers a permanent, long-lasting solution. PDR virtually assures that land will remain forever in agriculture because it extinguishes the right to develop agricultural land for non-agricultural uses. Farmland preservation tax credits and use value assessment of agricultural land encourage farmers to keep their land in agricultural use somewhat longer than otherwise might be the case, but do not assure that land will remain in agricultural use.

Another major advantage of PDR is that it is perceived as an equitable, fair, and voluntary way to preserve agricultural land. A third advantage is that it provides a way to correct a major shortcoming of the current Farmland Preservation Program by targeting limited financial resources to preserve and protect agricultural land most worthy of preservation.

Another benefit of PDR is that it makes it much easier for a farmer to pass their farm on to an heir interested in farming the land. Once the development rights have been separated from the land, the value of the parcel typically declines to its agricultural value. This generally has an enormous effect on reducing the inheritance tax liability. If taxed at the full development value, many parcels are simply taxed out of agriculture, because the heirs are not able to pay the taxes without selling the land.

The main disadvantage of PDR is cost. Development rights can be expensive to purchase, and so funding for PDR needs to be selectively targeted to preserve and protect agricultural land that is most worthy of preservation. As a result, not every farmer who wants to sell his or her development rights will be able to do so due to program funding limitations.

### **TRANSFER OF DEVELOPMENT RIGHTS (TDR)**

Like a PDR program, the landowner who voluntarily sells his or her development rights will not be able to develop their property. It will remain as agricultural land. However, unlike a PDR program, where the development rights are acquired by a body that has no intention of using them, in a TDR transaction the development rights are applied, or transferred, to another property in the Town.

A TDR program is premised on the idea that legally certain property rights can be separated from one property owner and transferred to another to achieve community development goals. In the case of the Town of Freedom, the development rights would be transferred from rural areas of the Town to the Sanitary District.

The two basic elements of TDR are “sending” and “receiving” areas. Sending areas are those parcels that are deemed less desirable to be developed. For example, areas that have been identified as primary farmland. As a result, these parcels send or transfer their development rights to properties in the receiving areas. The receiving areas are those parcels that are deemed more desirable to be developed, like the Sanitary District. They “receive” transferred rights, therefore allowing development to occur at a density greater than would be normally allowed.

The primary challenge of a TDR program is administration. Successful programs require strong administration policies to keep track of development rights sold and transferred. Start-up money

will be needed if a TDR Bank is created. Money to purchase development rights comes from the developers rather than tax dollars.

PDR and TDR have not been pursued as options for land use development right changes within the Township, but still remain as options in the future.

### **AGRICULTURAL BUFFERS**

The Town of Freedom supports continued farming operations, including Concentrated Animal Feeding Operations (CAFO's). With that in mind the Town is seeking to direct future non-farming development into the Sanitary District in order to provide a large, contiguous area for farming operations to prosper in the Town of Freedom. When the Town coordinates with Outagamie County to develop the rural overlay, consideration will be given to provisions for agricultural buffers.

### **Overall Policies**

Rather than develop policy statements, the Town of Freedom Plan includes a series of vision statements. These visions represent the desired future and act as policy when considering proposals. In the Agricultural, Natural and Cultural Resources Element Chapter, the following policy is presented:

*The Town of Freedom encourages subdivision development inside the Sanitary District to promote efficient development patterns that maximize available services and minimize Town and County costs. To protect farmland and natural areas, the Town discourages subdivision development outside of the Sanitary District.*

This policy impacts all of the required plan elements. In addition, it is fully anticipated that in carrying out the objectives of this plan, additional policies will be developed. In fact, some of the objectives specifically state a policy will be developed after additional research and investigation.

## Housing Agenda

ELEMENT (S)	OVERALL GOALS
<b>Housing Ag., Nat. &amp; Cult. Res.</b>	Maintain the environmental assets and rural atmosphere of the community so that it continues to be an attractive place to live.
<b>Housing</b>	Conserve or improve the quality of existing single-family housing stock and maintain housing values over time.
<b>Housing</b>	Increase the supply of alternative housing opportunities to serve residents of all ages, including but not limited to, independent and assisted living facilities for elderly and disabled residents.

ELEMENT (S)	OBJECTIVE	MILESTONE DATE
<b>Housing  Utilities &amp; Community Facilities</b>	Encourage future single-family residential development within the Sanitary District where services are more readily available, conflicts with agricultural uses are minimized, and efficient and cost-effective development is most likely.	<b>Continuous</b>
<b>Housing Ag., Nat. &amp; Cult. Resources</b>	Using the information provided in the Agricultural, Natural and Cultural Resources Element, identify and map areas for primary and secondary conservation in the Town of Freedom.	<b>2020</b>
<b>Housing</b>	Encourage “low impact” development within the Town that can help reduce stormwater runoff and flooding.	<b>Continuous</b>
<b>Housing</b>	Support existing efforts and consider new programs that will provide additional elderly and disabled resident housing opportunities and services in the Town of Freedom. <ul style="list-style-type: none"> <li>• Coordination with nearby cities and villages to direct large alternative and multiple family developments to these environments where appropriate services are available.</li> <li>• Survey seniors to understand the services that are needed locally.</li> </ul>	<b>SurveyMonkey in 2019</b>
<b>Housing</b>	Educate new residents moving into the area about what it means to live in the country. <ul style="list-style-type: none"> <li>• Consider a “welcome” packet for prospective and new homebuyers in the area.</li> <li>• Have local realtors and area builders distribute this packet.</li> <li>• Also post information on Town Web Page.</li> </ul>	<b>Continuous</b>
<b>Housing</b>	Provide quality, affordable housing opportunities in the Town of Freedom by: <ul style="list-style-type: none"> <li>• Supporting the efforts of private, non-profit organizations like community housing development organizations (CHDOs) to develop affordable housing units in the Town of Freedom.</li> <li>• Developing and aggressively enforcing residential codes and ordinances to ensure that rental properties are adequately maintained.</li> </ul>	<b>Continuous</b>



**Transportation Agenda**

<b>ELEMENT (S)</b>	<b>OVERALL GOALS</b>
<b>Transportation</b>	Maintain and improve Town roads in a timely and well-planned manner.
<b>Transportation Utilities/Community Facilities</b>	Enhance the pedestrian links and amenities available in the Town of Freedom, particularly in the Freedom Sanitary District.
<b>Transportation Utilities/Community Facilities</b>	Expand opportunities for alternative (i.e. pedestrian and cycling) transportation in the Town of Freedom.
<b>Transportation Land Use</b>	Link local trails with County and regional trail networks.
<b>Transportation</b>	Support efforts of Outagamie County and WisDOT to provide transportation facilities and services for Freedom residents.

<b>ELEMENT (S)</b>	<b>OBJECTIVE</b>	<b>MILESTONE DATE</b>
<b>Transportation</b>	In accordance with state law, using PASER, evaluate all roads in the Town of Freedom and continue to update ratings, as required.	<b>Continuous</b>
<b>Transportation Utilities/Community Facilities</b>	Continue to use the Town of Freedom Capital Improvements Program (CIP) to coordinate and plan for annual roadway improvements and maintenance as well as and other capital projects (i.e. municipal building upgrades, equipment purchases, etc.).	<b>Continuous</b>
<b>Transportation</b>	Become an active partner in transportation improvements made in the Town by WisDOT and Outagamie County by: <ul style="list-style-type: none"> <li>Working with WisDOT and Outagamie County Highway Department at any opportunity presented</li> <li>Providing copies of this plan to WisDOT and Outagamie County</li> <li>Coordinating with Outagamie County during the development of the County Comprehensive Plan to ensure that Town interests are represented, particularly with respect to road improvement schedules and rural transit opportunities.</li> </ul>	<b>Continuous</b>
<b>Transportation</b>	Coordinate with Outagamie County so when improvements/reconstruction of County roads are scheduled, appropriate consideration is given to the development of bike paths and trails.	<b>Continuous</b>
<b>Transportation</b>	Complete an inventory of all sidewalks in the Town of Freedom. This inventory should include the location, dimensions, and quality of sidewalks. Update this inventory as new sidewalks are developed. From this inventory devise a maintenance and construction schedule to be incorporated into the Town’s CIP/B and Official Map to ensure pedestrian access remains a priority in the Freedom Sanitary District.	<b>2020</b>
<b>Transportation</b>	Review the <i>Functional Classification and Daily Traffic Counts Map 5-2</i> every five (5) years to ensure that it accurately reflects changes indicated on the Town’s Official Map and current development plans.	<b>2020, 2025, 2030</b>
<b>Transportation</b>	To address local trail needs, the Park Committee should update the identify potential trail routes in the Town. All proposed trails should be included on the <i>Recreational Trails Map 5-1</i> and the	<b>2020</b>

	<i>Functional Classification and Daily Traffic Counts Map 5-2 provided in Section 5.</i>	
<b>Transportation Utilities/Community Facilities</b>	Coordinate transportation improvement projects with Freedom Sanitary District Improvements.	<b>Continuous</b>
<b>Transportation</b>	Periodically review speed limits and trail uses to make sure serving the needs of Town residents and adequately protecting public health, safety and welfare. This effort may include special public forum, survey, or interactive web page for resident feedback.	<b>2021, 2024, 2027, 2030</b>

### Utilities & Community Facilities Agenda

ELEMENT	OVERALL GOALS
Utilities & Comm. Facilities	Provide efficient, cost-effective sanitary sewer service to residents of the Town of Freedom.
Utilities & Comm. Facilities	Continue to provide, and seek to expand where feasible, the quality and quantity of community facilities and services available to residents of the Town of Freedom.
Utilities & Comm. Facilities	Seek to ensure that all development is served by adequate utilities.

ELEMENT (S)	OBJECTIVE	MILESTONE DATE
Utilities & Community Facilities	Support the continued operation and expansion of community facilities provided by Outagamie County, the Freedom Area School District, private companies and other neighboring communities, which serve residents of the Town of Freedom.	<b>Continuous</b>
Utilities & Community Facilities	Continue to install curb and gutter on all streets in the Sanitary District in accordance with the Town's adopted ordinances, policies and Capital Improvement Program and budget.	<b>Continuous</b>
Utilities & Community Facilities	Continue to pursue the objectives outlined in the <i>Town of Freedom Open Space and Recreation Plan</i> . Update the recommendations in the <i>Town of Freedom Open Space and Recreation Plan</i> from 2013 to evaluate progress and consider additional needs.	<b>2020, 2025, 2030</b>
Utilities & Community Facilities	Coordinate with Outagamie County to ensure that the Duck Creek Trail through Freedom to Plamann Park in Appleton is completed in accordance with the recommendations outlined in the <i>Outagamie County Greenway Plan</i> .	<b>Continuous</b>
Utilities & Community Facilities	<p>Work closely with the Freedom Sanitary District (and possibly the City of Appleton) to coordinate the orderly extension of services.</p> <ul style="list-style-type: none"> <li>• In accordance with the <i>Freedom Sewer Service Area Plan</i>, continue to support existing treatment plans and programs to control infiltration and inflow to the wastewater treatment plant so as to maintain or increase capacity for new developments.</li> <li>• Updates of the Freedom Sewer Service Area Plan are done on a regular basis. The recommendations included in the update should be reviewed in the context of this comprehensive plan to ensure consistency between these two documents.</li> </ul>	<b>Periodically</b>
Utilities & Community Facilities	Work with Outagamie County, and if necessary, adopt a Town policy, to encourage developers to consider alternative waste treatment systems in support of innovative subdivision designs (i.e. cluster and conservation subdivisions).	<b>2020</b>
Utilities & Community Facilities	Adopt a policy that would require the developer of a new subdivision in the Sewer Service Area (SSA) to connect to municipal water and sewer and to require the developer of a new subdivision not in the SSA but within the Freedom Sanitary District to meet with the Sanitary District to work cooperatively on the provision of water and sewer.	<b>2020</b>

<b>Utilities &amp; Community Facilities</b>	Encourage the developer of a subdivision outside of the Sanitary District to construct a community well system.	<b>Continuous</b>
<b>Utilities &amp; Community Facilities</b>	Educate residents about arsenic treatment technologies in order to protect the health, safety and welfare of Town residents. The Town Internet web page and newsletter should be the primary tools used in this education effort.	<b>Continuous</b>
<b>Utilities &amp; Community Facilities</b>	Pursue opportunities to establish a library in the Town of Freedom: <ul style="list-style-type: none"> <li>• Coordinate with Outagamie County to be sure that the local demand for a library is known and opportunities for library use in other nearby branch libraries continues.</li> <li>• Pursue private funding opportunities to locate a small branch library facility in the Town.</li> <li>• Pursue opportunities to coordinate with the Freedom Area School District to provide local library services for Town residents.</li> </ul>	<b>2020</b>
<b>Utilities &amp; Community Facilities</b>	Continue to communicate with and encourage the United States Postal Service to establish a small post office to serve the Town of Freedom and neighboring Towns.	<b>2020</b>
<b>Utilities &amp; Community Facilities</b>	Seek to educate residents of the Town of Freedom about available community facilities in the area through the community newsletter and web site, particularly to ensure that populations in need can obtain services.	<b>Continuous</b>
<b>Utilities &amp; Community Facilities</b>	Coordinate with Outagamie County to ensure that the County cellular tower ordinance provides adequate protection and provisions for the Town of Freedom. If deemed necessary, work with the County to update the cellular ordinance to further encourage co-location, stealth technologies, and other techniques to minimize the visual impact of cellular towers.	<b>2019</b> <b>Section 54-384.</b>
<b>Utilities &amp; Community Facilities</b>	Continue to communicate with Freedom Area School District about new development in the Town in order to allow the school district to plan appropriately for staff, building additions, the development of the property on CTH "N", and other needs. <ul style="list-style-type: none"> <li>• Provide copy of all Plan Commission &amp; Board Agendas with detailed information with respect to new residential development (locations, number of units, type of units, etc.).</li> <li>• Meet annually with the school district to discuss issues with respect to growth and development.</li> </ul>	<b>Continuous</b>
<b>Utilities &amp; Community Facilities</b>	Continue to utilize the Town of Freedom Capital Improvements Program as a central tool to implement this Comprehensive Plan and develop needed utilities and community facilities, including Town hall upgrades.	<b>Continuous</b>
<b>Utilities &amp; Community Facilities</b>	Explore the potential for establishing a Town Utility District/Stormwater District. Coordinate this effort with the Freedom Sanitary District.	<b>2020</b>

### Agricultural, Natural & Cultural Resources Agenda

ELEMENT (S)	OVERALL GOALS
<b>Ag., Nat. &amp; Cult. Resources Land Use</b>	Preserve agricultural operations, natural resources, water resources, and wildlife habitat areas in the Town of Freedom to maintain the Town’s rural character.
<b>Ag., Nat. &amp; Cult. Resources Utilities/Comm. Facilities</b>	Enhance recreational opportunities in the Town of Freedom.
<b>Ag., Nat. &amp; Cult. Resources Land Use</b>	Protect Duck Creek and Apple Creek from harmful uses and potential nutrient loading.

ELEMENT (S)	OBJECTIVE	MILESTONE DATE
<b>Ag., Nat. &amp; Cult. Resources Land Use Housing</b>	<p>Identify and seek to protect areas of prime agricultural land in the Town through appropriate local policies and subdivision regulations.</p> <ul style="list-style-type: none"> <li>• Continue to require the agriculture advisory statement on Certified Survey Map’s (CSM) protecting the right to farm in the Town of Freedom.</li> <li>• Inform and educate developers, builders and homeowners about characteristics of typical agricultural operations such as farm odors and noise to eliminate, or minimize, residential and agricultural conflicts.</li> <li>• Continue to support effective farmland preservation programs at the County and state levels.</li> <li>• Consider implementing ATCP 51 by establishing a licensing permit to regulate the siting of livestock facilities.</li> <li>• Establish multiple land use categories on the <i>Future Land Use Plan</i> to reflect the differences in intensity of the use of the land for agricultural purposes and the potential for non-agricultural development in the future.</li> </ul>	<b>Continuous</b>
<b>Ag., Nat., &amp; Cult. Resources Land Use</b>	Support the efforts of Outagamie County to enforce stream and lake setback requirements and protect wetland and floodplain areas by enforcing County zoning requirements and policies established in the Outagamie County Land and Water Resource Management Plan.	<b>Continuous</b>
<b>Ag. Nat., &amp; Cult. Resources Land Use Housing</b>	<p>Create, maintain and enhance natural buffers along stream banks.</p> <ul style="list-style-type: none"> <li>• Work with Outagamie County, the WDNR and the Department of Agriculture, Trade and Consumer Protection (DATCP) to promote and help fund buffer strips along streams and the lakeshores.</li> <li>• Educate residents about the importance of environmental corridors and support efforts by the ECWRPC to identify and protect these areas.</li> </ul>	<b>Continuous</b>

<b>Ag., Nat., &amp; Cult. Resources</b>  <b>Land Use</b>	Coordinate with local quarry operators to ensure that the provisions of NR135 are met. As desired, seek to establish agreements between the Town of Freedom and local quarry operators.	<b>Continuous</b>
<b>Ag., Nat., &amp; Cult. Resources</b>  <b>Land Use</b>	Participate in the planning efforts of Outagamie County to ensure that the County comprehensive plan represents the interests, visions, and expectations of the Town of Freedom.	<b>Currently work in progress</b>
<b>Ag., Nat., &amp; Cult. Resources</b>  <b>Land Use</b>  <b>Utilities &amp; Comm. Facilities</b>	As outlined in the <i>Town of Freedom Sewer Service Area Plan</i> , encourage efforts to continue to implement existing plans and programs to control infiltration and inflow to the wastewater treatment plant so as to maintain or increase capacity for new developments.	<b>Continuous</b>
<b>Ag., Nat., &amp; Cult. Resources</b>  <b>Land Use</b>	Coordinate with the Outagamie County Historical Society to inventory and catalogue historic properties and locations in the Town of Freedom. Share this information with the State of Wisconsin Architecture and History Inventory.	<b>2020</b>
<b>Ag., Nat., &amp; Cult. Resources</b>  <b>Land Use</b>	Partner with local land trusts to protect woodlands and farmland areas and encourage local landowners to pursue opportunities to protect their land by working with land trusts.	<b>Continuous</b>
<b>Ag., Nat &amp; Cult. Resources</b>	Coordinate with WDNR to identify and protect wildlife habitats. <ul style="list-style-type: none"> <li>• Discourage habitat fragmentation by encouraging development in the Sanitary District.</li> <li>• Encourage communication between area land trusts and landowners to permanently protect wildlife habitat areas, particularly habitats for threatened or endangered species.</li> </ul>	<b>Continuous</b>

**Economic Development Agenda**

<b>ELEMENT</b>	<b>OVERALL GOALS</b>
<b>Economic Development</b>	Expand commercial and industrial development opportunities within the Sanitary District to “grow” and diversify the local economy. Promote utilization of TID #1 and TID #2.
<b>Economic Development</b>	Expand the industrial park to accommodate additional mix of industrial, business, and commercial uses in the Town of Freedom.

<b>ELEMENT (S)</b>	<b>OBJECTIVES</b>	<b>MILESTONE DATE</b>
<b>Economic Development</b>  <b>Land Use</b>	<p>Through appropriate zoning and communication with local realtors, seek to concentrate new commercial and industrial development around existing development in areas identified on the <i>Future Land Use Map</i>.</p> <ul style="list-style-type: none"> <li>• Make a copy of this plan available to local realtors.</li> <li>• Work with County officials and the UW-Extension to ensure that the County zoning code adequately permits commercial and industrial uses with appropriate signage, lighting, and landscaping.</li> </ul>	<b>Continuous</b>
<b>Economic Development</b>	<p>Coordinate with the Freedom Business Association, and other County and regional organizations to market the Town of Freedom for economic growth opportunities.</p> <ul style="list-style-type: none"> <li>• Update the Town of Freedom Web Page to provide additional demographic, market, site locations, cost, and other information about the community for prospective entrepreneurs.</li> </ul>	<b>Continuous</b>
<b>Economic Development</b>  <b>Land Use</b>  <b>Housing</b>	<p>Address the establishment of home occupations, provided such uses do not constitute a nuisance to neighboring properties (i.e. excessive noise, traffic, odors, vibration, etc.) or deter from the rural character of the area (i.e. signage, lighting, etc.).</p> <ul style="list-style-type: none"> <li>• Adopt a policy for providing recommendations to Outagamie County about proposed special use permits to allow for home occupations in the Town of Freedom.</li> <li>• Develop a guide for local property owners who wish to establish a home occupation. Include criteria for site development and zoning approvals.</li> </ul>	<b>Continuous</b>
<b>Economic Development</b>  <b>Utilities &amp; Community Facilities</b>	<p>Monitor local property tax revenue to ensure that revenues are adequate to provide needed services.</p> <ul style="list-style-type: none"> <li>• Continue to utilize the <i>Freedom Capital Improvement Program</i> to anticipate future budget expenses.</li> <li>• Coordinate improvements with state, County and other agencies as needed to minimize duplication of services and increase efficiencies in services provided.</li> </ul>	<b>2020</b>

### Intergovernmental Cooperation Agenda

ELEMENT(S)	OVERALL GOALS	MILESTONE DATES
<b>INTERGOVERNMENTAL</b>	Improve communication with neighboring Towns, Outagamie County, the Freedom Area School District, the Freedom Sanitary District, the ECWRPC, the Oneida Nation, state agencies, the City of Appleton, City of Kaukauna and Village of Little Chute.	<b>Continuous</b>
<b>INTERGOVERNMENTAL LAND USE</b>	Resolve annexation and boundary disputes with neighboring municipalities.	<b>Continuous</b>
<b>INTERGOVERNMENTAL UTILITIES &amp; COMM. FACILITIES</b>	Continue to seek new ways to coordinate and share community facilities and services with neighboring communities and Outagamie County whenever efficient.	<b>Continuous</b>

ELEMENT(S)	OBJECTIVES	MILESTONE DATES
<b>INTERGOVERNMENTAL</b>	Host a bi-annual summit to discuss concerns, plans, exchange ideas and report implementation achievements.	<b>Even # Years beginning in 2020</b>
<b>INTERGOVERNMENTAL</b>	Participate in the Comprehensive Planning activities of neighboring communities, Outagamie County, and the ECWRPC.	<b>Through 2040</b>
<b>INTERGOVERNMENTAL UTILITIES &amp; COMM. FACILITIES</b>	Notify the Freedom Area School District about proposed residential developments and rezoning so the district may plan accordingly for additional school children. Encourage the school district to provide input into these decisions.	<b>Continuous</b>
<b>INTERGOVERNMENTAL TRANSPORTATION LAND USE</b>	Notify WisDOT of proposed development projects and rezoning near STH 55 so WisDOT may plan accordingly for needed improvements.	<b>Continuous</b>
<b>INTERGOVERNMENTAL LAND USE AG., NAT., &amp; CULT. RESOURCES UTILITIES AND COMM. FACILITIES</b>	Coordinate with the ECWRPC with respect to the permitting and reclamation of quarry operations and Sanitary District expansions (through the Freedom Sanitary District).	<b>Continuous</b>
<b>INTERGOVERNMENTAL TRANSPORTATION AG., NAT., &amp; CULT. RESOURCES</b>	Coordinate with WisDOT, WDNR and DATCP to ensure transportation facilities are safe and natural features and farmland are protected.	<b>Continuous</b>
<b>INTERGOVERNMENTAL LAND USE</b>	Develop a boundary agreement with the City of Kaukauna and Village of Little Chute to establish expansion areas for a minimum of 10 years. Monitor the need for this in 2025.	<b>Continuous</b>
<b>INTERGOVERNMENTAL UTILITIES &amp; COMM. FACILITIES</b>	Expand and continue to explore the potential for mutual services with neighboring Towns (including road development and maintenance, garbage collection, etc.).	<b>Continuous</b>



**Land Use Agenda**

<b>ELEMENT</b>	<b>OVERALL GOAL</b>
<b>Land Use</b>	Maintain the rural atmosphere in the Town of Freedom and the small-town character of the Freedom Sanitary District.

<b>ELEMENT (S)</b>	<b>OBJECTIVE</b>	<b>MILESTONE DATE</b>
<b>Land Use</b>	Enforce local and County Zoning and Subdivision Ordinance requirements.	<b>Continuous</b>
<b>Land Use Transportation Utilities &amp; Comm. Facilities</b>	<p>Improve the Freedom Sanitary District so that it may become a community focal point for quality development.</p> <ul style="list-style-type: none"> <li>• Continue to pursue sidewalk, trail, and bike lane development initiatives.</li> <li>• Maintain identification signage for area.</li> <li>• Work with the Outagamie County Planning Department to encourage economic redevelopment of the area through marketing, zoning, and other incentives.</li> <li>• Promote development patterns in the Freedom Sanitary District that promote TND design principles. As part of this effort, review the model ordinance developed by the UW-Extension.</li> </ul>	<b>Continuous</b>
<b>Land Use Housing Ag., Nat. &amp; Cult. Resources</b>	<ul style="list-style-type: none"> <li>• Town’s Street Standards and Subdivision Ordinance reflects the policy that all subdivision streets must have curb and gutter.</li> <li>• Draft and adopt an Access Control Ordinance.</li> <li>• Have the Planning Commission review proposals for residential development that are adjacent to existing agricultural operations.</li> </ul>	<b>2020-2040</b>
<b>Land Use Utilities &amp; Comm. Facilities</b>	Coordinate with the Freedom Sanitary District, electric, natural gas and other utility providers to ensure that adequate utilities will be made available for cost effective future growth and development in the Town.	<b>Continuous</b>

**Implementation Agenda<sup>7</sup>**

<b>ELEMENT</b>	<b>OVERALL GOAL</b>
<b>Implementation</b>	To ensure that the <i>Town of Freedom Comprehensive Plan</i> is an effective tool for making local land use decisions.

<b>ELEMENT (S)</b>	<b>OBJECTIVE</b>	<b>MILESTONE DATE</b>
<b>Implementation</b>	Annually review the goals and objectives presented throughout this chapter to assess implementation success and consider additional objectives.	<b>Annually</b>
<b>Implementation</b>	As available, provide updated information to supplement the plan information (i.e. updated County zoning map, updated population projections, U.S. Agricultural Census Data, future local survey results, etc.)	<b>Continuous</b>

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<sup>7</sup> As part of this element, the town determined no changes were needed to existing building, mechanical, housing, and sanitary codes to implement this plan. Existing code requirements are consistent with the recommendations of this plan and as they are updated will become relevant to the plan as stated.

## 12.0 INTERGOVERNMENTAL COOPERATION

### Introduction

The Town of Freedom's relationship with neighboring municipalities, the Freedom Area School District, Freedom Sanitary District, the Oneida Nation, state agencies and Outagamie County can significantly impact Town residents in terms of planning, the provision of services, and the siting of public facilities. An examination of these relationships and the identification of potential conflicts will help the Town address these situations in a productive manner.



### Intergovernmental Cooperation Vision

***The Town of Freedom works cooperatively through border and shared service agreements with the neighboring Towns, the City of Appleton, Village of Little Chute and City of Kaukauna to provide residents with a wide variety of cost-efficient, non-duplicative services for the betterment of all communities involved. Annexations are planned, based on service demands, and coordinated in a fashion to ensure that communities preserve their identities.***

***Development plans within the Town are coordinated with the School District, to ensure that the location, size and nature of development will not result in unexpected additional school facilities.***

***Town leaders keep residents informed on all matters pertinent to Town operations and land development issues. Freedom continues to pursue opportunities to provide coordinated, cost-effective services with neighboring communities.***

### Governmental Units and Relationships to the Town of Freedom

The Town of Freedom shares borders with eight municipalities. In addition, the Town must also coordinate with the Freedom Area School District, the Freedom Sanitary District, the Oneida Nation, the Wisconsin Department of Transportation (WisDOT), the Wisconsin Department of Natural Resources (WDNR), the Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP), as well as the ECWRPC and Outagamie County.

**ADJACENT GOVERNMENTAL UNITS**

Oneida Nation  
 Town of Center  
 Town of Osborn  
 Town of Oneida

Town of Kaukauna  
 Town of Grand Chute  
 Town of Vandebroek  
 City of Appleton

The Town of Freedom’s relationship with the Oneida Nation can be described as limited in dealings and respectful.

The Town of Freedom’s relationship with the six adjacent Towns can be characterized as one of mutual respect and compatibility from a land use and political standpoint. Towns cannot annex land from one another. Therefore, the borders between the Town of Freedom and the adjacent Towns are fixed and boundary disputes are non-existent. The Towns share a common rural character. Public services (i.e. road maintenance and construction, etc.) are conducted individually by each Town.

**SCHOOL DISTRICT**

- Freedom Area School District

The Town of Freedom is served by one School District. The Town’s relationship with the School District can be characterized as cooperative and interactive. This relationship must continue and be strengthened as growth is coordinated with school capacity and increased needs of Town services. This will become increasingly important if the school facilities are relocated to the site proposed on Hwy N and County Trunk UU. Future land use development and extended services will need to be addressed accordingly as well do to the distance from the current facilities.

**SANITARY DISTRICT**

- Freedom Sanitary District

There is currently only one Sanitary District in the Town of Freedom. The Freedom Sanitary District No. 1, wastewater treatment facility is located on Garvey Street in the north-central portion of the Town. The Town’s relationship with the Sanitary District can also be characterized as cooperative. This relationship must continue and be strengthened as growth is directed within the Sanitary District per the future land use recommendations encompassed within the Comprehensive Plan document and 2030 Freedom Sewer Service Area Plan.

**COUNTY AND REGIONAL GOVERNMENT UNITS**

- Outagamie County
- East Central Wisconsin Regional Planning Commission (ECWRPC)



The Town of Freedom is located in Outagamie County. The County has some jurisdiction within the Town. In particular, Outagamie County has jurisdiction over land divisions, on-site sanitary systems, greenway trail coordination, and zoning (including shoreland-wetland and floodplain areas) of the Town. Outagamie County also maintains many County roads in the Town of Freedom.

The relationship between the Town of Freedom and Outagamie County can be characterized as one of general agreement and respect. In those areas where the County has jurisdiction in the Town, the County attempts to get input from the Town before making decisions affecting the Town. Likewise, Freedom has attempted to maintain open communication with Outagamie County. Continued cooperation will be especially important as it relates to zoning as a tool to implement this plan.

Outagamie County and the Town of Freedom are part of the East Central Wisconsin Regional Planning Commission (ECWRPC). The Town of Freedom has little direct interaction with the ECWRPC. The Town acquired mapping data, demographic statistics, and policy information for this comprehensive planning effort from Martenson and Eisele Inc., Outagamie County and the ECWRPC.



#### STATE AGENCIES

- Wisconsin Department of Natural Resources (WDNR)
- Department of Agriculture, Trade and Consumer Protection (DATCP)
- Wisconsin Department of Transportation (WisDOT)

WDNR, WisDOT, and DATCP are the primary state agencies the Town of Freedom must coordinate with to achieve the goals and objectives of this plan.

WDNR is a state agency involved in the acquisition and development of recreational/pedestrian trails - a key component of this plan. Furthermore, the WDNR takes a lead role in wildlife protection and the protection and sustained management of woodlands, wetlands and other natural wildlife habitat areas as well as surface and ground water quality related issues within the Township. They also oversee Chapter NR243 which are the state standards, management practices and permit requirements related to CAFOs.

The activities of the WDNR and DATCP are discussed further in the Agricultural, Natural and Cultural Resources Element (Chapter 7) of this plan. Additional information is also available on-line at:  
[www.datcp.state.wi.us](http://www.datcp.state.wi.us)  
 and [www.dnr.state.wi.us](http://www.dnr.state.wi.us).

The mission of the DATCP is to serve the citizens of Wisconsin by assuring:

- The safety and quality of food
- Fair business practices for the buyer and seller
- Efficient use of agricultural resources in a quality environment
- Consumer protection
- Healthy animals and plants

- The vitality of Wisconsin agriculture and commerce

Given the importance of agricultural in the Town of Freedom, DATCP plays an important role in the Town. DATCP policies, programs and directives impact local farm operations.

WisDOT is also a key player in the planning and development of pedestrian/cycling facilities. In addition, WisDOT is responsible for the maintenance of the STH 55 corridor. While no major expansion of this corridor is planned in the foreseeable future, it will be important for the Town of Freedom to continue to coordinate with WisDOT with respect to this roadway.

Open communication and participation in land use and transportation decisions, which may impact the Town, is an important priority for intergovernmental cooperation in the future.



For additional information about WisDOT activities in the Town of Freedom, refer to the Transportation Element (Chapter 5) of this plan. Additional information is also available on-line at: [www.dot.state.wi.us](http://www.dot.state.wi.us)

## Intergovernmental Comprehensive Planning Process

To facilitate a planning environment open to intergovernmental coordination, the Town of Freedom identified the School District, the Sanitary District, the Outagamie County Historical Society, and Outagamie County Planning Department, Outagamie County Sheriff's Office, Freedom Area Business Association as stakeholder that would be interviewed for their input related to the update of this plan. ECWRPC was contacted as a resource for information from existing plans that they had updated. All stakeholders were given an open invitation for participation in the development of this plan and will be encouraged to attend the public participation portion of the plan development to ensure all the information that is accurate and up to date.

On an element-by-element basis, the information that exists in this plan was researched to be the most current and accurate data available for the Town of Freedom. Website data from the Freedom Area School District, Freedom Sanitary District and state agencies was researched to identify the available services, facilities, and programs that currently exist. For example, during the development of the Transportation Element, WisDOT website was researched to obtain information available related to transportation facilities and programs in the Town of Freedom. Throughout the plan development process, The Town of Freedom Planning Commission worked closely with Outagamie County, Martenson and Eisele Inc. and the ECWRPC to coordinate plan-mapping resources and obtain detailed information related to zoning, agricultural preservation, quarry operations and general demographic data.

## Intergovernmental Cooperation Programs

In 2003, the Town of Freedom successfully negotiated an intergovernmental agreement with the City of Appleton that identified a City Growth Area and a Town Growth Area. The Town will

not contest any annexations in the City Growth Area and the City will not exercise extraterritorial plat or zoning review in the Town Growth Area. The term of the Agreement is fifty (50) years which will continue until the year of 2053.

As growth and change continues in the area, potential land use conflicts will remain a topic that will be brought up for discussion and will need to be resolved objectively and consistently. The Town of Freedom has the opportunity, under State Statutes 66.0301, to also pursue boundary agreements with the Village of Little Chute and City of Kaukauna. If boundary agreements were completed, the Town and the city/village could work together to make rational decisions about where growth will occur, including the setting or changing of boundaries, and how public services (including sewer and water) could be provided. Other intergovernmental agreements, such as shared tax revenue, should be objectives to pursue with Appleton, Little Chute and Kaukauna.

## Existing and Proposed Plans

### ADJACENT GOVERNMENTAL UNITS

To ensure compatibility with planning goals and objectives of the Freedom Comprehensive Plan, the Town of Freedom would like to participate in the planning efforts of its neighboring communities.

### SCHOOL DISTRICT

The Freedom Area School District extends beyond the Town of Freedom. As such, development in neighboring communities may have an impact on the districts need to expand. The Town of Freedom wishes to remain involved in the siting of future schools to ensure that the goals and objectives of this plan can be met. This will become more important as Freedom and neighboring communities continue to grow, bringing additional residents (and students) to the area. The School District has purchased property located on CTH N and CTH UU for a potential facilities upgrade, but no plan to construct any new facilities at this time.

### COUNTY AND REGIONAL GOVERNMENTS

Currently Outagamie County is in the process of updating their Comprehensive Plan for 2020 – 2040. It will be important that the Town of Freedom participate in the planning processes when these agencies develop their comprehensive plans. It is also especially important for Freedom to work with the ECWRPC in the planning for Sanitary District boundaries.

### STATE AGENCIES

The Town of Freedom's relationship with the state of Wisconsin mainly involves state aids for local roads and the administering of various state mandates to Towns. In the past, the Town of Freedom has also received WDNR park grants. Moreover, there is some forested land in the Town that is managed through the WDNR Managed Forest Program. The plans for Duck and

Apple Creek may have an impact on the Town of Freedom. 9-Key element plans have been approved for both watersheds. Duck Creek Watershed was approved in 2016 and Apple Creek Watershed has been approved in 2017. The goals of the 9-key element plans are to improve surface water quality to meet Total Maximum Daily Load requirements through the WDNR. Furthermore, coordination with WisDOT will continue to be important with respect to planned connections to STH 55 as develop occurs along and near the corridor.

### **Intergovernmental Policy**

The Town of Freedom will seek to cooperate with all neighboring municipalities, the County, Wisconsin State Agencies, Sanitary District, Oneida Nation and the School District for mutual benefit.

### **Intergovernmental Goals**

1. Improve communication with neighboring Towns, Outagamie County, the Freedom Area School District, the Freedom Sanitary District, the ECWRPC, the Oneida Nation, Wisconsin State Agencies, the City of Appleton, City of Kaukauna and Village of Little Chute.
2. Resolve annexation and boundary disputes with neighboring municipalities.
3. Continue to seek new ways to coordinate and share community facilities and services with neighboring communities and Outagamie County whenever efficient.
4. Continue to be proactive with large agricultural operations (CAFOs) and industries to develop transportations routes which reduce traffic congestion on roadways within the Sanitary District and Township boundaries.



## Intergovernmental Objectives

1. Participate in the Comprehensive Plan Development and planning activities of neighboring communities, Outagamie County, and the ECWRPC.
2. Notify the Freedom Area School District about proposed residential developments and re-zonings so the district may plan accordingly for additional school children. Encourage the School District to provide input into these decisions.
3. Notify WisDOT of proposed development projects and re-zonings near STH 55 so WisDOT may plan accordingly for needed improvements.
4. Coordinate with the ECWRPC with respect to the permitting and reclamation of quarry operations and Sanitary District expansions (through the Freedom Sanitary District).
5. Coordinate with WisDOT, WDNR and DATCP to ensure transportation facilities are safe and natural features and farmland are protected.
6. Develop a boundary agreement with the City of Kaukauna and Village of Little Chute to establish expansion areas for a minimum of 10 years.
7. Expand and continue to explore the potential for mutual services with neighboring Towns (including road development and maintenance, garbage collection, etc.).

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